



Sports and Special Events Incident Management

Course Design Document – ILT

August 2011



Course Description

Overview

This 16-hour course develops athletic department staffs, facility management personnel, campus public safety personnel, emergency response supervisors, and others involved in sports and special event management to better prepare for, manage, and recover from incidents that could occur during a sporting event or other special event. The course provides participants the skills necessary to effectively identify risk and mitigation strategies; manage incidents by applying and implementing incident management planning and resource management principles through a multi-disciplinary management team approach as described in the National Incident Management System (NIMS); and identify techniques that can improve the resiliency of the event venue. The course has specific emphasis on the unique aspects of response to an incident occurring during a sports and special event, including considerations for business continuity and after action activities. The course concludes with a practical application, role-play exercise that is customized to the area in which the course is delivered.

Scope

The scope of this course addresses a number of priorities and capabilities that the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) is encouraging state and local jurisdictions to establish. This course also assists with establishing priorities for the national planning scenarios, national preparedness goals, the Universal Task List (UTL), and the Target Capabilities List (TCL).

National Planning Scenarios

The national planning scenarios are a reference to help federal, state, local, and tribal entities at all levels of government evaluate and improve their capabilities to perform their assigned missions and tasks in order to respond to large-scale incidents including, but not limited to, epidemics, natural disasters, and Weapons of Mass Destruction/Chemical, Biological, Radiological, Nuclear, or Explosives (WMD/CBRNE) or terrorist attacks.

National Preparedness Goal

The national preparedness goal has three overarching priorities:

- 1) Implement NIMS and the National Response Framework (NRF)
- 2) Expand regional collaboration
- 3) Implement the national infrastructure protection plan

The capability-specific priorities are:

- 1) Strengthen information sharing and collaboration capabilities
- 2) Strengthen interoperability communications capabilities

These capabilities are strengthened by the facilitated discussion of the multi-discipline makeup of the class. In addition, through the use of the NIMS concepts, course participants are given the opportunity to explore how to improve these specific areas for their jurisdiction and are encouraged to try new ideas discussed in class as part of the table-top exercise.



Target Capabilities List (TCL)

The TCL provides guidance on the specific capabilities and levels of capability that federal, state, local, and tribal entities will be expected to develop and maintain. The current TCL identifies thirty-five essential capabilities. The course addresses many tasks under the following capabilities through facilitated discussion, application exercises, and a final table-top exercise during the course:

- 1) Planning
- 2) Community preparedness and participation
- 3) On-site incident management
- 4) Emergency Operations Center (EOC) management
- 5) Critical resource logistics and distribution
- 6) Public safety and security
- 7) Citizen evacuation and/or in-place protection
- 8) Emergency public information and warning

Universal Task List (UTL)

The UTL is a menu of tasks from all sources that may be required to be performed in major events such as those illustrated by the national planning scenarios. Entities at all levels of government should use the UTL as a reference to help them develop proficiency through training and exercises to perform their assigned missions and tasks in major events. The UTL defines what tasks need to be performed to prevent, protect against, respond to, and recover from major events. The UTL does not specify who performs a task or how to perform the task, as those issues are usually addressed in organizational policies, plans, and procedures.

Target Audience

To reinforce the multi-discipline team approach, the target audience for this course will include stakeholders from athletic departments; operators of large arenas/venues; and representatives from campus public safety, emergency management, campus administration, campus environmental health and safety, public works, and student life/affairs. The audience also includes stakeholders from communities that host, surround, or neighbor venues for sports and special events. These include fire services; emergency medical services; law enforcement at the local, state, tribal, and federal levels; non-governmental organizations; local elected officials; public health; public works; and other local, state, and federal agency representatives that would be involved in the planning and management of a sports and special event or large venue, as well as representatives from local and regional media services.

Prerequisites

In order to be prepared for this advanced level course all attendees must complete the National Incident Management System/incident command system training, *ICS for Single Resources and Initial Action Incidents* (IS-200.b), or equivalent basic incident command system training prior to attending this course. Attendees are also encouraged, but not required, to have completed *Sport Event Risk Management* (AWR-167) or equivalent training/experience.

Course Length

This course is 16 hours, delivered over 2 days, 8 hours per day.



Required Materials/Facilities

The course materials include:

- *Sports and Special Events Incident Management Participant Manual*: one per participant
- *U.S. Coast Guard Incident Management Handbook*: one per participant
- Blank incident command system forms packets (for activities)

Instructor to Participant Ratio

The instructor to participant ratio is 1:18.

Reference List

- Federal Emergency Management Agency (FEMA). (2010, November). *EOC Management and Operations* (IS-775). Retrieved March 7, 2011, from <http://training.fema.gov/EMIWeb/IS/IS775.asp>
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- Texas Engineering Extension Service/U.S. Department of Homeland Security (TEEX/DHS). (2010). *Incident Management/Unified Command for CBRNE/Terrorism Incidents Instructor-Led Training* (MGT 313). College Station, TX: TEEX.
- TEEX/DHS. (2010). *Threat and Risk Assessment* (MGT 310). College Station, TX: TEEX.
- DHS. (2008, February). "Course Summaries." Appendix C in *National Incident Management System (NIMS): Five Year NIMS Training Plan*. Washington, D.C.: DHS.
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- DHS. (2008, February). *National Incident Management System (NIMS): Five Year NIMS Training Plan*. Washington, D.C.: DHS.
- DHS. (2011, March). *National Incident Management System (NIMS): Five Year NIMS Training Plan – Draft*. Washington, D.C.: DHS.
- DHS. (2008, January). *National Response Framework*. Retrieved April 13, 2010, from <http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>
- DHS. (2008). *Protective Measures Guide for U.S. Sports Leagues*. Washington, D.C.: DHS.
- DHS. (2007, September). *Target Capabilities List*. Retrieved April 13, 2010, from <http://www.fema.gov/pdf/government/training/tcl.pdf>
- United States Coast Guard (USCG)/DHS. (2006). *U.S. Coast Guard Incident Management Handbook*. Washington, D.C.: USCG/DHS.

Evaluation Strategy

Participants are evaluated through a pre-test and a post-test administered during the course. In addition, course participants are evaluated based on their participation in classroom activities and end-of-module application exercises. Course participants are evaluated during the end of



course exercise using an Exercise Evaluation Guide designed to evaluate the specific TCL competencies identified.

Additionally, this course concludes with a survey of individual participants using the DHS FEMA National Integration Center/National Training and Education Division (NIC/NTED) (Kirkpatrick) Level I assessment form that utilizes a 5-point Likert-type scale to evaluate the course, instructor performance, and course benefit. Kirkpatrick Level II evaluations are conducted through instructor observations of the participants' interactions and outputs during the end-of-module activities and the two exercises. These outputs are defined in accordance with the agendas for the planning-related meetings and resource management processes.

Course Structure/Content Outline

The course includes six distinct modules incorporating facilitated discussion and group exercises. Each module includes activities and exercises that are designed to allow participants to apply the information covered during the module. A concluding table-top exercise allows participants to apply the materials covered during the course; this is conducted after a summative assessment.

Module 0: Course Welcome and Overview

Module 1 Stakeholders, Partnerships, and Sports and Special Events Management

Module 2: Risk Identification and Mitigation Strategy Development for Sports and Special Events

Module 3: Managing Incident Response at Sports and Special Events

Module 4: Creating Resiliency for Sports and Special Events

Module 5: Post-Test and Capstone Exercise



Course Design Matrix

Module 0: Course Welcome and Overview

Scope Statement

This module provides participants an overview of the course and time to address the administrative needs of the course (i.e., registration forms, safety concerns, etc.). In addition, a short scenario will be presented to the participants to provide each an opportunity to identify strengths and weaknesses of their home organization's game day operations and incident response activities. Finally, a course pre-test will be administered at the end of this module.

Terminal Learning Objective (TLO)

Participants, acting as part of a group, will identify the strengths and weaknesses of their home organization's sports and special event management and incident preparedness.

Lesson Topics

This module includes the following topics:

- Complete the registration process
- Participant and instructor introductions
- Overview of the course:
- Safety briefing
- Scenario-based activity
- Pre-test

Instructional Strategy

This module begins with instructors facilitating the completion of course registration forms and Level I Feedback forms. Participants are then provided a multimedia scenario-based activity to provide them to consider where their organization rates on the topics of the course, including partnerships and resources, incident management proficiency, and post-incident resiliency. This activity is followed by a facilitated discussion that discusses the topics and tasks outlined by the objectives. The module concludes with a pre-test to establish a baseline of the participants' knowledge on course topics.

Assessment Strategy

The assessment strategy is instructor observation of the participant discussion and interaction based on the discussions. A summative knowledge assessment will be provided at the conclusion of the course.



Practical Exercise (PE) Statement

This practical exercise activity is designed to introduce participants to the topical areas of the course as it pertains to their home organization. Participants will be given a scenario at a notional venue and asked open-ended questions that has participants identify potential issues as they would relate to their home organization, should the incident occur there. The issues include, but are not limited to, the role of game day partnerships in an incident situation and resource acquisition and management; the roles and responsibilities of stakeholders as they relate to major, complex, expanding incidents; and post-incident activities that would relate to continuity of operations and recovery. Some of the strategies will depend on inputs or actions of other members of the small group, thereby driving the need for interaction within the group as needed or appropriate.



Module 1: Stakeholders, Partnerships, and Sports and Special Events Management

Scope Statement

This scenario-based module provides participants opportunities to identify event management stakeholder and partner relationships and the impact these relationships may have in the management of sports and special events.

Terminal Learning Objective (TLO)

Participants will identify event management stakeholders and partner relationships as they relate to sports and special event management.

Enabling Learning Objectives (ELO)

1. Participants, acting as part of a group, will identify participating stakeholders, including public and private partners, and applicable relationships as they pertain to the normal operations of sports and special event management.
2. Participants, acting as part of a group, will discuss the impact that statutory authorities and institutional governance, including the National Collegiate Athletic Association (NCAA) athletic conferences and institutional administration, have on game day/special event operations.
3. Participants, acting alone, will identify the role of the Critical Infrastructure Protection Advisory Council in facilitating sports and special event partnerships.
4. Participants, acting alone, will identify the five basic principles of resource management.
5. Participants, acting as part of a group, will discuss how to leverage partnerships to acquire and manage resources during a typical sports and special event.
6. Participants, acting as part of a group, will compare and contrast relationships for normal operations and for incidents.
7. Participants, acting as part of a group, will discuss how to build cooperative relationships to enhance the capabilities and capacities for protecting spectators, players, officials, venue staff, economic interests, media, and others who are stakeholders in sports and special events.

Lesson Topics

This module includes the following topics:

- Relationships of stakeholders in sports and special event management
- Roles and responsibilities of stakeholders, including the Critical Infrastructure Protection Advisory Council
- The impact of statutory authorities and institutional governance on sports and special event management



- Leveraging partnerships to manage resources and protect stakeholders
- Resource management principles and how partnerships can influence resource management

Instructional Strategy

This module begins with a scenario depicting a typical game day operation. Participants will be asked to identify the various partnerships that are needed to effectively and efficiently manage the event through multiple activities and facilitated discussions. To do this, participants will be divided into small groups (no more than ten people). This module is an instructor-facilitated discussion and the activity and marks the first of three parts of a single scenario.

Assessment Strategy

The assessment strategy is instructor observation of the participant discussion and interaction based on the discussions. A summative knowledge assessment will be provided at the conclusion of the course.

Practical Exercise (PE) Statement

N/A



Module 2: Risk Identification and Mitigation Strategy Development for Sports and Special Events

Scope Statement

This module will explore the core concepts of risk identification and mitigation strategy development for sports and special events.

Terminal Learning Objective (TLO)

Participants will be able to identify potential risks to sports and special events, as well as develop mitigation strategies that could lessen or alleviate the impact of the risks.

Enabling Learning Objectives (ELO)

1. Participants, acting as part of a group, will identify potential threats to sports and special events created by acts of nature, acts of human error or negligence, and acts of malice.
2. Participants, acting alone, will identify the differences between events and incidents, including planning and response strategies and challenges and the purposes of the event action plan and incident action plan.
3. Participants, acting alone, will identify the role of the Department of Homeland Security's (DHS) protective security advisors in conducting site assistance visits at sports venues.
4. Participants, acting as part of a group, will use a risk assessment tool to assess the potential risk to a sports and special event venue.
5. Participants, acting alone, will identify the challenges of conducting a hazard vulnerability assessment.
6. Participants, acting as part of a group, will develop and determine how to implement mitigation strategies into their event action plan based on their assessment of the risk within the given scenario.

Lesson Topics

This module includes the following topics:

- Threat identification
- Event and incident planning:
 - Event action plan and incident action plan
- Hazard vulnerability analysis
- Mitigation strategy development and implementation

Instructional Strategy

This module begins with a continuation of the scenario from the previous module. In this segment, participants are provided intelligence briefings and a short multimedia clip that shows the sports and special event venue from the perspective of the would-be threat



(i.e., terrorist, storm, etc.). Participants will accomplish the objectives through interactive small group (no more than ten) activities and facilitated discussions that address the topics and tasks outlined by the objectives. This is the second of three parts of a single scenario.

Assessment Strategy

The assessment strategy is instructor observation of the participant discussion and interaction based on the discussions. A summative knowledge assessment will be provided at the conclusion of the course.

Practical Exercise (PE) Statement

N/A



Module 3: Managing Incident Response at Sports and Special Events

Scope Statement

This module will inform participants of the components and processes used in event and incident action planning. It will include establishing incident objectives and demonstrating the ability to transition an event action plan into an incident action plan. The module also addresses the management of incident resources and the role of multi-agency coordination.

Terminal Learning Objective (TLO)

Participants will be able to identify the essential elements of and the steps involved in the event and incident action planning processes needed to produce an initial plan for an incident.

Enabling Learning Objectives (ELO)

1. Participants, acting alone, will identify the respective phases of an incident life cycle.
2. Participants, acting alone, will explain the elements of the U.S. Coast Guard operational period planning cycle as it pertains to special events and sports venues.
3. Participants, acting as part of a group, will conduct an effective situation assessment for the given scenario.
4. Participants, acting alone, will define the critical components of event and incident action plans, including Specific, Measurable, Action-oriented, Realistic, and Time-based (SMART) objectives.
5. Participants, acting as part of a group, will develop appropriate response objectives using the SMART format for the given scenario.
6. Participants, acting alone, will describe the role of the multi-agency coordination system in sports and special events.
7. Participants, acting alone, will describe the resource ordering process that should be used during an incident occurring at a sports and special event.
8. Participants, acting alone, will describe at least three resource management organizations that could be used during the given scenario.
9. Participants, acting as part of a group, will demonstrate the ability to use the Incident Command System Form 215 to plan for staffing a new operational period.
10. Participants, acting as part of a group, will discuss how to leverage partnerships to transition from the normal event/game day resource allocation to resource management for an incident within the given scenario.



Lesson Topics

This module includes the following topics:

- Incident life cycle
- Operational planning period cycle (Planning P)
- SMART objectives
- The role of multi-agency coordination in support of on-site incident command operations
- Situational assessment
- Resource management for an incident
- Transitioning from sports and event management operations to incident response operations

Instructional Strategy

This module begins with the third segment of a continuing scenario. This multimedia scenario depicts a catastrophic incident as it occurs during a sports event. The incident will include, but is not limited to the following complexities: mass casualty/fatality; significant structural damage; damage to the surrounding community; and interruption or disruption of critical infrastructure/key resources. It is followed by facilitated discussion and instructor-led, small group activities to accomplish the tasks outlined by the objectives. This is the third of three parts of a single scenario.

Assessment Strategy

The assessment strategy is instructor observation of the participant discussion and interaction based on the discussions. A summative knowledge assessment will be provided at the conclusion of the course.

Practical Exercise (PE) Statement

This practical exercise is designed to have the participants identify the roles and responsibilities of stakeholders who plan and manage special events and sports venues and identify their possible roles and responsibilities as they relate to a major, complex, expanding incident. Participants will be provided with a scenario and accompanying problem statements related to the scenario. Some of the strategies will depend on inputs or actions of other members of the small group, thereby driving interaction within the group as needed or appropriate.



Module 4: Creating Resiliency for Sports and Special Events

Scope Statement

This module will provide participants an opportunity to examine the role and process of a business impact analysis and the demobilization process, including the steps in demobilization plan development. The module also addresses close out, hot wash, and after action review processes.

Terminal Learning Objective (TLO)

Participants will be able to state the importance of partnerships in event/incident demobilization, close out, hot wash, and after action review.

Enabling Learning Objectives (ELO)

1. Participants, acting as part of a group, will apply a business impact analysis to identify essential functions needed for continuity of operations within the given scenario.
2. Participants, acting alone, will identify the elements of a demobilization plan.
3. Participants, acting alone, will define demobilization and explain the importance of involving partners in demobilization planning and in executing the demobilization plan.
4. Participants, acting as part of a group, will identify recovery issues that may impact future continuity of operations for sports and/or special events.
5. Participants, acting as part of a group, will discuss the value of the after action review process to future continuity of operations.
6. Participants, acting as part of a group, will discuss close-out procedures.

Lesson Topics

This module includes the following topics:

- Continuity of operations/business impact analysis
- Demobilization of incident response resources
- Roles and responsibilities of key personnel within the demobilization process
- The demobilization plan
- After action reporting
- Incident close out

Instructional Strategy

This module uses the running scenario in modules 1–3 to provide the information needed to accomplish the objectives through a series of instructor-led, small group activities and facilitated discussions that address the topics and tasks outlined by the objectives.



Assessment Strategy

The assessment strategy is instructor observation of the participant discussion and interaction based on the discussions. A summative knowledge assessment will be provided at the conclusion of the course.

Practical Exercise (PE) Statement

N/A



Module 5: Post-Test and Capstone Exercise

Scope Statement

This module includes the final assessment and course verbal debriefing. It is also intended to provide participants the opportunity and context to apply the concepts, principles, and procedures provided throughout the course by way of a functional role-playing, scenario-based exercise.

Terminal Learning Objective (TLO)

Participants will be able to demonstrate knowledge of the course content.

Participants will be able to apply incident management, planning, and sound resource management techniques as they relate to an incident that occurs within a special event or in a sports venue within a multi-agency, multi-discipline response scenario.

Enabling Learning Objectives (ELO)

1. Participants, acting alone, will complete the final assessment with a grade of 70 percent or more correct.
2. Participants, acting alone, will complete and submit the Department of Homeland Security Participant Course Evaluation Form.
3. Participants, acting as part of a group, will conduct a situational assessment for a given incident.
4. Participants, acting as part of a group, will identify incident objectives for a given incident.
5. Participants, acting as part of a group, will identify response and partner agencies required to respond to and stabilize a given incident.
6. Participants, acting as part of a group, will demonstrate the process by which required resources will be ordered and recorded for a given incident.
7. Participants, acting as part of a group, will demonstrate the process for integrating required resources into the response organization.
8. Participants, acting as part of a group, will conduct a business impact analysis for a given incident.
9. Participants, acting as part of a group, will develop mitigation strategies for a given incident based on their business hazard analysis and business impact analysis.
10. Participants, acting as part of a group, will identify critical issues in the coordination and cooperation between site command and the continuity of operations function.



Lesson Topics

This module includes the following topics:

- Summative assessment
- Course evaluation
- Personnel organization
- Incident response strategies
- Incident action plan development
- Resource management processes
- Demobilization

Instructional Strategy

This activity requires participants to perform specific tasks including specifying an incident organization and establishing and sustaining the planning and resource management processes within the incident organization.

Assessment Strategy

The assessment strategy is instructor observation of the participant activities, outputs, and interaction based on the agendas of the planning-related meetings as identified in the *U.S. Coast Guard (USCG) Incident Management Handbook*.

Practical Exercise (PE) Statement

This practical exercise provides participants with a scenario of an expanding incident involving a special event or sports venue based on the locale of the specific course. The exercise is designed based on the needs and constraints of the specific jurisdiction. Participants are directed to assume command of the simulated expanding incident (Type II or I) and initiate and conduct the requisite processes demonstrating both incident action planning and resource management processes and principles in the context of a Unified Command structure.



Course Agenda

Day 1 (8 a.m. – 5 p.m.)

- Module 0: Course Welcome and Overview 2 hours 30 minutes
- Module 1: Stakeholders, Partnerships, and Sports and Special Events Management 2 hours
- Module 2: All Hazards Risk Identification and Mitigation Strategy Development for Sports and Special Events 2 hours
- Module 3: Managing Incident Response at Sports and Special Events 1 hour and 30 minutes

Day 2 (8 a.m. – 5 p.m.)

- Module 3: Managing Incident Response at Sports and Special Events (Cont) 1 hour 30 minutes
- Module 4: Creating Resiliency for Sports and Special Events 2 hours
- Module 5: Post-Test and Capstone Exercise 4 hours 30 minutes