



2014

Texas State Forest Festival Master Emergency and Safety Plan

Adopted 2010
Revised March, 2012
Revised August, 2014

Texas State Forest Festival
September 17-21, 2014
Lufkin, Texas
www.texasstateforestfestival.com

*A project of
Lufkin/Angelina County Chamber of
Commerce
1615 South Chestnut
Lufkin, Texas 75901
936-634-664*

Texas State Forestry Festival Master Safety Plan
Revised August, 2014

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FOREWORD:

This manual is intended to be used as a handbook, a quick, easy reference for the resolution of critical problems that requires immediate or as soon as possible responses.

It is the responsibility of Committee Chairs and Staff to become familiar with the material in this manual and to instruct other employees and volunteers in its use and contents.

One copy of this manual should be maintained by each Committee Chair and Staff. Other copies may be used in a manner consistent with the needs of the Texas State Forest Festival.

Emergency: Is an unforeseen combination of circumstances or the resulting state that call for immediate action.

Command and Control

The command post for the event will be known as the “Operations Center” and abbreviated OC. It will be in the Expo Office on the main arena floor level at the north end of the Expo Center. This room should be staffed by a festival staff member or lead volunteer at all times during festival hours. A designated Command Officer in charge and a Vice Command Officer with cell numbers are listed in the OC. The Command Officers are walking or riding golf carts throughout the event with proper communication equipment such as two way radios and cell phones. The personnel designated as Command Officer and Vice Command Officer shall have authority to make any decision affecting the safety of all people and property at the event, such as the decision to evacuate the premises, conduct searches, etc.

In the event of a suspected or actual emergency or safety concerns, the purpose of the Operations Center is to provide a central location for safe, orderly administration of the event. It provides a central location for reception of communications regarding issues in need of resolution, enhances the ability of staff to respond to issues of importance, and is the center for reaction to events that endanger the safety of people and property.

In the event of an emergency that poses a threat to people and/or property, staff who are faced with deciding what to do shall be guided by the premise that safety of people has top priority. They shall act in a reasonable manner to minimize harm to all people at the Texas State Forest Festival, without regard to the impact their actions might have on the future of the Texas State Forest Festival.

Communications

Key event staffers will communicate via portable radios and cell phones. A list of personnel equipped with radios, the cell phone numbers of staffers, and their assigned locations will be compiled and updated continuously throughout the event by persons designated by Billy Ball, Chairman of Operations/Logistics. These lists will be provided to the Operations Center as soon as possible. Key event staffers will be provided with a copy of the updates by courier. To maintain effective communications, the Operations Center will be equipped with landlines for two telephones, one fax machine, and one computer with e-mail and Internet capability. A copier will also be installed to produce copies of updated documents for staff.

A public address system should be available that is audible throughout the event area for safety announcements, weather warnings, alerts for lost or missing children, etc.

Media and Public Information

The Chairman of Operations/Logistics shall designate those people responsible for communicating with the news media on behalf of the Texas State Forest Festival. Those people shall remain in contact with the Operations Center, both for accessibility as well as for receiving current information on any issues of public concern. All requests for interviews about ongoing situations other than routine matters shall be referred to the Operations Center.

Operations Center Contact Information

Phone line 1 936-637-3976
Phone line 2 936-676-9536
Fax line 936-637-3976
E-mail address mwheeler@lufkintexas.org

Emergency Contact Numbers

Police/Fire/Ambulance (Emergency)	9-1-1
Hazardous Materials Response Team	9-1-1
Police/Fire/Ambulance (Non-emergency)	633-0356
Angelina County Sheriff's Office	634-3331
Texas Department of Public Safety – Lufkin	634-5553
ONCOR	633-2200
TXU Communications	634-8861
City of Lufkin Water Department	633-0220
Poison Control Center	1-800-764-7661
Weather Forecasts	853-2909
Weather Information	www.weather.com
Hazardous Materials Information	www.chemtrec.com

Security

The Chairman of Forest Festival shall appoint a Security Director, and together they shall determine the number of security personnel to be available throughout the event. They shall determine if the personnel are to be armed, where they will be stationed, and whether they are to be licensed security guards, off-duty peace officers, or some combination. The security personnel will focus their activities upon the prevention of situations that can threaten the safety of persons or property. They will bring such situations to the attention of Operations Center staff. In the event of an imminent threat emergency, they shall take immediate, reasonable actions to reduce the threat, and report the incident to the Operations Center.

All gates shall be staffed, and no unauthorized vehicles shall be admitted through a gate. Authorized vehicles needed by volunteers inside the gated area will display a sign or tag issued by the Volunteer Coordinator. Vendors needing a vehicle inside the gated area will display a sign or tag issued by the Vendors Coordinator. A list of vehicles and persons issued a sign or tag will be compiled and delivered to the Chairman of Operations/Logistics for dissemination to security personnel.

All vehicles entering the event area through a gate will be subject to search to ensure they do not contain a hazard to the public. A driver's refusal to submit to a search by staff or security personnel will be sufficient grounds to refuse admittance of the vehicle into the gated areas. All drivers of vehicles inside the gated area should be cautioned to drive slowly to prevent pedestrian casualties.

Gates which are not attended by staff shall be locked, and keys to the locks placed in the Operations Center. A gate shall be made available in the security fence around the carnival rides for access by emergency responders.

Detained Individuals

All reasonable efforts should be made to protect the privacy of individuals who have come to the attention of security, and to prevent alarm amongst visitors to the Forest Festival.

Individuals detained by security officers for criminal offenses will be escorted to the Expo Center office to await arrival of police. Responding officers will be admitted through the emergency entrance on MLK, and directed to the office. They will then leave through the gate on MLK. A criminal trespass warning will be sought from the police officers for those offenders.

Persons who are detained, but are merely to be ejected from the premises rather than prosecuted, should, when practicable, be escorted out of a gate other than the Main Gate. A criminal trespass warning should be issued to them also.

Lost and Found Property

Persons reporting lost or found items will be directed to the Expo Center office to meet with security personnel.

Reports of lost items that are made known to event staff will be communicated to the OC, where a list will be maintained of the items lost, and the contact information for the owner. If the owner desires to make a police report, security personnel will assist the owner in contacting the police so that a police report may be made. The police department case number will be included on the property list in the OC.

Found items for which a police report has been made will be reported to the Lufkin Police Department.

If the property has not been reported lost, and is of modest value (clothing, toys, etc.), it will be included on the list in the OC, and be retained by security in the event the owner returns looking for it.

High-value items (wallets, cameras, purses, binoculars, etc. – things people would try to steal) that are found will be included on the list in the OC, and will be reported to the Lufkin Police Department. The items will be turned over to the responding officers, along with any information about potential ownership.

At the end of the Forest Festival, any unclaimed items in the custody of Lufkin Security will be reported to the Lufkin Police Department, and relinquished to the responding officers for disposition.

Lost Children

A lost child is defined as a child who is present before an event staffer, and either appears to, or reports, that he/she has become separated from a parent, relative, or guardian, and needs assistance in being reunited. The staffer who finds a lost child will escort the child to the Operations Center, and make the child comfortable. Security staff will be notified immediately to undertake appropriate action to reunite the child with his/her parents or guardian. If the child's caretakers are not found within a reasonable time, the police department shall be notified.

Missing Children

A missing child is defined as a child whose whereabouts are unknown to the child's legal custodian. If a child is reported missing to a staffer, the staffer will notify the operations center, and provide a description of the child and his/her last known location. The Operations Center will contact security staff, who will take the appropriate actions. If the child is found, he/she will be escorted to the Operations Center to meet the child's custodian. If the child is not immediately found, the police department shall be notified.

Fire

Fire prevention is of prime importance whenever a large group of people is assembled. Prior to the beginning of the Forest Festival, the Chairman of Operations/Logistics and Security Director shall schedule an inspection of the premises with the Fire Marshal of the City of Lufkin to identify and ameliorate potential hazards. The locations of fire extinguishers, hose bibs, and fire hydrants shall be designated on a map of the premises, and a copy will be provided to every volunteer when they sign in for their duty.

In the event of a fire, staffers shall notify the Operations Center of the fire, direct people away from the area, and should try to contain or eliminate the fire with handheld extinguishers or water. The Operations Center personnel shall notify the fire department via 9-1-1. Security staff shall go to the site of the fire, and evacuate those areas they deem necessary for the safety of the people. They will also direct the path for the arrival of firefighters and their equipment, and ensure that this path, nor any hydrants, are not blocked by people or vehicles.

Medical Emergencies

If it comes to the attention of staffers that someone has been injured or become ill to the extent that he/she requires assistance from emergency medical service personnel, the staffer shall notify the Operations Center, and report the location of the victim, and the problem as best as the staffer can ascertain. Personnel in the Operations Center shall then notify the EMS personnel on scene, or if none, then the Lufkin Fire Department via 9-1-1. Security staff shall go to the location of the sick or injured person to direct onlookers out of the path of the arriving EMS responders.

If the illness or injury is possibly related to activities of the Forest Festival, the Chairman of Operations/Logistics shall be notified immediately.

If possible, an EMS unit should be available, stationed on premises.

Disturbances

A disturbance can be caused by intoxicated persons, disputes between people, automobile collisions in the parking lot, gang activity, **and** criminals caught in the act of theft, etc. Staffers becoming aware of a disturbance are to immediately report the event to the Operations Center, whose personnel shall notify on-site

security, and the police department, if necessary. Staffers should try to isolate the situation by directing people away to prevent the situation from escalating. However, no one is expected to put himself or herself at risk by direct intervention.

Security personnel will decide if parties should leave the premises to prevent further hostilities, but will require support from personnel in the Operations Center. It would be wise to defer to the suggestions of the security personnel, who typically have vast experience in these matters.

Tornadoes

Tornado Watch

A tornado watch means that conditions are favorable for the development of tornadoes. Upon the issuance of a tornado watch by the National Weather Service, an announcement shall be made over the public address system. Staffers will monitor the sky for any signs of tornadic activity.

Tornado Warning

A tornado warning means that a tornado has been sighted in the area, or its presence has been detected by weather radar. Upon the issuance of a tornado warning by the National Weather Service, an announcement shall be made of the public address system, and will be repeated at five-minute intervals until it expires.

All rides and other activities shall be stopped by the personnel in the Operations Center. Security personnel and volunteer staff will assist visitors, volunteers, and carnival workers in seeking shelter inside the Expo Center. People shall be encouraged to seek shelter on the Expo Center floor by lying down next to the walls of the arena to protect themselves from flying debris. However, some people may choose to leave the premises, and they must be allowed to do so. Staffers shall not endanger themselves trying to protect people who do not desire to comply with the staffers' suggestions.

Meanwhile, to prevent fires, Expo Center employees shall shut down all gas lines, close the north and south bay doors, and cut power to all of the premises except the arena and Operations Center. All generators providing power to outside attractions shall be ordered stopped.

Tornado Strike

In the event of a tornado strike upon the Expo Center, personnel in the Operations Center shall notify Lufkin public safety authorities via 9-1-1. They shall report the fact of the strike, an estimate of casualties and severity of injuries, and whether people are trapped in debris. The people who are not injured, and those with minor injuries, shall then be directed to the least damaged area of the arena. Staffers shall then provide first aid to the level of their abilities to those who are more severely injured. Staffers will not move victims unless the victims are in imminent danger of death or serious bodily injury in their current locations due to fire, falling debris, or other threat. Staffers will provide greatest attention to those who are having difficulty breathing or who have profuse bleeding. Breathing difficulties can be assisted by artificial respirations or changing the victim's position. Bleeding is usually best controlled by direct pressure over the wound. People who are not injured can be used to assist staffers if the number of victims is profuse.

Power Failure

In the event of a power failure, staffers will monitor their assigned areas, and provide reassurance and assistance to the people in moving through the premises. Personnel in the Operations Center shall notify ONCOR of the power problem. Ten flashlights will be maintained in the Operations Center for use by staffers in the event of a power failure.

Security personnel will proceed to pre-assigned areas where money is kept to prevent theft or robbery.

Bomb Threats

General Information

Bomb threats can be made for many reasons. Because of the many variables, there is virtually no defense against a **bomb threat**. Overreaction to the threat can be expensive, disruptive, and play right into the hands of the perpetrators. Underreacting, however, can be even more costly. Statistically, any given bomb threat is probably a hoax. However, any given bomb threat may also be the real thing. No threats should be taken lightly. However, all threats must be evaluated in the context in which they are made so that the appropriate response can be implemented.

Receiving and Assessing the Call

If the call is made to the police department, the responding public safety officials will be contacting the Operations Center to discuss the assessment and response. If the call is made to the Operations Center, the person receiving the call should do the following:

- ✓ Remain calm;
- ✓ Keep the caller talking as long as possible;
- ✓ Write down exactly what the caller says, and ask him to repeat the message if necessary;
- ✓ Try to obtain specifics about the location and construction of the alleged device;
- ✓ Listen for any background noises; and
- ✓ Listen for accents, speech impediments, accents, slurred words, and speech mannerisms.

Upon concluding the call, use the landline phone to contact the police department via 9-1-1. Some bombs are triggered by radio wave frequencies, so avoid the use of radio and cellular phones. Use a courier to notify staffers to refrain from use of radios and cellular phones until further notification.

When public safety officers arrive, they will confer with personnel in the Operations Center and the Security Director to evaluate the threat and options for response. To be considered are the following:

- ✓ How tight is security with respect to a potential bomb attack?
- ✓ What is the target's previous experience with bomb threats and/or attacks?
- ✓ What is the current climate of terrorist or radical activity?
- ✓ Has there been an incident that could inspire copycat activity?

- ✓ Does the warning call fit any known methods of terrorist activity currently or in the past?
- ✓ Is this intelligence up-to-date and reliable?
- ✓ To whom was the call made, and what was the exact wording of the message?
- ✓ Did the caller indicate knowledge of the threatened area?
- ✓ How specific was the threat?
- ✓ Has any employee of the target recently been discharged or disciplined to the extent that it might precipitate a bomb threat?
- ✓ Could the target have caused the alienation of a consumer, member of the public, a special interest group, or a radical organization?

Options

There are three basic options available to respond to the bomb threat:

- ✓ Evacuation;
- ✓ Partial evacuation of the affected area; or
- ✓ No evacuation.

The option to be employed depends upon the situational variables, such as the size of the suspected device, its purported location, the number of people present, and the time available between the call and the alleged time of detonation. Larger devices also require a greater cordon for safety. One must also consider evacuation routes, and the potential for a secondary device located along those routes or at the “safe zones” to which people are evacuated.

If the decision is made to evacuate an area, it is of prime importance to remember that a bomb threat evacuation is completely different from a fire alarm evacuation. Staffers must be assigned responsibility for evacuating different portions of the premises. The routes of evacuation must first be checked and cleared before moving people through them. People must be encouraged and reassured to remain calm, and be instructed to take personal effects with them to reduce the number of items and packages that must be searched by officials who will clear the premises of potential devices. People must be moved a sufficient distance to prevent injury from blast waves and fragmentation, which is much farther than for a fire. And door and windows should be left open to vent the explosive force and reduce damage to the structure. Expo Center employees should cut off gas and electrical power to the affected area.

Bombs

A bomb is typically an improvised explosive device whose design and destructive power is determined by the ingenuity, skill, and intended purpose of its maker. The device can be of any size or configuration, triggered by any number of methods, with an explosive compound of many types. The presence of the device may not be known until it detonates, malfunctions, or is found either by intentional search or by accident.

Searching for the Device

Following an evacuation, or if no evacuation is deemed necessary, a search of the premises will be conducted. The search effort will be determined based upon the variables of the situation. However, public safety officials will most likely engage

people who work in, or are familiar with, the area to be searched, since these people are attuned to the sights, sounds, and odors of their normal premise environment.

Staffers should be suspicious of any package, box, backpack, purse, briefcase, vehicle, or any other object that seems out of place. If such a suspicious object is found, do not touch it. Without using a radio or cellular phone, report the finding to the Operations Center. Back as far away as possible where view of the item can be maintained. Once that item is cleared or disarmed, resume the search for other items in the assigned area until the search is complete.

Hazardous Material Incident

General Information

A hazardous material (HAZMAT) incident includes any situation in which people or property are at risk of exposure to toxic substances. These substances can be chemical or biologic agents. The danger of these substances can range from very mild to severe. Some materials cause mild irritation only in concentrated exposure, while others can cause death with exposure to a concentration of 10 parts per million. The risks of a HAZMAT incident at the Forest Festival will be due to three factors:

1. Transportation accident resulting in the release of a hazardous material being transported by rail and by road in close proximity to the Expo Center;
2. Accidental release of hazardous materials stored on the premises; and
3. Intentional act causing release of a hazardous material that affects the premises.

Prior to the beginning of the Forest Festival, the Chairman of Operations/Logistics shall contact the Fire Marshal of the City of Lufkin to conduct an inspection designed to identify hazardous materials stored on the premises, and work with the staff of the Expo Center to protect those substances from an accidental release.

Responding to an Incident at the Expo Center

Staffers who suspect that a hazardous material has been released on the premises shall notify the Operations Center, who will then notify the Lufkin Fire Department Hazardous Materials Response Team via 9-1-1. Personal protective equipment, if any, should be donned. A safe area should be designated 300 feet upwind and uphill from the site, and people shall then be directed to the safe area. A decontamination area should be designated for persons who are possibly contaminated, and they should be instructed to remove themselves from the immediate site of exposure to the decontamination area, but not allowed to leave the premises because they can contaminate others. If people are unable to remove themselves from the site of exposure, no one should be allowed to approach those people without proper protective equipment. Await the arrival of fire department personnel who will take over the management of the incident and provide additional instructions and assistance.

HAZMAT Transportation Emergency

In the event of a collision involving a tractor-trailer, especially a tanker, staffers shall look for a diamond-shaped placard on the front, rear, or either side of the

vehicle. The presence of a placard indicates the vehicle is carrying hazardous materials. The staffer, if able, should report the color of the placard, and any numbers or words, to the Operations Center. The Operations Center shall notify the Lufkin Police Department via 9-1-1, and request advice. The communications operator will consult the Hazardous Materials Emergency Response Guidebook while dispatching the proper public safety responders, and provide instructions regarding cordon distances, possible health hazards, flammability issues, and other information to assist Operations Center personnel in directing the actions of staffers.

If a tractor-trailer with placards is on fire, everyone must be evacuated to a distance of at least one-half mile upwind from the site. Because of wind direction and the location of the wrecked vehicle, it may be necessary for people to leave all personal vehicles on the premises and leave on foot. Instructions must be given clearly and calmly, and people moved in an orderly manner, to prevent panic and injury. The police department should be requested to assist in the evacuation.

Evacuation

Due to an emergency, it may be necessary to evacuate all people from the Expo Center. The Operations Center shall notify the Lufkin Police Department via 9-1-1 to request assistance, and to request notification of the city's Emergency Management Director, Keith Wright

If the situation permits, people may be allowed to leave in their vehicles. Security personnel and event staff shall assist the police in the orderly movement of traffic from the Expo Center.

If the situation prevents people from leaving in their vehicles, Operations Center staff shall request Mr. Williams to activate the city's emergency response plan for evacuation, and follow his instructions.

One group of people who will require special attention is the children who have been dropped off by parents and guardians, and are, therefore, present in an emergency without a parent or guardian. The Operations Center personnel shall broadcast an announcement for these children to assemble at a designated place, and sufficient staff shall be assigned to assist them. Staff shall record their names as soon as possible, and keep up with "their" children until their care has been transferred to their guardians or other emergency response personnel.

Traffic Control

Radar trailers will be positioned by the police department on Ellen Trout Drive to the east and west of the Expo Center to help reduce the speed of traffic in the area for the week.

The Logistics Manager will see that parking is managed in the Expo Center parking lots from Wednesday evening through Sunday. They will be assisted by the Lufkin Police Department, its Explorer Post, Angelina College Police Cadets, Sherriff's Deputies and/or traffic directors on horseback or ATVs.

Requests are made that Friday and Saturday nights, the Lufkin Police Department's Community Policing Section coordinates with the Street Department to modify traffic flow in the vicinity. The parking lot will be monitored to ensure that it does not overfill, and entrance may have to be denied until other vehicles leave. The request includes crossovers at MLK and in front of Brookshire Brothers be blocked,

and westbound traffic be diverted to the inside lane to allow traffic coming out of the Expo Center to move quickly and smoothly in the outside lane.

Parking along the right-of-way of Ellen Trout is permitted, but only one vehicle deep. Any vehicles parked in such a manner as to pose a hazard or obstruction will be towed at the discretion of the police. A reasonable effort will be made, at the discretion of the police, to notify the registered owner.

Vehicles will not be directed out of the back of the Expo Center onto MLK because these vehicles would block ingress and egress of emergency vehicles on the designated emergency corridor. Allowing anonymous vehicles behind the Expo Center would expose Expo Center property to vandalism and theft, and pose a potential safety problem. Any untagged vehicle within the gates of the Expo Center should be suspect, and checked by security personnel.

Shooting or Attack Incident

Unfortunately, we are all aware of incidents where an individual (or individuals) carrying concealed weapons, such as hand guns or knives, have caused significant loss of life and serious injury to multiple persons in crowded spaces. Most of these events have been carried out by mentally unstable individuals, or individuals seeking revenge for an alleged mistreatment.

Current policy for the TSFF is “NO GUNS ALLOWED” and this posted at the entrances. During past TSFF the attending public have not been screened for concealed weapons and there are no plans to implement a screening.

In the event that someone with malicious intent would bring in a concealed weapon and decide to start attacking visitors, multiple scenarios are possible.

- A worst case scenario would be an individual with a semi-automatic pistol with a large magazine. In this scenario the shooter starts firing at nearby individuals, and in a matter of minutes a dozen or more people could be killed or seriously wounded. If the shooter has multiple ammo clips and is able to reload, the number of killed or wounded doubles or triples before any response could occur. The shooter may initially target security personnel or TSFF staff based on uniform or other visible designation.
- Regarding the above scenario, this is Texas and it should be assumed that many of the TSFF visitors would have concealed carry permits and even though the event is posted with “NO GUNS ALLOWED” signs, some individuals would have their weapons with them. This could have positive or negative effects. If the concealed carry permittee was skilled, calm, and close by, they could possibly return fire and stop the shooter. However, most people in a highly intense, panic situation, even those trained to respond, such as law enforcement personnel, would not be cool, clam, and collected. There would be a high probability that such a person who was able to return fire, even with all good intentions, could hit nearby innocent TSFF visitors as well the shooter.
- Another scenario would be the individual who has a concealed knife, machete or ax/hatchet and starts to attack nearby individuals. In this scenario, those attacked could be killed or seriously injured but would be

limited to those who were in close proximity to the attacker. It would be logical that nearby visitors would quickly scatter, limiting the number of potential victims. Never the less, several people could be killed or seriously injured before the attacker could be stopped. A similar response scenario as described for the above shooting incident could be expected if an armed concealed carry permittee was nearby.

Response to a Shooting or Attack Incidence

Response to an Attack Incidence would be similar to many of the responses previously described.

- Any Staff who were nearby and able to witness the event should immediately take cover and call in to the OC to report what is happening and where.
- The OC would inform all security personnel on site that there was an attack in process, give the location and direct them to respond immediately.
- In addition, Security will immediately call 911 to report the incident.
- If shots are fired, or other audible indications are heard, any nearby security should immediately respond.
- While maintaining their personal safety, Staff who initially witnessed the incident, should observe as much detail about the attacker as possible.
- While maintaining their personal safety, Staff in the area should report as much information as possible on the number of injured and other information that would be pertinent to the overall response.
- While maintaining their personal safety, Staff in the area should attend to the injured as best as they are able. (refer to response to Tornado Strike on page 8.)