

# EVACUATION PLANNING GUIDE FOR STADIUMS

*Fall 2008*



Homeland  
Security

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## Section 1: Introduction

The Evacuation Planning Guide for Stadiums was developed by a working group comprised of the following organizations:

- Commercial Facilities Sector Coordinating Council,
- Contemporary Services Corporation,
- Department of Commerce,
- Department of Homeland Security (DHS),
- Environmental Protection Agency,
- Federal Bureau of Investigation,
- DHS/Federal Emergency Management Agency,
- Immigration and Customs Enforcement,
- International Association of Assembly Managers,
- Texas A&M, Texas Engineering Extension Service,
- Stadium Managers Association, and
- University of Southern Mississippi, Center for Spectator Sports Security Management.

All evacuation guides contain common fundamental elements. However, each stadium owner/operator should customize an evacuation plan to account for the unique policies and procedures of State and local governments, surrounding communities, and specific stadium characteristics. This guide is intended to be an ongoing dialogue in an effort to “raise the safety and security bar” and to provide a useful template for the stadium owner/operator to develop and customize a stadium specific evacuation plan.

### Evacuation Program Overview

One element of evacuation planning is determining whether it is necessary to control the movement and activities, (i.e., evacuation, sheltering in place, or relocation) of the stadium spectators, participants (i.e., competitors, staff and vendors) and the general public in response to a hazardous situation. Whether directing traffic around the stadium’s perimeter, sheltering spectators inside the stadium, relocating spectators for a period of time, totally evacuating the stadium, or any combination of these activities, the principles guiding the execution of an evacuation are always consistent. These principles include assessing risk factors, planning an appropriate response, informing the public, and implementing the Evacuation Plan. Assessing risk, reducing vulnerabilities, and increasing the level of preparedness can help minimize potential threats and consequences to stadiums nationwide.

All major sporting venues face great challenges in developing an effective Evacuation Plan. Among the factors that must be addressed in an Evacuation Plan are immense crowds, traffic into and out of the stadium, location of the stadium, and egress points from the stadium and surrounding properties. Planning for an evacuation at major sporting events takes a tremendous amount of coordination, communication and cooperation by the stadium owners/operators and, as well as all levels of the response community (federal, state, local, and private). Evacuation planning should take into

consideration all potential hazards for a particular stadium, including weather related incidents.

## **Purpose and Scope**

An Evacuation Plan should be an essential component of the stadium's Emergency Plan. This evacuation guide is intended to assist the stadium's owner/operator with developing and implementing an Evacuation Plan by serving as a guide for stadium emergency managers charged with planning for the protection of stadium spectators and participants in the event of an incident. Many stadiums currently have Evacuation Plans containing procedures for evacuation, as well as relocation and sheltering in place during specific incidents. This guide will assist stadium owners/operators with preparing an Evacuation Plan, and determining when and how to evacuate, shelter in place or relocate stadium spectators and participants. The Evacuation Plan should be included as an appendix to the Stadium's Emergency Plan. The Evacuation Plan is only intended to supplement the Emergency Plan with regard to evacuation procedures. The Evacuation Plan should reference, but not include, any activities or processes that are inherently found within the stadium's Emergency Plan.

Making the decision to evacuate, shelter in place, or relocate during an incident is a complicated process and requires input from various entities knowledgeable in the structure of the stadium, the size and distribution of the spectators and participants, the hazard involved, and the anticipated response to that hazard. Evacuation planning should be based on a risk assessment taking time and distance into account. In developing and implementing a stadium Evacuation Plan, one must consider that in many circumstances evacuating may not be the best course of action. Sheltering in place should always be considered as an option for protecting stadium spectators and participants. Full or partial evacuation, sheltering in place and the decision to relocate, including designation of relocation routes, should be identified and evaluated for each incident.

To ensure a well managed and coordinated evacuation, stadium owners/operators must coordinate their evacuation plans with the local, state, and if appropriate, federal authorities. Coordination is best accomplished through maintaining ongoing communications with local emergency authorities, planning for hazardous incidents, and training and exercising with the same local emergency authorities to enhance a stadium's evacuation capability. The Evacuation Plan and the stadium's overarching Emergency Plan should be based on the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS). The Emergency Plan will contain management structures for managing an incident at the stadium/local responder level and managing an incident that requires assets from other jurisdictions, State, and Federal governments.

One of the best ways to approach an evacuation is to first assess the potential hazards created by an incident, and then recognize and understand the inherent strengths and weaknesses of the stadium's infrastructure and available resources. It is in the best interest of everyone involved to develop an Evacuation Plan that considers the characteristics of a facility's infrastructure and leverages all available resources. The intent of this guide is to create an evacuation plan that builds and improves on existing robust safety and security programs.

## Relationship to Other Plans

The Evacuation Plan should be an appendix of the stadium's Emergency Plan and should be integrated with the Emergency Plan without being redundant and restating operations and procedures inherent in the Emergency Plan. The Evacuation Plan should reference the Emergency Plan whenever possible and should be consistent with local emergency response plans that include evacuation scenarios.

## Using this Guide

This guide provides detail and structure for developing a comprehensive Evacuation Plan for an individual stadium. Each of the following three sections of this guide contains subsection topics that include questions for *Consideration* and statements for *Supporting Actions*. Answering the questions for *Consideration* and implementing the *Supporting Actions* statements should provide the information and knowledge necessary for preparing the corresponding section of the Evacuation Plan.

- Appendix A to this guide contains an Evacuation Plan template for use by the stadium owner/operator for writing a stadium specific Evacuation Plan. The Evacuation Plan template is formatted along the outline of this Evacuation Planning Guide for Stadiums.
- Appendix B contains information on the planning process and procedures to follow when gathering resources and writing the evacuation plan.
- Appendix C is a data collection tool that can be used to record information about the stadium's evacuation process.
- Appendix D is a sample signature page that should be included in the Evacuation Plan in order to document participation of responsible individuals and organizations.
- Appendix E contains terminology including acronyms, abbreviations and a glossary of selected terms.
- Appendix F discusses the process for developing an exercise program for the Evacuation Plan.

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## Section 2: Organizational Structure

A critical element for a successful evacuation is the structure of the organization created to execute the Evacuation Plan. The Evacuation Plan must clearly delineate the roles and responsibilities for each component of the organization. Described in this section are the roles and responsibilities of the individuals and organizations tasked with implementing the Evacuation Plan, as well as how the Evacuation Plan's organizational structure fits into the stadium's Emergency Plan.

Although there may be some incidents that involve only personnel on-site at the stadium when a full evacuation of the stadium is required, the local community becomes a part of the evacuation process. In order to provide awareness of the Evacuation Plan's details, and ensure the appropriate participation by all stakeholders, obtaining input and the concurrence of local agencies to the Evacuation Plan is recommended.

A well defined approach to incident management which involves close coordination with local response officials is necessary to effectively direct an evacuation. An organization developed using the principles of the Incident Command System (ICS) supports such close coordination and creates a flexible, scalable and unified framework for executing an evacuation. Depending on the extent of the incident and the number of responding organizations that will be involved, a Unified Command (UC) may be required. Two important components of the UC include: the stadium Evacuation Team, which includes individuals and organizations that can execute a partial or complete evacuation, sheltering in place, and/or relocation activities; and, the overall local response organizational structure that supports evacuation processes.

The local transportation infrastructure is a resource for conducting a successful evacuation. In order to effectively utilize this system, involvement of the local transportation and traffic control organizations is necessary. Control of the local system of streets, highways, and mass transit systems may be shared between a number of entities including the state department of transportation, and municipal and county traffic departments. In large urban areas, the Metropolitan Planning Organization may be able to provide additional support for evacuation planning.

### 2.1 Evacuation Team

It is important to identify those individuals who will have responsibilities during an evacuation. The Evacuation Team consists of those individuals whose primary responsibility will be the evacuation of people from the stadium should an evacuation be necessary. These individuals should be specifically identified and their evacuation responsibilities clearly defined. While they may have other duties during an event or in response to an incident; they also have specific responsibilities during an evacuation. The following questions for *Consideration* and *Supporting Actions* statements are useful in creating the Evacuation Team.

#### Considerations

- What tasks must be performed by the Evacuation Team?

- How will Evacuation Team members be selected?
- What is the primary role and task of each team member during an evacuation, sheltering in place, or relocation activity?
- What are the staffing requirements for the Evacuation Team?
- What is the process for determining if alternate or backup team members will be utilized?
- Is there a system to track team member's contact information?
- What are the Evacuation Teams' activation protocols?
- What credentials will be used by team members?

### Supporting Actions

- Determine Evacuation Team membership and structure based on the Emergency Plan.
- Determine roles and responsibilities of each member of the team.
- Identify each individual and their organizations that are members of the Evacuation Team and define their roles for executing an evacuation, sheltering in place, or relocation activity.
- Establish primary and alternate staffing requirements for the team. Make provisions for auxiliary workforce or additional resources to support the evacuation as needed.
- Pre-establish identity credentials used by the Evacuation Team and supporting agencies.
- Ensure that there are sufficient Evacuation Team members to comply with "crowd management," life safety codes of the National Fire Protection Association; (NFPA 101 12/13.7.5)<sup>1</sup>;

## 2.2 Direction and Control

The following questions for *Consideration* and *Supporting Actions* statements should be used to create and define the authority needed to make evacuation decisions, control the evacuation process, and determine evacuation resources. The Evacuation Team should be established and the resources needed to activate the team should be defined.

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<sup>1</sup> National Fire Protection Association. *NFPA 101 Life Safety*, 2009: Code NFPA 101 12/13.7.5.

“Assembly occupancies shall be provided with a minimum of one trained crowd manager or crowd manager supervisor. Where the occupant load exceeds 250, additional trained crowd managers or crowd manager supervisors shall be provided at a ratio of 1 crowd manager/supervisor for every 250 occupants unless otherwise permitted by the following:

- (1) This requirement shall not apply to assembly occupancies used exclusively for religious worship with an occupant load not exceeding 2000.
- (2) The ratio of trained crowd managers to occupants shall be permitted to be reduced where, in the opinion of the authority having jurisdiction, the existence of an approved, supervised automatic sprinkler system and the nature of the event warrant.”

## **Considerations**

- Who will direct, manage and implement the evacuation, sheltering in place or relocation activities?
- How does the Emergency Plan define the role of the Evacuation Team within an ICS organization?
- Under what authority are these roles carried out?
- What are the relationships between the Emergency Plan, an ICS organization when established, and the deployment of the Evacuation Team?
- How does the Evacuation Team provide information to the Joint Information Center (JIC) in accordance with the stadium's Emergency Plan?
- What processes are in place to ensure team awareness and preparedness?
- What Emergency Plan protocols define the delegation of authority throughout the evacuation process?
- What are the limitations of this authority in executing an evacuation?
- What information about the stadium and event will be passed to the Evacuation Team prior to an event?
- What information will be needed in order to make the decision to evacuate, shelter in place or relocate?
- What controls will be implemented to manage the evacuation?
- How will the resources, including the assignment and dispersal of the Evacuation Team be managed over the course of the evacuation?

## **Supporting Actions**

- Utilize the stadium's Emergency Plan and its application of the ICS to identify Evacuation Team members who will be part of the UC.
- Ensure that the stadium's Emergency Plan delineates the steps for establishing and activating the Evacuation Team.
- Determine who will be authorized to make the decision to evacuate, shelter in place or relocate.
- Identify who will direct and manage the evacuation, shelter in place or relocation effort.
- The evacuation activities of the Evacuation Team should be directed from the designated emergency operations center as described in the stadium's Emergency Plan.
- Include Chemical, Biological, Radiological, or Nuclear incidents as part of the planning process when developing the stadium's Emergency Plan. Utilize these incidents as input to the decision process to evacuate, shelter in place or relocate.
- Develop specific management direction and controls so that the evacuation can be implemented with minimal difficulties.

- Develop Standard Operating Procedures for the Evacuation Team to include:
  - Roles and responsibilities based on functional areas.
  - Leadership positions based on ICS and standardized criteria.
  - Basic and advanced ICS training for key personnel.
  - Scalable team training and exercise program.
  - Back-up or Continuity of Operations Plan.
- Establish relationships with Federal, State, and local response agencies and community based organizations (CBOs) for full integration of all participants
- Develop Memoranda of Understanding or Agreements (MOU/MOA) with local response agencies and CBOs.
- Create handouts reflecting the positioning and responsibilities of the Evacuation Team components. These handouts should be posted at established command centers.

### **2.3 Local, State and Federal Assistance**

The following questions for *Consideration* and *Supporting Actions* statements are useful in clearly defining the roles of local, State and Federal government in an evacuation and how those roles will be executed using the Emergency Plan.

#### **Considerations**

- What are the roles of local, State and Federal emergency management agencies during an evacuation event?
- How will jurisdictional responsibilities affect the nature, scope, and size of the evacuation?
- How does the stadium's Emergency Plan outline the coordination efforts of local, State and Federal emergency management agencies with respect to an evacuation?
- Who will be in charge of this coordination effort?

#### **Supporting Actions**

- Obtain information on local laws, regulations, and mutual aid agreements that may impact an evacuation effort.
- Develop MOUs/MOAs between stadium management and local, State and Federal emergency management agencies.
- Obtain local endorsement of the Evacuation Plan through adoption or consensus by the local stakeholders, with sign-off (see Appendix D).
- Determine the chain of command among the various governmental organizations participating in evacuation activities.

### **2.4 Surrounding Industry/Private Sector Assistance**

The following questions for *Consideration* and *Supporting Actions* statements are useful in clearly defining and establishing the roles and responsibilities of the private sector and the resources that will be available from the surrounding industry/private sector.

## Considerations

- What function does the surrounding industry/private sector perform in the Stadium's Emergency Plan?
- What is the function of the surrounding industry/private sector and CBOs with respect to an evacuation?
- What resources can the surrounding industry/private sector make available to the evacuation efforts?
- What is the timeframe for receiving surrounding industry/private sector support? Will it benefit an evacuation activity?
- What surrounding industry/private sector activities occur adjacent to or within close proximity of the stadium that may have an impact on activities at the stadium i.e., force an evacuation?

## Supporting Actions

- Identify industry/private sector resources adjacent to the stadium (i.e., facilities used as shelters and/or staging areas) that may be used to support an evacuation.
- Determine the functions, available resources and assistance available from the industry/private sector in the area. Identify these benefits in the stadium's Emergency Plan and the Evacuation Plan.
- Establish relationships (i.e., MOUs) with the surrounding industry/private sector partners for full coordination and integration of these participants into the Evacuation Plan (use of facilities as shelters/staging areas) If nearby facilities are to be used as shelter(s) ensure access (i.e., keys) is available upon request.
- Determine how best to call up additional industry/private sector resources if necessary.
- Exercise the agreements with railroads and nearby facilities that deal in hazardous materials management (i.e., railcar delivery, production/utilization) to obtain shipment delivery times and production schedules so that these activities are suspended during activities at the stadium.
- Consider the scenario where facilities near the stadium may have to be evacuated into the stadium. Is the stadium considered a Maga Shelter?

## 2.5 Local Transportation Structure

The following questions for *Consideration* and *Supporting Actions* statements are useful in establishing a transportation structure that supports a rapid evacuation from the stadium area.

### Considerations

- What agency(s) control the streets, highways, mass transit systems, as well as other transportation systems in the area of the stadium? City, County, State – Law Enforcement, Department of Transportation?
- Is there a local/regional transportation planning organization for the region?

- What agency(s)/private organizations can provide transportation needs on short notice?
- Who is the individual that can initiate the transportation process for rapid evacuation from the stadium?

### **Supporting Actions**

- Identify all local transportation structures and providers (private and public).
- Develop MOUs/MOAs with transportation agencies/systems in the area.
- Consider all available public and private transportation options for conducting an evacuation.
- Work with transportation agencies about changing directions of roadways, if necessary.
- Ensure emergency ingress/egress can be established within staging areas.

## Section 3: Concept of Operations

Evacuation plans are intended to assist emergency responders in implementing flexible and scalable evacuation activities (i.e., evacuation, sheltering in place, or relocation) for a range of emergency conditions that occur in isolation or as a result of a larger, multi-entity response initiative. This Concept of Operations Section includes more detailed information for implementing an Evacuation Plan for stadiums.

### 3.1 Pre-Incident Planning

A number of activities should be considered prior to implementing an Evacuation Plan. This level of planning accounts for possible hazards, risks, and threats to a stadium, as well as potential vulnerabilities of the stadium and its population that become apparent during an evacuation. Proper planning will identify ways to prepare for, and mitigate problems associated with an evacuation. This planning process typically occurs during any contingency planning cycle, and includes all pertinent local, State, and Federal response agencies.

#### 3.1.1 Administration

The following questions for *Consideration* and *Supporting Actions* statements are useful in identifying laws, ordinances, and authorities that affect the evacuation process and determine liabilities associated with an evacuation.

#### Jurisdiction and Liability

##### Considerations

- What laws and established authorities are appropriate to consider in the event of an evacuation?
- What are the physical boundaries of authority and responsibility?
- What liabilities do the stadium owner/operator incur with regard to the occurrence of an emergency?
- What liabilities does the stadium incur relative to the execution of an evacuation?
- How will the Evacuation Team respond to non-compliant spectators or participants during an evacuation?
- What liability does the local jurisdiction incur with regard to the execution of an evacuation?

##### Supporting Actions

- Establish clear boundaries of control for the stadium.
- Include laws, ordinances, and authorities that will affect the evacuation and include them in the Evacuation Plan.
- Clarify any issues of contractual liability associated with the occurrence of and response to an evacuation.

- Determine the existence of any “emergency powers” legislation that could be applied in case of an evacuation.
- Consider having adequate insurance in place to cover the costs of an evacuation, as well as contractual obligations protection.
- Determine potential liabilities that may be incurred by local jurisdictions with regard to the execution of an evacuation.

### **3.1.2 Incident Assessment**

The following questions for *Consideration* and *Supporting Actions* statements are useful in developing a process to assess the potential impacts of incidents that could result in an evacuation, sheltering in place or relocation.

#### **Considerations**

- Is there a methodology in place for assessing the occurrence and nature of a potential hazard, threat, or vulnerability?
- What are the hazards, threats and vulnerabilities for the stadium that may result in an incident requiring an evacuation?
- What is the procedure for determining when an evacuation, sheltering in place or relocation is warranted? What are those triggers?
- How would the evacuation differ if the incident occurs with or without warning?
- How would the evacuation differ depending on the size and nature of the emergency?
- What is the worst case incident scenario for the stadium?
- What incidents would warrant a full evacuation? A partial evacuation? A directed evacuation? A shelter in place response? A relocation?
- How are “secure” areas protected during an evacuation, sheltering in place or relocation?
- How will a record of activities that take place during an evacuation be maintained, and who will maintain it?

#### **Supporting Actions**

- As part of the Emergency Plan, develop a decision document based on a risk assessment to assist in determining when to implement an evacuation. How is the decision to implement an evacuation made? What is the process for making this decision?
- Include criteria i.e, time and distance that would lead to a decision to shelter-in-place, evacuate, relocate, or to take no action.
- Include possible issues resulting from secondary consequences such as ruptured gas lines or unintended evacuation.



- Prepare for a directed evacuation in which a potential hazard may require the evacuation to proceed via a specific route to avoid a certain area of concern.
- Identify the scenario options for the stadium and then develop evacuation or shelter in place procedures for each scenario.
- Prior to each event at the stadium, a plan of action should be developed and briefed to all stadium or arena employees/workers and public safety personnel in case an incident occurs resulting in an evacuation.

### **3.1.3 Evacuation**

Evacuation is a decision that will be made when an emergency situation occurs that requires the movement of persons from a dangerous place due to the threat or occurrence of a disastrous event. This includes a full or partial evacuation. The following questions for *Consideration* and *Supporting Actions* statements are useful in performing an evacuation.

#### **Considerations**

- What is the reason for evacuating (i.e. fire, structural failure, equipment failure, crowd control)?
- What criteria are used when making evacuation decisions?
- How effective is the evacuation in removing the stadium spectators and participants from a dangerous situation?
- How many people can be evacuated in a reasonable amount of time? Does this meet evacuation needs? How can the evacuation rate be increased?
- Who will make the decision to evacuate? Who will implement the decision and how?
- What steps need to be taken before an event occurs? How will it be determined if there are harmful contaminants in the air?

#### **Supporting Actions**

- Develop decision criteria to assist in making the evacuation decision.
- Identify the person who will make the decision to evacuate.
- Develop procedures for implementing evacuation activities.
- Establish roles and responsibilities for the Evacuation Team to effect evacuation.
- Ensure that air monitoring teams and equipment are on site and functioning to address any possible chemical or other contaminant situations.
- Be prepared and conduct exercises for the unintended/self-evacuation (i.e., flight response) that may result by spectators deciding on their own to evacuate the stadium. Be prepared to direct and mitigate the effects of an unintended evacuation, especially if it conflicts with a potential hazard.

### 3.1.4 Shelter in Place

Sheltering in place refers to taking immediate shelter within the stadium. Stadium spectators and participants should shelter in place when an incident occurs outside or external to the stadium such that exiting the stadium may take too long or expose the stadium spectators and participants to more danger than remaining in the stadium. Sheltering in place is a precaution aimed to keep individuals safe while they remain indoors or at a location that is somewhat protected from an incident (i.e., underneath the stands, in a bathroom, etc.). The following questions for *Consideration* and *Supporting Actions* statements are useful in performing sheltering in place.

#### Considerations

- What is the reason for sheltering? (i.e. fire, structural failure, equipment failure, crowd control)
- What criteria are used to select shelter in place locations?
- How effective are the sheltering in place locations for providing protection?
- How many people can be sheltered at each sheltering location?
- Who will make the decision to shelter in place? Who will implement the decision and how?
- What are the kinds of protection (clothing, masks, shelters) needed for the different types of incidents that could result in sheltering in place?
- What steps need to be taken before a sheltering in place event occurs? What areas should be designated as safe for sheltering? Outside of stadium, in the stands, on the field?
- What types of supplies will be available for the evacuees at the sheltering in place locations?
- What affect will the sheltering in place have on the event? How long can people remain sheltered inside the stadium?
- Determine how to handle stadium spectators and participants who want to leave despite shelter in place orders.
- How long can shelter in place be sustained with resources (food, medical care, sanitation, etc.) on hand in the stadium?
- How will it be determined if there are harmful contaminants in the air?
- By whom and how will the “All Clear” be communicated?

#### Supporting Actions

- Develop decision criteria to assist in making the sheltering in place decision.
- Identify the person who will make the decision to shelter in place.
- Develop procedures for implementing sheltering in place activities.

- Develop a plan to inform the patrons of the reason for the sheltering in place and advise them of the potential hazards should they chose to evacuate.
- Establish roles and responsibilities for the Evacuation Team to effect sheltering in place.
- Consider using a capacity model to determine when, where, and how long patrons can be sheltered inside the stadium.
- Identify sheltering in place supplies i.e., food, water, blankets, medical supplies, portable sanitation facilities, communication devices, security, etc.
- Ensure that air monitoring teams and equipment are on site and functioning to address possible chemical or other contaminant situations.

### **3.1.5 Relocation**

Relocation may occur at a stadium in response to a localized incident that does not require a mass evacuation. During a relocation occurrence, stadium spectators and participants will be moved from the area where a localized incident occurred to another area of the stadium or stadium property. The relocation may be temporary or permanent depending on the incident and the timeframe of the event. Relocations do not usually result in termination of the event occurring at the stadium. Relocation areas will be designated by stadium staff, and the public will be directed to these locations when the situation warrants. The following questions for *Consideration* and *Supporting Actions* statements are useful in performing a relocation.

#### **Considerations**

- What is the reason for relocating (i.e., fire, structural failure, equipment failure, crowd control, etc.)?
- What criteria are used to identify relocation/staging areas? Outside of stadium, stands, playing field?
- What is the effect of the incident on the event? What is the impact of the relocation activity on the event?
- How effective are the relocation/staging areas for providing protection?
- How many people can be relocated at each designated relocation/staging area?
- Who will make the decision to relocate? Who will implement the decision and how?
- What steps need to take place before a relocation event occurs? What areas should be designated as safe for relocation? Outside of stadium, in the stands, on the field?
- How will it be determined if there are harmful contaminants in the air?
- How long can persons remain safely in the relocation/staging area?
- By whom and how will the “All Clear” be communicated?

## Supporting Actions

- Develop decision criteria to assist in making the relocation decision.
- Identify the person who will make the decision to relocate.
- Establish relocation areas by purpose and capacity. Identify routes to get to each relocation area and specify capacity.
- Develop procedures for implementing relocation activities.
- Establish roles and responsibilities for the Evacuation Team to effect relocation activities.
- Ensure that air monitoring teams and equipment are on site and functioning to address possible chemical or other contaminant situations.

### 3.1.6 Evacuation Routes and Pedestrian, Vehicular Traffic Control

The following questions for *Consideration* and *Supporting Actions* statements are useful in establishing evacuation routes and executing established traffic control procedures.

#### Considerations

- What criteria will be used to initiate a full evacuation of the stadium and parking areas?
- How will pedestrian and vehicular traffic into and out of the interior, middle, and exterior perimeters of the stadium be coordinated? How will pedestrians be directed out of and away from the stadium before a vehicular evacuation?
- What procedures are in place for directing patrons away from their vehicles and parking lots when these areas have been compromised?
- What procedures are in place for removing people from the stadium parking areas, and nearby community property? What exit routes should be used?
- What criteria should be used to select evacuation routes? How will emergency traffic corridors be designated? Who will manage and maintain them?
- Should evacuation routes include both vehicle and pedestrian traffic? Should there be separate evacuation routes for pedestrians (along sidewalks and side streets) and evacuation routes for vehicles (along major roadways)?
- What types of vehicles will be evacuating the stadium (i.e., car, bus, van, recreational vehicle)? Where will these vehicles be located prior to an evacuation and how will they impact the evacuation?
- How can the normal stadium traffic control plan be adapted for evacuation? What controls will be in place for handling traffic exiting the stadium?
- What additional law enforcement and traffic control requirements are needed (for both stadium property and surrounding community)? What additional local government personnel and other resources will be needed to handle the traffic situation once the stadium is evacuated? How long will it take for local government personnel to respond and begin traffic control?

- What methods will be used to monitor the process of evacuation (i.e., radio, camera, personnel)?
- What relocation/staging areas have been assigned for a full or partial evacuation? How will the spectators and participants and others be moved to these areas?
- How will inbound response traffic be handled? How will traffic corridors be maintained for the use of emergency vehicles arriving at the stadium?

### **Supporting Actions**

- Review the existing stadium traffic control plan as a baseline for time needed to exit the stadium. Develop a plan for traffic coordination, including perimeter-control measures, such as checkpoints, road blocks and road closures, and the use of “lead” vehicles to designate spectator traffic flow out of the incident area.
- Compare the available transportation system capacity for evacuation to the time required for evacuation. Determine the manner in which the evacuation will occur: staggered evacuation, movement of traffic by section, movement of traffic by time period, transportation pick-up points.
- Evaluate the use of contra-flow and other techniques to increase capacity. Utilize pre-positioned barriers to facilitate evacuation and control pedestrian and vehicular flow.
- Consider the use of cameras, message boards, signs and gates to observe and control evacuation.
- Utilize buses for evacuation after the initial pedestrian evacuation has occurred.
- Provide appropriate response corridors for emergency responders and vehicles to have access into the area during the evacuation. Designate routes for emergency vehicles and personnel to enter the stadium during an emergency evacuation.
- Develop a Traffic Plan for evacuation that can be communicated to all responders and the public. Develop egress routes for pedestrians and connect with mass transportation pick-up locations, as applicable.
- Create staging areas away from the evacuation routes for responding resources.
- Identify the locations of the post relocation/staging areas for stadium spectators and participants.
- Develop and post maps/guides of evacuation routes, relocation/staging areas, and shelter in place locations throughout the stadium.

### **3.1.7 Communications**

The following questions for *Consideration* and *Supporting Actions* statements are useful in establishing an Emergency Plan with an integrated, sustainable, and effective communications plan for use during an evacuation.

## **Communications: Warning, Alert, and Notification**

The following questions for *Consideration* and *Supporting Actions* statements are useful in communicating information to all parties concerned of an evacuation.

### **Considerations**

- How will the stadium Evacuation Team coordinate and interact with the local emergency management agencies?
- How will the Evacuation Team personnel communicate with one another and with the overall command structure? Who will be in charge of this communication?
- Which stadium staff member is charged with notifying external responders of an evacuation?
- How will the Evacuation Team be notified to commence an evacuation, shelter in place, or relocation?
- How will event staff and public safety personnel be notified of an evacuation, shelter in place, or relocation?
- How will external emergency management agencies be notified of an evacuation, shelter in place, or relocation?
- What information (i.e., plans, resources, to be implemented) will be conveyed to the external emergency management agencies, regarding the nature and scope (i.e., evacuation, sheltering in place, relocation) of the evacuation?
- How and when will stadium spectators and participants be made aware of a possible or existing emergency?
- How will stadium spectators and participants, competitors and venue staff be made aware of their specific evacuation procedures based on their locations?
- Establish categories of groups and sub-groups for notification purposes and evacuation route planning.

<b>Categories of Groups and Sub-Groups:</b>
Grandstands – sections/levels;
Suites;
Hospitality;
Parking – tailgate;
Vendor Row;
Concessions;
Hallways and concourses;
Grounds and exterior walkways;
Offices:
Administration;
Show;
Other;
Field:
Athletes;
Officials;
Persons:
Spectators and participants;
Competitors;
Families;
Performers;
Special Guests;
VIPs;
Elected Officials;
Game Officials;
Vendors;
Media;
Sponsors;
Security;
Workers:
Event;
Venue operations/maintenance;
Management and staff

### **Supporting Actions**

- Create an alert and notification plan for notifying stadium officials, and external emergency management agencies of an evacuation.
- Consider the “human factor;” reactions and responses to a given set of conditions that may result in an evacuation.
- Decide on a standardized form of communications so that both the Evacuation Team and the stadium participants understand the evacuation orders. This should include both format and specific language that will be used to convey the type of evacuation and the execution of the evacuation plan. Use plain language that is understood by everyone.

- Coordinate with external emergency management agencies to assign a specific radio-frequency, or some other unique emergency-communications medium that could be activated and used in the case of an evacuation.
- Consider how to deliver evacuation information: over the public address system, use of warning sirens, over the large scoreboards or video screens in the playing field areas, and/or make available hard-copy literature in multiple languages. Include information in spectator handouts and other fan information.
- Develop specific procedures for informing stadium spectators and participants that an evacuation is imminent or occurring.
- Ensure areas where alarms may not be heard (i.e., restrooms) are searched during an evacuation.
- Develop and deliver pre-scripted messages which give spectators and participants preliminary information about the nature of an existing or possible evacuation. Determine how to disseminate these messages to everyone.
- Train staff on how to perform the communications tasks identified above. Provide specific guidance on how the tasks will be implemented and the sequence of events associated with that implementation.

### **Communications: Evacuation Procedures**

The following questions for *Consideration* and *Supporting Actions* statements are useful in communicating evacuation procedures.

#### **Considerations**

- Does the Emergency Plan address how evacuation communications will affect normal stadium communication?
- What forms of interoperable communications are available for use during an evacuation?
- Are the available forms of communications redundant?
- What will be the primary and secondary means of evacuation communications? If by radio, what will be the primary and secondary frequencies?
- What is the procedure for testing evacuation communication equipment?
- Is there adequate backup power provided by uninterrupted power sources (UPS) and reserve batteries?

#### **Supporting Actions**

- Execute the Emergency Plan framework for communications.
- Differentiate between the normal event, emergency response, and evacuation communications protocols.
- Consider the use of Government Emergency Telecommunications Service Cards/ telephone blocks in coordination with the local telephone company to support the Evacuation Team.



- Evaluate incidents that might occur outside the stadium (i.e., loss of area power) that may impact the communications within the stadium during an evacuation.
- Identify primary and secondary means of evacuation communications.
- Consider the use of “foot runners/dispatchers” to distribute information during a power failure.
- Contact local emergency management agencies to ensure that the evacuation communications protocols are in line with those of the emergency responders and local, State and Federal emergency management agencies.
- Develop a plan for enhancing, procuring, leasing, or sharing necessary communications technologies for evacuation activities.
- Establish evacuation and information sharing communication protocols for different communication media.
- Ensure redundant evacuation communication capabilities and interoperability with those of local and private sector response organizations.
- Explore the various ways evacuation information can be provided to event patrons during power outage (Video Boards, ribbon boards may not have emergency power).
- Provide specific evacuation guidance to high profile patrons.

### **Communications: Evacuation Information to the General Public**

The following questions for *Consideration* and *Supporting Actions* statements are useful in executing the Emergency Plan’s public information portion of the communication plan.

#### **Considerations**

- What methods (i.e., through radio and television broadcasting) will be used to communicate information between the stadium’s evacuees and their families and friends who are not at the stadium?
- How often should updates be provided?
- What evacuation information will be communicated to the general public in the surrounding area/neighborhood?

#### **Supporting Actions**

- Develop a protocol for communicating evacuation information with stadium spectators and participants during an evacuation.
- Develop methods for communicating evacuation information with individuals with limited English proficiency or sensory or cognitive disabilities.
- Execute the Emergency Plan framework for communications.
- Develop process to reunite patrons who became separated from each other during the evacuation.

- Develop pre-scripted standard directions to “safe havens,” staging areas, relocation and assembly areas outside the stadium. Describe how to get to these locations and how to stay away in certain instances.
- Utilize media (TV, radio) at the event to supplement evacuation and mass care information dissemination.

### **3.1.8 Physical Resources**

The following questions for *Consideration* and *Supporting Actions* statements are useful in determining that necessary evacuation supplies, resources, equipment are available and readily accessible for utilization during an evacuation.

#### **Considerations**

- Have supplies, equipment, and other capital assets been staged onsite and made ready for rapid use during an evacuation? How are the quantities of these assets determined, and where are they stored?
- Have additional supplies or equipment needed for an evacuation been identified and purchased?
- How and when will evacuation equipment be tested to ensure operability?
- Have provisions been made to share physical resources, as needed, during an evacuation?

#### **Supporting Actions**

- Prepare a needs-assessment regarding the types of equipment (i.e., vehicles and personal protective equipment, fire extinguishers) and resources that might be required to deal with an evacuation.
- Prepare a list of the actual resources available to the Evacuation Team and where those resources are located.
- Prepare and post signs indicating evacuation procedures, egress and ingress routes, and areas of rescue.
- Test evacuation equipment ( i.e., emergency lighting and UPS switching/conversion, personal protective equipment) regularly.
- Predetermine evacuation, sheltering in place and relocation areas so when an incident occurs the Evacuation Team knows where to set up and direct stadium spectators and participants.
- Prepare generic Evacuation Directive and Evacuation Order forms, if applicable.
- Develop MOUs/MOAs concerning the sharing of physical resources with public and private entities during an evacuation.
- Ensure that credentials, and accreditations, are unique per person, per location.
- Ensure that elevators are available to fire fighters, police, and people with special needs.

### 3.1.9 Activation, Staging, and Mobilization

The stadium's Emergency Plan should contain guidance and procedures for the activation and mobilization of staging areas associated with an evacuation. Information should be provided in the Emergency Plan on the designated location(s), personnel, equipment (i.e., decontamination, air monitoring), and other resources needed for activating, operating and demobilizing a staging area.

### 3.1.10 Mass Care and Family Assistance

The stadium's Emergency Plan should contain guidance and procedures for Mass Care/Family Assistance (a scalable Emergency Support Function 6)<sup>2</sup> once the stadium spectators and participants have been evacuated to staging area(s). Health and medical support for the evacuation of casualties should encompass the organic medical response assets at the stadium, in addition to incorporating the local Emergency Management Services (EMS) authorities' Mass Casualty Plan into the Emergency Plan.

### 3.1.11 Special Needs Population

The stadium's Emergency Plan should contain guidance and procedures to address the special needs population. Refer to the Americans with Disabilities Act, the Rehabilitation Act of 1973, as amended, and the Communications Act of 1934, as amended, to determine the accommodations that must be provided for spectators and participants with special needs. The following questions for *Consideration* and *Supporting Actions* statements are useful in addressing the special needs population.

#### Considerations

- How are the evacuation needs of spectators and participants with special needs identified and addressed? How is the special needs population determined at each event at the stadium?
- What equipment and signage is present at the stadium to address the evacuation needs of spectators and participants with special needs?
- Are the event staff trained to assist spectators and participants with special needs in the event of an evacuation?
- Who will be responsible for evacuating individuals with special needs?
- Have "areas of rescue" been established and contain evacuation and communication equipment?

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<sup>2</sup> Federal Emergency Management Agency, *ESF Annexes Introduction*, January 2008: Emergency Support Function (ESF) #6.

"Mass Care, Emergency Assistance, Housing, and Human Services coordinates the delivery of Federal mass care, emergency assistance, housing, and human services when local, tribal, and State response and recovery needs exceed their capabilities."

## Supporting Actions

- Identify the number of Evacuation Team members to evacuate spectators and participants with special needs.
- Identify the locations where spectators and participants with special needs will be located during an event at the stadium.
- Train event staff and the Evacuation Team to assist spectators and participants with special needs in the event of an evacuation.
- Determine the evacuation route(s) available to spectators with special needs and any special equipment (i.e., evacuation chair) that might be required to execute an evacuation.
- Identify and train Evacuation Team members to deal specifically with the evacuation of spectators with special needs.
- Identify “areas of rescue” for individuals with special needs that address their ability to be evacuated per fire code.
- Ensure that “areas of rescue” are prioritized for use by individuals with special needs.
- Provide the “areas of rescue” with the necessary evacuation and communication equipment.

### 3.1.12 Health and Medical Support

The stadium’s Emergency Plan should contain guidance and procedures to address health and medical support needed at the staging areas during an evacuation and throughout the local medical community. Mutual aid agreements should be developed between the stadium, local EMS, local hospitals, and home care agencies to create a community Mass Casualty Plan. The following questions for *Consideration* and *Supporting Actions* statements are useful in addressing health and medical support.

#### Considerations

- What functions will EMS units perform in an evacuation, shelter in place, or relocation?
- How will the sick or injured be triaged? What are the possible triage locations?
- What will be the process for transporting the sick or injured to local hospitals or medical centers? (per Mass Casualty Plan)?
- How are records and lists created and stored of those individuals who are triaged?
- What is the plan of action for Evacuation Team and event staff worker safety and health? Who has the lead?

## **Supporting Actions**

- Notify area hospitals before hand when large events occur at the stadium.
- Identify mutual aid agreements in place that may assist with the medical needs during an evacuation.
- Identify how and where to obtain additional medical resources, if needed.
- Utilize staging areas of transport of the sick, and injured.
- Include routes or corridors for transporting the sick or injured to local medical facilities.
- Employ the Mass Casualty Plan for evacuating the sick and injured.

### **3.1.13 Signage and Lighting**

The following questions for *Consideration* and *Supporting Actions* statements are useful in addressing the stadium's Emergency Plan guidance and procedures for address emergency signage and lighting that may be used during an evacuation.

#### **Considerations**

- What signs are needed to ensure stadium spectators and participants know the best routes for evacuation from their particular location within the stadium?
- What are the proper size and wording of the signs; where should they be located; who is in charge of setting them up?
- What types of emergency lighting will be used in case of an evacuation? Where will it be used? Who is in charge of employing the lighting?

#### **Supporting Actions**

- Direct, post, and activate pre-positioned signage relating to emergency ingress and egress routes, mass-care staging areas, shelters, etc.
- Activate emergency lighting, as appropriate, including flood lighting, lights powered by generators, and emergency stadium lighting to highlight paths away from the stadium.
- Ensure security and other stadium personnel carry flashlights for nighttime operations.
- Include information on how emergency lighting should be set up.
- Provide evacuation training to stadium personnel when utilizing emergency lighting.

## 3.2 Evacuation Implementation

### 3.2.1 Event Staff and Evacuation Personnel

The following questions for *Consideration* and *Supporting Actions* statements are useful in training and utilizing event staff and evacuation personnel during an evacuation.

#### Considerations

- Have the event, stadium staff, and emergency personnel been fully informed and trained on the evacuation plan?
- Can additional Evacuation Team members be identified and activated quickly?
- How can staff be redeployed to support other functions?

#### Supporting Actions

- Enhance and standardize evacuation training for the Evacuation Team, and the event, stadium and security personnel. Training needs should be specific to each designated position.
- Provide event staff with evacuation job aides (i.e., cards, pamphlets) that tell them what to do in the event of an evacuation.
- Ensure level of security is adequate to handle any security incident that may occur during an evacuation. Have the ability to quickly move security personnel from one location to another.
- Determine how proper credentialing and accreditation of evacuation personnel will be accomplished. Make sure all evacuation personnel know their limits of authority and have been properly trained.
- Develop a generic plan for the transfer of job positions from one person to another which could then be modified, as needed, depending on the evacuation.
- Cross train staff to understand the responsibilities and limits of authority for various job positions they might hold during an evacuation.
- Have a plan to quickly activate auxiliary evacuation personnel.
- Ensure that the stadium's Emergency Plan includes agreements with the American Red Cross and other organizations for training of staff personnel and possible use of their personnel and equipment through Mutual Aid Agreements.

### 3.2.2 Spectators, and Participants, (Competitors, Staff, Contractors and Vendors)

The following questions for *Consideration* and *Supporting Actions* statements are useful in addressing evacuation procedures for spectators, participants, competitors, staff, contractors and vendors.

## Considerations

- How will spectators' participants' VIPs', and performers' movement into, within, and outside of the stadium be controlled during the evacuation?
- How will individuals that elect not to evacuate, or are impeding the evacuation process be managed during an evacuation?
- How is evacuation plan information provided to spectators, participants, VIPs, and performers prior to and during the event?

## Supporting Actions

- Determine procedures for controlling spectators, participants, competitors and performers and ensuring their safe and proper egress from the stadium.
- Brief all appropriate teams, officials, league representatives, performers' representatives, VIPs, and promoters on emergency and evacuation procedures. Identify proposed evacuation routes for familiarity.
- Determine what happens to personal property left in the stadium during an evacuation.
- Determine what information will be provided to the stadium spectators and participants once the evacuation is implemented.
- As part of the statement of liability, include provisions for actions to be taken in the event of non-compliant spectators.
- Establish re-unification points for evacuees to bring families and groups together that may have been separated during the evacuation. Provide re-unification points for participants in order to account for personnel during the post incident activities.

## 3.3 Post-Incident Activities

The following questions for *Consideration* and *Supporting Actions* statements are useful in addressing the decision to terminate the evacuation, the deactivation of the evacuation process, and post evacuation review.

### 3.3.1 Termination of the Evacuation

The following questions for *Consideration* and *Supporting Actions* statements are useful in terminating the evacuation.

## Considerations

- What are the criteria for terminating an evacuation?
- Who makes the decision to terminate the evacuation?
- How will the stadium spectators and participants be made aware of the end of the evacuation?
- Who makes the decision to allow spectators and participants to re-enter the stadium? What plans are in place for this?

## Supporting Actions

- Develop a decision tool that considers a range of possible emergencies and establishes criteria to use to end an evacuation based on when the emergency responses to an incident ends.
- Identify who is able to make the termination decision.
- Develop a list of duties and tasks regarding the termination of the evacuation.
- Develop pre-scripted messages that the appropriate official, as per the Emergency Plan, could use to address the stadium spectators and participants of the termination of the evacuation.
- Develop procedures for allowing stadium spectators and participants to return to the stadium.

### 3.3.2 Deactivation

The following questions for *Consideration* and *Supporting Actions* statements are useful in deactivating the Evacuation Team.

#### Considerations

- What are the criteria for deactivating the Evacuation Team?
- What will be the framework for deactivating the Evacuation Team?
- Who will lead the deactivation effort?
- Who makes the deactivation decision?
- How will the mobilization and staging areas be broken down?

#### Supporting Actions

- In conjunction with stadium personnel, develop procedures and decision tools in order to deactivate the Evacuation Team, which could be adapted on a per-incident basis.

### 3.3.3 Documentation

The following questions for *Consideration* and *Supporting Actions* statements are useful in identifying what documentation should be developed and utilized during the entire evacuation process.

#### Considerations

- How will the status of the evacuation effort be ascertained?
- What reports will need to be completed during and after the evacuation?
- What will be the content of these reports; to whom will they be delivered; and how will they be delivered?



## **Supporting Actions**

- Utilize appropriate, pre-positioned forms throughout the course of the response and recovery activities, if applicable.
- Develop a protocol to document and/or report on the status of the evacuation.
- Maintain a list of all documentation.

### **3.3.4 Post Evacuation Review**

The following questions for *Consideration* and *Supporting Actions* statements are useful in conducting a post evacuation review.

#### **Considerations**

- Was the Evacuation Plan followed?
- What procedures are in place to conduct a post evacuation review?
- What are the strengths or weaknesses of the existing Evacuation Plan?
- What went right; what went wrong?
- How will the lessons learned from the evacuation be applied to improve the Evacuation Plan?

#### **Supporting Actions**

- Review the stadium's Evacuation Plan.
- Develop post evacuation review procedures, including staffing for same.
- Review evacuation orders or directives.
- Develop a test, training, and evacuation exercise program.

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## Section 4: Evacuation Plan Maintenance

The Evacuation Plan will be maintained, reviewed, and updated following the stadium's Emergency Plan preparedness cycle that includes planning, training, exercising/responding, evaluating and mitigating. All stakeholders should participate in all phases of this preparedness cycle to ensure the Emergency Plan reflects the current operational strategies, organizational structures, and methodologies utilized by evacuation personnel. As stated in the Emergency Plan, following each evacuation incident or training exercise, an evaluation of all evacuation actions should be performed. This will allow for the identification of areas to be sustained, improved, or added to enhance the stadium's overall evacuation preparedness. This section provides an overview of how to utilize the Emergency Plan's preparedness cycle for maintenance of the Evacuation Plan.

### 4.1 Program Maintenance

The following questions for *Consideration* and *Supporting Actions* statements are useful for ensuring that the Evacuation Plan is always current, deficiencies are addressed, resources are available, and the Evacuation Team is properly trained.

#### 4.1.1 Training, Drills and Exercises

The following questions for *Consideration* and *Supporting Actions* statements are useful for determining the type of training and exercises for ensuring that the Evacuation Plan is always current, deficiencies are addressed, resources are available, and the Evacuation Team is properly trained.

#### Considerations

- What are the training and exercise requirements of the Evacuation Plan and the Evacuation Team?
- Does the exercise program for the Evacuation Plan follow the Homeland Security Exercise and Evaluation Program (HSEEP)?
- Who is in charge of the training and exercise program?
- What are the required and optional training, drills, and exercises (by functional role of team member and other employees)?
- What type of training and exercise records are maintained? Who attended? Level of participation? Certifications? Training requirements?
- Who makes up the training and exercise team to plan and coordinate evacuation training and exercises?
- Is every new employee required to receive evacuation training? Are they retrained on a regular schedule?

#### Supporting Actions

- Incorporate the evacuation plan and procedures into an overall stadium emergency management training and exercise program.

- Follow the HSEEP guidance when conducting evacuation exercises in accordance with the Evacuation Plan.
- Identify training and exercise requirements for the Evacuation Plan and for members of the Evacuation Team.
- Identify who is in charge of the training and evacuation exercise program.
- Identify the type(s) of training: evacuation exercise activities, frequency, schedule: and who is required to attend.
- Incorporate evacuation training into the stadium's Emergency Plan response training program or develop an independent evacuation training and exercise calendar (annual training of plan recommended as a minimum), to include all types of events at the stadium.
- Collect and maintain evacuation training and exercise records.
- Capture and track Corrective Actions from evacuation exercises and real incidents.
- Designate persons responsible for tracking Lessons Learned and Corrective Actions and making changes to the Evacuation Plan.
- Train Evacuation Team personnel in the use of basic emergency equipment in order to provide assistance and assume other responsibilities should the need arise.

#### **4.1.2 Evaluate and Mitigate**

The following questions for *Consideration* and *Supporting Actions* statements are useful for determining the criteria and procedures for ensuring that the Evacuation Plan is always current, deficiencies are addressed, resources are available, and the Evacuation Team is properly trained.

##### **Considerations**

- What are your evaluation criteria and procedures for evacuation?
- Who will evaluate the success of evacuations conducted?
- How will evacuation data be collected and analyzed?
- When will an After Action Review (AAR) be conducted?
- How will lessons learned be incorporated into the Evacuation Plan?
- How will potential mitigation measures be identified and implemented?
- What record keeping is necessary to ensure that this occurs?

##### **Supporting Actions**

- Establish an evaluation team that includes representatives from each involved entity.
- Solicit feedback from the participants.

- Solicit input from Subject Matter Experts.
- Develop evaluation procedures for evacuations.
- Establish a process for the collection and analysis of all data.
- Establish a timeline for the completion of an AAR.
- Develop an Improvement Plan (IP) based on findings from the AAR Process.
- Set a timeline for the implementation of the IP.
- Develop a plan to ensure that all mitigation measures identified and included in the IP are implemented.

## 4.2 Evacuation Plan Maintenance and Revision

The following questions for *Consideration* and *Supporting Actions* statements are useful for maintaining the Evacuation Plan and revising it when needed.

### 4.2.1 Evacuation Plan Maintenance

The following questions for *Consideration* and *Supporting Actions* statements are useful for Evacuation Plan maintenance.

#### Considerations

- Who (group and/or person) is responsible for maintaining the plan and coordinating plan revisions?
- What is the plan review schedule; how often is it reviewed; who is responsible for authorizing and making necessary plan changes?
- How are the local response plans and procedures coordinated?
- How are corrective actions/lessons learned identified?
- How will needed plan revisions be documented?
- Who should be included in the list of plan holders?
- How are changes to the plan communicated to staff and what is the process to ensure the current version of the plan is being used by all staff?

#### Supporting Actions

- Focus on the overall planning process: who should participate in the process; who is in charge of the change and maintenance process?
- Identify who (group and/or person) is responsible for maintaining the plan and coordinating plan revisions.
- Identify a plan review schedule addressing how often plan changes are made, and who is responsible for authorizing and making necessary plan changes.
- Perform AAR after each use of the plan (real event and exercises/trainings).
- Coordinate plan information with local response plans and procedures.

- Develop process for implementing corrective actions/lessons learned.
- Coordinate planning process with local, State and Federal response (partner) agencies.

#### **4.2.2 Evacuation Plan Revision History**

The following questions for *Consideration* and *Supporting Actions* statements are useful for tracking revisions to the Evacuation Plan.

##### **Considerations**

- How are changes to the plan documented?
- What is the process for maintaining and making changes to the plan?
- How will the changes be tracked?
- How are plan “masters” and individual copies maintained?

##### **Supporting Actions**

- Develop table of changes for the plan.
- Include change, date of change, reason for change, page number/section changed, who made the change.

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## Appendix A: Evacuation Plan Template for Stadiums

### Evacuation Plan Template Instructions

- Text in **RED and *italicized*** font needs to be filled in with information specific to the stadium completing the template.
- Text in **BLUE and underlined** font is a reference that should be utilized as a resource in the preparation of the Evacuation Plan. The **BLUE** font may also be an example included for planning purposes and may need to be deleted or changed based on the information specific to the stadium completing the template.
- Delete any of the information included in the template that is not appropriate for the stadium.

# Evacuation Plan Template for Stadiums

## I. Introduction

Events at *(Insert name of Stadium)* are considered premier events hosted in *(Insert name of State)*. As such, *(Insert name of Stadium)* needs to be prepared for any eventuality where it may become necessary to evacuate, shelter in place, or relocate spectators, participants, and staff from within the stadium, or to redirect traffic around the stadium. Assessing risk, reducing vulnerabilities, and increasing the level of preparedness will help to minimize potential threats and consequences. It is essential, therefore, that key security personnel at *(Insert name of Stadium)* are well trained in risk factors, planning an appropriate response, informing the public, and implementing the Evacuation Plan. This Evacuation Plan is a supplement to the *(Insert name of Stadium)* Emergency Plan (EP). The template for this plan was developed by a working group comprised of Federal agencies, university research organizations, sports leagues, and consultants and professional associations involved in the safety and security of stadiums.

## II. Purpose

This Evacuation Plan provides instructions and guidance to effectively address the safety of all individuals in attendance at *(Insert name of Stadium)* with regard to evacuation, sheltering in place, or relocation. The Emergency Plan describes procedures for responding to an emergency or critical incident at the *(Insert name of Stadium)*. The Evacuation Plan provides guidance for developing and implementing procedures to evacuate, shelter in place, or relocate in response to an emergency or critical incident.

This Evacuation Plan was prepared by *(Insert Name)*, *(Insert name of Stadium)* Security/Safety Director and *(Insert Name)*, *(Insert name of County/City)* Emergency Management Director on *XX/XX/XX*. This document was prepared in coordination and cooperation with the following, and they have signed-off with their concurrence:

Chief of Police \_\_\_\_\_, & Staff \_\_\_\_\_ Police Department  
Fire Chief \_\_\_\_\_, & Staff \_\_\_\_\_ Fire & Rescue  
Sheriff \_\_\_\_\_, & Staff \_\_\_\_\_ Co. Sheriff's Office  
Emergency Management Director \_\_\_\_\_  
Emergency Medical Services Director \_\_\_\_\_  
State Highway Patrol Captain \_\_\_\_\_, & Staff \_\_\_\_\_  
State Bureau of Investigation \_\_\_\_\_, & Staff \_\_\_\_\_  
FBI Special Agent in Charge \_\_\_\_\_, & Staff \_\_\_\_\_  
Bureau of Alcohol Tobacco and Firearms \_\_\_\_\_  
Area Substance Abuse Council \_\_\_\_\_  
Federal Aviation Administration, Flight Standard Office \_\_\_\_\_  
Other – if additional or different people, continue to list.

### III. Relevant Plans

This section provides an overview of the plans, policies, and guidance documents that are applicable to the *(Insert name of Stadium)*. Plans may be maintained by the County or City where the stadium resides.

**A. *(Insert name of Stadium)* owner’s Security and Safety Guideline Reference Manual**

*Insert a brief description of the (Insert name of Stadium) owner’s Security and Safety Guideline Reference Manual*

**B. *(Insert name of Stadium)* Emergency Action Plan**

*Insert a brief description of the (Insert name of Stadium) Emergency Plan.*

**C. *(Insert name of Stadium)* Security & Safety Plan**

*Insert a brief description of the (Insert name of Stadium) Security & Safety Plan.*

**D. *Other (as appropriate)***

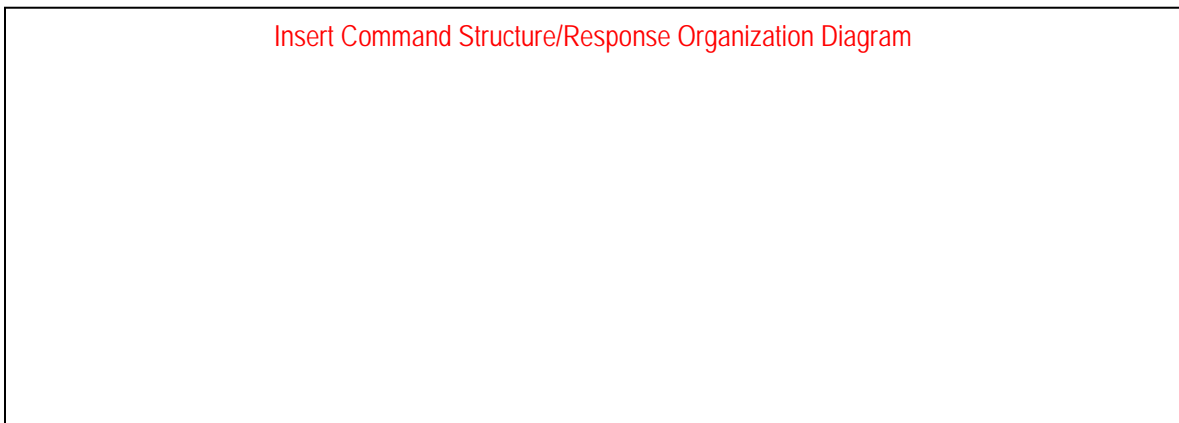
- *Reference other Stadium Plans.*
- *Reference County Plans (including Mass Casualty Plan).*
- *Reference City Plans.*

### IV. Command Structure/Response Organization

The Command Structure/Response Organization for evacuation, sheltering in place, and relocation activities should mirror the normal Command Structure, as found in Section *(Insert Section Number)* of the Emergency Plan.

The diagram below, which depicts the command structure/response organization, is also included in the Emergency Plan.

**Exhibit 1: Command Structure/Response Organization**



#### **A. Jurisdiction and Liability**

- *Identify laws, ordinances, and authorities that affect evacuation activities*
- *Identify any issues of liability associated with evacuation activities*

Reference: Evacuation Planning Guide for Stadiums, 3.1.1 Administration

#### **B. Evacuation Team - Roles and Responsibilities**

- *Define for each entity, designate & identify key personnel*

Reference: Evacuation Planning Guide for Stadiums, 2.1 Evacuation Team

#### **C. Direction, & Control – Roles and Responsibilities**

- *Define for each entity, designate & identify key personnel*

Reference: Evacuation Planning Guide for Stadiums, 2.2 Direction and Control

#### **D. Local, State & Federal Assistance – Roles and Responsibilities**

- *Define for each entity, designate & identify key personnel*

Reference: Evacuation Planning Guide for Stadiums, 2.3 Local, State and Federal Assistance

#### **E. Surrounding Industry/Private Sector Assistance – Roles and Responsibilities**

- *Define for each entity, designate & identify key personnel*

Reference: Evacuation Planning Guide for Stadiums, 2.4 Surrounding Industry/Private Sector Assistance

#### **F. Local Transportation Structure – Roles and Responsibilities**

- *Define for each entity, designate & identify key personnel*

Reference: Evacuation Planning Guide for Stadiums, 2.5 Local Transportation Structure

### **V. Pre-Event Planning Considerations**

Pre-event planning considerations need to be considered prior to a scheduled event at the (*Insert name of Stadium*). This section of the Evacuation Plan provides further information on the types of potential hazards/scenarios that could occur at the stadium and the number and makeup of the spectators and participants of the Stadium.

### A. Potential Hazards/Scenarios

Table 1 below includes the potential hazards that the *(Insert name of Stadium)* can expect. The table also illustrates the likelihood of the hazard and whether evacuation, sheltering in place, or relocation, would be the appropriate response for each hazard.

**Table 1: *(Insert name of Stadium)* Hazards**

Hazard/Scenario	Likelihood of Hazard High/Medium/Low	Evacuation, Shelter in Place or Relocation Decision
Weather <ul style="list-style-type: none"> <li>- Rain</li> <li>- Lightning</li> <li>- Tornado</li> <li>- Heat</li> <li>- Severe Thunderstorm/Heavy Rain/Flooding</li> <li>- High Winds</li> <li>- Hurricane</li> <li>- Heavy Snow</li> </ul>		
Accidental release (Chemical, Biological, Radiological)		
IED/Bomb Threat		
Shooter Situation		
Mass Casualty Event		
Civil Disturbance		
Food Borne i.e., accidental food poisoning (mayonaise left in sun)		
Fire i.e., Multiple Motor Homes, Track, Wildfire, Stuctural, Fuel		
Hazmat		
Structural Collapse		
Terrorism i.e., WMD, Explosion, Chemical/Biological event, Dirty Bomb		

Hazard/Scenario	Likelihood of Hazard High/Medium/Low	Evacuation, Shelter in Place or Relocation Decision
Plane Crash		
Unattended Package		
Suspicious Package		
Lost Child		
Water Supply		
Train/Railroad Accident (Hazmat)		
Transport on Highway (Hazmat)		
Earthquake		
Gas Pipelines		
Propane Explosion		
Utility/Power Failure		
Other		

[Reference: Evacuation Planning Guide for Stadiums, 3.1.2 Incident Assessment](#)

## VI. EVACUATION, SHELTERING IN PLACE, AND RELOCATION DECISIONS

This section reviews the *(Insert name of Stadium)* policies and procedures related to evacuation and sheltering in place and relocation decisions. Relocation and sheltering in place should always be considered as an option for protecting stadium spectators and participants. Full or partial evacuation decisions and routes should be identified and evaluated. An organized evacuation can prevent or minimize injury and property damage through adequate planning. However, consideration should always be given to the fact that, in many circumstances, not evacuating may be the best course of action.

### A. Evacuation

This section provides an overview of the policy and guidance for decisions to evacuate stadium spectators and participants. It includes the decision points and identifies how an evacuation of all population categories (named above) will take place.

- *Insert the facility policy and additional information about the decision to evacuate spectators. (Answer “who, what, where, when, and why” for all population categories, for all hazards, in all areas of the stadium.)*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.3 Evacuation](#)

## B. Shelter In Place

This section provides an overview of the policy and guidance for decisions to shelter-in-place stadium spectators and participants. It includes the decision points and identifies recommendations for where to relocate all population categories (named above) for all hazards (identified in Table 1).

- *Insert the facility policy and additional information about the decision to shelter in place. (Answer “who, what, where, when, why” for all population categories, for all hazards, in all areas of the stadium.)*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.4 Shelter in Place](#)

## C. Relocation

This section provides an overview of the policy and guidance for decisions to relocate stadium spectators and participants. It includes the decision points and identifies where to relocate the population categories (named above) for all hazards (identified in Table 1).

- *Insert the facility policy and additional information about the decision to relocate spectators and participants. (Answer “who, what, where, when, why” for all population categories, for all hazards, in all areas of the stadium.)*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.5 Relocation](#)

# VII. ***(Insert name of Stadium)*** Evacuation, Sheltering in Place, and Relocation Concept of Operations

## A. Stadium Information

The decision to evacuate, shelter in place, or relocate from the each or all of the areas within the stadium (i.e., Grandstand, Suites, Hospitality Area, Parking Lot, Administration Area, Vendor Row, Concession Area, Field, or \_\_\_\_\_ area), requires that the following considerations be taken into account:

### 1. Number/Location of Gates

- *List gates/entrances/exits and the plan for each gate/entrance/exit depending on the need to relocate or evacuate the areas of the stadium. Refer to scenarios listed in the *(Insert name of Stadium)* Emergency Plan.*

## 2. Stadium Population

- *Breakdown how many people to expect in the following categories:*

Groups:	
	Grandstands – sections/levels;
	Suites;
	Hospitality;
	Tailgate – parking;
	Vendor Row;
	Concessations;
	Offices;
	Field;
Persons:	
	Spectators;
	Participants:
	Competitors;
	Performers;
	Special Guests;
	Workers;
	Media;
	Sponsors;
	Security.

### Reference: Evacuation Planning Guide for Stadiums, 3.1.7 Communications

- *List the sections/levels where people congregate to work or watch the event (i.e., grandstands, hospitality areas, walkways and concourses, identified above).*
  - *Identify all congregation areas.*
  - *If evacuation is recommended, specify which exits/gates should be used for each of the sections/levels/areas listed above.*
  - *If shelter-in-place is recommended, specify the shelter in place location for each of the sections/levels/areas listed above.*
  - *If relocation is recommended, specify the relocation area for each of the sections/locations/areas listed above.*

## 3. Special Needs Population

- All special needs persons shall enter initially through Gate(s) \_\_\_\_\_
- Following the event, special needs persons shall enter/exit through Gate(s) \_\_\_\_\_.



*List where Special Needs persons could be located, how they should evacuate, relocate, or shelter-in-place in each section/level/area, and where/how they should move. Also determine who will assist them.*

Reference: Evacuation Planning Guide for Stadiums, 3.1.11 Special Needs Population

**4. Special Considerations for Stadium Population**

- For each breakdown unit of stadium population identified in Section VII.A.2., above, describe the entrances and exits to be used by that stadium population and where they will be taken during an evacuation, sheltering in place, or relocation based on their physical location within the stadium. An example is provided below.
  - **Special Considerations for competitors**
    - All competitors shall enter initially through Gate(s) \_\_\_\_\_.
    - Following the event, competitors shall exit through Gate(s) \_\_\_\_\_.
      - *If evacuation is recommended, specify which Gate(s) the competitors should use.*
      - *If shelter in place is recommended, specify the shelter in place location to be utilized by the competitors.*
      - *If relocation is recommended, specify the relocation area(s) for competitors.*

**5. Vehicles**

- Gates to field:
  - *List gates/entrances/exits.*
- Gates to exit stadium:
  - *List gates/entrances/exits.*

**6. Emergency Access**

- *List what gates are to be used for the entry and exit of emergency vehicles.*
- *Refer to Emergency Plan and Mass Casualty Plan.*

**B. Evacuation Routes and Pedestrian, Vehicular, Traffic Control**

This section outlines the stadium traffic control program that would be utilized in the event of an evacuation or relocation at the stadium. It describes the evacuation routes and traffic control procedures employed at the stadium.

- *Describe the procedures in place for evacuating spectators and participants from the stadium.*
- *Describe how normal traffic control around the stadium will be modified for an evacuation.*
- *Describe the methods used to monitor and modify an evacuation routes.*

- *Describe the process in place to allow first responders entry into the stadium during an evacuation.*

Reference: Evacuation Planning Guide for Stadiums, 3.1.6 Evacuation Routes and Pedestrian, Vehicular, Traffic Control

### **C. Stadium Communication Information**

This section outlines the communication equipment, systems, and terminology used at the *(Insert name of Stadium)* for communication among all stadium personnel (i.e., local law enforcement, fire department, Emergency Management Agency, competitors, media, venue personnel, facility security, etc.).

- *Identify the systems used for communication among all stadium personnel (i.e., venue personnel, facility security), and emergency response personnel (i.e., local police, fire department, etc.).*
- *Identify the channel(s) that are used for communicating among what particular groups.*
- *Identify the equipment used.*
- *Identify the terminology used to communicate between the different stadium personnel at the stadium.*

Reference: Evacuation Planning Guide for Stadiums, 3.1.7 Communications

### **D. Warnings, Messages and Signage**

In order to notify fans of the events happening at the *(Insert name of Stadium)*, Public Service Announcements (PSAs) need to be pre-scripted. This section includes information related to how messages will reach the public, including sample PSAs, location and method of communicating warnings and messages, number and location of sirens, and lighting.

- *Describe the procedures for making announcements to the fans.*
- *Describe the procedure for broadcasting different messages to different areas of the stadium.*
- *Describe the decision process to determine what announcement/message to send to the spectators and participants.*

Reference: Evacuation Planning Guide for Stadiums, 3.1.7 Communications

#### **1. Public Service Announcements/Messages**

A sample Emergency Evacuation Announcement could be:

“Ladies and Gentlemen, we regret interrupting the event. There is no cause for alarm, but we have received information that necessitates that we gradually clear the stadium in \_\_\_\_\_ area. This is for your safety. As soon as we conclude our investigation of the situation, this event will continue. Again, we apologize for any inconvenience. Please follow the directions of the stadium personnel who will direct you through to the exits most convenient to your location.”

- *Include all pre-scripted Public Service Announcements for all viable evacuation scenarios.*
- *Identify all other special messages.*

## **2. Communicating of Warnings**

*List information about how warnings are communicated to spectators and participants.*

- *Describe how messages reach spectators and participants.*
- *Describe the use of a Video Boards or other score boards to pass on information to spectators, and participants (i.e., perhaps use it for some pre-event emergency information).*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.13 Signage and Lighting](#)

## **3. Signage**

*List all information about the location and use of signage to assist spectators, and participants in evacuation, sheltering in place, and relocation.*

## **4. Sirens or Other Warning Devices**

*List all information about the location and use of sirens or other warning devices to assist spectators and participants in evacuation, sheltering in place, and relocation.*

## **5. Lighting**

*List all information about the location and use of lighting to assist spectators and participants in evacuation, sheltering in place, and relocation.*

- *Describe the flashlight program utilized during night events.*
- *Is there sufficient lighting during night time events for stadium spectators and participants to easily and safely evacuate all sections?*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.13 Signage and Lighting](#)

## **6. Other**

### **E. Physical Resources**

This section outlines the process for determining the necessary evacuation supplies, resources and equipment that should be available and readily accessible for utilization during an evacuation.

- *Prepare a needs assessment regarding the equipment and resources that might be required to deal with an evacuation.*
- *Describe evacuation egress and ingress routes.*

- *Prepare necessary documentation (i.e., directives, orders, guides, MOUs) to execute an evacuation.*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.8 Physical Resources](#)

#### **F. Activation, Staging, and Mobilization**

The stadium's Emergency Plan should contain guidance and procedures for the activation and mobilization of staging areas associated with an evacuation. Information should be provided on the designated location(s), personnel, equipment (i.e., decontamination, air monitoring), and other resources needed for activating, operating and demobilizing a staging area.

[Reference: Evacuation Planning Guide for Stadiums, 3.1.9 Activation, Staging, and Mobilization](#)

#### **G. Mass Care and Family Assistance**

The stadium's Emergency Plan should contain guidance and procedures for Mass Care/Family Assistance (a scalable Emergency Support Function 6) once the stadium spectators and participants have been transported to staging area(s). Health and medical support for the evacuation of casualties should encompass the organic medical response assets at the stadium, in addition to incorporating the local Emergency Management Services (EMS) authorities' Mass Casualty Plan.

[Reference: Evacuation Planning Guide for Stadiums, 3.1.10 Mass Care and Family Assistance](#)

#### **H. Health and Medical Support**

The stadium's Emergency Plan should contain guidance and procedures to address health and medical support needed at the staging areas during an evacuation. The stadium should participate in the local community's Mass Casualty Plan through mutual aid agreements between the stadium, local EMS and local hospitals, and home care agencies that comprise the community Mass Casualty Plan.

- *Develop mutual aid agreements*
- *Participate in community Mass Casualty Plan*

[Reference: Evacuation Planning Guide for Stadiums, 3.1.12 Health and Medical Support](#)

### **VIII. Evacuation Implementation**

This section should provide information on the training and utilization of event staff and Evacuation Team members. It should also address evacuation procedures for spectators, participants (i.e., competitors, performers, staff and vendors).

[Reference: Evacuation Planning Guide for Stadiums, 3.2 Evacuation Implementation](#)

## **IX. Post Incident Review/After Action Review Process**

This section provides on an overview of the After Action Review (AAR) Process. *An AAR should be conducted immediately following the exercise or event and should involve representatives from each participating agency. This should include information of on the major events, all lessons learned, and review any new initiatives developed or identified during the exercise or event. The AAR should also include a discussion of all techniques, tactics, and procedures utilized during the exercise/event to include what went right and what went wrong. It should identify any issues and the consequences resulting from the potential outcomes of those issues. Following the AAR meetings and discussion, an After Action Report/Improvement Plan (AAR/IP) should be written which identifies areas that require improvements, the actions required, the timelines for implementing those improvements, and the organization and party responsible for this action. The AAR/IP should be shared with all stakeholders, and used to further define the plans and procedures related to events at the stadium.*

[Reference: Evacuation Planning Guide for Stadiums, 3.3 Post-Incident Activities](#)

## **X. Program and Plan Maintenance**

The Evacuation Plan will be maintained, reviewed, and updated following the Emergency Plan's preparedness cycle that includes planning, training, exercising/responding, evaluating and mitigating. All stakeholders should participate in each phase of this cycle to ensure that the plan reflects the current operational strategies, organizational structures, and methodologies utilized by response personnel. Following each event, training, or incident, an evaluation of all response actions and in-place mitigation measures should be performed. This will allow for the identification of areas to be sustained, improved, or added to enhance the stadium's overall preparedness.

This section provides an overview of how to utilize the preparedness cycle for maintenance of the Evacuation Plan.

### **A. Program Maintenance**

- *List the annual training, exercises, and drill plan.*

### **B. Plan Maintenance and Revision**

- *List the maintenance and revision plans.*

[Reference: Evacuation Planning Guide for Stadiums, 4 Evacuation Plan Maintenance](#)

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## Appendix B: Planning Process and Procedures

### Evacuation Planning Guide Meeting Procedures (Using the Evacuation Planning Guide for Stadiums)

The purpose of the Evacuation Planning Meeting is to develop an integrated joint response plan to handle any type of evacuation, sheltering in place or relocation situation that could occur at a stadium. The Evacuation Planning Guide (template) that was developed as the guideline for developing stadium evacuation plans.

The focus of the evacuation planning meeting is to develop an evacuation plan as part of any existing emergency action plans presently in place. For those stadiums that have an evacuation plan already in place, the planning process and template will assist in enhancing those existing plans. It is not envisioned that the Evacuation Plan will be a stand-alone plan, but that it will become part of the stadium's existing emergency action plan. For example, the organizational structure to respond to an evacuation is one of the areas that will be covered by the Evacuation Plan, but it is envisioned that this response organization would likely be similar to the organization that deals with most other emergency situations within the stadium.

The planning meeting should be facilitated by someone familiar with the stadium and hazards to the stadium. It is suggested that someone be designated to take notes during the meeting, and then provide the pertinent information on plan details, decisions made, and any outstanding planning issues to the entire planning team for their use in developing the stadium's Evacuation Plan.

#### Who should attend the planning meeting?

All pertinent stadium, local, state, federal and industry planning partners should be invited to the meeting. These should include those individuals that are able to speak and make decisions on behalf of their agencies, with respect to evacuation planning, and those with knowledge of the current stadium plans. During the course of the planning meeting, a discussion will be held regarding the right mix of members for the planning team, and a determination of who will be responsible for maintaining the plan and planning process.

Some of the local, state, federal and industry personnel and agencies who may be invited to participate include:

- Stadium
- Law Enforcement
- Fire and Rescue
- Emergency Management
- Health and Safety
- Medical (health care facilities and EMS)
- Transportation (all modes, if relevant)
- Industry neighbors
- Others, as necessary and dictated by your particular track location

### How should personnel and agencies prepare for the planning meeting?

- All personnel participating in the planning meetings should review any and all emergency response plans and procedures, especially those pertaining to evacuation, sheltering in place and relocation. These plans should include both the stadium emergency action plans as well as the local emergency response plans, since these plans should link together.
- Review and be thoroughly familiar with the Evacuation Planning Guide for Stadiums, since this is the document that will be used in guiding those present through the facilitated meeting.
- Review the special adjacent facilities located near the stadium or within the community.
- Bring along any maps, facility diagrams, pictures, etc. of the stadium, as well as the local area. These will be helpful in planning out such items as resource staging areas, holding areas for evacuees, transportation routes for pedestrians and vehicles, etc.
- Be familiar with the stadium. For example, the numbers of seats per section, number of people that can view the event from the concourses suites, restaurants, etc.
- Identify possible areas for shelter in place.
- Send copies of existing emergency plans and procedures to primary participants at least one week prior to the planning meeting so they may become familiar with response operations prior to arriving at the stadium.
- Be familiar with the local area's response capability, including hospital's surge capacity.
- Create a few realistic scenarios to discuss during your planning meeting (see draft Planning Meeting Agenda below). The scenario discussion can be used as part of the analysis to validate the decisions made during the planning process.

### What are the logistical requirements for the planning meeting?

Logistics requirements for the planning meeting include a meeting location and minimum Audio/Visual requirements. The primary need is for a meeting space (tables and chairs) that will hold the requisite number of attendees. The meeting place should also be large enough to be able to lay out maps, diagrams, emergency plans, etc. The meeting space should include a white board or flip chart, projector and screen, teleconference capability, and extension cords/power strip for computer hookup. Even though it will not be needed in the meeting room, access to a copier and printer may be necessary.

### Planning Meeting Agenda (Draft)

- Welcome and Introductions
- Purpose and Objectives of the Planning Meeting
- Review existing emergency plans and procedures
  - Discuss gaps and inconsistencies
  - How will the Evacuation Plan fit into the existing plans?
- Conduct site tour of stadium and property – for familiarity purposes
- Review stadium and local area hazards and vulnerabilities
- Work through Planning Guide



- Organizational Structure
- Concept of Operations
- Program and Plan Maintenance
- Annexes
- Review potential scenario incidents – discuss relocation/evacuation/shelter in place options
- Discuss next steps

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## Appendix C: Data Collection Tool

### ***Evacuation Planning Guide for Stadiums Data Collection Tool***

(A Data Collection Tool That Can Be Used To Record Information About The Stadium's Evacuation Process)

         Stadium  
***(Insert Date Completed)***

#### **Objectives of the Evacuation Planning Meeting:**

- Build your Evacuation Plan if you don't have one
- Vet your Evacuation Plan if you have one
- Determine needed revisions or items to include in the Evacuation Plan

<b>Facility Information</b>	
Stadium Information	
Parking	
Roads and Mass Transit Routes	
Closest City & Surrounding Area	
Local Hospitals	

<b>List of Relevant Plans</b> <i>(Guide Section 1 – Introduction)</i>	
<u>        </u> Stadium	
Exercising of Plans	
Staff During Event	

<b>Command Structure/Response Organization(s)</b> <i>(Guide Section 2: Organizational Structure; Section 2.2 Direction and Control)</i>	

<b>Jurisdiction and Liability</b> <i>(Guide Section 3.1.1 – Administration)</i>	
Decision Document	
Secondary consequences	
Event plan of action	

<b>Evacuation Team – Roles and Responsibilities</b> <i>(Guide Section 2..1 – Evacuation Team)</i>	
Membership	
Roles and responsibilities	
Team SOP	
Operational responsibilities	
Agreements	
Resources and distribution	

<b>Direction and Control</b> <i>(Guide Section 2.2 –Direction and Control)</i>	
Evacuation Management	
Incident Command/Unified Command	
Personnel	
Roles and responsibilities	

<b>Local, State and Federal Assistance</b> <i>(Guide Section 2.3 – Local, State and Federal Assistance)</i>	
Mutual aid agreements	
Endorsement of Evacuation Plan	

<b>Industry/Private Sector Assistance</b> <i>(Guide Section 2.4 – Industry/Private Sector Assistance)</i>	
Identify private resources	
Roles, resources, assistance	
Relationships/agreements	

<b>Local Transportation Structure</b> <i>(Guide Section 2.5 – Local Transportation Structure)</i>	
Identify structures	
Relationships/agreements	
Utilization scenarios during evacuation	

<b>Potential Hazards/Scenarios</b> <i>(Guide Section 3.1.2 – Incident Assessment)</i>	
Weather:	
- Heat	
- Severe Thunderstorms/ Heavy Rain/ Flooding	
- High Winds	
- Tornado	
- Lightning	
- Hurricane	
- Heavy Snow	

<b>Potential Hazards/Scenarios</b> <i>(Guide Section 3.1.2 – Incident Assessment)</i>	
- Other?	
Fire:	
- Structural	
- Wildfire	
- Other?	
Mass Casualty Event:	
Riot/Civil Disturbance:	
Food Borne:	
- i.e., Accidental Food Poisoning (mayonnaise left in sun)	
Hazmat:	
- Highway	
- Railroad	
Terrorism:	
- WMD	
- Explosion	
- Chemical/Biological Event	
- IED	
- Dirty Bomb	
- Bomb Threat	
Plane Crash:	
Unattended Package:	
Unknown Substance found in or near stands: (white powder, etc.)	
Suspicious Package:	
Parachute Failure:	
Active Shooter/Sniper:	

<b>Potential Hazards/Scenarios</b> <i>(Guide Section 3.1.2 – Incident Assessment)</i>	
Lost Child:	
Water Supply:	
Earthquake:	
Gas Pipelines:	
Vehicle into Crowd:	
Propane Explosion:	
Chemical Depot or other nearby Hazardous Materials storage location	
Utility/Power Failure	
Other?	

<b>Evacuation</b> <i>(Guide Section 3.1.3 – Evacuation)</i>	
Decision criteria	
Procedures	
Roles and responsibilities	

<b>Shelter in Place</b> <i>(Guide Section 3.1.4 – Shelter in Place)</i>	
Decision criteria	
Procedures	
Roles and Responsibilities	

<b>Relocation</b> <i>(Guide Section 3.1.5 –Relocation)</i>	
Decision criteria	
Procedures	
Roles and Responsibilities	

<b>Special Needs Population</b> <i>(Guide Section 3.1.11 – Special Needs Population)</i>	
Designated locations	
Evacuation procedures	
“Safe Havens”	

<b>Special Consideration for Stadium Population</b> <i>(Guide Section 3.1.6 – Evacuation Routes and Pedestrian, Vehicular Traffic Control)</i>	
Traffic and pedestrian coordination	
Implementation (staggered/timed)	
Responder entry	
Staging areas	
Communications	

<b>Decontamination</b> <i>(Guide Section 2.2 – Direction and Control)</i>	
Triage/Decon. Areas for People:	
What is the size of the contaminant – water bottle or refrigerator truck?	
Decon. of Vehicles:	



<b>Communications</b> <i>(Guide Section 3.1.7 – Communications)</i>	
Warnings, messages and signage	
Public service announcements	
Communicating of warnings	
Sirens; other warning devices	
Pre-Scripted Messages/Public Service Announcements:	
Joint Information Center:	
Information Hotline:	
Family Assistance:	

<b>Signage and Lighting</b> <i>(Guide Section 3.1.13 – Signage and Lighting)</i>	
Preposition signage	
Emergency lighting	
Staff equipment	

<b>Physical Resources</b> <i>(Guide Section 3.1.8 – Physical Resources)</i>	
Resources Needs Assessment	
Location and availability of resources	
Agreements to share resources	

<b>Activation, Staging, and Mobilization</b> <i>(Guide Section 3.1.9 – Activation, Staging, and Mobilization)</i>	
Guidance and procedures	
Resources	
Staging areas	

<b>Mass Care and Family Assistance</b> <i>(Guide Section 3.1.10 – Mass Care and Family Assistance)</i>	
Guidance and procedures	
Resources	
Mass Casualty Plan	

<b>Health and Medical Support</b> <i>(Guide Section 3.1.12 – Health and Medical Support)</i>	
Guidance and Procedures	
Resources	
Mutual aid agreement	

<b>Evacuation Implementation</b> <i>(Guide Section 3.2 – Evacuation Implementation)</i>	
Training	
Credentialing	
Job responsibilities	
Controlling spectators	
Controlling participants	
Non-compliant spectators	

<b>Post Incident Activities</b> <i>(Guide Section 3.3 – Post Incident Activities)</i>	
Criteria to terminate the evacuation	
Duties and responsibilities	
Deactivate staging areas	
Documentation protocol	
Post review procedures	

<b>Program and Plan Maintenance</b> <i>(Guide Section 4 – Evacuation Plan Maintenance)</i>	
Training	
After Action Reviews	
Maintenance of Evacuation Plan	
Update and track changes of plans	

<b>Training</b> <i>(Guide Section 4.1 Program Maintenance)</i>	
DHS/PSA Training:	
Exercises/Training:	
Stadium Training/Guidelines:	

<b>Issues/Information for Future Consideration</b>

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## Appendix D: Signature Page for Stakeholder Adoption

### SIGNATORIES

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## Appendix E: Terminology

### Acronyms and Abbreviations

<b>AAR</b>	After Action Review
<b>CBO</b>	Community Based Organization
<b>DHS</b>	Department of Homeland Security
<b>EMS</b>	Emergency Medical Services
<b>ETE</b>	Evacuation Time Estimates
<b>HSEEP</b>	Homeland Security Exercise and Evaluation Program
<b>ICS</b>	Incident Command System
<b>IP</b>	Improvement Plan
<b>JIC</b>	Joint Information Center
<b>MOA</b>	Memorandum of Agreement
<b>MOU</b>	Memorandum of Understanding
<b>NIMS</b>	National Incident Management System
<b>UC</b>	Unified Command

### Select Glossary of Terms

Many of the definitions in this glossary are derived from language used in Federal laws or included in National plans, including the Homeland Security Act of 2002, USA PATRIOT Act of 2001, the National Incident Management System, and the National Response Framework.

**Asset:** Refers to contracts, stadiums, property, electronic and non-electronic records and documents, un-obligated, or unexpended balances of appropriations, and other funds or resources (other than personnel).

**Consequence:** The result of a terrorist attack or other hazard that reflects the level, duration, and nature of the loss resulting from the incident.

**Homeland Security Exercise and Evaluation Program (HSEEP):** is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning.

**Joint Information Center (JIC):** A facility established to coordinate all incident related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., according to

Federal, State, Territorial, city, or county, boundaries), tribal, or functional (e.g., law enforcement, public health).

**National Incident Management System (NIMS):** NIMS provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government, the private sector, and Non Governmental Organizations to identify threats, determine vulnerabilities, and identify required activities and resources to mitigate risk.

**Recovery:** The development, coordination, and execution of service and site-restoration plans for affected communities and the reconstitution of government operations and services through individual, private sector, nongovernmental, and public assistance programs that identify needs and define resources; provide housing and promote restoration; address long-term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

**Response:** The activities that address the short-term, direct effects of an incident, including immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

**Risk:** A measure of potential harm that encompasses threat, vulnerability, and consequence. In the context of the National Infrastructure Protection Plan, risk combines the expected magnitude of loss due to a terrorist attack, natural disaster, or other incident, with the likelihood of such an event occurring and causing that loss.

**Special Needs Population:** Before during and after an incident, members of the special needs population may have additional needs in one or more of the following functional areas: maintaining independence; communication, transportation, supervision and medical care. Individuals in need of additional response assistance may include those: who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse



cultures; who have limited English proficiency or who are non-English speaking; and who are transportation disadvantaged.

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## Appendix F: Exercising the Evacuation Plan

The stadium's Emergency Plan should provide guidance on the preparation and conduct of exercises for assessing preparedness and identifying areas for improvement relating to the overall Emergency Plan and the various subordinate plans i.e., the Evacuation Plan. The DHS has created the Homeland Security Exercise and Evaluation Program (HSEEP)<sup>2</sup> which provides common exercise policy and program guidance that constitutes a national standard for exercises. The HSEEP includes consistent terminology that can be used by all exercise planners, regardless of the nature and composition of their sponsoring agency or organization. The HSEEP also provides tools to help exercise managers plan, conduct, and evaluate exercises to improve overall preparedness.

The types of exercises that best meet the stadium's requirements are identified through analyses of the capabilities the stadium is attempting to validate; the training and exercises it has already conducted; and the resources available for exercise planning, conduct, and evaluation. The HSEEP has identified seven exercise types, as shown in Table 1. The utilization of the HSEEP guidelines will result in a focused and results oriented exercise.

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<sup>2</sup> Department of Homeland Security, *Homeland Security Exercise and Evaluation Program (HSEEP) Volume 1 HSEEP Overview and Exercise Program Management*, February 2007.

**Table 1: HSEEP Exercise Types**

Utility/Purpose		Type of Player Action	Duration	Real-Time Play?	Scope
Discussion-Based Exercises	Familiarize players with current plans, policies, agreements, and procedures; develop new plans, policies, agreements, and procedures	Notional player actions are imaginary or hypothetical	Rarely exceeding 8 hours	No	Varies
Seminar	Provide overview of new or current plans, resources, strategies, concepts or ideas	N/A	2-5 hours	No	Multi- or Single-agency
Workshop	Achieve specific goal or build product (e.g., exercise objectives, SOPs, policies, plans)	N/A	3-8 hours	No	Multi-agency/ Single function
Tabletop Exercise (TTX)	Validate plans and procedures by utilizing a hypothetical scenario to drive participant discussions	Notional	4-8 hours	No	Multi-agency/ Multiple functions
Game	Explore decision-making process and examine consequences of those decisions	Notional	2-5 hours	No (though some simulations provide real or- near-real time play)	Multi-agency/ Multiple functions
Operations-Based Exercises	Validate plans, policies, agreements, and procedures; clarify roles and responsibilities; identify resource gaps	Actual; player action mimics reaction, response, mobilization, and commitment of personnel and resources	May be hours, days, or weeks, depending on purpose, type, and scope of the exercise	Yes	Varies
Drill	Validate a single operation or function of an agency	Actual	2-4 hours	Yes	Single agency/ Single function
Functional Exercise (FE)	Evaluate capabilities, functions, plans, and staffs of Incident Command, Unified Command, Intelligence centers, or other multi-agency coordination centers (e.g., EOCs)	Command staff actions are actual; movement of other personnel, equipment, or adversaries is simulated	4-8 hours or several days or weeks	Yes	Multiple functional areas/ Multiple functions
Full-Scale Exercise (FSE)	Validate plans, policies, procedures, and cooperative agreements developed in previous exercises through their actual implementation and execution during a simulated scenario; includes actual mobilization of resources, conduct of operations, and integrated elements of functional exercise play (e.g., EOCs, command posts)	Actual	One full day or several days or weeks	Yes	Multi-agency/ Multiple functions

Exercising the Evacuation Plan utilizing HSEEP guidance is important to validate the plan and to help ensure that the plan is periodically reviewed and updated. The exercise should involve all the key stakeholders involved in developing, maintaining, and implementing the Evacuation Plan, and should be lead by a trained crowd manager. In order for realistic outcomes to be realized from an exercise, realistic data is important. For example, an evacuation decision timeline obtained from an exercise might not work if evacuation times during a real event are different from what the emergency planners assumed. Therefore, it becomes critical that exercise planners perform a comprehensive evacuation study in order to get a good sense of evacuation time estimates (ETEs) for different event scenarios at a stadium and comply with life safety codes of the National Fire Protection Association. ETEs can be used during the exercise to test the plan, and they can also be developed based on the different components of a plan. Developing an exercise plan and validating its components using ETEs in an exercise is an iterative process.

In many instances it is not practical to ask a large number of volunteers to participate in an evacuation exercise since it is very resource consuming. In recent years there has been tremendous growth in the fields of traffic and building modeling and simulation. There are now robust models available in the market to model many levels of complexity. Exercise planners can use such models to get ETEs, and incorporate ETEs in the evacuation decision timeline. In order to test the plan and evacuation decision timeline, these ETEs should be used in an exercise. These realistic ETEs will make any evacuation exercise more focused and results-oriented.