Emergency Management for Large Events
(K-12 population)

How prepared would you have been?

3/4/10 *Gunshots Force Early End to High School Soccer & Baseball Games in Arlington, TX*

June 24, 2009, Michigan- Clarkston High School Dance Evacuated Due to Gaseous Odor

10/5/09 Student Stabbed at Friday Night Football Game: Alamo, TX

2/12/10, Louisville, KY: Two wounded in shooting after high school football game

11/1/09: *Girl Fatally Shot After High School Football Game in Long Beach, CA*

20 Present at Gang Rape Outside School Dance -Richmond CA 10/27/09

Presentation Goals

- **Define large events and identify specific hazards that may arise**

- **Describe how to integrate large events into emergency management planning**

- **Understand the connection to the Four Phases of Emergency Management**

- **Provide examples of how to deal with specific emergencies that occur at large events**

- **Facilitate an interactive scenario**

- **Review key learning points and how they will be applied at your school**

What is a "large event" or "mass gathering" as it applies to the K-12 population?

Large events or mass gatherings:

Involve the convening of any significant number of persons for a school-related or school-sponsored event as participants, spectators, or both

May take place on school grounds or off, during school hours or not, and may involve any variety of ages of youth, school personnel, schools represented, parents, volunteers, members of the community, etc.

- Types of large events that may be on or around school property, or involve a large number of a school's population, include:

  - **School: sports games, dances, pep rallies, concerts, fundraisers, assemblies, ceremonies**

  - **Community: fairs or festivals, concerts, PODs, shelters, political rallies, public speaking engagements**

  - **Spontaneous: riots, demonstrations, "flash mobs"**

- Identify hazards that might arise at K-12 large events

Potential hazards associated with these types of events:

- Weather-related threats

- Natural disasters

- Intentional disruptions (violence)

- Gang interactions

- Crowd control problems

- Aggressive fans / fighting

- Intoxication

- Property damage

- Stampeding in the event of an emergency

Potential hazards associated with these types of events:

- Industrial accidents, spills, explosions, noxious chemical releases
- Fire
- Utility failures, power outages
- Bomb threats
- Intoxication
- Property damage
- Stampeding in the event of an emergency
- Medical emergency

- Crowds, in general, create a greater potential for emergencies to arise

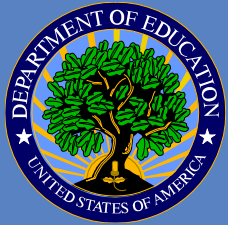| Reported acts of violence at high school football games, nationwide			
	Incidents	*Injuries*	*Deaths*
2003	9	2	7
2004	21	1	22
2005	31	4	33

"Football stadiums present a perfect opportunity to settle a score: a distracted crowd, an overwhelmed, and often undertrained, security staff and access to rivals not available during school hours, the security experts say."

Violence At Games Means Trouble For All; School Districts, Fans Suffer Consequences, USA Today, 11/23/05

- Emergency management is an important function of the success of these school activities

  - Planning for these events should be built upon the district's existing emergency management plan; ideally, with the involvement of activities directors

- A comprehensive emergency management plan should include out-of-school-time events

  - Students are without parental supervision (loco-parentis)

  - Students are still considered within the school's care, even hours after the school day has ended, if they are involved or attending school-sponsored events
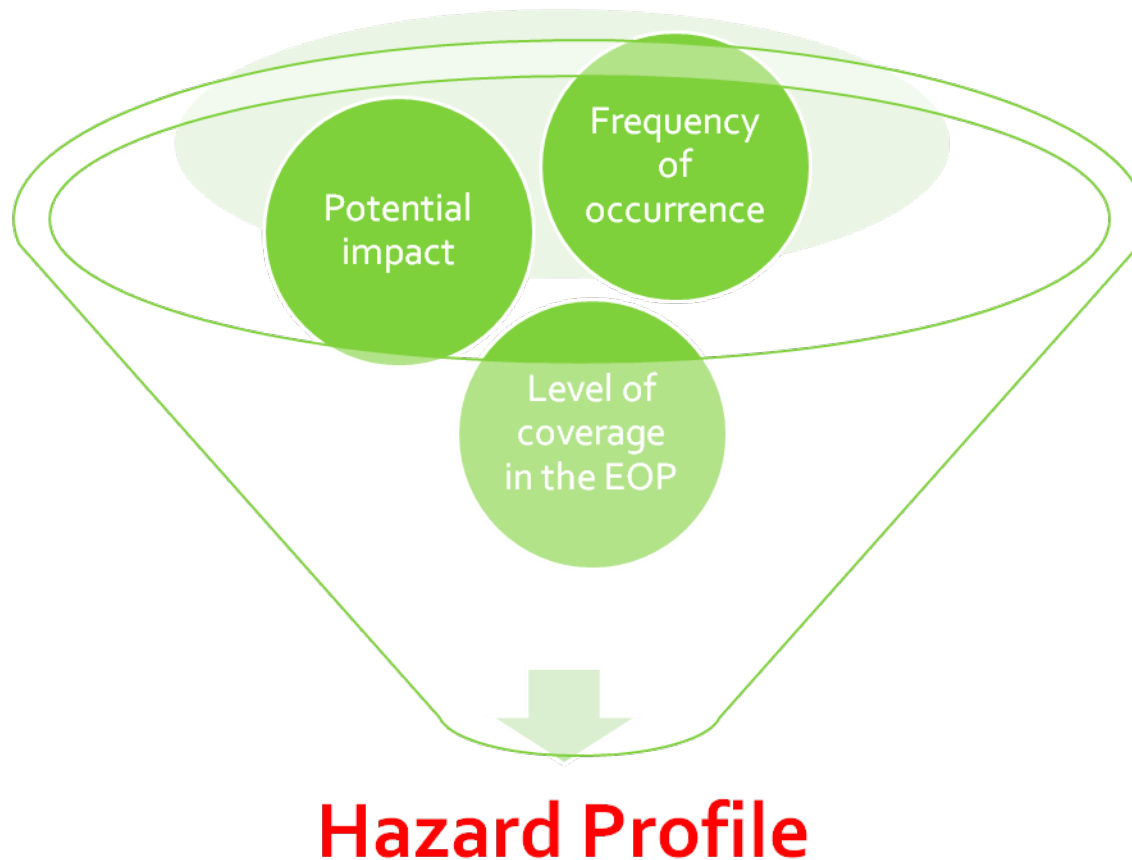
For each event the school must identify:

✓ **What are the hazards to be considered?**

✓ **What are the potential risks?**

✓ **Who will be at risk (what groups)?**

✓ **What prevention measures/preparations need to be made for each risk?**

✓ **What are the appropriate responses?**

Potential impact

Frequency of occurrence

Level of coverage in the EOP

Hazard Profile

- Schools (within district, with neighboring LEAs who will be 'opponents' at sporting events, or guests at other events)

- Law enforcement

- Fire Departments

- Local emergency management personnel

- Parks and recreation departments

- Other venues holding school-sponsored events

Chief of Police or designee

Fire Chief / Fire Marshal or designee

EMS personnel

County Engineer or designee

Representative from local emergency management agency

School Athletic-Activity Director

School Principal or designee

State emergency management / federal Homeland Security representative

Others: students, athletes, coaches, parents?

- Schools may have unique considerations relating to large event emergency management, such as:

  – Joint use agreements

  – Utilization of outside resources (EMT, fire, hazmat), which also connects to NIMS compliance and joint agreements

  – Prioritizing based on resources

  – Local rivalries or gang activity

  – Preplanning for special events

Planning for events either during school hours or after the school day is crucial and should be aligned with the four phases of emergency management:

Phase 1: Prevention-Mitigation

Phase 2: Preparedness

Phase 3: Response

Phase 4: Recovery

- Define Prevention-Mitigation as it applies to large event security:

  - Policies & Procedures

  - Protective Measures

  - Preventative Measures

- Policies & Procedures:

  - Access control

  - Selection, training & evaluation of event staff

  - After-Action Reports/Continuous review and improvement

- Protective Measures to consider:

  – Dealing with adults versus youth at these venues and events, and the legal implications of each

  – Legal implications of being able to exclude certain individuals/groups

  – Code of conduct, including:

    – Disciplinary issues resulting from these incidents

    – How discipline records carry over into after school events
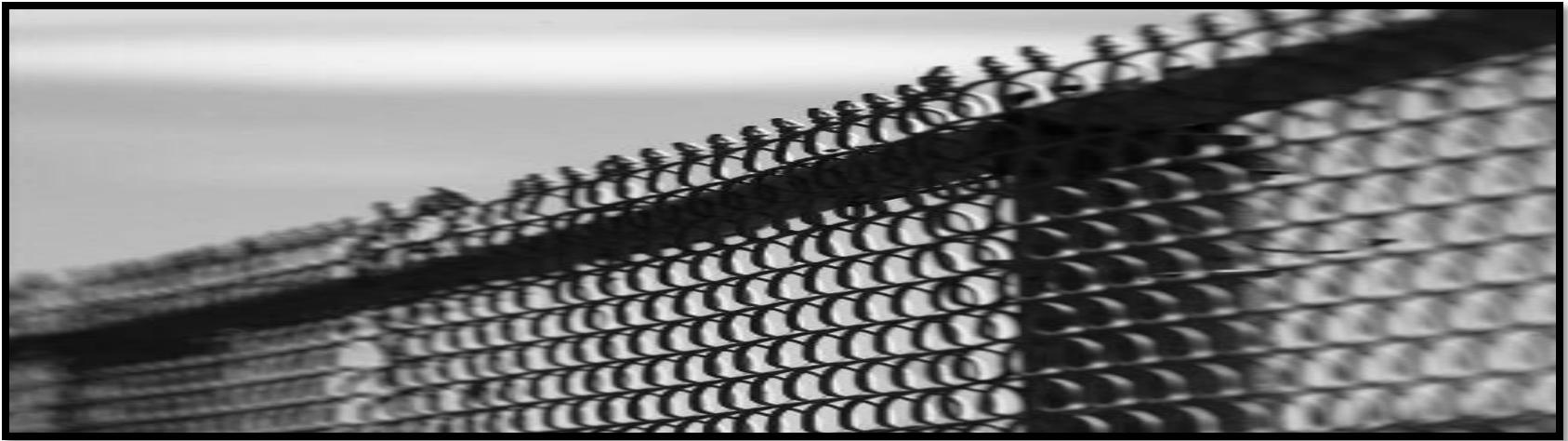
- **Preventative Measures**
  - School Safety & Physical Design (CPTED)
  - Additional environmental and event controls
  - Communication—what types are necessary?
 - Avoid creating high-risk situations

Prevention and Mitigation Planning

Hazard	Risk	Prevention-Mitigation
Fire	Evacuation problems – unmarked routes, blocked exits	Fire Marshal inspection and evacuation route planning
Severe Weather	Injury / exposure	Lightning detector / weather alert radios
Power Outage	Crowd crush	Emergency lighting
Bomb Threat	Injuries due to disorderly evacuation	Evacuation planning, coordination with law enforcement
Gang activity	Violence, fights, injuries, deaths	Law enforcement presence
Earthquake	Injuries from structural damage	Facilities inspection and remediation

- Define Preparedness as it applies to large event security

    A. Staff selection and training

    B. Conduct drills & exercises

    C. Consider special needs populations

    D. Promote awareness

    E. Communications interoperability
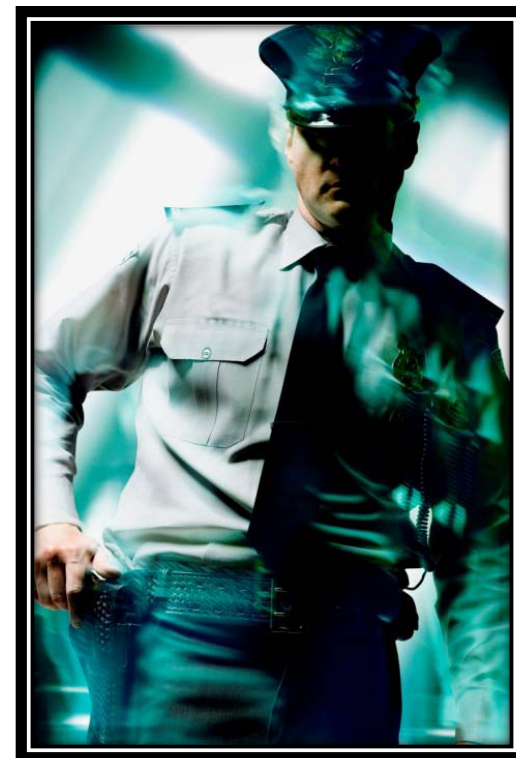
A. Plan for selection & training of staff and volunteers to service these events, including:

– ICS structure

– Recruit adequate numbers of event staffing

– Assign specific roles and responsibilities

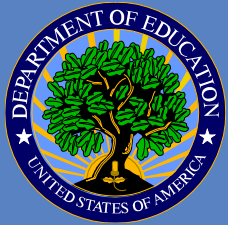– Individual Prevention-Mitigation and Response roles

B. Conduct exercises & drills to practice response efforts

– Prepare for multiple venues (indoor/outdoor; on- or off-campus)

C. Consider special needs populations (mobility, language barriers, etc.)

D. Promote awareness:

– PSAs in the community regarding safety and security increase community awareness

– Recruit students, parents, community members for participation in drills and exercises on these response efforts

- ICS - Incident Command issues are likely to arise in a mass gathering situation
  - Who will be in charge?
  - When should law enforcement be called?
  - How will you get community members and other non-school attendees to follow ICS protocols?

- NIMS compliance, NIMS Training
  - IS-15a Special Events Contingency Planning for Public Safety Agencies
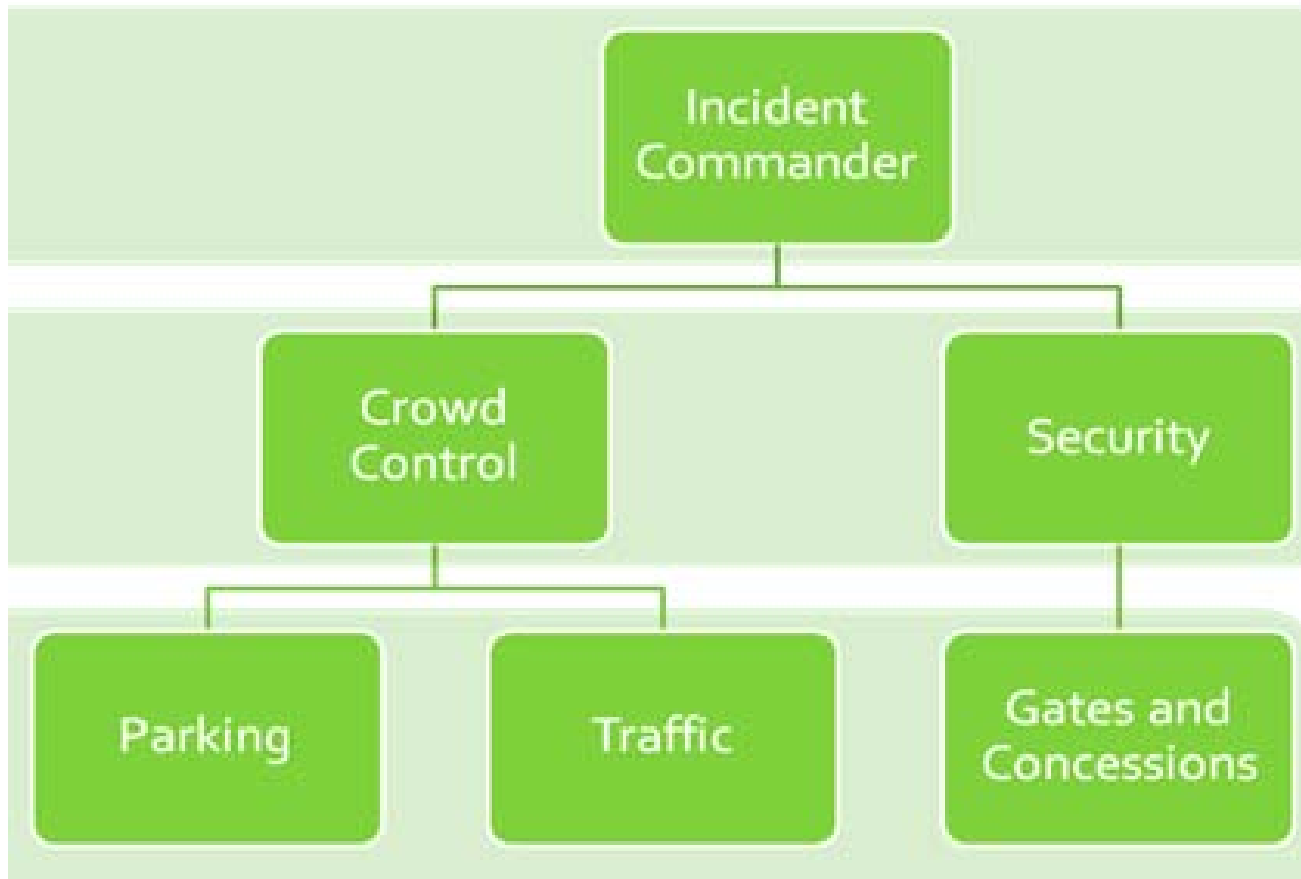
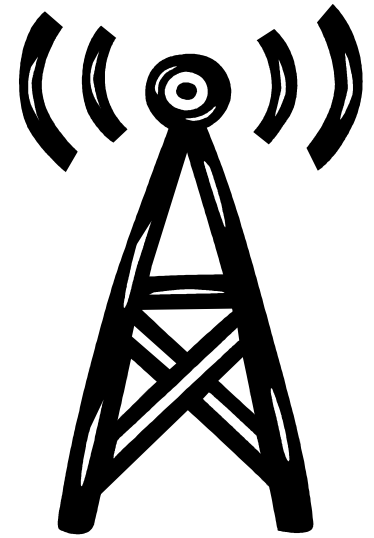# Communications Interoperability

- Communications systems and equipment
  - What equipment?
  - Who will have it?
  - When will it be used?

- Properly train staff and volunteers to use it

- Define response as it applies to large event security
  - What types of response apply?
  - Who will serve as responders, and what do they need to know?
  - What are some barriers to effective response efforts?

Question: What types of response apply?

Answer: <u>Evacuation</u>, <u>Lockdown</u> & <u>Shelter In Place</u>

Frame already known types of response as they relate to large events. Consider the variations in situations as they may play out.

Venue Type	Location	Attendees
Stadium	Home school site	Students from home school
Auditorium	Other school site	Students from multiple schools
Gymnasium	Community site	Parents & other adults
Open Field	Out of town/state/country	Open to community

- Who will serve as responders, and what do they need to know?
  - Ensure response procedures are known by all key partners
    - Volunteer and paid event staff
    - School administrators
    - Emergency response personnel
    - Police/security on site
  - Ensure partners know their roles and responsibilities serving the event, and in case of an emergency

- What are some barriers to effective response efforts?

  – Youth might be aware of how to respond in a shelter-in-place or evacuation situation, but community attendees might not

  – Individuals may be present on school grounds/events after hours that are unaware of how to lead students in these response procedures

  – First responders may not be prepared to execute school response procedures at off-site locales or in large event settings where great numbers of youth are present

- What are some ways to overcome these barriers to effective response efforts?

  – Communicate emergency response procedures to parents and community members at non-urgent times, and empower youth to train their adult family members and friends on these important skills

  – Create training programs for after-school program leaders, and ensure informational materials are readily available on-site to inform anyone on proper emergency procedures

  – Work with first responders to create awareness and prepare for the possibility of executing school response procedures at off-site locales or in large event settings where great numbers of youth are present

- Define Recovery as it applies to a large event.

    – What kind of recovery efforts is a school responsible for if an incident occurs at these types of events?

    – Are schools responsible for community members along with youth?

    – What resources will be needed for recovery—both physical and emotional?

Interactive Scenario

- **It is the night of a very important basketball game for one of your district's bigger suburban high schools (enrollment: 2,500).**

- **Your school and the team they are playing are tied for first place in the division and the season is almost over. This is the first time the teams have played at your school.**

- **This visiting team comes from a more urban part of the area, and because the game means so much, you anticipate they will bring many supporters from their school and community with them.**

- **What, if any, are the potential issues of concern?**

- **What preparations should be made before the game?**

- **Should there be a school administrator present? If so, whom? Who else should be present?**

- **Other concerns?**

- Early during the play, you can feel the excitement and tension in the air. It is a hard fought game with both sides having pushing fouls called against them.

- At one point in the game, when the referee calls a foul against the opponents, a can of soda is thrown at the referee, missing him by a foot.

- The game ends with your team winning in overtime. As your team begins to walk off the floor, after the handshakes, more soda cans and garbage are thrown out onto the floor towards your team.

- Your coach quickly moves the team into the locker room.

- Several students from your school start to yell at the spectators from the other school. It quickly escalates when they start swearing and threatening each other.

- The two sides start to move towards each other across the basketball court when a shot rings out and one of your cheerleaders falls to the floor, wounded.

- Screaming, yelling, running and total chaos takes over.

- **Who's in charge?**

- **Who calls whom?**

- **What should the coach do?**

- **What does the Emergency Operations Team do?**

- **A police officer is on duty, and was in the hallway watching the spectators leave when the shooting took place.**

- **A parent, who identified herself as a nurse, goes to the aid of the cheerleader.**

- **Someone in the crowd must have called 911, as you can hear the sounds of sirens.**

- **Most people are panicking and running out the gym doors.**

- **Someone pulls the fire alarm and the sound of the alarm adds to the confusion.**

- **At this point, you believe that there is only one person shot.**

- **What does the administrative team need to do?**

- **Does a campus closure need to be called? Who is authorized to do this and when? If the campus is closed, how long will it remain closed?**

- **How will faculty, students and staff be notified of this event?**

- **Where will the media be located and who will speak to them?**

- **What are the long term consequences of this event and how will they be addressed? Who's responsible for what?**

- **Could this event have been prevented? How? By a metal detector? What issues are raised by this kind of screening?**

- **Other concerns?**

- Emergency management planning for large events should be annexed to a district's existing plan

- Planners should share information with administrators & activity directors to get them on board

  - Ex. Provide incident reporting data broken down by event/location to demonstrate potential problems

- Keep in mind the fundamental attitude that K-12 schools are places where the community should be invited in, not kept out, so planning ahead of time for large event safety can help maintain this collaborative environment

- What are three things I learned from this presentation?

- How can I implement them in my school district?

The National Center for Spectator Sport Safety and Security (NCS4) located at the University of Southern Mississippi

- www.NCS4.com

FEMAs IS-15.A Special Events Contingency Planning for Public Safety Agencies

- http://training.fema.gov/EMIWeb/Is/IS15ACrsSum.asp

National Federation of State High School Athletic Associations

- http://www.nfhs.org/

NCEF Assessment Guides, available in two different formats, and pertain to mitigating hazards in a school facility

- http://www.ncef.org/checklist/index.cfm

REMS TA Center Resource Repository

- http://rems.ed.gov

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- The REMS TA Center was established in October 2007 by the U.S. Department of Education, Office of Safe and Healthy Students.

- The center supports schools and school districts in developing and implementing comprehensive emergency management plans by providing technical assistance via trainings, publications and individualized responses to requests.

- For additional information about school emergency management topics, visit the REMS TA Center at http://rems.ed.gov or call 1-866-540-REMS (7367). For information about the REMS grant program, contact Tara Hill (tara.hill@ed.gov).

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