

Concise Framework For **“Preparation of “Management Plan for Events / Venues of Mass Gathering”**

Planning provides a methodical way to engage all stakeholders in thinking through the life cycle of a potential crisis, determining required capabilities and establishing a framework for roles and responsibilities, taking end objectives into consideration. As a supplement to the National guide on “Managing Crowd at Events / Venues of Mass Gathering” issued by NDMA, this document provide a quick reference and outline on preparation of risk-informed planning process.

The concise framework navigates the planning process through a mix of instructions describing the content that each section might have as defined in national Guide document.

This document suggests that the State Government may formulate guidelines for management of “events / venues of mass gathering” with a cross reference into SDMP / DDMPs along with description on support mechanism with roles and responsibilities defined. State having guidelines on mass gathering events/venues may review their existing guidelines / plan keeping National guide into consideration.

During festivals or events attracting mass gathering - railways, roadways and airways etc. may experience unexpected temporary surge in number of people at such locations. Agencies responsible for operation and management such places would need to include “crowd” as one of the hazard while formulating strategic plan for public safety and implement special arrangement necessary for managing surge in number of people at railway stations, bus terminals and airports. Framework suggested in this document paves way in formulating public safety plan by agencies like railways, but transport and airways. These plans are to be developed in consultation with local authorities and event administrator / Organiser.

Different event/ venues may have different hazard profile and hence resources requirements will not be uniform. Hence, this may be used as a framework and not as a template. Suitable changes, as required, may be made in the contents.

The events are approved as per local bylaws. In current scenario- Information’s / data collected by the licensing authority (Police at this point) through the application form is in adequate and does not cover key components like hazards/vulnerabilities/risks - an event/venue may be susceptible to. Capacity building measures can only be identified if hazards and vulnerabilities are known. Plan for event/venue of mass gathering will facilitate seamlessly connect all phases of disaster cycle (mitigation, preparedness, response and recovery) and will also provide procedures and methodology for putting those capabilities into action during any sever incident.

Authorities responsible for granting License / Registration / Permission for events / venues of mass gathering will need to reconcile their exiting format of “application” by suitably integrating requirement of a plan on management of mass gathering into it.

CHAPTER I: INTRODUCTION

Describe unique features of event / venue under consideration with statements on the hazards and their impacts on life and property. Give / elaborate appropriate information in the following subsections:

1.1 Scope:

Though venues and events may differ, the application of certain common principles and standards of good practice can reduce the uncertainty associated with planning and organizing for a safe and successful event. This document advocates a common sense approach to event organisation by focusing on:

1. Planning the event
2. Providing a safe venue
3. Staff organisation
4. Preparing for the unexpected
5. Documentation
6. Event Stakeholders
7. Plan Evaluation and Revision

Crowd management must take into account all the elements of an event especially the type of event (Mela, religious events, Bandh, Dharna, circus, sporting, theatrical, concert, rally, parade, etc.), characteristics of the facility, size and demeanor of the crowd, methods of entrance, communications, crowd control, and queuing.

1.2 Authority:

Plan for management of Event/venues of Mass Gathering will abide by

- all applicable legislations / regulations / norms including Safety, Health and Welfare, licensing requirement of indoor /outdoor events, Fire Services (responsibility for fire safety on persons in control of premises), Waste Management etc.
- State Guidelines / Regulations
- National Guide / Guideliens / Regulation

1.3 Planning Process:

The organisers / Administrator of events and venue of mass gathering would work with Local / district emergency management agency and community partners, including first responders (SDRF, fire, police and health), during the planning process. This collaboration makes more knowledge and resources available and helps to ensure the seamless integration of all responders in overall crowd management process. The core planning team should include, but not limited to, representatives from the event / venue organisation, as well as representative(s) from neighboring community, local authorities and first responder.

1.4 License / Registration /Approval and Permission Requirements:

During the advance planning stage organisers / venue owner / administrator should determine if they or any of their suppliers require a particular license or statutory agency approval to conduct the event and/or a specific aspect of the event. As the event organisers, it is their responsibility to ensure that (where required) they are in possession of the appropriate license or approval on the day of the event. To this end they seek information from the relevant agencies and apply well in advance of committing to an event activity. It is also their responsibility to ensure that their suppliers possess (where required) a current license or approval and organisers / administrator should verify they are in compliance with the license or permission and any conditions attached.

CHAPTER 2: Event / Venue – Details & Descriptions

This is necessary that the plan for management of the mass gathering at event/ venues has all important information's needed for ascertaining safety aspects from all angle. An indicative list of components and sub-components to be included in event application is as given below.

Event application will have, but not limited to following details:-

2.1 Event / Venue Details

- Event Location
- Brief history of the event/venue
- Duration of event (schedule and timing)
- Expected number of people
- Admission arrangement (Open to public / by invitation/tickets etc)
- Details of activities and how/when/where they will take place
- Event management structure ((set out the key management personnel)
 - Functions of key personnel (Event Controller, Safety Officer and Health and Sanitation in- charge)
- Event control and communications (location of central control room, who will be there, what means) Of communication will be used for reporting)
 - Any particular arrangements (special needs spectators, pre-launch ceremonies etc.)
 - Overview of large equipment and temporary structures (staging, sanitary facilities, lighting etc.)
- Contact details and of Event organisers / administrator and venue owner

2.2 Site Map: The site plan must include maps showing location and details of

- Transportation hubs (Bus-stops, Railway stations, Taxi stands etc.)
- Rest area / Places
- Information kiosks
- Places of interest at the venue/event
- Meeting points / Media Center
- Entry and exit points at event venue
- Water Outlets
- Food outlets / courts
- Toilets
- Phone booth
- Holding area(s), queue complex(s), routes for movement
- Watch towers at vantage locations for observing and monitoring the crowd.
- CCTV coverage at all vulnerable locations to be monitored at the control room.

- Sector wise deployment of Policemen with sector wise responsibility and wireless communication network between watch towers, CCTV control room and deployment inside the crowd.
- Police *chowkies*/stations
- Reporting places for lost/stolen/found items, missing persons etc.
- Parking lots
- Health facilities
- Shopping areas
- Food joints
- Hazard points
- Emergency Exits
- Emergency Assembly Points
- First Aid services
- Emergency services (Fire, Ambulances,)
- Emergency Operations Center, Incident Command Posts etc.

CHAPTER 3:

Hazard and Risk Assessment

This is necessary for event management to undertake a risk assessment of those hazards which could cause harm to staff and/or members of the public attending the event. A risk assessment is a systematic approach to the control of hazards and should be done in relation to the physical characteristics of the venue, likely audience behaviour, technical installations, nature of performance etc. It involves the identification of foreseeable hazards, evaluating the risks associated with them and considering what needs to be done to reduce the risks to an acceptable level. The process should be comprehensively documented and recorded. Write down all the activities and attractions, which make up the event and identify ways in which people (employees, the public and any contractors) could be harmed. An indicative list of hazards (natural and manmade) for any event/venue of mass gathering can be

1. Severe Storm / Heavy rains /flash flood
2. Earthquake
3. Cyclone
4. Fire
5. Hazardous Materials Incident
6. Bomb Blast
7. crowded situation leading to stampede
8. vehicle accident
9. Structure Collapse

Risk is the predicted impact that hazard would have on the people, services and specific facilities in the community. Quantifying risk enables management to focus on those hazards that poses higher threat to life, property and environment. Completed risk assessment should be written down and the necessary control or mitigation measures should be included in the safety section of your overall event plan (it may be necessary to obtain professional advice in conducting a thorough risk assessment). During and after the event, continuously evaluate your risk assessment to determine the effectiveness of the measures and procedures that were put in place.

Function plans will be prepared and annexed based on the hazard, risk and vulnerability assessment (HRVA).

CHAPTER 4: **Safety and Security**

Safety

Risk assessment forms the basis for designing the safety / security plan. Following are the salient components, but not limited to, of an event safety plan

- 4.1 Safety Policy Statement
- 4.2 Event Risk assessment
- 4.3 Signage (information service provided), installing PA system etc
- 4.4 Critical control points Location, type, and purpose of barricading (based on the risk assessment)
- 4.5 Crowd management (number of home guards/volunteers/police/others, responsibilities, location etc.)
- 4.6 Plans to involve home guards, civil defence, and community stake holders (how, when,)
- 4.7 Security agencies deployed (license details, in case of private agencies)
- 4.8 Entry and exit arrangements (routine and designation of emergency routes and assembly areas)
- 4.9 Fire precautions (means of escape, safe holding capacity calculations, fire safety equipment)
- 4.10 Structures (schedule of completion, certifying engineer)
- 4.11 Electrical installations (lighting, auxiliary power provision)
- 4.12 Environmental issues (noise, sanitation, catering, garbage / waste, drinking water, etc.)
- 4.13 Vehicular access and exit (transport plan for site traffic and car parking arrangements)
- 4.14 Medical/First Aid Provision (numbers required, location, ambulance, equipment)
- 4.15 On site traffic management (where deliveries will be made, any parking etc.)
- 4.16 Emergency power and lighting arrangements
- 4.17 Firework permit, if applicable
- 4.18 List and Locations of Food vendors using gas cylinders
- 4.19 Fire and electrical safety assessment plans, mock drills, and action taken reports
- 4.20 Communication plan (internal/external, before the event and in case of emergency)
- 4.21 Command and control hierarchy

Security:

- 4.22 Screening and credential checks for suspicious persons
- 4.23 Unattended packages
- 4.24 Concealment areas

CHAPTER 5: **Preparedness & Capacity Building**

Planning is the one of the key elements in the Preparedness cycle. Preparedness cycle illustrates the way the plans are continuously evaluated and improved through a cycle of planning, organizing, training, equipping, exercising, evaluating and taking corrective action. Following components should for a part of the preparedness process.

5.1 General Measures and Consideration

- 5.1.1** Emergency Operation Center (Control room)
- 5.1.2** Public Information
- 5.1.3** Awareness – (local as well as wide area)
- 5.1.4** Services and Utilities
- 5.1.5** First aid and basic health services
- 5.1.6** Visitors flow management
- 5.1.7** Access for emergency resources including ambulances
- 5.1.8** Hazard in the area and mitigation measures
- 5.1.9** Services for people with special needs / disabled
- 5.1.10** Transportation and Traffic Management
- 5.1.11** Safety and Security Plan
- 5.1.12** Lost and found
- 5.1.13** Contractors and supplier management plan
- 5.1.14** Chain of command
- 5.1.15** Incident monitoring & reporting system
- 5.1.16** Training and exercising

5.2 Approach to Capacity Building

5.2.1 *Institutional capacity building*

- 5.2.1.1 Management/ policy makers
- 5.2.1.2 Police, fire, health services
- 5.2.1.3 Others

5.2.2 *Community capacity building*

- 5.2.2.1 Civil defence
- 5.2.2.2 NGOs/ CBOs
- 5.2.2.3 Volunteers
- 5.2.2.4 Schools/colleges

5.2.3 *Skill up-gradation, follow-up training programmes, certificate courses*

5.2.4 *List of trained personnel with contact details and specialisation*

5.3 Health, Hygiene and Medical Services

- 5.3.1 List of approved food vendors
 - 5.3.2 Drinking water availability (location, sources,)
 - 5.3.3 Toilets (location, numbers for males and females, cleaning schedule, and Responsibility etc.)
 - 5.3.4 Waste Management (garbage bin arrangements, waste collection schedule, recycling plans)
 - 5.3.5 Plans to include local community members
 - 5.3.6 Medical problems reported historically (impact of weather, terrain, etc.)
 - 5.3.7 Medical facilities (number of beds, equipment available etc.), staff (number of doctors, surgeons, paramedics, nurses etc. and their expertise), number of ambulances available (with/without life support systems) and their locations
 - 5.3.8 Contact details, facilities and capacity of local hospitals, primary health centres, mobile hospitals, standby staff etc.
 - 5.3.9 Plan for first-aid training to volunteers, security personnel etc.
 - 5.3.10
- 5.4 A 5-year roadmap for improvements in facilities and emergency medical services (which facilities, how much, where, who will finance etc.)

CHAPTER 6: **Emergency Response Plan**

Response plan guides the development of the more operationally oriented annexes. Its primary audience consists of the event/venue management/ authorities, local emergency management officials, and the community (as appropriate). The elements listed in this section should meet the needs of this audience while providing a solid foundation for the development of supporting annexes.

Major components of response plan will include (but not limited to)

1. Incident Response System
2. Emergency Operations Centres
3. Response flow chart(s)
4. Hazard/Incident specific responsibility charts for emergency functions
5. Alert mechanisms, early warnings etc.
6. Procedure for the activation of plans, resource mobilization, seeking external help, coordination with different agencies
7. Media management and information dissemination
8. Functional annexes

Functional annexure - The functional annexes detail the goals, objectives, and courses of action of functions (e.g., evacuation, shelter, security, medical and health services, missing persons, relief supplies etc) that apply across multiple threats or hazards. Functional annexes discuss how the event and venue (including house of worship) manages a function before, during, and after an incident. Following is the list of major functional annexes:-

- Traffic Management Plan
- Medical Plan (in consultation with relevant Health Authority)
- Event Communications (including Wireless radio frequency channels to be used by event staff in schematic format)plan
- Emergency procedures (the publication of these procedures should be restricted to event staff and the statutory agencies) for stopping the event
- Action in the event of a bomb scare
- Action in the event of Fire
- Action in the event of any other emergency incident (Including Natural and human made disaster
- Evacuation of the venue and shelter management

CHAPTER 7:

Plan Management: Rehearsal, Review and Revision

7.1 Train Stakeholders on the Plan and Their Roles - Everyone involved in the plan needs to know their roles and responsibilities before, during, and after an incident. Key training components include:

- 7.1.1 **Hold a meeting.** At least once a year, hold a meeting to educate all parties on the plan. Go through the plan in order to familiarize these stakeholders with it.
- 7.1.2 **Visit evacuation sites.** Show involved parties not only where evacuation sites are located, but also where specific areas, such as, media areas, emergency resources area and triage areas will be located.
- 7.1.3 **Give stakeholders appropriate and relevant literature on the plan, policies, and procedures.** It may also be helpful to provide them with quick reference guides that remind them of key courses of action.
- 7.1.4 **Post key information throughout the building.** It is important that congregants are familiar with and have easy access to information such as evacuation routes and shelter-in-place procedures and locations. Ensure information concerning evacuation routes and shelter-in-place procedures and locations is communicated effectively to congregants with disabilities or others with access and functional needs.
- 7.1.5 **Familiarize congregants with the plan and community partners.** Bringing Police, fire, and EMS personnel and community partners that have a role in the plan, as well as other staff / organizations that use the venue to talk about the plan will make congregants and others more comfortable working with these partners. This may include community partners who are congregation members.
- 7.1.6 **Train stakeholders on the skills necessary to fulfil their roles.** Persons will be assigned specific roles in the plan that will require special skills, such as first aid, how to use IRS, and the provision of personal assistance services for children, the elderly, and individuals with disabilities and others with access and functional needs

7.2 Exercise the Plan

The more a plan is practiced and stakeholders are trained on the plan, the more effectively they will be able to act before, during, and after an incident to lessen the impact on life and property. Exercises provide opportunities to practice with local emergency management officials and community partners, as well as to identify gaps and weaknesses in the plan. The exercises below require increasing amounts of planning, time, and resources. Ideally, event / venue managers / administrators will create an exercise program, building from a table top up to a more advanced exercise, like a functional exercise.

- 7.2.1 **Table-top exercises** are small group discussions that walk through a scenario and the courses of action an event / venue will need to take before, during, and after an incident. This activity helps assess the plan and resources and facilitates an understanding of emergency management and planning concepts.

- 7.2.2 During **drills**, local emergency management officials, community partners, and relevant event / venue personnel use the actual event grounds and buildings to practice responding to a scenario.
- 7.2.3 **Functional exercises** are similar to drills, but involve multiple partners. Participants react to realistic simulated events (e.g. rumour of bomb threat, bridge collapse etc.), and implement the plan and procedures using IRS.
- 7.2.4 Full-scale exercises are the most time-consuming activity in the exercise continuum and are multiagency, multi-jurisdiction efforts in which resources are deployed. This type of exercise tests collaboration among the agencies and participants, public information systems, communications systems, and equipment. An emergency operations center is established (usually by the local emergency management agency) and IRS is activated.

7.3 Review, Revise, and Maintain the Plan

Planning is a continuous process that does not stop when the plan is published. Plans should evolve as lessons are learned; new information and insights are obtained; new threats or hazards emerge; and priorities are updated. Reviews should be a recurring activity. Planning teams should establish a process for reviewing and revising the plan.

Some organizations have found it useful to review and revise portions instead of reviewing the entire plan at once. Certain events will also provide new information that will be used to inform the plan. Places of conglomeration (including house of worships) should consider reviewing and updating their plan after the following events:

- 7.3.1 Actual emergencies
- 7.3.2 Changes in policy, personnel, organizational structures, processes, Facilities, equipment, or membership size
- 7.3.3 Formal updates of planning guidance or standards
- 7.3.4 Formal exercises
- 7.3.5 Threats or hazards change or new threats or hazards emerge
- 7.3.6 Changes in the house of worship's demographics (e.g., changing Language needs) or site assessment

It is recommended that plan should be reviewed on an annual basis and after a major incident or exercise whichever is earlier.

CHAPTER 8

Event Approval

The approving authority / organisation will cross check adequacy of all information provided by the event management with safety checklist and satisfy themselves before issuing such permission. Hazard and risk assessment at venue is the responsibility of venue owner / event organisers / administrator.

The approving authority / agency will also consult city / Town and district disaster management planning authorities / agencies as may be felt necessary.

9.1 Event / Venue Crowd Management Plan:

The draft plan will be circulated by the local authority to all relevant departments within the local authority and DDMA and will be made available at the local authority offices for viewing by any member of the public. This enables any interested party to make observations on the proposed event to the local authority that is the licensing authority for such events.

Local authority may set a timeline in relation to an event requiring an outdoor / indoor event (with mass gathering) license.

It should be mandatory for event organisers and all suppliers to obtain certificate of safety for the device / equipment having potential to add to the vulnerability of the site. The indoor installations will need an inspection and certification for fire safety.

The provisions for the collection and disposal of waste from an event site is a matter of concern to the local authority and need detailed inspection of waste management during and after the event is over.

Annexures & Appendixes

- Damage/need assessment format
- Emergency telephone directory should include telephone numbers (mobile and Landlines) of key personnel and external agencies, such as the emergency services contacts and key suppliers.
- List of NGOs/CBOs functioning in the vicinity
- List of training/technical institutes
- SOPs/checklists/formats for reporting and requisitioning resources etc...
- List of Do's and Don'ts for all stakeholders

Layout Maps:

- Emergency response vehicle access routes
- Location of meeting points and assembly areas
- Ambulance parking, medical facilities
- Location of all temporary structures
- Pedestrian circulation routes
- Emergency evacuation routes
- Parking facilities
- Drinking water points, sanitary facilities and trading locations