

TRAINING



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Editor's Notes

By Catherine Feinman



Training and special events have a cyclical relationship. Planning for special events requires training but, in turn, special events offer unique training opportunities for future special events and incidents. Limited resources/personnel and reduced budgets are understandable reasons for reducing training opportunities. However, special events provide a minimal or no-cost opportunity to conduct full-scale exercises without disrupting required daily tasks.

Richard Schoeberl leads this issue of the *DomPrep Journal* by addressing the ability of special event planners to provide well-trained security officers for large-scale events such as the World Cup and the Olympic Games. He asked the readers to share their thoughts on how such plans are affected when the host countries already experience daily civil violence. The results of that flash poll are presented in “Protecting Special Events Amid Civil Unrest.” A four-member panel of subject matter experts discussed this topic further in “Training for Special Events – Keeping Them Safe & Secure.”

Next, *DomPrep* revisits the United States Park Police (USPP), which continues to demonstrate leadership through continuous planning and training efforts. Philip J. Beck explains how the USPP recently has adapted the U.S. Army’s “rehearsal of concept” drill to planning exercises for major events such as the presidential inauguration and 4th of July celebrations. The USPP further expanded its efforts by inviting planners of the Credit Union Cherry Blossom Ten Mile Run to attend a tabletop exercise, discover gaps, mitigate potential problems, and develop “A Blossoming Public-Private Partnership.” Susan Collins then conducted a post-event interview with key planners to share their thoughts and takeaways on this effort to better integrate the private sector during the planning and training process stages.

To develop a robust planning and training program for special events, leading experts as well as the next generation of leaders offer valuable advice. Kay C. Goss reminds readers that the Federal Emergency Management Agency (FEMA) has a wealth of resources for those responsible for or involved in special events, which includes: planning the event, assessing the hazards and threats, training personnel and volunteers, and exercising based on lessons learned from past events. Jessica A. Gladfelter and Dallas R. Mosier have studied the case of Elliot Rodger’s killing spree and highlight the many pre-attack indicators that could prove helpful for protecting venues and special events from potential future attacks. Joseph Cahill rounds out the issue with helpful tips for mapping workflow, identifying bottlenecks and redundancies, defining roles, and providing perspective on how one unit’s work affects the operation of the agency “downstream.”

About the Cover: During a regular training exercise, members of the United States Park Police (USPP) Aviation Unit rappel from a Bell helicopter at the “Eagles Nest” in Anacostia Park. Such trainings have helped the USPP provide accident-free, professional aviation services since 1973. (Photo by Susan Collins)

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Security Training – From World Cup to Olympic Games

By Richard Schoeberl, Viewpoint



Security concerns over Brazil hosting the 2014 World Cup soccer tournament, from 12 June to 13 July 2014, continue to escalate with fierce public protests erupting each day in Rio de Janeiro. The protests add to yet another hurdle for Brazil as it prepares to stage this globally televised event and furthermore prepare for the summer Olympic Games in 2016. Special events like the World Cup and Olympic Games are vital to countries for a myriad of reasons, including but not limited to: public enjoyment, sense of community, and most importantly revenue. Successful and seamless security is an important aspect of these events, which require that law enforcement agencies perform extensive planning to attain a balance between heightening public safety and fostering a feeling of hospitality.

With an unfinished stadium, random outbreaks of street protests, police strikes, and violent rioting across Brazil, international concerns are rising about the country's ability to provide adequate security for visitors during the World Cup tournament. In addition, Brazil has a high rate of violence and crime; there are upwards of 50,000 murders per year. To boost security, Brazil has spent an estimated [\\$855 million](#) (USD) on security and safety measures, Brazilian authorities have received additional training, and the government intends to deploy new, albeit untested, equipment such as aerial drones. The International Olympic Committee (IOC) will be watching Rio de Janeiro closely as it hosts the World Cup final on July 13. In May 2014, the [Washington Times reported](#) that, "IOC Vice President John Coates called Rio's preparations for the Olympic Games, 'the worst that I've experienced' and compared them unfavorably with those of 2004 in Athens."

In Brazil, what originated as a protest against an increase in public transit fares escalated into a much larger public demonstration. Upward of a million people may take to the streets against corruption and excessive spending in preparations for the 2014 World Cup and the 2016 Olympic Games. The basic principals of special event preparation seem to be lacking in Brazil, with inadequate time to learn assignments, forge partnerships, acquire and test technology and equipment, and conduct interagency training.

At any level, preparation for such major special events should ideally begin at least two years before the event date. Often, these events entail multiple law enforcement agencies at every level, with key partners including fire, emergency medical services, public transportation, public works, healthcare, other public agencies, and the private sector. To address the influx of people, it is important to include the businesses affected by the event, as well as private security firms. The planning stage provides time to establish the mission, connect and collaborate with other partners, meet on a regular basis with team members and public and private partners, and develop comprehensive security and contingency plans.

In March 2007, the U.S. Department of Justice's Office of Community Oriented Policing Services Agencies published, "[Planning and Managing Security for Major Special Events: Guidelines for Law Enforcement](#)." This and similar documents address an array of training topics that organizations should consider when preparing for large special events:

- *Central command system* – Due to the multiagency environment of security for special events, this training includes the command staff of the assorted agencies, chiefly those who will be in the communications command center during the special event.
- *Specialized equipment* – New equipment such as aerial drones requires training for the people who will operate and use the equipment.
- *Orientation and briefing plan* – Training includes briefing and educating all personnel on the security plan for the special event.

- *Crowd control* – Training for crowd control tactics and the use of force would be effective for the entire security detail when large-scale special events face a daily threat of disruption from demonstrators and protestors.
- *Personal protective equipment (PPE)* – PPE training before the event prepares officers in case of a chemical, biological, radiological, nuclear, and high-yield explosives threat.
- *Terrorist tactics* – Terrorist attacks in the United States on 11 September 2001, in Madrid on 3 March 2004, and in London on 7 July 2005 highlight the importance of training security to recognize signs of possible terrorist activities.

There are many methods for delivering special event security training, including:

- *Roll-call training* – Trainers deliver a progression of topics over time, breaking down the lessons to provide both an overview on the security plan as well as on subjects such as use of force and communication.
- *Video training* – When time is limited, officers can watch videos online at home, while agencies monitor activity to help ensure that personnel have watched the required videos and passed a test on the information provided therein.
- *Handouts* – Agencies can distribute additional material during meetings that security officers review offsite at their convenience.
- *Online training* – Educational materials, pertinent articles, examples of reports, and written procedures can be posted on the special event’s website for security to examine and download.
- *Tabletop exercises (TTX)* – TTXs provide an opportunity for personnel to: review procedures and plans; make necessary adjustments; clarify chain of command, control, and communications protocols; identify deficiencies or duplications of effort; enforce team building; and establish trust among the participating agencies.
- *Field exercises* – Especially useful for crowd-control training, field exercises enable personnel to “walk through” a realistic scenario that they may face during the special event.

The world anxiously awaits to find out if Brazil has adequately prepared for the World Cup. As recently as 14 May 2014, Brazil’s sports minister [Aldo Rebelo](#) continues to downplay fears and remind his inquisitors that other countries

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have had their share of past security issues. However, Rebelo also admits that the World Cup faces “serious” security problems, although Brazil is not “a war zone like Iraq or Afghanistan.” He did concede though that in Rio – the host city of seven of the games including the final on July 13 – there is “day-to-day civil violence . . . , but we are taking precautions.”

Of the [170,000 security personnel](#) expected to offer assurance and meet security needs across the 12 host cities in Brazil, approximately 150,000 will be the Brazilian armed services and Brazilian police force. The additional 20,000 working inside the 12 host-city stadiums will be from private security firms. In addition to some three million Brazilians and 600,000 foreign tourists, there is particular concern surrounding the

many Brazilians who have already begun staging mass protests, which Brazilian security officials have not prepared for nor trained for as a potential scenario.

The 2014 World Cup serves as a training platform, rather than a “dress rehearsal,” for the 2016 Olympic Games. The tournament will expose whether Brazil’s security systems, airports, stadiums, and transit systems are performing up to standards. When planning for and managing major special events, there are many considerations, which include:

- Planning for the worst-case scenarios by thoroughly preparing to deal with ordinary crimes and incidents, such as fights and public drunkenness, as well as unexpected crimes, such as violence by protestors, possible terrorist attacks, and natural disasters;
- Weighing the security measures – for example, street closures, searches, and highly visible tactical units – against the jurisdiction’s desire to produce events that are enjoyable, well attended, and profitable;
- Ensuring that the event continues safely, while respecting rights such as freedom of speech and assembly;
- Establishing new and effective organizational arrangements, management structures, and methods of communication between multiple agencies; and
- Ensuring that areas surrounding the event continue to receive essential law enforcement services.

Although Brazilian protests have been “mostly” peaceful, at least 12 people have died, police have used rubber bullets, tear gas, and pepper spray to disperse crowds, and vandals have looted some stores and shattered windows at government ministries. According to a [CBS News report](#) on 24 May 2014, Brazil reportedly is spending \$11 billion on the World Cup, which is more than double what South Africa spent and five times more than Germany. In addition to protests, other problems plague the Brazilian government ahead of the World Cup: Several of the 12 stadiums are not finished; and officials have either postponed or canceled major infrastructure updates. Appropriate, efficient planning, communication, and training are critical to the success of any major event.

Richard Schoeberl has more than 17 years of counterintelligence, counterterrorism, and security management experience, most of it developed during his career with the Federal Bureau of Investigation, where his duties ranged from service as a field agent to leadership responsibilities in executive positions both at FBI Headquarters and at the U.S. National Counterterrorism Center. During most of his FBI career, he served in the Bureau’s Counterterrorism Division, providing oversight to the agency’s global counterterrorism effort. He also was assigned numerous collateral duties during his FBI tour – serving, for example, as a Certified Instructor and as a member of the agency’s SWAT program. He also has extensive lecture experience worldwide and is currently a terrorism and law-enforcement media contributor to Fox News, Sky News, al-Jazeera Television, and al-Arabiya.

Protecting Special Events Amid Civil Unrest

By Catherine L. Feinman, Editorial Remarks



Controversy over Brazil's ability to protect athletes and fans surrounds the world's largest single-sport event. A June 2014 flash poll of DomPrep readers suggests that many experts lack confidence in any country being able to adequately train enough law enforcement officers to protect events such as the 2014 FIFA World Cup in Brazil, where so much daily violence exists. This article is a compilation of the anonymous survey responses shared by emergency planners, responders, and receivers.

Joining Forces – Both Public & Private

The roles of both public and private law enforcement officers have changed considerably since the 9/11 attacks on the United States in 2001. Securing special events has become a regular responsibility for these officers in addition to their routine crime-reducing responsibilities. The unique challenges and additional security concerns that special events present require extensive planning and management.

The Boston marathon serves as a good example of post-9/11 law enforcement, emergency medical services, hospital, private sector, and civilian response efforts. The integration of multiple assets and agencies in training exercises helped empower responders to assess the situation and make critical decisions. By reacting quickly, emergency responders and bystanders were able to save lives. Open-air venues, however, will remain a challenge for security personnel and emergency managers.

Although many survey respondents (nearly 42 percent) reported that it is impossible to adequately train a sufficient number of security personnel to secure a "crime-ridden country," an event with a footprint as large as the World Cup, even without the daily civil violence, would present challenges for any country's security efforts (Figure 1). Widely televised special events at any venue are tempting targets for terrorist activities. Robots, drones, and other advanced technology, as well as intelligence measures prove helpful, but cannot replace proper training and situational awareness.

Training for large-scale special events also should include temporary security officers who may become necessary as the time for the event nears. Large-scale special events often require additional resources, but these resources must have the proper training, good communication, and knowledge of protocols. Accomplishing this task may require staggering the training – multiple trainers on multiple days – until all personnel are "up to speed."

Combination of Training Techniques

One respondent stated that, "Most important is to train command and control elements and then first line supervisors. If the first-line supervisors are trained well, the troops will follow (they need the rudiments at least)." The

podcast interview linked to this article addressed this issue. Whether training from top-down or bottom-up, the presenters agreed that training should be available to all levels of personnel, rather than relying on those trained to pass on the information to other personnel.

Another respondent stated that the specific types of training – roll-call training, video training, handouts, online training, tabletop

Figure 1:
Is it possible to adequately train the quantity of security personnel needed for major events in countries that already have "day-to-day civil violence"?

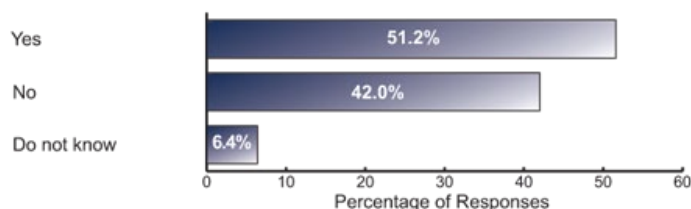


TABLE 1:
Rank the following types of training in the order you believe is most effective for securing large-scale special events (1 = most effective, 6 = least effective).

	1	2	3	4	5	6
Field exercises	54.8%	32.3%	6.5%	3.2%	0.0%	3.2%
Tabletop exercises	32.3%	45.1%	12.9%	0.0%	6.5%	3.2%
Roll-call training	9.7%	12.9%	54.8%	12.9%	6.5%	3.2%
Video training	3.2%	3.2%	3.2%	41.9%	41.9%	6.6%
Online training	0.0%	3.2%	9.7%	32.3%	16.1%	38.7%
Handouts	0.0%	3.2%	12.9%	9.7%	29.1%	45.1%

exercises, and field exercises – may vary in effectiveness depending on the stage in the planning process, the location of the event, the type of event, the participants involved, and many other factors. Overall, respondents ranked field and tabletop exercises as most effective, but a combination of trainings supports a more robust security plan (Table 1).

For instance, when preparing for the 2012 Olympic and Paralympic Games in the United Kingdom, planners incorporated a range of training scenarios for responders and policymakers using roll-call and tabletop exercises. In another example, The Ohio State University Police Department uses major sporting events on the campus to conduct full-scale training exercises based on various scenarios.

Special events – sometimes welcome and sometimes protested – draw diverse crowds into areas that quickly can overwhelm local resources, especially when daily violence is present. When the “culture” of an event like the World Cup clashes with the culture of the community, security problems may escalate. Determining objectives, coordinating details, and training personnel must occur well in advance of the event, as each event ultimately serves as a building block for the next event – plan, train, evaluate, repeat.

Catherine Feinman joined Team DomPrep in January 2010. As the editor, she works with writers and other contributors to build and create new content. With more than 25 years experience in publishing, she previously served as journal production manager for Bellwether Publishing Ltd. She also volunteers as an emergency medical technician, firefighter, secretary of the Citizen Corps Council of Anne Arundel County and City of Annapolis, and a Community Emergency Response Team (CERT) trainer.

Training for Special Events - Keeping Them Safe & Secure

To address the gaps and concerns revealed in a recent article and flash poll, subject matter experts discussed training efforts necessary to ensure adequate security at large-scale special events. The challenge of securing special events can be compounded by daily responsibilities, especially where civil violence exists.

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Panel Members



Richard Schoeberl, Moderator
Security and Terrorism Expert



Richard Morman
Deputy Chief of Police
The Ohio State University Police Division



Stephen Somers
Vice President, Whelan Security



Jeffrey Lanza
Special Agent
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Rehearsal of Concept – From Army to Civilian Use

By Philip J. Beck, Law Enforcement



The rehearsal of concept (ROC) drill began with the U.S. Army and gives the participants an opportunity to practice combat mission plans and to put contingency plans into place. The first ROC drill actually used rocks to represent soldiers, vehicles, or units to facilitate their movement in the planning stages. The United States Park Police (USPP) participated in several ROC drills in preparation for the 2013 Presidential Inauguration, where USPP worked integrally with military, law enforcement, fire/emergency medical services, emergency management, and private partners. ROC drills facilitated the operational concept and allowed participants to directly visualize their actions and how they would affect other agencies and organizations.

The National Capital Region ROC drills used a large auditorium to lay out a basketball court-sized map that corresponded to the area of operation (AO) for the 2013 Presidential Inaugural activities. Each agency and organization involved in the operation was required to brief their operations as they related to a scenario presented to an audience of other law enforcement partners, private partners, and command officials responsible for the execution of the event. Those who had operational issues within this zone presented their responses to specific problems. This required area commanders and those in charge of operations to think on their feet and present solutions to the issue at hand.

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Exercises for Inaugurations & Celebrations

During preparations for the 2013 Presidential Inauguration, a variety of agencies that had operational missions within the AO, created their own tabletop exercises to conform to issues they expected would confront them in their duties throughout the day. This eventually became burdensome for many agencies that were struggling to deal with their day-to-day operations and continue preparing their personnel for the upcoming mission. The USPP also embraced this strategy to ensure operational soundness.

In an effort to not create a stale environment, the USPP is going to launch a ROC drill in preparation for the 2014 July 4th celebration. This will take personnel out of the meeting room – thus avoiding “death by PowerPoint” – to an actual operational rehearsal of the tasks that need to be accomplished to ensure efficient operations on 4 July 2014. The USPP will begin the operational training by walking the audience through the timeline of the day and highlighting key times and events that need to be addressed. In preparation for the ROC drill on 30 June 2014, the USPP intend to have the Incident Action Plan (IAP) in the hands of their commanders on 27 June 2014, so that they can study their operational responsibilities.

As the ROC drill commences, operational commanders will be called upon to discuss the actions taking place in their AO, including: closing roadways, configuring access points, and securing the area for the EOD (explosive ordnance detection) sweep. As the day progresses, a variety of events occur when each commander will need to be intimately aware of his/her responsibilities. One of the main responsibilities for area commanders will be training the security guards and assisting agencies assigned to them for their duties. Area commanders also will need to be familiar with the location of the first-aid tents, safe-haven locations, and lost and found. This requires area commanders to have more ownership of their duties and ensure that they are familiar with the operational plan.

Empowering Participants

By handling the operational briefing with the ROC drill concept, there will be less confusion about how the plan is to be implemented and carried out. A major



component of the message to commanders will be to empower them to get things done as well as to locate and fix the problem. If their solutions make sense, they will be implemented; if they do not work with the best results, then participants will discuss additional options without ramifications.

After walking through the timeline, USPP will inject two past real-world scenarios to ensure that commanders and partners are prepared for incidents that may occur. One of the scenarios that will be presented actually occurred during the last two 4th of July celebrations, and may affect a presidential event that was scheduled to occur adjacent to the secure area. Operational readiness is the key to managing any event, and the ROC drill will give USPP the upper hand when an incident does occur.

Captain Philip J. Beck has been with the U.S. Park Police since December of 1988. He has served in many roles to include detective sergeant, SWAT/K9 Commander, Central Station Patrol Commander, and Watch Commander. Along with these responsibilities, he has developed and presented a course on Active Shooter for civilian employees and is a principal instructor for the CONTOMS (Counter Narcotics & Terrorism Operational Medical Support) Tactical Medical Training Program. He revamped the U.S. Park Police policy on mass arrests, now commonly referred to as high-volume arrests, to ensure compliance with the law and a person's ability to exercise their First Amendment rights.

Special Events: Plan, Assess, Train & Exercise

By Kay C. Goss, *Emergency Management*



Special events test the preparedness, patience, and persistence of every person involved in an emergency management operation. Fortunately, emergency management professionals have developed many templates, checklists, and best practices to assist in the event planning, assessment, training, and exercise processes.

Planning Events

Events – with many issues related to location, date, and time – are critical tools for community development, institutional advancement, and general public entertainment. The event’s level of importance often reflects the community’s pride, patriotism, and competitive spirit. It is important to ensure that such events provide tangible value and support external and internal goals, key objectives, and outcomes, as well as long-term value.

Plans include rental equipment, speaker invitations, participant invitations, venue worksheets, volunteer worksheets, and most importantly safety and emergency planning details with access to worksheets, tickets, and other detailed personnel and property information. Common issues related to pre-event planning include: the permit-approval process; as well as legal, liability, political, economic, and attendee issues.

The sooner emergency managers are involved in the planning process, the better. Although they would not control the process, emergency managers should be knowledgeable of the plans, so they can advise ways in which to maximize the safety and security of everyone involved before, during, and after the event. As with any planning process, emergency managers first assess the risks and look for potential hazards.

Assessing Hazards

Conducted routinely as part of the emergency planning process, hazard analysis is the decision-making process to identify and analyze potential hazards appropriate for special event planning. Because of the potentially large number of participants and attendees, special

events may present a greater risk for incidents and provide targets of opportunity for criminal and/or terrorist elements, such as the Boston Marathon bombings in 2013.

Conducting a hazard analysis involves four steps:

- Identify the hazards facing the jurisdiction from several sources, including existing analyses, historical data on similar events or hazards, and statistical data such as forecasts and history;
- Weigh and compare the risks to determine which hazards pose the greatest threat;
- Profile hazards and consequences; and
- Determine vulnerabilities unique to the specific event.

Training Personnel

The Federal Emergency Management Agency (FEMA) provides an extensive online independent study course on special event planning for emergency managers, students of emergency management, as well as public, private, and nonprofit leaders: [*S-15.B: Special Events Contingency Planning for Public Safety Agencies*](#). To help determine which risks pose the greatest threat, the course lists the following considerations:

- *Frequency of occurrence* – How often does this hazard occur?
- *Magnitude and potential intensity* – How bad could this hazard get?
- *Location* – Are some areas of the jurisdiction more likely to be affected by this hazard than others?
- *Probable spatial extent* – How much of the jurisdiction is likely to be affected?
- *Probable duration* – How long is the hazard likely to pose a threat?
- *Seasonal pattern* – Is the hazard more likely to occur during certain months of the year?

- *Speed of onset and availability of warning* – How fast would an incident involving this hazard threaten lives and property? If the hazard does not threaten lives and property, what degree of disruption could it cause? Is there a way to warn against this hazard?

This course is especially helpful for emergency managers, personnel from emergency operations organizations – such as law enforcement, fire, medical services, and public works – and representatives from other public and private community organizations for whom special event planning is not a regular responsibility. This course takes about four hours to complete, offers 0.4 continuing education credits, and has been reviewed for doctrine-related changes (updated 31 October 2013).

This course also provides information related to pre-event planning, formation of the planning teams, event hazard analysis, and response to incidents during special events. Although specific public safety agency personnel engaged in special event planning must consider relevant statutes/ordinances and codes, this course includes an extensive, downloadable, job-aid manual that describes:

- A process for defining the particular special event;
- An approach for identifying a special event contingency planning team;
- A procedure for conducting a hazard analysis for a special event; and
- A plan for using the incident command system (ICS) in response to an incident within the event.

There is no formal prerequisite for S-15.B, but FEMA recommends completion of [IS-700](#) (National Incident Management System [NIMS], An Introduction) and [IS-100](#) (Introduction to Incident Command System), which are especially helpful for providing perspective.

Exercising & Learning Lessons

A compelling way to launch the planning process for a special event is to recreate a similar scenario in the local exercise program. Planning, training, and exercising the options help boost attendance, build excitement, and promote a sense of community around the group that is hosting the event. More group exercise directors must design, organize, and market these types of events at their facilities.

“A compelling way to launch the planning process for a special event is to recreate a similar scenario in the local exercise program. Planning, training, and exercising the options help boost attendance, build excitement, and promote a sense of community.”

The Homeland Security Exercise and Evaluation Program ([HSEEP](#)) adapts easily to the planning process for special events. Using the case studies of past emergencies incurred during actual events is an especially effective and interesting way to build team capability before the planned event and to discover gaps in the event-planning process.

Whatever the approach, the majority of work required for any special event happens well in advance of the “big day.” Emergency managers often inject worst-case scenario concerns to address weaknesses early in the planning process, before the pressure of the ongoing event increases in difficulty and in potential for harm and disaster.

The U.S. Department of Homeland Security’s Lessons Learned Information Sharing website ([LLIS.dhs.gov](#)) shares lessons learned that can help planners identify areas of improvement and corrective actions before the event.

LLIS resources help special event planners: develop a regional event public safety plan; address mutual aid during a regional special event; disseminate accurate information about the event through text message alert systems and comprehensive signage; understand the importance of working with local departments of transportation; and establish committee/working groups to address crowd-management issues, pedestrian routes, and entry-gate queuing procedures. These additional resources from LLIS include:

- “Special Event Planning: Utilizing Geographic Information Systems to Map the Event’s Boundaries” (10 July 2008)
- “Special Event Planning: Conducting a Full-Scale Exercise Prior to a Special Event” (5 November 2010)
- “National Special Security Events Transportation Planning for Planned Special Events” (27 May 2011)
- “Special Event Planning: Developing a Regional Event Public Safety Plan” (9 March 2012)
- “Special Event Planning: Developing a Text Message Alert System” (3 September 2010)
- “Special Event Planning: Providing Special Passes or Tickets to Undercover Officers” (19 May 2006)
- “Special Event Planning: Establishing a Centralized Area for Bus Parking During Planned Large-Scale Events” (22 January 2010)
- “Special Event Planning: Incorporating Technology Tools in Pre-Event Exercises” (9 February 2007)
- “Special Event Planning: Ensuring Effective Crowd Management at a Planned Large-Scale Event” (4 September 2009)
- “Applications of ITS for Planned Special Events in Texas” – an intelligent transportation systems (ITS) overview that examines three case studies showing benefits of ITS in planned special events

Kay C. Goss, CEM, is executive in residence at the University of Arkansas and the chief executive officer for GC Barnes Group, LLC. Previous positions include: president at World Disaster Management, LLC (2011-2013); senior principal and senior advisor of emergency management and continuity programs at SRA International (2007-2011); senior advisor of emergency management, homeland security, and business security at Electronic Data Systems (2001-2007); associate Federal Emergency Management Agency director in charge of national preparedness, training, and exercises, appointed by President William Jefferson Clinton (1993-2001); senior assistant to the governor for intergovernmental relations, Governor William Jefferson Clinton (1982-1993); chief deputy state auditor at the Arkansas State Capitol (1981-1982); project director at the Association of Arkansas Counties (1979-1981); research director at the Arkansas State Constitutional Convention, Arkansas State Capitol (1979); project director of the Educational Finance Study Commission, Arkansas General Assembly, Arkansas State Capitol (1977-1979).

Identifying Pre-Attack Indicators for Special Events

By Jessica A. Gladfelter & Dallas R. Mosier, Special Events



Before he went on a shooting rampage that claimed seven lives (including his own) in a California college town, [Elliot Rodger](#) had already left clues about his deadly intentions.

He posted numerous threatening videos online. He e-mailed a 140-page manifesto that detailed the perceived wrongs against him and how he intended to “set them right.” He made vague verbal threats, proclaiming that he was going to kill “them.”

The video threats, the manifesto, and other verbal threats that preceded Rodger’s 23 May 2014 rampage in Isla Vista, California, were pre-attack indicators – detectable manifestations of an attacker’s intent and capability to harm. Such pre-attack indicators are important because early identification, by knowing what threatening behavior to search for, can save lives.

Recipe for Disaster – Intent & Capability

A person only will carry out an attack if he or she has the intent and the capability for violence. Intent is the desire to harm or attack a person, place, or thing, whereas capability refers to having the capacity to carry out the intended harm. Intent and capability have different sets of indicators.

According to [2011 research](#) published in *Behavioral Sciences and the Law*, indicators of intent include the following actions and behaviors: suicidal and/or homicidal thoughts; psychopathy; affiliation with terrorist or hate groups; vague or direct threats; and last-resort behaviors. Such indicators exhibit in a variety of ways. For instance, the research found that calls to violence typically indicate a possible attack by terrorists or hate groups; issuing a call to violence for a specific venue signals a direct threat with a strong intent to harm. A [2013 report](#) published by the RAND Corporation provided examples of capability indicators, including: gathering weapons or weapon-making materials; training for weapons or paramilitary forces; gathering security information; testing venue security; conducting dry runs; and [conducting surveillance on venues](#).

Once a person or group has evinced the intent and capability for an attack, other kinds of pre-attack indicators may emerge. These actions, once identified, require quick response because they typically signal that the onset of an attack is imminent. Based on security literature, such as the 2013 RAND Corporation report, actions that security personnel should look for include the following:

- *Positioning actions* – Asking directions to ensure correct target, attempting to clear the area of “innocents,” hesitating to ensure maximum effect of attack, and communicating onsite between co-conspirators;
- *Evading detection indicators* – Avoiding checkpoints, making robotic like or unnatural movements, hiding information, and possessing suspicious containers or bags;
- *Stress indicators* – Hiding traditional stress signals, displaying subtle, less obvious signs of stress; and
- *Imminent action* – Possessing a visible weapon.

External Factors & Internet Clues

In addition to pre-attack indicators, there are external factors – including location, time of year, and previous attacks – that can increase the chance of an attack or violence. Location factors include vulnerable spots in specific venues or areas where known terrorist-affiliated members live. Time-of-year factors are key dates and trigger events. Large venues are often more heavily trafficked during holidays and special events; these larger crowds may attract attackers who seek to maximize harm. Trigger events – loss of a job, harassment, or the death of a colleague or loved one – may contribute to an attacker’s motive, aggression, and method. Additionally, widely reported violence triggers future attackers by giving them the idea that large-scale attacks receive media attention. Attackers may view this media coverage as a reward.

Although security personnel are familiar with the pre-attack indicators themselves, specific ways to spot them are less certain and constantly changing. The Internet, for example, is one medium through which pre-attack indicators often surface – on social media sites or through conventional search engines. Security



directors for large venues that hold special events could find pre-attack indicators by searching for specific terms, including: name of the event; location of the event; names of high-profile speakers, performers, guests, and attendees; previous attacks on similar events; name of the event plus controversial topic; and trigger events. It is important that security personnel who are responsible for searching online activity download and save any evidence of threats they have discovered.

In summary, pre-attack indicators are clues that may enable security personnel to prevent an attack or mitigate the consequences of an attack. Internet searches provide means to detect pre-attack indicators. To prevent deadly incidents like the one in Isla Vista, anyone close to a potential attacker must be able to identify and promptly report pre-attack indicators to proper authorities, which in turn must be able to recognize the threat and, when necessary, take swift action.

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Operational Tasks – Go With the Flow

By Joseph Cahill, EMS



In general, most managers understand the flow of work within their agencies, but this may not be true of all the work-unit leaders within the agency. Staff members also may not understand how their job responsibilities affect the staff adjacent to their roles. Some standard tools are available to help leaders and staff members visualize the workflow within their agencies. Gantt charts and swimlane models are two examples that graphically represent the tasks, steps, and interdependencies within the basic business process or workflow.

Gantt Charts

[Gantt charts](#) use boxes – containing as little or as much information as desired – to represent tasks. Colored outlines are one method for distinguishing different types of information – for example, red may be the units in the field, blue may be dispatch, and green may be supervision. In addition, lines link each task to other tasks that must previously occur; tasks that do not depend on each other may float. In [Figure 1](#), the supervisor’s task of “Supervisor confirms response” can occur before, concurrent with, or after the dispatch task of “Dispatch updates status – unit en route to scene.”

The first step is to diagram all the tasks in the process and add the personnel responsible for each task in a later step. By asking which steps must occur before a task is accomplished, managers can map the workflow from start to finish. After identifying and recording the tasks, the next step is to carefully detail the work unit responsible for each task.

Gantt charts focus on the tasks and dependencies between the tasks. They allow managers to identify bottlenecks and minimize operational delays. Some examples of free Gantt chart templates include:

- <http://www.officetimeline.com/download-officetimeline.aspx>

- <http://www.free-power-point-templates.com/articles/7-best-timeline-creators-for-creating-awsome-timelines/>
- <http://www.vertex42.com/ExcelTemplates/excel-gantt-chart.html>

Swimlane Models

The [swimlane](#) model is another mapping tool that relies on horizontal rows and shapes that represent each work unit and task, respectively. Lines that represent interdependencies connect these tasks. Since this graphic structure focuses on who performs each duty, it is appropriate to display staffing needs and assist decision-making when moving tasks between work units to streamline function.

In [Figure 2](#), the supervisor has direct contact with the workflow at multiple points. This is evident in the swimlane graphic, but less easily understood in the Gantt chart. In both figures, the relationship is clear at a glance: “Unit responds & updates dispatch via radio” is dependent on “Unit dispatched,” which is dependant on “Call info collected.”

Although there are a number of specialized products and free online resources to help create these workflows, pencil and paper also work. Both Gantt charts and swimlane models are effective for mapping workflow, identifying bottlenecks and redundancies in the process, defining roles that are not specifically assigned to staff, and providing the agency staff perspective on how one unit’s work affects the operation of the agency “downstream” from that position.

Whether planning for a special event or for daily operational tasks, workflow charts provide a visual representation of the entire business process – workflow, bottlenecks, redundancies, roles – and of the interdependencies between various job responsibilities.

Joseph Cahill is the director of medicolegal investigations for the Massachusetts Office of the Chief Medical Examiner. He previously served as exercise and training coordinator for the Massachusetts Department of Public Health and as emergency planner in the Westchester County (N.Y.) Office of Emergency Management. He also served for five years as citywide advanced life support (ALS) coordinator for the FDNY – Bureau of EMS. Before that, he was the department’s Division 6 ALS coordinator, covering the South Bronx and Harlem. He also served on the faculty of the Westchester County Community College’s paramedic program and has been a frequent guest lecturer for the U.S. Secret Service, the FDNY EMS Academy, and Montefiore Hospital.



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A Blossoming Public-Private Partnership

By Catherine Feinman, Editorial Remarks



In 2013, the United States Park Police (USPP) invited DomPrep to an [exclusive behind-the-scenes look](#) at the planning process and trainings that help secure thousands of special events each year. On 3 April 2014, the USPP held a first-of-its-kind tabletop exercise with event organizers of the 42nd Annual Credit Union Cherry Blossom Ten Mile Run. DomPrep was there as the organizers, USPP officers, and other agencies discussed “what-if” scenarios, exchanged ideas, and gained a better understanding of the role that each stakeholder would play before, during, and after the event.

As the “Masters of Collaboration,” the USPP has a long history of planning and executing special events with multiple law enforcement agencies to build partnerships and understanding. Unlike many other tabletop exercises the USPP has coordinated, Lt. James Murphy saw an opportunity to bring external partners into the planning process for the Credit Union Cherry Blossom Ten Mile Run.

A Mutual Understanding

To help event organizers understand the planning process from a law enforcement perspective, the USPP invited the organizers of that event to the USPP Anacostia Operations Facility for an open dialogue, discussion, and tabletop exercise. The annual Cherry Blossom foot race is different from most of the other events that the USPP protects because it takes place [entirely on National Park Service property](#). As the host agency, the USPP has the main responsibility to ensure road closures – by using emergency vehicles and barricades to stop vehicular traffic – as well as minimize and mitigate threats. The USPP and the National Park Service play key roles in setting up, planning, and breaking down events that occur in their primary jurisdiction. However, during other multijurisdictional events, there is a greater collaborative effort with various agencies.

To ensure that race planners understood the purpose of the meeting, officers from the USPP began the discussion by explaining the reasons for and objectives of a tabletop exercise. All participants had an opportunity to address topics such as attendance expectations, the race route

schedule, race maps, and alternate routes. Similar to the information provided to law enforcement officers during the 4th of July multiagency communication center exercise in 2013, the Cherry Blossom tabletop shared information about the current intelligence and threat assessment: terror propaganda and ideology; recent terrorist tactics; chemical, biological, radiological, and nuclear (CBRN) incidents; weapons of mass destruction; unique weapons trends such as synthetic plastic 3D-printed weapons; and lone-wolf ideology.

Scenario-Based Training

After outlining information about the event itself, the USPP presented four scenarios to address the “what ifs” and to identify plans, policies, and gaps in a low-stress environment. Although the scenarios presented actually occurred at various locations, they each could potentially occur in the D.C. area at the time of this event:

- *Scenario 1* – A severe weather event begins the day before the Credit Union Cherry Blossom Ten Mile Run;
- *Scenario 2* – A possible explosive device is found on the National Mall the morning of the race;
- *Scenario 3* – A mass-casualty incident involving contaminated drinking water occurs during the event; and
- *Scenario 4* – An Amber alert for a missing child.



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In all of these scenarios, communication and rapid dissemination of information are critical. However, the first and third scenarios exposed gaps in the planning process that the tabletop participants were able to discuss.

In the first scenario, severe weather, flood watches, inaccessible roads, power outages, and downed trees would cause many problems for both race planners and law enforcement officers. Exercise participants acknowledged the need to secure tents, provide overnight security, organize telephone contacts, listen to the National Weather Service, and relay messages to participants. The planners shared information with the USPP about the mobile application that they created for race participants to receive valuable information. The USPP in turn shared information about the Nixle system that the USPP uses in order to share information and alerts with the public. After the exercise, race organizers encouraged participants to sign up for the Nixle alerts.

Communication is critical, especially when redirecting runners or cancelling the event. This scenario exposed potential gaps in terminology and decisions related to cancelling or postponing the event. USPP officers emphasized the need to protect runners and spectators when environmental conditions threaten their safety and security. Race planners explained that, when designing a message, the terms “cancelled,” “suspended,” and “altered” have very different meanings to the race participants – especially when \$80,000 in prizes is at stake.

In the third scenario, runners received contaminated drinking water during the race, which resulted in hundreds requiring emergency medical services and hospitals quickly becoming overwhelmed. Careful consideration for placement of ambulances and triage areas would help reduce response times and improve access to the course. Continuing the race without water could put more runners in danger, especially as the temperature rises throughout the day.

Lessons Still Being Learned After 42 Years

Although this race has taken place on USPP property for the past 42 years, the new tabletop exercise helped race planners and the USPP identify and discuss potential risks and possible solutions in a collaborative environment:

- Changing or cancelling the event, especially after the start of the race, would be difficult without careful planning of alternate routes, contingency plans, and means of communication.
- Water captains at the five water stations along the 10-mile course play a key role in protecting the water supply and communicating with race organizers.
- Bib switching during a race can be an issue when there is an emergency because the bib numbers identify the runners, who normally do not carry additional identification.
- Race participants often bring an extra change of clothes and shoes to such events. This means more bags, which may require more K-9 units to search those who enter the area.

At the end of the exercise, the USPP officers reassured race organizers about their extensive experience with egress management plans if something were to occur. In addition, by working directly with the USPP for an event confined to National Park Service property, race planners are able to eliminate delays that may occur when external security companies are not familiar with the location and ingress/egress routes. Good water management, effective security measures, and a great route are just a few of many ways suggested for ensuring safety and security during the event. However, Captain Dennis C. Bosak, Assistant Commander of the USPP Training Branch, reminded the tabletop participants that the exercise that day was just the beginning, “It’s a paper exercise, but should not stay on paper.”

On 29 April 2013, Captain Philip Beck and Lieutenant James Murphy from the USPP joined Deputy Race Director Becky Lambros of the Credit Union Cherry Blossom Ten Mile Run once again for follow-up discussion. [Listen to their podcast](#) to hear an after-action report on the exercise and how it will affect future planning for similar events. For this event, the race organizers embraced the collaborative effort offered by the USPP and helped spur further growth in their public-private partnership.

Catherine Feinman joined Team DomPrep in January 2010. As the editor, she works with writers and other contributors to build and create new content. With more than 25 years experience in publishing, she previously served as journal production manager for Bellwether Publishing Ltd. She also volunteers as an emergency medical technician, firefighter, secretary of the Citizen Corps Council of Anne Arundel County and City of Annapolis, and a Community Emergency Response Team (CERT) trainer.

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