

Running head: REDUCING VARIANCE FOR SPECIAL EVENT PLANNING

Reducing Variance for Special Event Planning

at the Addison Fire Department

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Certification Statement

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that the appropriate credit is given where I have used the language, ideas, expressions, or writings of others.

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## ABSTRACT

The problem was that the Addison Fire Department provided emergency services protection for numerous special events conducted within the Town and there was a lack of consistency in terms of planning. This problem was identified by officers that had a lack of information prior to events. The purpose of this research was to determine what changes could be made operationally in order to reduce the variance for planning when special events are conducted within the Town of Addison. Descriptive research was used to answer the following questions: a) How do other emergency response organizations plan for special events? (b) What national standards are there regarding planning for special events? (c) What special events take place in the Town of Addison and what are the associated risks that they present? (d) What other agencies should be involved in planning for special events held in the town of Addison. The research integrated a questionnaire that was sent to members of the Texas Fire Chief's Association and to some subject matter experts to identify how other emergency response agencies, in a similar region of the country, plan for special events. The research included interviews with some of the leaders of the AFD and personal communications with others involved in special event planning. Consistencies and important planning considerations were acknowledged in the study. Hazards and potential problems associated with a lack of preparedness were identified. A list of recommendations was established to aid in operational changes in order to reduce the variance for planning when special events are conducted within the Town of Addison. The recommendations included establishing a planning team, including training into the planning process, incorporating standardized form usage, weather monitoring, regular and deliberate communication with mutual aid responders and performing post incident analysis reviews.

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## Reducing Variance for Special Event Planning at the Addison Fire Department

Parameters are established in modern society by rules, laws, procedures, and regulations. These provide foundations and expectations that reasonable people are expected to follow to prevent chaos and provide safety. Organizations often establish standard operating procedures or guidelines to communicate rules or expectations for employees to abide by and reference. In order to establish a clear exchange of communication and improve safety for agencies, well-defined rules, policies, protocols, or instructions help to provide a sort of algorithm in which choices may be made (Barr & Eversole, 2006). These operational guidelines and plans should be extended to agencies that are expected to work together in disasters or special operations (Barr & Eversole, 2006). In order to create a guideline or plan, pertinent information should be gathered and put together in a format that is understandable and accessible for the user.

Communities are not exempt from an expectation to plan for events that could potentially impact the safety of the public (Graner, 2006). The problem was the Addison Fire Department (AFD) provides emergency services protection for numerous special events conducted within the Town and there was a lack of consistency in terms of planning. The purpose of the research was to determine what changes could be made operationally in order to reduce variance for planning when special events are conducted within the Town of Addison. Descriptive research was utilized to answer the following research questions: (a) How do other emergency response organizations plan for special events? (b) What national standards are there regarding planning for special events? (c) What special events take place in the Town of Addison and what are the associated risks that they present? (d) What other agencies should be involved in planning for special events held in the Town of Addison?

## BACKGROUND AND SIGNIFICANCE

The Town of Addison is a small community located in Dallas County in Texas. The town borders with the City of Dallas, the City of Carrollton and the City of Farmers Branch (O'Neal, 2012b). The Town of Addison is only 4.35 square miles but represented by a large commercial presence and an urban community (O'Neal, 2012a). The residential population is nearly 15,000 however there are often over 100,000 people in town daily due to workers and patrons at over 40 mid to high rise buildings, 175 restaurants and 22 hotels. During the late 1800's the railroad came through and a depot was established. At that time, the community was named Peters Colony (Eads, 2001). Addison Roberts was the postmaster and a former Civil War veteran. The name was changed to Addison in his honor in 1902, and later to the Town of Addison 1982 (O'Neal, 2012a). The town is home to many national corporations including USAA, Mary Kay Cosmetics, Fannie Mae and Hilton Worldwide (O'Neal, 2012b). There are numerous target hazards in the area, the largest being the Addison Airport (ADS) with sixteen hundred foot traffic tunnel running beneath it. The airport and fuel farm sit just west of Addison Circle Park, a ten acre area used as the Town of Addison special event site.

The Addison Fire Department (AFD) provides protection and services the town with fifty-two uniformed personnel. The department operates on a shift schedule in which forty-eight personnel work a shift schedule of twenty-four hour tours every third day. The minimum daily staffing is thirteen and during special events, overtime staffing is hired to help provide coverage during special events. The AFD is a career department and provides the community with fire suppression, advanced life support (ALS) medical care and transport, aircraft rescue firefighting (ARFF), rescue, fire prevention and public education (O'Neal, 2012a).

The front line response at the AFD includes two engine companies staffed with three personnel, two mobile intensive care units staffed with two personnel, a battalion with one person and a truck company that is cross staffed with an aircraft rescue vehicle. The cross staffing is done with a minimum of two personnel. Any full response or additional calls requires the assistance of automatic or mutual aid from the surrounding communities. The town hosts several special events throughout the year. Personnel sign up to cover positions for a third medic unit, a special event cart, walking EMS teams, fire inspector and, if necessary, a third engine. The town is well known for its many large special events and entertainment, drawing a large influx of people to the small area (Addison Texas, 2012). Addison hosts nearly thirty weekend events that include Taste of Addison in May, Kaboom Town in July and Oktoberfest in September (O'Neal, 2012a). There are many other events throughout the year that require staffing from the town departments, but the three mentioned are the largest. Each special event receives input from other departments; however the emergency management of the event is the responsibility of the AFD and is under direction of the Fire Chief (O'Neal, 2012a).

Barbara Kovacevich (personal communication, April 30, 2013), the Town of Addison Special Events Director, approximates that attendance for special events ranges from 25,000 to as high as 400,000 additional visitors to Addison. These events have traditionally been staffed by fire and police personnel based on past experience. The number of AFD personnel assigned to work special events is determined based on the number used the previous years. The events increase in attendance five to ten percent a year due to advertisement and word of mouth (B. Kovacevich, personal communication, June 22, April 30, 2013). The AFD provides staffing for EMS, fire prevention and inspection. The EMS component includes an events cart to carry some equipment and a patient, a first aid tent, supplies, personnel and a supervisor.

The planning for special events is done through communication and meetings between some of the department representatives and department heads. The AFD typically hosts a ten to fifteen minute briefing for fire department personnel just prior to the event in which some critical information is provided. Sometimes the briefing is verbal and sometimes there are a few maps handed out. There are no specific templates or formats used in the meetings. Fire personnel are made aware of what their specific responsibilities will be at the event, but may not get information that covers the big picture.

This research paper was completed following the guidelines established by the National Fire Academy Executive Fire Officer Program (National Fire Academy [NFA], 2011). The problem presented in this paper was linked to Unit 1 of the Executive Analysis of Fire Service Operations in Emergency Management student manual (NFA, 2012, p.1-1). The unit identified the ability to analyze the community's level of preparedness. The unit also discussed ways to manage the operational component of the fire department. Finally, the unit emphasized the importance of continued training to improve mitigation abilities before, during and after incidents (NFA, 2012).

The United States Fire Administration (USFA) (2010) has established five operational goals that are noted in a strategic plan for fiscal years (2010-2014). The problem addressed in this paper was related to three of the goals: "reduce risk at the local level through prevention and mitigation," "improve local planning and preparedness," and "improve the fire and emergency services' professional status" (USFA, 2010, p.13).

## LITERATURE REVIEW

A literature review was completed to find out what other authors have to say about planning for special events. The review was initiated at the Learning Resource Center (LRC) on the campus at the National Fire Academy (NFA) in Emmitsburg, Maryland in January, 2013. Supplementary information was gathered from a personal collection of resources, visits to a local library at Collin College in McKinney, Texas, internet searches and by studying the limited information available on the common computer drive at the AFD. Search terms used on internet searches included special events, planning for special events, planning for mass gatherings, emergency management at special events and standards for special event planning.

### Emergency Response Planning at Special Events

The term special event has been referenced as a gathering of people for a length of time, designed for an experience and opportunity outside of normal everyday experiences (Mathews, 2008). Perhaps one of the largest and well known of all special events is the international Olympic Games. Killens (2013) explained that the planning for the London Olympic Games in 2012 began as early as 2005. The London Ambulance Service (LAS) had planned for many events in the past, but this was the largest and most complex. Planning teams were established to work with all the agencies involved to consider and plan for access, potential terrorist attacks, event schedules, weather, equipment, communication, transportation and the ability to maintain service delivery to the communities (Killens, 2013). It is common to have a higher risk of injury and illness in large crowds associated with large events compared to other populations of the same size (Tsouros & Efstathiou, 2007). Killens (2013) emphasized that a valuable tool in planning for such a large event was the use of history. The planning team learned from the

lessons that were presented in the previous Olympics in Beijing in 2008 (Killens, 2013). This helped to mitigate the predictable events and to have a plan in place to deal with any others. Additionally, the history of terrorist attacks at the Atlanta, Georgia 1996 Olympics and the Munich, Germany 1972 Olympics helped planners to anticipate the need for communication, surveillance and crowd control (Schoeberl, 2012). Killens (2008) said that plans need to be adjusted often for different reasons but served as a roadmap for their success. Tsouros and Efstathiou (2007) discuss the complexity and magnitude in planning for emergency care for the Olympics. Consideration for attendance, security, weather and duration of events are vital and require a preparation and action phase (Tsouros & Efstathiou, 2007). Planning teams met early and often and tested their plans as they developed. Outcomes and lessons learned from previous events are an excellent basis for improving service and safety in terms of mass gatherings or special events (Tsouros & Efstathiou, 2007). Communication between all agencies involved is necessary and accomplished with a spokesperson or alternate for all phases of the planning process. These events must also include a plan to inform or update patrons in the event of any danger or impact on their safety (Tsouros & Efstathiou, 2007).

On a national level, enormous crowds are drawn together for special events such as the Presidential Inauguration (Clift, 2009). The Inauguration of President Barack H. Obama demanded regional collaboration and partnerships for mass care, public health, communication, emergency management and transportation (Clift, 2009). Planning for the event began in 2008 with the United States Secret Service (USSS) and the Federal Emergency Management Agency (FEMA) taking the lead with twenty-three subcommittees. Localities cooperated with each other by sharing their Incident Action Plans (IAP) to assist with planning efforts (Clift, 2009). Planning for this type of event is layered in complexity and includes transportation,

communications, emergency management, mass care, logistics, resource management, public health, medical care, public safety, external affairs, volunteer management and training (Clift, 2009). Although the 2009 Inauguration presented so many planning challenges, the event was successful, safe and peaceful. At time of the Inauguration, it was the largest event in history at the nation's capital (Clift, 2009).

Additionally, North Carolina faced challenges to prepare and plan for the Democratic National Convention in 2012. EMS planning began a year and a half prior to the convention (Young & Keith, 2012). The state had experience with special event planning and disaster preparedness, but had not dealt with the complexities included in a national event. Young and Keith (2012) highlight the importance of a solid framework for planning, communicating and organizing. Planners had to take into account the resources that were available, predict potential impact on the resources and provide for back up plans. Training was incorporated into the planning process by employees reviewing the principles of unified and incident command prior to the event (Young & Keith, 2012). All employees were made aware of the plans and medical field personnel received additional training specific to the convention for four months prior to the convention (Young & Keith, 2012).

Although the political ceremonies and conventions require preparation and planning at a national level, the increase in popularity of sports championships also require federal, state and local agencies to plan and communicate (Paros, 2011). In 2009, the city of Tampa, Florida hosted the National Football League's (NFL) Super Bowl XLIII. The game itself was a highly publicized and attended event however, there were nearly 300 parties and other Super Bowl related events in the area prior to the game (Paros, 2011). Paros (2011) explains that due to the magnitude of the event, it was considered a National Special Security Event (NSSE) and

required planning on a federal, state and local level. Full scale exercises were used as planning tools to identify problem areas. Evaluators provided feedback and identified areas for improvement (Paros, 2011). This event identified a need for texting capabilities to notify attendees of traffic, weather or specific information related to the event. This was learned after the event and the City of Tampa used this information to develop the system in time to use for the 2012 National Republican Convention (Paros, 2011).

State and local level planners are learning to address shortfalls in their special event preparations as well (Durso, 2012). A lack of security planning led to the death of a seasonal Wal-Mart employee in Valley Stream, New York. Durso, (2012) explained that nearly two-thousand shoppers pushed and stormed through the sliding glass doors at a Black Friday retail event in 2008. The planning was altered for the event in the future to include crowd management guidelines as established by the National Retail Federation (Durso, 2012). Crowd management, severe weather, public announcement systems, evacuation and communication were the focus of an investigation after a sixty mile an hour wind gust collapsed a stage at the Indiana State Fair (Durso, 2012). There was a miscommunication in planning and the event was not cancelled or evacuated in time for the storm. Meetings were held prior to the event but weather forecasts and public safety issues were not addressed (Durso, 2012). The collapse killed seven people and injured dozens. Durso, (2012) said that the Indianapolis Fire Department was not included on the notification alerts by the Indiana State Fair Commission (ISFC) and that the severe weather information did not make it to key management personnel or decision makers. Planning for special events should be standardized and lessons learned from events like this (Durso, 2012).

### National Standards for Special Event Planning

There are several standards to reference for special event planning. The National Fire Protection Association (NFPA) (2012) established codes, standards and recommendations to provide for the safety of civilians and responders. NFPA 101 (2012) is the life safety code and is a comprehensive document that specifies egress and life safety criteria to protect people. This code is used to standardize aspects of building design, maintenance and construction requirements (NFPA 101, 2012). NFPA 610 (2009) is the guide for emergency and safety operations at motorsports venues and includes methods to protect the public from hazards (Durso, 2012). It provides information on the utilization of an Emergency Action Plan (EAP) to identify resources and other key elements critical in the event of an incident occurring. The EAP is recommended to be provided to all agencies that have the potential to interact at the event and identifies their responsibilities. NFPA 610 (2009) also has procedures for severe weather incidents, including warnings, event cancellation considerations, sheltering and evacuation directions. This standard reviews aspects regarding training, personal protective equipment, safety, emergency medical services (EMS) and operational expectations. There are several check lists provided in the standard to help assure each step is covered. While the standard is for motorsport events, it is applicable to outdoor special event sites with high numbers of attendees (NFPA 610, 2009).

Master planning, risk management and community planning are some of the topics that apply to planning for special events. NFPA 1201 (2010) is the standard for providing fire and emergency services to the public. This standard uses the term Fire and Emergency Service Organization (FESO) and explains that this organization should carry out a program to develop public awareness and cooperation to manage risk. It requires planning, alternate planning and

intercommunity organization. While this standard covers aspects of emergency management, it also identifies the responsibilities to be able to prepare for and to respond to emergencies in the service area which could be applied to planning and preparing for large planned events (NFPA 1201, 2010). Another national standard that is applicable to planning for special events is NFPA 1561, the standard on emergency services incident management system (Durso, 2012). This standard clarifies what an Incident Action Plan (IAP) is and what the objectives are. IAP's are created for the event or incident and updated along the way (NFPA 1561, 2008). IAP's are referenced in the standard's definition for a planned event. NFPA 1561 explains that a planned event allows for the development of an IAP prior to the event (NFPA 1561, 2008). The standard helps to clarify communication methods and needs along with the planning responsibilities of the incident commander. Several examples of organizational charts are provided in this standard. The importance of sharing weather information as an intelligence function is addressed (NFPA 1561, 2008).

Durso (2012) recommends referring to NFPA 1620 when planning for special events. NFPA 1620 (2010) is the standard for pre-incident planning and identifies important forms for agencies to collect data that will help in creating response plan. This information is provided to help with life safety, responder safety and to provide a basis for knowledge of special hazards, building layouts and susceptibility to problems (NFPA 1620, 2008). The United States Federal Emergency Management Agency (FEMA) created a manual on special event contingency planning (FEMA, 2005). The jobs aid manual specifically addresses pre-event planning, operational considerations, incident command, planning considerations and post event actions for special events (FEMA, 2005). Although the document is not titled as a standard, the intent of the manual is to be used by anyone planning a special event in an effort to prevent injury or death as

a result of insufficient planning (FEMA, 2005). The special event contingency planning manual states that “planning for the worst may help reduce the chance of a worst-case scenario happening” (FEMA, 2005, p. 2-1). Specifically addressed are site hazards and weather considerations. It was emphasized that monitoring the weather, establishing communication methods, continual monitoring and having alternate plans are crucial (FEMA, 2005). Planning teams are recommended and there is a need to consider potential terrorism based on past events and current political climates (FEMA, 2005).

### Summary

The literature review for this research supports that there are operational changes or considerations that could be made to reduce the variance in planning for special events. While no two events are exactly the same, the literature was consistent in providing information relative to the importance of planning teams, communication, weather, training and incorporating action plans. The significance of learning from previous events and tragedies was remarkable.

### PROCEDURES

The research was conducted as a result of a recognized lack of consistency in planning for special events in the Town of Addison. A problem statement, purpose and research questions were developed to initiate the research. A questionnaire, interviews and personal communication were used during the research. A questionnaire (Appendix B) was created using an on-line survey constructing engine called surveymonkey.com (“SurveyMonkey”, 2013). The questionnaire (Appendix B) was sent out via e-mail through the Texas Fire Chief’s Association (TFCA). The TFCA is a dynamic group of approximately nine hundred fire and emergency

management department leaders that demonstrate positive examples of leadership and ethics throughout their organization. Weekly updates on current events, training and resources are distributed through a newsletter titled “The Friday Report” (Appendix A). In the March 15<sup>th</sup>, 2013 edition of “The Friday Report” (Appendix A), a request for candidate research was posted with a link to the questionnaire titled *Emergency Response Agency Planning for Special Events* (Appendix B) to contribute to this research data.

The questionnaire was meant to find out what size events other departments hosted and how they were managed or planned for. The questionnaire was closed on April 15<sup>th</sup> at 9:11 am and there were seventy-four participants out of more than nine hundred members. The exact number of people that received the request via e-mail is unknown. Question #1 (Appendix B) was asked to find out if the participant’s community hosted special events. If they answered no, they were to be eliminated from the results. None of the respondents were eliminated because one hundred percent of them indicated that their community hosted special events. The questionnaire (Appendix B) was made up of fifteen questions about special events, planning practices, policies, command and standards. These questions were asked to seek common practices and solicit information to compare to current practices in the Town of Addison. The targeted audience was chosen based on the resources available in Texas and the similarity in severe weather potential.

Interviews were conducted with fire department officers who are considered leaders of the organization with extensive experience and familiarity with the organization. A template was created and was utilized for each interview. Responses were documented in written format (Appendix C). Interviews with Will Hamilton, AFD Battalion Chief (personal communication, April 12, 2013), Jeff Patterson, AFD Battalion Chief (personal communication, March 11, 2013),

Chuck Taylor, AFD Battalion Chief (personal communication, April 11, 2013) and Michel Mitchell, AFD Fire Prevention Captain (personal communication, April 11, 2013) were completed to gain insight as to their experience and knowledge of the systems used in the Town of Addison organization.

The Town of Addison Special Events Coordinator, Barbara Kovacevich (personal communication, April 30, 2013) provided some general knowledge of event sizes and trends in attendance. This communication occurred at an Addison Special Event Safety Committee meeting and the notes were documented in written format (Appendix E).

Limitations were associated with the research. There are many components that make up a special event and not all agencies are confronted with the same ones. The questionnaire titled *Emergency Response Agency Planning for Special Events* (Appendix B) was distributed via e-mail and it is possible that more than one member of an agency responded if they are members of the Texas Fire Chief's Association. The questionnaire was intended for an audience residing in Texas and this could be a limitation as other areas of the country may have been able to provide helpful insight. Interviews with Addison Fire Officers could have limitations. If the Officers did not want to say anything that could reflect a concern or problem, they may have withheld information. Some officers may lack concern in this subject matter.

## RESULTS

The descriptive research methodology was utilized to help identify methods to reduce the variance for planning when special events are conducted within the Town of Addison. The literature review provided some insight into two of the research questions. The first research question was: (a) How do other emergency response organizations plan for special events? It

was learned that having teams made up of all agencies involved in the event and the ability for them to communicate effectively before during and after the event is critical (Killens, 2013). Emergency response organizations must consider attendance, security, weather and duration and be able to quickly adjust to a back-up plan (Tsouros & Efstathiou, 2007). It was also learned that planning for a special event should include training that incorporates the agencies involved (Young & Keith, 2012). Evaluating the training ahead of time may help to identify shortcomings and service areas that may be improved upon (Paros, 2011). The literature review identified examples of communication failures and emphasized the importance of including all involved agencies on weather notifications and other pertinent changes or event information (Durso, 2012). Durso, (2012) also highlighted the importance of learning from our past and implementing a standardized method for preparing for a large event.

In addition to the literature review, the first research question was also addressed through the use of a questionnaire. The *Emergency Response Agency Planning for Special Events Questionnaire* (Appendix B) was sent out to determine how other emergency response agencies prepare for special events hosted in their communities. Of the seventy-four responses, one hundred percent work for communities that host special events. Approximately eighty-six percent of the responses were from fire departments. Five percent were police, nearly seven percent were public service and one response was from an emergency management team. Of the respondents, nearly 30% host more than ten events a year. Almost ninety percent of the agencies that replied are directly involved in the planning process regarding special events in their communities. Thirty percent of the respondents host more than forty thousand people at their largest event. When asked about alcohol consumption, nearly forty percent indicated that alcohol is made available at the events and impacts their planning. Most explanations referred to

an increase in security or police presence. Comments provided indicated that agencies increase the amount of EMS personnel when alcohol is available. Answers were widely varied when asked who takes the lead in planning for special events. The fire department was identified by nearly fifteen percent and nearly thirty percent responded that public safety takes the lead. In the response category of other, there were several that indicated it depends on the event but law enforcement is usually in charge. Only 39.2% of the respondents actually have a policy regarding the planning of an event. There were twenty-nine respondents with policies in place and five of those actually update them regularly. Fifty percent responded that the incident command system is used. Seventy-three percent of the respondents utilize the unified command system at incidents. One comment included that there is no incident command system used. There was a question included that asked if incident action plans are utilized for each event. Only twelve of the seventy-four responses indicated that they never use one. Twenty-eight say always and thirty-four answered sometimes. The question that asked what other agencies are involved in planning produced a broad range of varying answers that were community and event specific. Eight respondents indicated that they were aware of any standards for special events and most commented that the National Incident Management System (NIMS) is referenced. The predominant answer for preparing for a special event was to plan several months ahead. Sixty-percent supported this answer and eight responses indicate that it depends on the size of the event.

The second research question addressed by the literature review was: (b) What national standards are there regarding planning for special events? Durso (2012) pointed out that the National Fire Protection Association (NFPA) has several applicable standards that help address planning for special events. NFPA 101 (2012) is the most comprehensive and is intended to be

the life safety code. It covers egress criteria and specifications that should be met by the construction and design of the facilities. NFAP 610 (2009) explained the use of an Emergency Action Plan and the need to share the information regarding resources and how to acquire them should and emergency occur. It also reiterated the importance of attention to weather potentials and training. Intercommunity organization and planning were identified in the standard for providing fire and emergency services to the public (NFPA 1202, 2010). Perhaps one of the most notable standards regarding planning for special events is NFPA 1561, the standard on emergency services incident management system (Durso, 2012). In NFPA 1561, the Incident Action Plan (IAP) is identified and recommended as a tool to plan for special events. The plan covers all agencies involved, a layout of communications to be use and resources available (NFPA 1561, 2008). Although not a standard, the manual created by FEMA on special event contingency planning specifically addresses each component of an event and lists considerations so that any agency could use this. It is not intended for international size events, but is meant for use by any community on a local or state level to provide for life safety of civilians and responders (FEMA, 2005).

The third and fourth research questions were addressed using interviews and personal communication. The third question was: (c) What special events take place in the Town of Addison and what are the associated risks that they present? The fourth question was: (d) What other agencies should be involved in planning for special events held in the Town of Addison? An interview was requested and permitted in person with AFD Battalion Chief, Will Hamilton (personal communication, April 12, 2013) and the answers documented (Appendix D). Chief Hamilton indicated that he had attended and worked the larger events in Addison including Kaboom Town and Oktoberfest. He said that he had never been involved in planning for an

event and has been employed with the AFD since 1983. Chief Hamilton believes the number one risk is severe weather combined with large crowds. He also noted that having tents with cooking capabilities in large crowded areas increases the risk of fires. Although not in the planning process, Chief Hamilton feels like he is adequately informed about events. He explained the unified command system would be the best system to continue using but that some of the forms for the incident action plans would not be useful. He suggested using some of the forms that may be applicable to our needs. Chief Hamilton felt that the Public Works department and Environmental Health departments should also be included in the planning meetings. He also brought up the need to communicate with mutual aid agencies when hosting a large event. Access could be critical and the more they know upon arrival, the better the operational awareness.

An interview was requested and permitted in person with AFD Battalion Chief, Jeff Patterson (personal communication, March 11, 2013) and the answers documented (Appendix D). Chief Patterson responded that he had attended large events, including Taste of Addison, Kaboom Town and Oktoberfest. He has never been involved in any of the planning for special events. Severe weather and multiple calls were the largest risks that he recognizes. Chief Patterson said the best way to learn is to work the events. He feels that the unified command system works best and would not see the benefit in using incident action plan forms. He believes that one sure way to improve planning is to know how many guests are expected and be provided more specifics by the Special Event Department.

An interview was requested and permitted in person with AFD Battalion Chief, Chuck Taylor (personal communication, April 11, 2013) and the answers documented (Appendix D). Chief Taylor has been employed in the AFD for twenty-eight years and has attended all the large

events including Kaboom Town, Taste of Addison and Oktoberfest. Chief Taylor indicated that he has been included in the planning process in the past. He feels the biggest risk is having such large crowds in immediate vicinity of a fuel farm and railroad. He believes he is adequately informed about events but that we should work to increase staffing. He favors the incident command system but did not specify a need for unified command. Chief Taylor supports the utilization of incident action plans and the associated forms. He brought up the need to have all departments train on table top exercises prior to events. He also suggested doing post incident analysis after each event to identify better ways to plan.

An interview was requested and permitted in person with AFD Fire Prevention Captain, Michel Mitchell (personal communication, April 11, 2013) and the answers documented (Appendix D). Captain Mitchell has attended all the special events, large and small. He has also worked every event. He has not been involve in the planning but occasionally is asked a few fire safety questions in preparation for an event. He recognizes that heat emergencies and multiple incidents during the event are problems. Captain Mitchell said that he is aware of the specifics of each event from experience, but said that newer members would benefit greatly from meetings ahead of time. He felt that other department members involved should all attend the briefing that is done just prior to the event.

The question regarding what associated risks that are present at special events was further addressed in a Special Event Safety Committee meeting (Appendix E). This is a new committee that was assembled during the writing of this paper. During the meeting, recent events were discussed such as the bombing that occurred at the Boston Marathon this year. It was discussed that hosting large open events increases the risk of terroristic activity. Staffing, entry points and

training were all topics. Aside from a potential for a terrorism event, risk factors were severe weather planning, security and under-age drinking.

## DISCUSSION

Inconsistency in preparation for special events created an aspiration to reduce the variance. The literature review offered alternatives that intertwine to supply responders with a plan that incorporates information important to share with all agencies involved in the event. Mathews (2008) referred to special events as a gathering of people designed for experiences outside the norm. It was apparent that there are challenges the responders face no matter the size or complexity of the event. Killens (2013) explained that teams assembled for planning ahead of time can help to identify ways to maintain service delivery during the events. International events, like the Olympic Games, require detailed planning several years in advance (Killens, 2013). Data recorded in the Emergency Response Agency Planning for Special Events questionnaire (Appendix C) supports that most agencies begin planning for the event several months in advance. Schoeberl (2012) agreed and gave the example that planning teams helped to forecast the importance of accurate communication and surveillance at the 1996 Olympics. Tsouros and Efstathiou (2007) not only agree that planning teams are needed well in advance of the event, but they also note that each agency involved must be represented. In addition to teams for planning the event, it emphasized that training and practice scenarios are part of the process (Killens, 2013). Training that is incorporated into the planning process helps all involved to understand the components of the command system prior to the event (Young & Keith, 2012). Full scale exercises and simulations were used to identify planning needs and weaknesses in preparation for the 2009 NFL Super Bowl (Patros, 2011). Authors agreed that the

incorporation of training and practice into the planning process helped to provide successful outcomes. Durso, (2012) cited examples of how the lack of training and planning was a contributing factor to the deaths of several civilians. Training is again mentioned as an important component in NFPA 610 (2009). The Town of Addison formed a new Special Event Safety Committee (SESC) that met and discussed providing high level training for employees and volunteers at special events (Appendix E). The implication for the AFD is to recognize the need for planning at least several months ahead. Realistic training and table top exercises may benefit and help to predict potential problems. In summary, the data suggested that planning teams be formed in advance and training exercises be help prior to the event.

National events may also be layered in complexity and require agencies to cooperated and share information (Clift, 2009). Young and Keith (2012) concur about the complexities involved and explain that preparations for the Democratic National Convention in 2012 began a year and a half prior to the event. Clift (2009) references the use and sharing of Incident Action Plans (IAPs). IAPs are useful before, during and after the events (NFPA 1561, 2008). Organizational charts and communication pathways may be identified and shared between agencies in the IAP to reduce confusion during an emergency (NFPA 1561, 2008). Young and Keith (2012) highlight the importance of using a framework for planning along with back up or contingency plans. NFPA 610 (2009) provides checklists and models procedures that may be used in preparation for special events. The information in this standard may be applied to outdoor events and venues hosting large crowds (NFPA 610, 2009). Interviews with AFD officers (Appendix D) did not all support the use of IAP's or checklists. Chief Hamilton explained that a few forms may be useful, but that it could add to confusion. He believed that surround area commanders could fully integrate into our command system without the use of the

forms. Chief Patterson felt the responding agencies may not be familiar with the forms. Chief Taylor disagreed and referred to the use of forms and checklists when discussing useful tools. Captain Mitchell stated that the forms were not necessary but may prove to be helpful in a large weather related event. Implications at the AFD are that there are no forms currently being used to prepare for events and there are templates available. In summary, fire departments should learn from agencies that frequently host large special events and determine the best practice to utilize.

NFPA 1620 (2010) recommended the collection of as much information as possible about the structure or site before the event or emergency. FEMA (2005) agrees and specifically addresses the need for pre-incident planning. NFPA 1201 (2010) explained that organizations are responsible to plan ahead and part of that planning is to identify and carry out a program to develop public awareness. NFPA 610 (2009) further explains the need to incorporate procedures for severe weather warnings, cancellation and evacuation information to the public. The lack of clear communication contributed to deaths and injuries at the Indiana State Fair (Durso, 2012). This implies that the AFD recognize a means to monitor and quickly communicate information to the public at events. In summary, fire departments and special event organizers should plan for the worst and have a plan to notify the public and all agencies involved in the event of an emergency that could affect life safety.

The questionnaire analysis from emergency response agencies (Appendix C) showed that all respondents agreed that they hosted special events. Most agreed that their agency is involved in the planning process. Interviews with AFD officers (Appendix D) reflected that most of the officers were not involved in the planning process but that they relied on past experience and briefings. The literature review provided information that supported the contribution of all

agencies involved to consider and plan for problems and actions (Killens, 2013). Tsouros and Efstathiou (2007) mentioned that it was critical for the planning process to include all agencies that may be involved in the event. Clift (2009) agreed and noted the importance of cooperation not only within the jurisdiction, but the importance of sharing the planning information with localities. Young and Keith (2012) identified one reason for the successful outcome of the 2012 Democratic Convention, was that employees and field personnel were made aware of the plans. The planning cooperation used in the City of Tampa, Florida for the 2009 Super Bowl, proved to be successful enough to mimic when the planning was done for the 2012 National Republic Convention in the same city. The implication on the AFD is that it is important for all agencies to be included in the planning process and that the flow of information is beneficial to all. In summary, successful events benefit from knowledge and information shared between the involved agencies and surrounding jurisdictions.

### RECOMMENDATIONS

The following recommendations are rooted in this research. These recommendations should be considered by the AFD administrators in an effort to implement operational changes to reduce the variance and improve the consistency in planning for special events in the Town of Addison.

Recommendation one: Formalize the newly established Special Events Safety Committee (SESC) by having the Chairperson include updates from event planners and sponsors. Coordinate quarterly meetings and establish special event planning policies. These policies should be updated on a yearly schedule to insure best practices.

Recommendation two: Identify all agencies involved in the planning process and institute a planning team comprised of representatives from each agency. Build a contact list and provide regularly scheduled event planning meetings that follow policies established by the SESC.

Recommendation three: Incorporate training into the planning process. For the larger events, conduct table top exercises with the planning team and department heads. Use information and lessons learned from similar size events to build realistic scenarios and challenges prior to the event. Consider requiring that department heads attend Planning Large Events training at Emergency Management Institute in Maryland.

Recommendation four: Research the Incident Action Plan and NIMS forms and evaluate. Incorporate the use of standardized planning forms to be filled out and shared. This will provide consistency in the information shared and also lay out a plan for communication and resource availability.

Recommendation five: Assign a weather monitor person that has the ability to communicate quickly and effectively through the use of a public address system, text or radio contact with others in the event of changing conditions. The planning team should consider the time of year the event is planned based on historical information. Contingency plans for adverse weather should be noted on the standardized forms and communicated in briefings by the weather monitor person.

Recommendation six: Establish a method to communicate all event information, access, egress and potential hazards to the potential responding mutual aid public service agencies. Provide maps, communication information and any standardized forms ahead of the event. The

planning team will take into consideration the risks of hosting a large event concurrent to a surrounding municipality hosting a similar size event.

Recommendation seven: In the week following the event, the planning team and the SESC should meet to go over a post incident analysis of the event. All associated forms, maps, attendance data and EMS information will be used to identify improvement points to be used at the next event or similar event in the future.

Future readers of this paper should consider special events held in their communities and identify elements that may improve the safety of the patrons attending, the workers and the responders protecting them.

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## APPENDIX A

## Texas Fire Chief's Association Questionnaire Request



# THE FRIDAY REPORT

THE VOICE OF LEADERSHIP OF THE TEXAS FIRE SERVICE

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March 15, 2013      [TexasFireChiefs.org](http://TexasFireChiefs.org) | [Archive](#) | [Online Buyers' Guide](#) | [Join TFCA](#) | [Printer-Friendly](#) | [Send to a colleague](#)

**ASSOCIATION NEWS**

**South Region Meeting - April 18th, 11am, Universal City**

The Texas Fire Chiefs Association, South Region meeting will be held in Universal City, Texas on April 18, 2013 at 11:00 a.m. The meeting will be held at the Olympia Hills Golf and Conference Center at 12900 Mount Olympus in Universal City, Texas 78148. Fire Chief Ross Wallace is the host Chief, with lunch being provided by Siddons-Martin Emergency Group. Please RSVP to Chief Wallace at [firechief@universalcitytexas.com](mailto:firechief@universalcitytexas.com), so we may make proper arrangements for the food.

**TEXAS NEWS**

**Legislative Report**

The TFCA Legislative Committee, Chaired by Chief Scott Kerwood, Hutto FD, is constantly working hard reviewing the bills filed for the next session. As they analyze these bills and submit their opinions as to supporting the bill, opposing the bill or remaining neutral, we will share their conclusions and information with you. As the session heats up, we will reach out to you for your support of the Association's Legislative Agenda. We greatly appreciate the Legislative Committee's tireless efforts to stay on top of things in the political arena. [Click here](#) to view the latest bill analysis.

**EFO Candidate Research - Please Respond to this Survey!**

The following link is a brief questionnaire on planning for special events. Please take a few moments to help me gather information for an Applied Research Project for the EFO program at the NFA. This questionnaire will close on April 15<sup>th</sup>. I will be happy to share any results. Thank you for your time, David Jones, Deputy Chief EMS/Training, Addison FD

<https://www.surveymonkey.com/s/T63RLPV>

**EMPLOYMENT NOTICES**

**State EMS Director Employment Listing**

Here is the job description for the State EMS Director. Please send to your committees, colleagues, or others who you think might be interested in this position; posted for 10 days only. All application are made through the state Centralized Accounting and Payroll/Personnel System (CAPPs) found at <https://hrportal.cpa.texas.gov/psp/EPHRPRD/?cmd=login> [Learn More...](#)

**CLASSIFIEDS**

**ISO Consulting - Don't Go Through a Survey Alone!**

Most Fire Chiefs and their staff will undergo only one (at most two) ISO surveys during their



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entire career. Don't go through it alone! The ISO grading process is too tedious to master for this one career event. Enlist the assistance of expert Mike Pietsch, P.E., civil engineer, as you go through this process. Mike is the only vendor endorsed by the Texas Fire Chiefs Association. Mike has assisted more than 400 communities in Texas as a consultant and has performed more than 2,000 ISO ratings for communities as an ISO Field Representative and technical reviewer.

**Mike's expertise includes:**

- Improving Communities' Public Protection Classification (PPC) Rating
- Fire Station Locations
- Alternative Water Supplies (Folda-Tank Water Suttles)
- Texas Addendum Evaluation

Mike Pietsch P.E. Consulting Services, Inc.

Phone: (972) 271-3292 [begin\\_of\\_the\\_skype\\_highlighting](#) (972) 271-3292

[end\\_of\\_the\\_skype\\_highlighting](#)

[michaelpietsch@tx.rr.com](mailto:michaelpietsch@tx.rr.com)

[www.isospecialist.com](http://www.isospecialist.com)

**News From TEEEX**

Registration is now open for all [Texas Annual Fire Schools](#) – Spring, Arson, Spanish, Industrial & Municipal!

Register early to get the discount!

Don't miss out on the next Fire Service Chief Executive Officer (FSCEO) course, May 20-24, 2013

[Register](#) today!

Register Today!

[25th Annual Spring Fire School](#)

[58th Texas IAAI Fire & Arson Investigators Seminar](#)

[47th Annual Spanish Fire School](#)

Save the date (information coming soon)!

July 14-19, 2013 Industrial Fire School

July 21-26, 2013 Municipal Fire School

- \* [NFA field courses offered statewide through the Extension program](#)
- \* EMS Ambulance Strike Team Leader program: [www.teex.org/ems](http://www.teex.org/ems)
- \* [NFA resident courses offered at NFA campus in Emmitsburg, Md.](#)
- \* [ESTI area school schedule \(statewide - across Texas\)](#)
- \* ESTI EMS programs - CPR, Pre-Hospital Trauma Life Support, Adv. Cardiac Life Support, ECA, EMT, EMT-P, TxDOT Rural EMS, Refresher - CE & Instructor training: [www.teex.org/ems](http://www.teex.org/ems)
- \* Texas Fire Officer [www.teex.org/leadership](http://www.teex.org/leadership)

For information on the more than 130 courses and programs that TEEEX/ESTI offers, please check the TEEEX/ESTI website at [www.teex.org/fire](http://www.teex.org/fire) or call 866-878-8900 [begin\\_of\\_the\\_skype\\_highlighting](#) 866-878-8900 [end\\_of\\_the\\_skype\\_highlighting](#).

**TRAINING OPPORTUNITIES**

**Registration Open - Texas Fire Investigation Forum, April 8 & 9**

Registration for the Spring Texas Fire Investigation Forum is now open.

Topic: Surviving the Daubert Challenge

Speakers: Kathy Crouch and Dr. David Icove

Panel Members: Dr. Peerwani, Dr. DeHaan, Mark Goodson, and Tommy Sing

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**2013 ANNUAL  
FIRE SCHOOL**

**INDUSTRIAL  
JULY 14-19**

**MUNICIPAL  
JULY 21-26**

TEXAS A&M ENGINEERING  
**TEEX**  
EXTENSION SERVICE

**Sign Up**

When: April 8-9, 2013  
Where: Plano Centre -- Plano, Texas  
Cost: \$95

[Click here](#) to register and for more information.

**Texas Fire Chiefs Association**

PO Box 66700, Austin, Texas 78766  
Phone 1-800-435-9074 begin\_of\_the\_skype\_highlighting 1-800-435-9074  
end\_of\_the\_skype\_highlighting or 512-454-6350 begin\_of\_the\_skype\_highlighting 512-454-  
6350 end\_of\_the\_skype\_highlighting  
Fax 512-220-1521  
Email [bwilkes@texasfirechiefs.org](mailto:bwilkes@texasfirechiefs.org) -- Website [www.texasfirechiefs.org](http://www.texasfirechiefs.org)



We would appreciate your [comments or suggestions](#). Your email will be kept private and confidential.

## APPENDIX B

## Emergency Response Agency Planning for Special Events Questionnaire

1. Does your community host special events?

- Yes
- No (if answer is no, thank you and you may discontinue the survey)

2. What type of emergency response agency or organization do you represent?

- Police
- Fire/EMS
- Public Safety (combination)
- Emergency Management Team
- Other (please specify)

3. How many special events are hosted annually in your jurisdiction?

- 1-3 events
- 4-6 events
- 7-9 events
- 10 or more events
- don't know

4. Is your agency involved in the planning process for special events hosted in your community?

- Yes
- No
- don't know

5. What is the estimated number of attendees (all age groups included) at the largest event hosted in your community?

- 0-10,000
- 10,000-20,000
- 20,000-30,000
- 30,000-40,000
- greater than 40,000

6. If alcohol is available at your special events, how does this impact your planning?

- Alcohol is not available at these events
- It does not impact our planning
- It impacts our planning (please explain)

7. What agency takes the lead in planning for special events in your community?

- Police
- Fire/EMS
- Public Safety (combination)
- Emergency Management
- Other (please specify)

8. Does your agency have a policy that addresses the responsibilities for planning special events?

- Yes
- No

9. Is the policy regularly updated?

- Yes, annually
- Yes, as needed
- No, it is not updated
- No, we have no policy
- Other (please specify)

10. Is the Incident Command System utilized during the event?

- Always
- Sometimes
- Never

11. If the Incident Command System is used, what agency serves as Command?

- Police
- Fire/EMS
- Unified Command
- Other (please specify)

12. Are Incident Action Plans established prior to the event as part of the planning process?

- Always
- Sometimes
- Never

13. Other than your agency, what other agencies are included in the planning for special events in your community?

- Fire/EMS
- Police
- Public Works
- Parks
- Finance
- City Administration
- Event Staff
- Hospitals
- Residents/Homeowner's Associations
- Other (please specify)

14. Are you aware of any national standards that your community is following to establish plans for special events?

- No
- Don't know
- Yes (please specify)

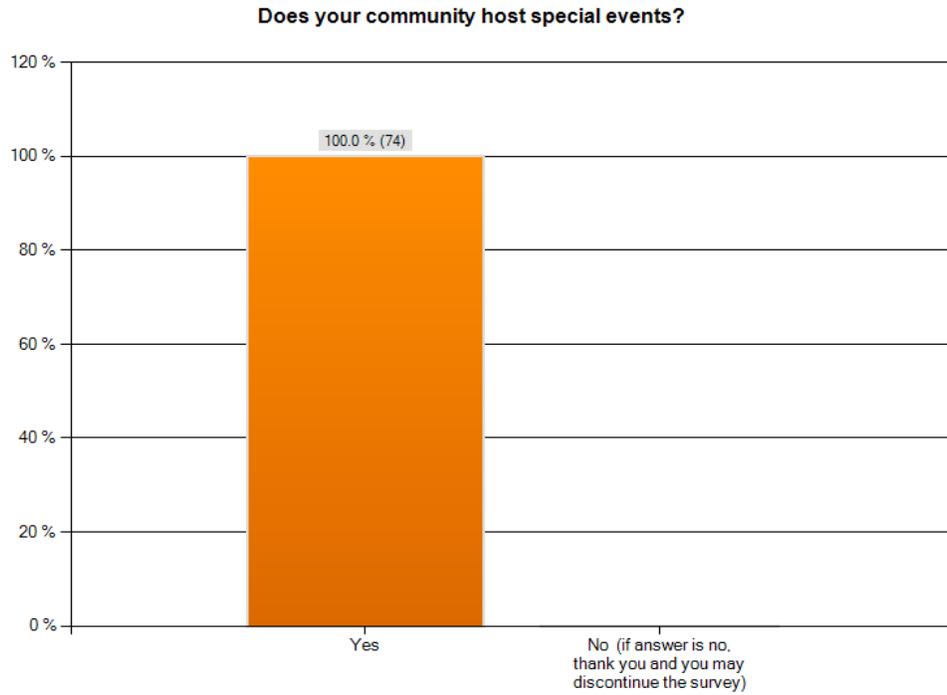
15. How far in advance does planning begin for your agencies involvement in a special event?

- Year or more
- Several months
- month
- couple of weeks
- days
- Other (please specify)

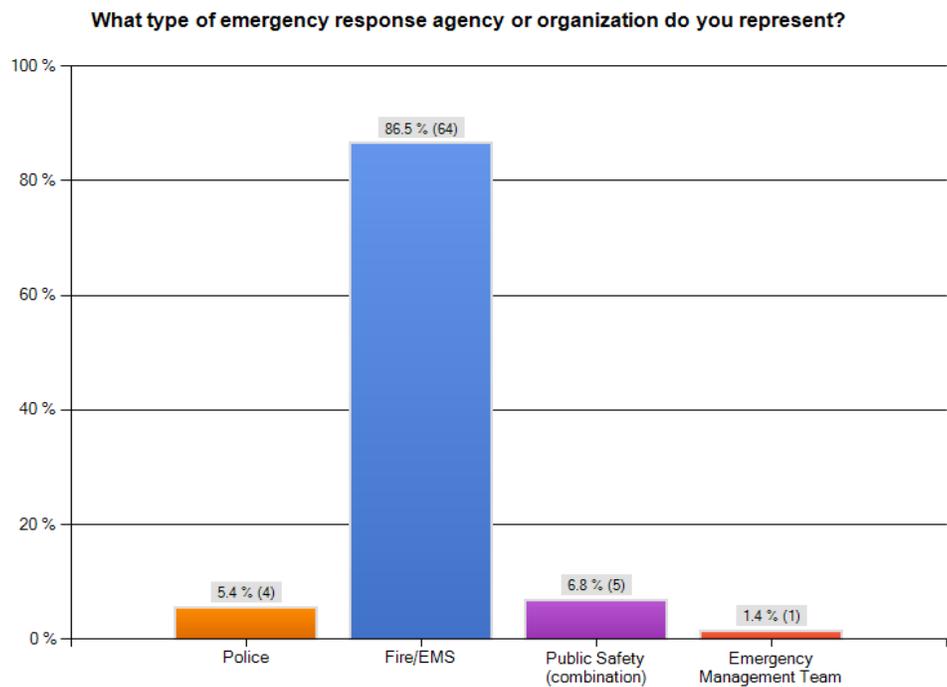
APPENDIX C

Emergency Response Agency Planning for Special Events Questionnaire: Analysis

1.



2.

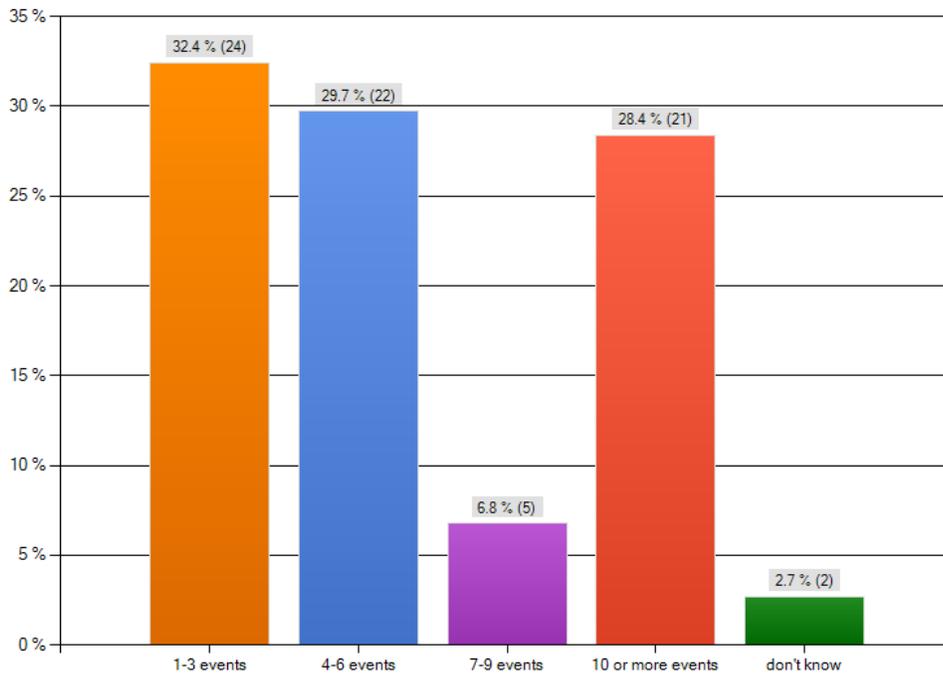


Other responses for question #2:

- Fire, EMS, Emergency Mgt. 3/18/2013 5:07 PM
- Fire/EMS and building codes 3/11/2013 3:42 PM

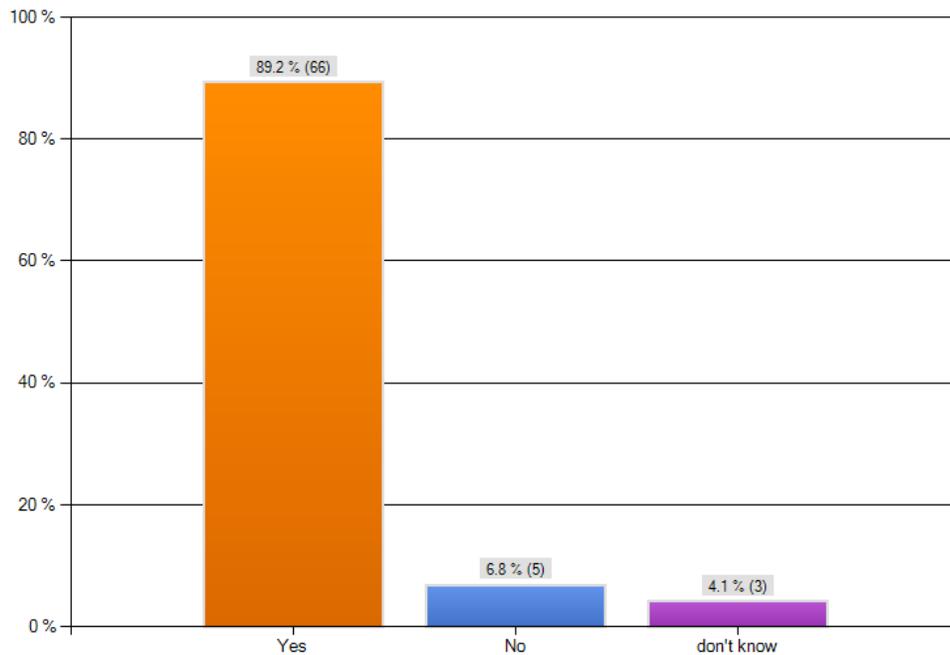
3.

How many special events are hosted annually in your jurisdiction?

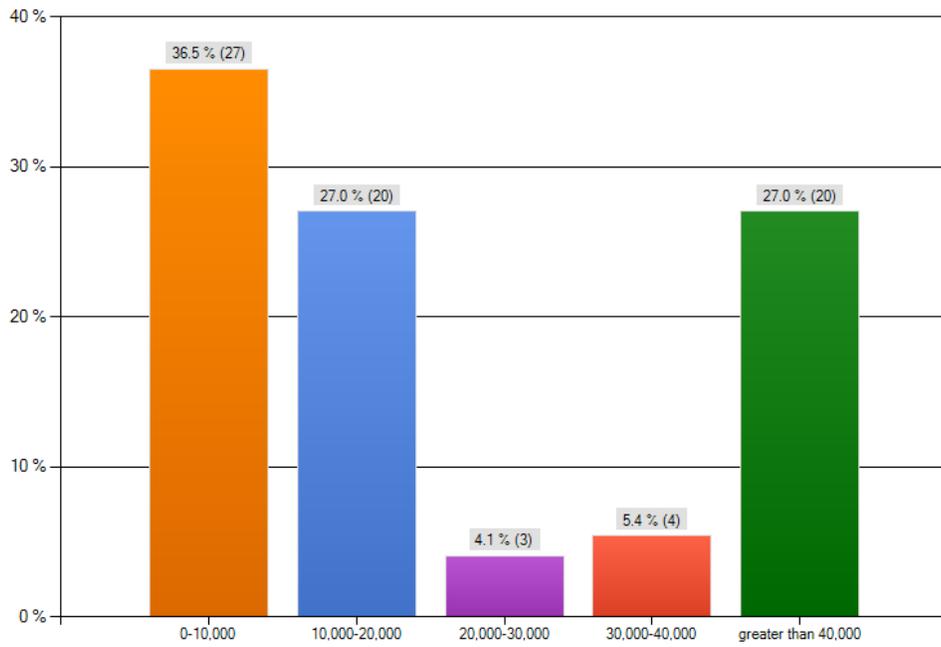


4.

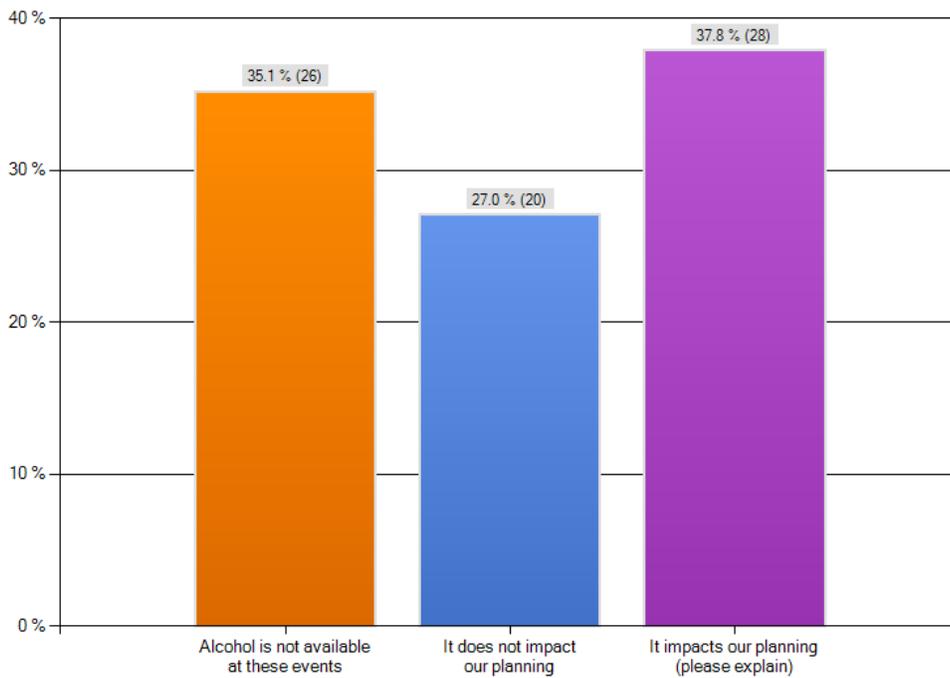
Is your agency involved in the planning process for special events hosted in your community?



5. **What is the estimated number of attendees (all age groups included) at the largest event hosted in your community?**



6. **If alcohol is available at your special events, how does this impact your planning?**

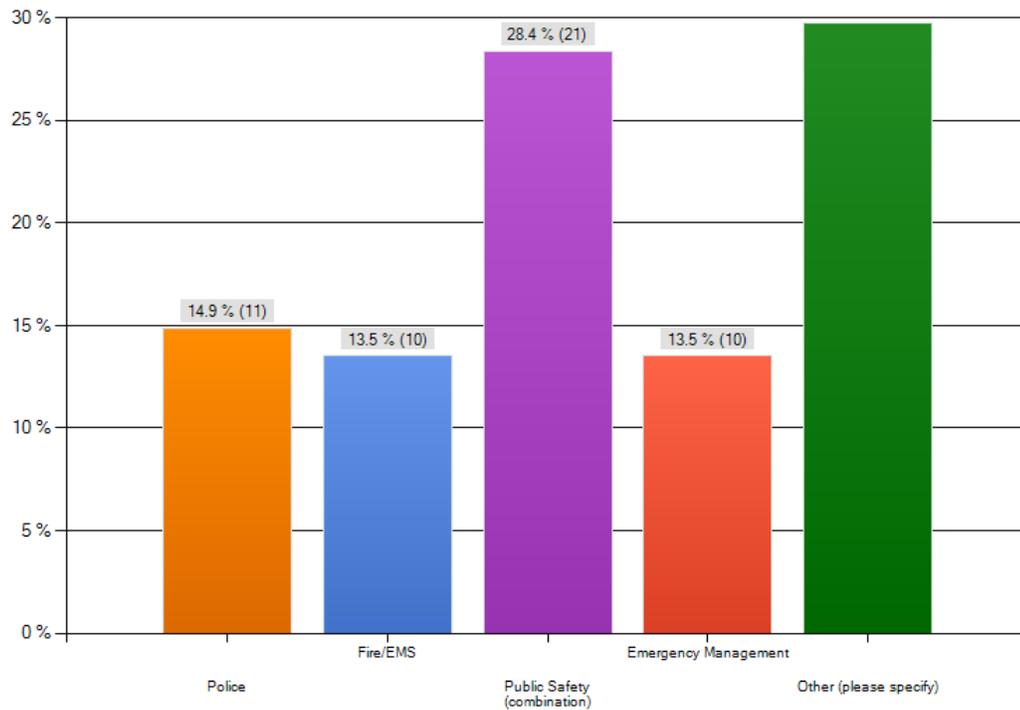


## Other responses for question #6:

- Mostly impacts the Police response and EMS response and planning 4/1/2013 3:59 PM
- We have one large event that has alcohol and it impacts the number of Officers and staff that we place at the event. It will even impact the number of support staff that will be needed (i.e. dispatch, jail staff) 4/1/2013 10:56 AM
- We increase our police staffing at events that serve alcohol. I also find that we are more likely to get medical calls when alcohol is served. During the summer we tend to have more heat related medical calls due to dehydration due to alcohol consumption. 4/1/2013 10:10 AM
- Additional Security 4/1/2013 10:03 AM
- increased police staffing levels 4/1/2013 9:50 AM
- Staffing 3/23/2013 6:41 AM
- We plan for extra security and EMS 3/22/2013 12:58 AM
- the amount of PD of that are needed icers and EMS units 3/21/2013 11:28 AM
- number of police officers 3/20/2013 3:15 PM
- Additional off-duty fire and police personnel are included in the plan 3/18/2013 5:07 PM
- Depending on the time of year and type of event it requires more staff for the event. 3/18/2013 4:10 PM
- Helps guide number of EMS assets needed. 3/17/2013 10:19 AM
- Pre-established routes for evacuation due to heavy crowds. Coordinate with police for immediate evacuation of intoxicated persons. 3/15/2013 8:44 PM
- Anticipate more EMS needs 3/15/2013 2:42 PM
- Additional required security 3/15/2013 11:04 AM
- greater need for security and EMS 3/15/2013 10:37 AM
- Additional law enforcement needed to assist medical/fire personnel 3/15/2013 10:22 AM
- Effects of too many drunks in a small area 3/15/2013 10:08 AM
- Additional law enforcement and medical stand-by is provided 3/15/2013 9:49 AM
- At certain events, like New Year's, we provide extra law enforcement. 3/15/2013 9:25 AM
- We plan for those incidents that could be caused by the usage of alcohol, and having a number of people present under the influence 3/15/2013 9:07 AM
- We plan for incidents, mostly involving the police that will occur late in the evening after drinking has been taken place for a while 3/12/2013 2:17 PM
- Police planning 3/11/2013 11:05 PM
- It is taken into consideration but it doesn't necessarily dictate the success or failure of the event or our operations. 3/11/2013 6:11 PM
- I don't know 3/11/2013 5:15 PM
- We typically add an extra EMS unit where alcohol is sold, especially during the warm months. 3/11/2013 2:51 PM
- Making sure that there are reasonable times for the distribution of alcohol along with setting times for the events 3/11/2013 2:30 PM
- Doesn't impact fire/EMS as much, but will usually increase the police presence 3/11/2013 2:24 PM

7.

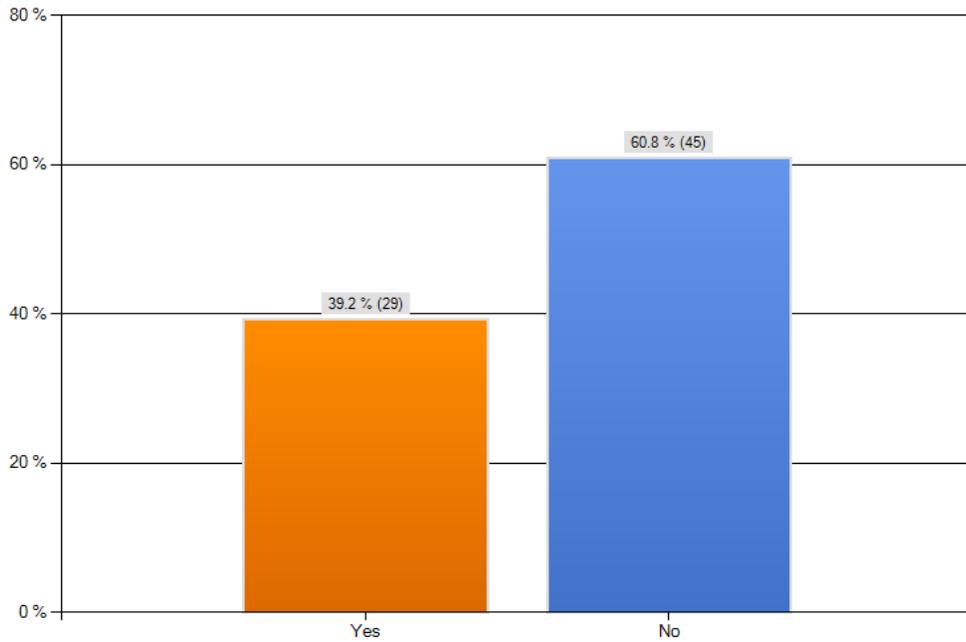
**What agency takes the lead in planning for special events in your community?**



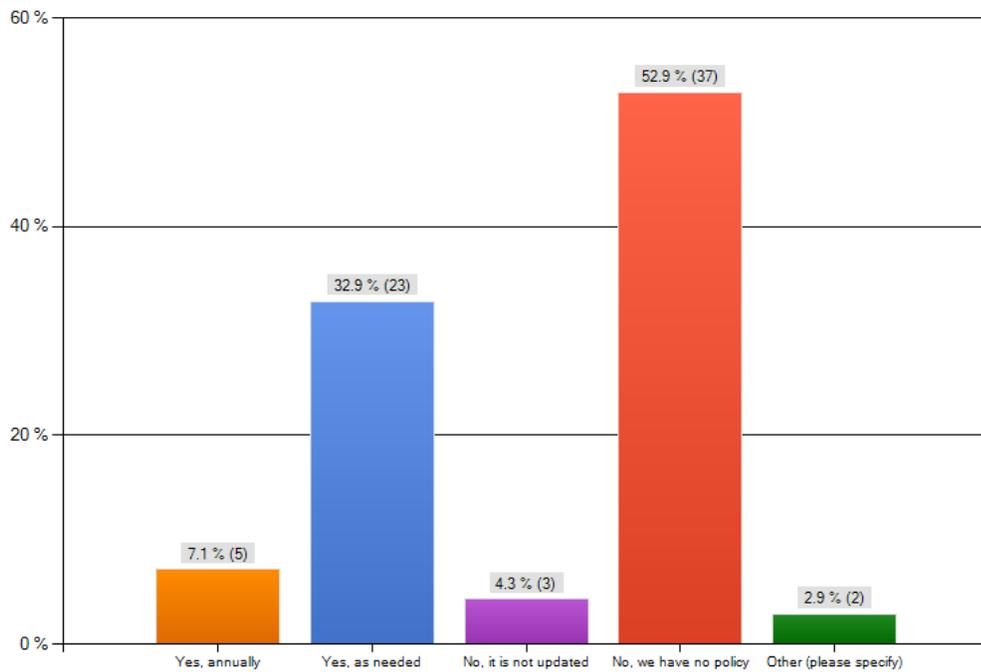
**Other responses for question #7:**

- It depends on the event 3/22/2013 12:58 AM
- Fire Marshal's Office 3/20/2013 4:36 PM
- Depends on the event. 3/18/2013 9:39 AM
- Parks & Recreation 3/18/2013 6:58 AM
- Convention and Visitors Bureau (CVB) along Emergency Management Coordinator 3/15/2013 8:44 PM
- City Mgmt 3/15/2013 2:42 PM
- Not sure 3/15/2013 10:13 AM
- Convention & Visitors Bureau (CVB) 3/15/2013 9:49 AM
- Varies 3/15/2013 9:35 AM
- Parks Department, as they are the responsible agency for the events. 3/15/2013 9:25 AM
- Event lead, plus public safety entities 3/15/2013 9:20 AM
- City in cooperation with the Chamber begin the process 3/15/2013 9:13 AM
- event planning committee 3/15/2013 9:07 AM
- EM. FD. PD 3/11/2013 6:11 PM
- Depends on jurisdiction. Typically law is the lead. 3/11/2013 5:07 PM
- City Clerk's Office is where the planning starts due to the "special events permit" requirement 3/11/2013 3:42 PM
- Private sponsor 3/11/2013 2:54 PM
- FD for some of the events and convention and visitors bureau. 3/11/2013 2:51 PM
- Depends on the nature of the event but usually the PD 3/11/2013 2:30 PM
- City hall 3/11/2013 2:24 PM

8. **Does your agency have a policy that addresses the responsibilities for planning special events?**



9. **Is the policy regularly updated?**

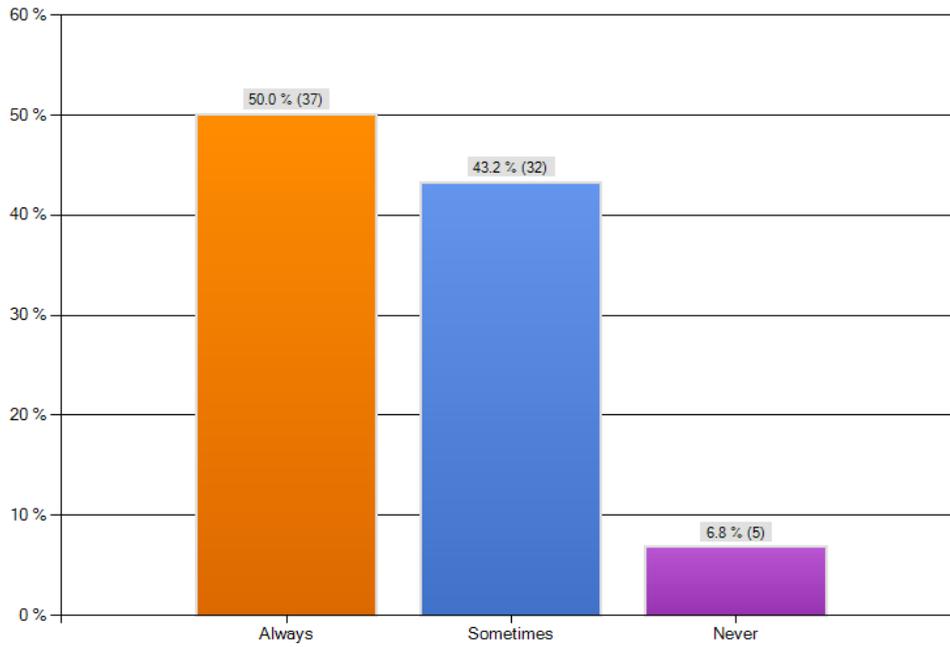


Other responses to question #9:

- No policy 3/22/2013 9:26 PM
- Don't Know 3/13/2013 6:12 PM

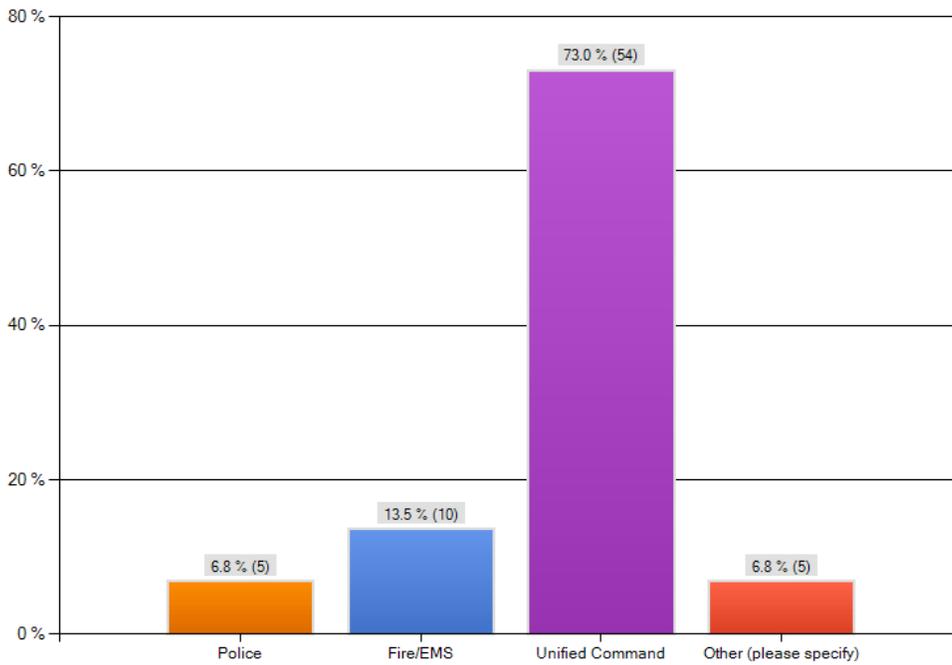
10.

Is the Incident Command System utilized during the event?



11.

If the Incident Command System is used, what agency serves as Command?

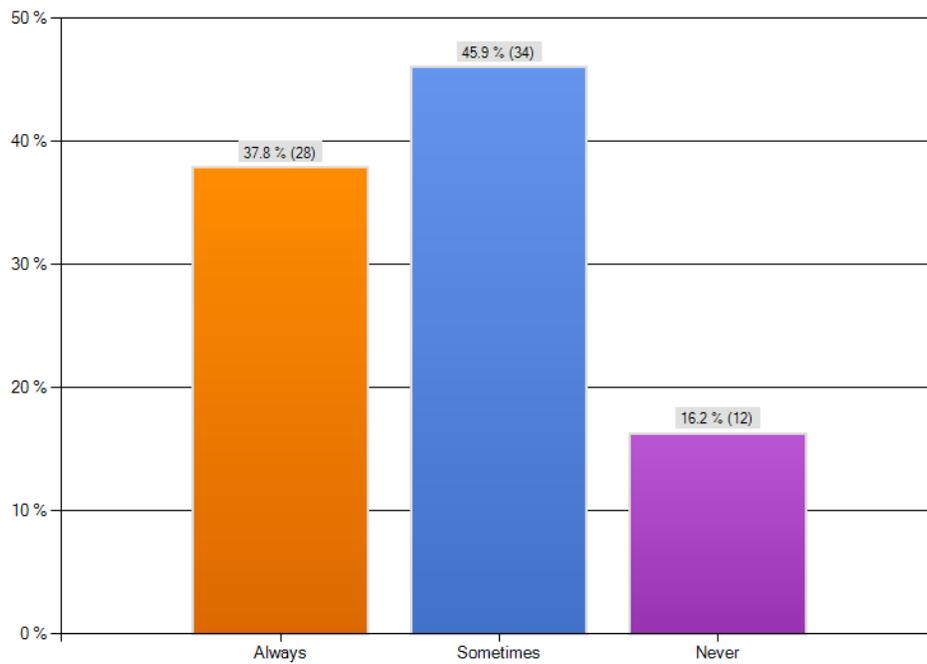


Other responses for question #11:

- Our events to this point have needed little or no Fire Dept. staff. We utilize a contract EMS provider, so they event will make arrangements with them for coverage. 4/1/2013 10:56 AM
- It depends on the event 3/22/2013 12:58 AM
- N/A 3/15/2013 2:42 PM
- No ICS 3/15/2013 11:42 AM
- Depends on the event. In the larger events it is usually a Unified Command but smaller events it is the PD 3/11/2013 2:30 PM

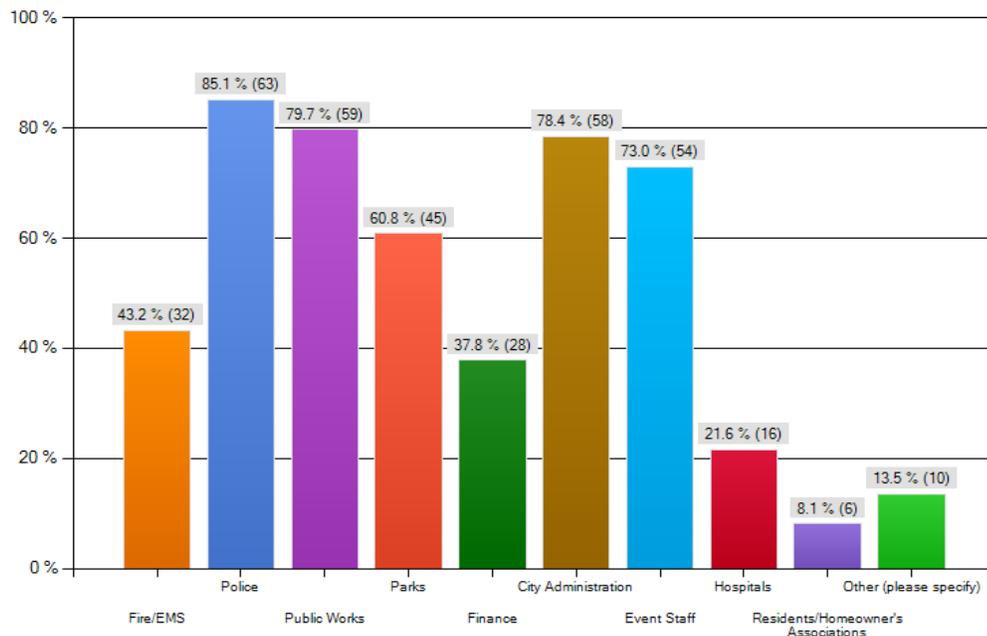
12.

**Are Incident Action Plans established prior to the event as part of the planning process?**



13.

**Other than your agency, what other agencies are included in the planning for special events in your community?**

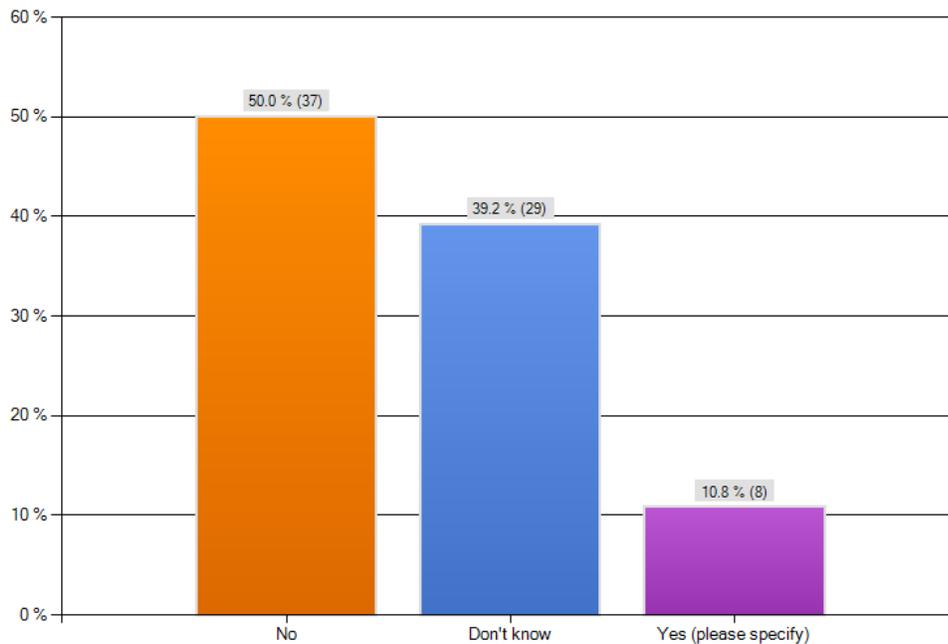


Other responses for question #13:

- We utilize a lot of citizen volunteers who are also included in the planning process. 4/1/2013 10:10 AM
- Volunteers 3/23/2013 6:41 AM
- National Park Service, Game Wardens 3/15/2013 10:22 AM
- Traffic 3/15/2013 9:25 AM
- EMS 3/15/2013 9:07 AM
- University - Texas State, Mall - Prime and Tanger Outlets 3/15/2013 9:04 AM
- Business groups 3/12/2013 2:17 PM
- Military Feds (ATF, FBI, sec serv) 3/11/2013 6:11 PM
- traffic and streets, legal as needed 3/11/2013 3:42 PM
- Store owner associations 3/11/2013 3:06 PM

14.

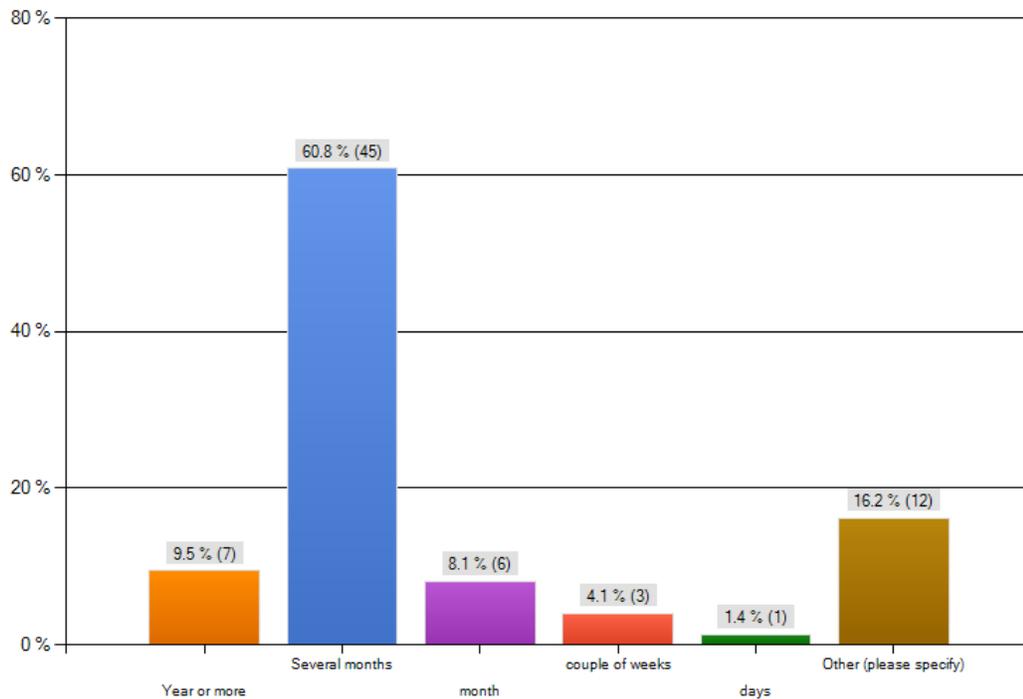
**Are you aware of any national standards that your community is following to establish plans for special events?**



Other responses for question #14:

- International Fire and Building Codes 3/22/2013 12:58 AM
- NIMS 3/21/2013 11:28 AM
- NIMS 3/15/2013 10:22 AM
- try to meet NIMS requirements 3/15/2013 9:35 AM
- Employees trained through NIMS (300 & 400) and AHIMT 305 3/15/2013 9:25 AM
- Fema 3/11/2013 11:05 PM
- NFPA. Depending on event we follow direction from Military, Feds and CG) 3/11/2013 6:11 PM
- Use FEMA IAP forms 3/11/2013 2:24 PM

15. **How far in advance does planning begin for your agencies involvement in a special event?**



Other responses for question #15:

- 6 months 4/1/2013 10:03 AM
- Depending on the size of the event the planning begins 2 weeks to several months in advance. 3/18/2013 5:07 PM
- The event dictates the planning time frame. First time large events take more time. We have events of all sizes now, so the planning takes less time. 3/18/2013 4:10 PM
- depends on events-- several weeks minimum- months for larger events 3/15/2013 10:37 AM
- varies - but usually a few days to a couple of weeks 3/15/2013 9:35 AM
- Starting last year we created one main IAP for the entire year. We then established supplements for the individual events. 3/15/2013 9:25 AM
- It depends on the event - Black Friday and Tax Free weekends - just a couple of weeks. The Texas Tech vs. Texas State football game - 3 -6 months 3/15/2013 9:04 AM
- Varies 3/11/2013 8:41 PM
- RNC 2yrs. Other events usually 6-12 months in advance. 3/11/2013 6:11 PM
- Depends on the size of the event 3/11/2013 5:15 PM
- depend upon the event (annual, new, etc.) 3/11/2013 3:42 PM
- Several months for larger events but for smaller events it is usually a couple of weeks 3/11/2013 2:30 PM

## APPENDIX D

## Addison Fire Department Officers Interview Template and Transcripts

Interview Template:            Will Hamilton            Jeff Patterson  
   Chuck Taylor            Michel Mitchell

**NAME:**

**RANK:**

**ORGANIZATION:**

**YEARS:**

**BIO:**

**Research questions addressed: What special events take place in the Town of Addison and what are the associated risks that they present? What other agencies should be involved in planning for special events held in the Town of Addison?**

1. Have you ever attended a special event in Addison and what are some of the ones that you know of?
2. Which of these events have you worked, if any?
3. Have you ever been involved in special event planning?
4. What risks do you believe special events pose on our fire department?
5. Do you feel adequately informed about special events or is there room for improvement?
6. Should the Incident Command System be utilized at all events?
7. Do you feel that a formal Incident Action Plan with all associated ICS forms should be used for special event planning?
8. How could other departments in our community assist in planning?
9. Do you have any final comments regarding this topic or the questions asked?

Interview Transcripts:

Interviewed in person on April 12, 2013 at 9:50 am:

NAME: Will Hamilton

RANK: Battalion Chief, Operations

ORGANIZATION: Addison Fire Department, Texas

YEARS: 30

BIO: Employed with the Addison Fire Department since 1983; Chief Hamilton has a Associates of Applied Science in Fire Administration from El Centro and also attended Dallas Baptist University. She is a licensed paramedic, Master Firefighter, Master Aircraft Rescue Fire Fighter, Fire Officer IV certified as a Fire Service Instructor II.

**Addressing research questions: What special events take place in the Town of Addison and what are the associated risks that they present? What other agencies should be involved in planning for special events held in the Town of Addison?**

1. Have you ever attended a special event in Addison and what are some of the ones that you know of?

Yes, I have attended Oktoberfest and Kaboom Town numerous times.

2. Which of these events have you worked, if any?

I have worked Worldfest, Kaboom Town, and Oktoberfest.

3. Have you ever been involved in special event planning?

No.

4. What risks do you believe special events pose on our fire department?

Number one is severe weather for large crowds. Next to me would be fires at the tents with cooking items. EMS and mass casualty are a risk as well.

5. Do you feel adequately informed about special events or is there room for improvement?

I feel like I am informed adequately.

6. Should the Incident Command System be utilized at all events?

Of course. Unified Command with the police is preferred.

7. Do you feel that a formal Incident Action Plan with all associated ICS forms should be used for special event planning?

No. I don't see the need for all the forms. If we picked some that are applicable to our event it might be useful. Other Battalion Chiefs could come in and fully integrate with our system without the use of these forms right now.

8. How could other departments in our community assist in planning?  
Public works could help to make sure the proper barricades are put out. Environmental health would help with food preparation requirements. Mutual aid agencies should be aware of the event and how to access it.
9. Do you have any final comments regarding this topic or the questions asked?  
I think it is good to include other agencies in the area because it keeps us all working together operationally. It keeps us operationally aware.

Interview in person on March 11, 2013 at 2:30 pm

NAME: Jeff Patterson

RANK: Battalion Chief, Operations; B Shift

ORGANIZATION: Addison Fire Department, Texas

YEARS: 13

BIO: Employed with the Addison Fire Department since 2001, prior to that he was a volunteer firefighter and Paramedic; Chief Patterson has a Bachelor of Applied Arts and Science in Community & Resource Management from the University of North Texas. He is a licensed paramedic, Advanced Firefighter and a certified as a Fire Service Instructor II. He is a graduate of the Texas Fire Chief's Academy.

**Addressing research questions: What special events take place in the Town of Addison and what are the associated risks that they present? What other agencies should be involved in planning for special events held in the Town of Addison?**

1. Have you ever attended a special event in Addison and what are some of the ones that you know of?  
Yes, we have attended Taste of Addison and Kaboom Town off duty. Other than those, Oktoberfest, Worldfest, and several small events.
2. Which of these events have you worked, if any?  
I've worked Taste, Oktoberfest and Kaboom Town.
3. Have you ever been involved in special event planning?  
No.
4. What risks do you believe special events pose on our fire department?  
Mass casualty incidents, especially because of our limited personnel. Severe weather is also a big threat. Multiple calls to the location can exceed our ability to take care

- of people and provide support. Staffing was cut back a few years ago and we could use more staff there. The crowds have not shrunk but the staffing for events has.
5. Do you feel adequately informed about special events or is there room for improvement?  
We usually have some maps and know what we are going to do, but we don't always know what resources are there. Mainly we have learned by going and working the events.
  6. Should the Incident Command System be utilized at all events?  
Yes. The unified command system is the best way to go and we usually try to set it up that way.
  7. Do you feel that a formal Incident Action Plan with all associated ICS forms should be used for special event planning?  
No. I don't really have any support for that but the forms just add to the confusion. We are small enough and rely on other departments in the town that may not even understand what those forms are.
  8. How could other departments in our community assist in planning?  
Sharing information about what they are tasked to do. The Special Events department could improve their communication with us such as number of people, entertainment venues and maybe some idea of what crowds they may attract. The police communicate pretty well with us.
  9. Do you have any final comments regarding this topic or the questions asked?  
None.

Interviewed in person on April 11, 2013 at 5:10 pm:

NAME: Chuck Taylor

RANK: Battalion Chief, Operations

ORGANIZATION: Addison Fire Department, Texas

YEARS: 28

BIO: Employed with the Addison Fire Department since 1985; Chief Taylor has an Associate's Degree in Fire Protection from Navarro College. He is a licensed paramedic,

Master Firefighter, Master Aircraft Rescue Fire Fighter, and certified as a Fire Service Instructor II.

**Addressing research questions: What special events take place in the Town of Addison and what are the associated risks that they present? What other agencies should be involved in planning for special events held in the Town of Addison?**

- 1) Have you ever attended a special event in Addison and what are some of the ones that you know of?  
All the big ones! Kaboom Town, Taste of Addison and Oktoberfest for sure.
- 2) Which of these events have you worked, if any?  
Kaboom Town many times and I have worked Taste of Addison once.
- 3) Have you ever been involved in special event planning?  
Yes, I've helped in the past.
- 4) What risks do you believe special events pose on our fire department?  
Large crowds, logistics to get to the people and getting mutual aid here would be difficult. We are operating all these events in close proximity to the airport fuel farm. There is a railroad just down the street as well.
- 5) Do you feel adequately informed about special events or is there room for improvement?  
The information and projections are good. We are well versed in what is needed but we are very understaffed to handle these events.
- 6) Should the Incident Command System be utilized at all events?  
Yes, especially because your event can turn into a large chaotic event and the foundation for Command would already be established.
- 7) Do you feel that a formal Incident Action Plan with all associated ICS forms should be used for special event planning?  
Yes. It is a good tool and there are so many variables. I feel it would be a good template to help spur actions to be taken.
- 8) How could other departments in our community assist in planning?  
They could attend a planning or table top work session. They should be made aware of the event for mutual aid purposes.
- 9) Do you have any final comments regarding this topic or the questions asked?  
I think we should re-evaluate our special events plans every year. Strive for ways to improve or prepare. We should plan to do post incident analysis if we have any problems.

Interview in person on April 11, 2013 at 10:15 am:

NAME: Michel Mitchell

RANK: Captain, Fire Prevention

ORGANIZATION: Addison Fire Department, Texas

YEARS: 24

BIO: Employed with the Addison Fire Department since 1989. Captain Mitchell attended college at El Centro an Arson Investigator, Fire Inspector and Firefighter with the Texas Commission on Fire Protection. He is an EMT and a licensed Texas Peace Officer. Captain is the lead in the Prevention Division at the Addison Fire Department.

**Addressing research questions: What special events take place in the Town of Addison and what are the associated risks that they present? What other agencies should be involved in planning for special events held in the Town of Addison?**

1. Have you ever attended a special event in Addison and what are some of the ones that you know of?  
Yes. All of them, especially the big ones like Taste of Addison, Oktoberfest and Kaboom Town.
2. Which of these events have you worked, if any?  
All.
3. Have you ever been involved in special event planning?  
Not really. It seems like once in a while there are some fire safety questions but I have not been included in planning.
4. What risks do you believe special events pose on our fire department?  
Heat issued during the summer. Overwhelmed by several incidents happening at one time. Sometimes access is an issue as well. It is so crowded at times it makes it interesting.
5. Do you feel adequately informed about special events or is there room for improvement?  
I feel like we have done enough to pretty well expect what is going on. Sometimes we don't know who is performing or their popularity and the crowds are larger than expected. We have been doing events for many years and we know what to expect. Without a lot of meetings, our experience helps us know what is happening. It would help the newer folks.

6. Should the Incident Command System be utilized at all events?  
Absolutely.
7. Do you feel that a formal Incident Action Plan with all associated ICS forms should be used for special event planning?  
This would be overkill but in a worst case scenario it might be helpful. If a big storm blew in it may help. I think you should be able to pick the parts that apply to your needs.
8. How could other departments in our community assist in planning?  
They could have members attend a pre-event meeting or briefing. This would at least make them aware of what was going on.
9. Do you have any final comments regarding this topic or the questions asked?  
None.

## APPENDIX E

Special Events Safety Committee (SESC) Meeting

April 30, 2013 8:30am

Visit Addison Conference Room

Attendees: Barbara Kovacevich – Chair (Special Events)

Ron Davis, Police Chief

John O’Neal, Fire Chief

Carrie Rice, Marketing & Communications

Greg Layman, Assistant Police Chief

David Jones, Deputy Fire Chief

Darci Neuzil, Airport Liaison

Danette Robberson, Assistant to City Manager

Chelsea Gonzalez, Finance

Consider briefing council with SESC info as needed. What are our expectations?

-Currently: bomb dogs, collaboration with the departments

-any policy recommendations? What is our policy? Do we have one?

Problem: Too many people in too small of a space--what is appropriate. Attendance 25k to 400k. Increasing 5-10% annually

We are visible, reasonable steps for this scale of event

Can we get the sites larger--empty lot on Quorum

Contact Terrorism Task Force to see if there are any activities on their radar

Solidify entry points? need 6--8 entry points with another 3 supervisors

This would have to be outsourced

Do we want to specify bag sizes? Higher level training for employees and volunteers for each training.

Do we want to post signs at the events?: “see something, say something”

Joint Terrorism Task Force training expert come in and meet

Outsourcing security--as a budget point, what kind of \$\$ are we talking about

Table Top exercise...

Encourage FEMA classes at EMI for town officials

NIMS courses--all directors should take them. Council should take the courses.

Underage drinking at events, ways to monitor this

What size events do you want to have

What type of security level are you interested in? Mags, bag searches, and fencing?