

Community Event Emergency Response Planning

*A guide to help event and municipal
emergency planners prepare for gathering
events in Nova Scotian communities.*

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INTRODUCTION

Purpose of This Guide

The Nova Scotia Emergency Management Office worked with Nova Scotia's Association of Municipal Administrators to develop Community Event Emergency Response Planning. The guide is to assist emergency managers and event planners in communities across Nova Scotia. It incorporates tools and strategies to help municipalities with every stage – from concept through to completion of the event.

Recent events in Nova Scotia, throughout Canada, and around the world have heightened the need to provide event and emergency response planners with the tools and processes to plan and respond to potential risks during an event. The guide is not intended to replace existing municipal plans but rather to complement community event emergency response planning by

- identifying the need for a joint municipal/provincial/event planning group
- assessing risk prior to the event and linking mitigation efforts to plans to respond to emergencies or establishing hazard specific plans as identified
- establishing the linkages between the event and local community emergency managers

Best practices information was gathered from municipalities alongside Canadian federal and provincial government departments. The intent was to build a relevant guide that can be used and understood regardless of the event size, time, or place – by any municipality, event organizer, or venue operator.

What Is Due Diligence?

It is the level of judgment, care, prudence, determination, and activity that a person would reasonably be expected to do under particular circumstances. As applied to an emergency program, due diligence means that all reasonable precautions are taken to address public safety risks, including during response to an emergency. This duty also applies to situations that are not addressed elsewhere in the occupational health and safety legislation.

Due diligence is important as a legal defence. If charged, a defendant – who could be YOU! – may be found not guilty if he or she can prove that due diligence was exercised. In other words, a defendant needs to prove that all precautions, reasonable under the circumstances, were taken to provide the necessary services and procedures in emergency response and recovery.

DEFINITIONS

Consequence Management

Actions taken for mitigation, preparedness, response and recovery with regard to emergencies, except human-induced intentional threats, and for response and recovery in respect of human-induced intentional acts

Disaster

An event that results in serious harm to the safety, health, or welfare of people, or in widespread damage to property.

Emergency Response Action Plan (Emergency Response Plan / ERP, or Emergency Action Plan / EAP)

A formal planning document that outlines roles, responsibilities, contacts, planned actions, and procedures to be followed in the event of a major emergency or disaster at an event (planned or unplanned).

Event Incident Response Team

Consists of incident command, including, as required, command post staff of fire, police, medical agency representatives, event staff (ICS: Incident Commander, who may also act as Planning Section Chief; Operations Section Chief, responsible for ops and agency communications, Logistics Section Chief, responsible for resource requests and allocation), and command staff of information officer, safety officer, and liaison officer.

Hazard

A potentially damaging physical event, phenomenon, or human activity that may result in loss of life, injury, property damage, social and economic disruption, or environmental degradation.

Incident Command System (ICS)

A standardized on-site management system designed to enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

Incident Commander (IC)

A person who, once the position is activated, has authority for all emergency response operations within the venue. Could be the producer, event organizer, appointed First Responder, or other. This position can change as the incident expands or contracts.

Mass Gathering

A congregation of people at an event or activity where there is potential to place exceptional demands on, or have impact on, the community and its services and resources. Such events can be pre-planned or spontaneous, attracting a relatively large number of people in a confined area (either indoor or outdoor).

Mitigation Strategy

The Canadian Standards Association defines mitigation as “actions taken to reduce the risks and impacts posed by hazards.” The document provides examples of mitigation strategies, including adopting current building codes in development proposals; recognizing, removing, or reducing the potential consequences of the hazard; and reallocating resources to deal with these strategies. It is recommended that the event emergency planning group incorporate strategies such as up-to-date site plans, defined access and egress routes, mutual aid agreements, and multi-agency response coordination plans. Details are available in the CSA’s Z1600-08 document.

Municipal Emergency Plan (MEP)

The formal emergency response plan required by legislation of all local governments, which includes activation, notification, and roles and responsibilities.

Risk

A measure of the probability and severity of adverse effects that result from exposure to a hazard or hazards.

Threat

The presence of a hazard and an exposure pathway. Threats may be natural or human-induced, either accidental or intentional.

OVERVIEW SUMMARY OF BEST PRACTICES

Policy and Governance

- Every municipality should have guiding principles for the planning, implementation, management, and emergency response for all mass gatherings, including festivals and events.
- Accountability for the outcomes of the event should be clearly identified.
- An approval process for emergency response plans should be determined.
- Legal ramifications of risks and threats should be understood.

Pre-planning Considerations

- Approval process for obtaining required permits and licences.
- Review of by-laws impacting the event.
- Know the audience demographics and plan for expected behaviour (e.g.; alcohol availability).
- Based on type of event, identify hazards, risks and threats and develop a mitigation plan for protection of life, property and the environment.
- Identification of roles and responsibilities of event organizers.
- To establish the organization, coordination procedures and response patterns in the provision of security services in support of responses to events. The plan focuses on the provision of security during the consequence management phase of managing events. It is not applicable to the provision of protective security during Major Events. Security is a major concern in planning responses to events. Experience has demonstrated that response and recovery efforts will be hindered and first responders, victims, property and, evidence put at risk if the event site is not secured.

Emergency Response Plan

- Build a site map identifying areas of access and evacuation routes.
- Identify roles and responsibilities of event organizers and response personnel before, during and after an emergency or disaster.
- Determine an evacuation and sheltering plan including muster points in consideration of weather, risk and type of emergency.
- Determine incident Command and Control and how emergency responders will communicate.
- Have a medical and mass-casualty plan.
- Have a safety and security plan.
- Ensure monitoring of weather, news, social media and other factors.
- List emergency equipment available on site, and provide resource lists from mutual aid or supporting agencies.

Communication Plan

- Ensure contact lists and numbers are readily available for all event organizers, as well as emergency coordination and first response personnel.
- Determine what public communication systems will be used and how emergency communications will be delivered to event attendees (including pre-scripted messaging to be delivered in the event of an emergency).
- Determine how and who will manage the media.
- The event plan should clearly identify the roles and responsibilities of event and municipal public information (media) staff, including: strategies on media releases, triggers to engage a media center and opportunities for event and municipal communications staff to work together to insure accurate and timely information flows.

Exercising

- Practical discussion of event coordinators and coordination response personnel prior to the event will familiarize people with emergency response plans and identify operational gaps.

GOVERNANCE

Legislative Standards

The Province of Nova Scotia has an Emergency Management Act, which includes the following under section 10:

Powers and duties of municipalities

- 10 (1) Within one year after the coming into force of this Act, each municipality shall
- (a) subject to the approval of the Minister, establish and maintain a municipal emergency by-law;
 - (b) establish and maintain a municipal emergency management organization;
 - (c) appoint a coordinator of the municipal emergency management organization and prescribe the duties of the coordinator which shall include the preparation and coordination of emergency management plans for the municipality;
 - (d) appoint a committee consisting of members of the municipal council to advise it on the development of emergency management plans; and
 - (e) prepare and approve emergency management plans.
- (2) The municipality may
- (a) pay the reasonable expenses of members of the organization or members of the committee appointed pursuant to clause (b) or (d) of subsection (1);
 - (b) enter into agreements with and make payments to persons and organizations for the provision of services in the development and implementation of emergency management plans;
 - (c) enter into an arrangement or agreement with any other municipality respecting a common organization, plan or program;
 - (d) appropriate and expend sums approved by it for the purpose of this Section. 1990, c. 8, s. 10; 2005, c. 48, s. 6.

Local By-laws and Standards

All pre-planned mass gatherings or special events must adhere to municipal by-laws and standards and ensure that all permits, licences and other approvals are obtained.

Policy

Municipalities should consider developing a policy that officially supports special events in the community and which endorses the value and benefit in supporting community events. It should also demonstrate alignment to other significant municipal policies. The policy provides the framework for supporting mass gatherings in the community.

A policy provides a clear understanding of accountability, which will help identify roles and responsibilities for the municipality and community event organizers. It is also a guide for employees who are responsible for community events and who work with community organizations. It is recommended that policy include sections on:

- the purpose of hosting and supporting special events
- definitions designed for the particular municipality and that also align with industry standards

- definitions for municipal hosted events, community events, co-sponsored events, and subsidy requests
- guiding principles
- outcomes and benefits that support the value of community special events
- roles and responsibilities
- a management framework/process for approvals

Standards Agreement

Based on policy, the municipality will want to have a legal agreement with event organizers that outlines indemnification, insurance obligations, agreement to comply with all by-laws, and requirements for ongoing communication of changes to scope and risk of the event. This is usually done by way of an application process.

PLANNING PROCESS

Depending on the complexity of the event, planning may begin several weeks or months in advance. It is important that emergency response plans are considered and built concurrently with all other event planning. As decisions are being made related to the what, where, when, why, and how of the event, an on-going dialogue should include the hazards, risks, threats, mitigations, and contingencies that affect the safety and security of people, property, and the environment. A timeline should be added to the application process if one is in place for the municipality.

Event Planning Team

It is critical that all pre-planned events have some sort of event planning team with some degree of experience, expertise, and training, the degree to which depends on the complexity of the event. Small community events may consist of a few people with some experience organizing community-based events. Larger events that may draw people from outside the municipality may have numerous levels of organizational structure and may require people with specific expertise. All plans should include local emergency response personnel from emergency management, police services, fire services, EHS, EMONS, and municipal staff.

Approval Process

Every municipality should have an event application form that all event organizers complete and an approval process to ensure that all services that may be called upon to assist or respond are aware of the event details. The application form requires the event organizers to develop and document more detailed information about their event including how they will manage security and what they will do in the event of an emergency. The following are examples of what could be included:

- site and route maps, including access and egress
- command and control structure and activation
- communications procedures during the event and for emergencies, including media management
- contingency plans for weather
- evacuation and shelter-in-place plans
- transportation and parking plans
- medical and lost person procedures

Roles and Responsibilities

Event team members, municipal staff, and emergency management and response personnel need a clear understanding of their roles and responsibilities both during the normal course of an event and in response to an on-site incident.

Planning Considerations and Contingencies

Listed below are some of the key planning considerations for mass gatherings that will support an emergency response plan.

Infectious Disease Planning

During periods of infectious disease outbreaks or pandemic concerns, serious consideration must be given to health risks. Organizers should work in close collaboration with local public health officials and emergency management personnel to assist with risk assessment and mitigation for large events.

Medical Services

On the site of an event it will be important to consider the many options you have to provide medical and first aid services. Consultation with Emergency Health Service (EHS) providers will help organizers determine the appropriate on-site medical service delivery options. Organizers should consult their local EHS support staff to ensure that routes for ambulances will meet everyone's needs if there is a medical emergency.

Volunteer organizations such as the Red Cross and St. John Ambulance may be willing to attend and provide first aid care to people who become injured or ill at an event. However, EHS should be involved with any medical plans.

Transportation

In many cases, traffic flow and parking entrances and exits are clearly established and have adequate and proper signage. However, traffic and parking control may be a factor at any event where flow patterns are not established,

causing congestion and negative impacts on the surrounding community. In the event of a mass evacuation, transportation corridors must be kept clear, traffic patterns must flow quickly from an event venue, and evacuations from parking lots must be kept orderly and non-aggressive. Speak to the venue owners/operators to find out if they have contingency plans for large numbers of people leaving a site, and ensure there is adequate parking and traffic signage so people are clear about exit routes. Public transportation must also provide quick and easy access to and from the venue. It would also be beneficial to have a contact in public transit or contracted transportation services to ensure availability of additional transportation resources if required. The Nova Scotia Department of Transportation, Infrastructure and Renewal, and the local public works or traffic authority should be consulted to approve transportation plans.

Lost Persons Services

Identify a lost persons station and ensure that participants are aware of the location. The loss of a child can cause panic, which can be dispelled quickly if loved ones know where to go to retrieve a child or get help locating a child. This service should also be able to communicate to key personnel throughout the venue to be on the look-out for a lost child, further reducing panic for parents and improving the chances that the child will be found quickly and without incident.

EMERGENCY RESPONSE PLANNING

Hazard Identification and Risk Assessment

Potential hazards must be taken into consideration when developing an event emergency response plan. When completing the Hazard Vulnerability and Risk Assessment, it is important to remember that mass gatherings are by definition a congregation of people at an event or activity, generally a high concentration of the local and visiting population in a limited area of the community. Therefore, consideration should be given to the capacity of response agencies to respond to events affecting the population at the site and the concurrent events in the rest of the community. To ensure capacity to respond, planners should look at resource availability and event requirements, maintaining that capacity through mutual aid or contract services as required.

When determining the Hazard Vulnerability and Risk Assessment (HVRA) for the event, the planning team needs to analyze both the municipal HVRA and the event to identify potential hazards to both the event and community, and their probability of occurrence.

Event Complexity

Events can be classified into different complexities, which helps identify the level of risk expected. Community-based family events are unlikely to create disturbances leading to an emergency or crisis situation, whereas some music events could cause a different situation. To evaluate the level of risk for event type, several factors must be considered including:

- age and type of groupings (families, youth, seniors, etc.)
- potential criminal activity
- alcohol either sold at, or at risk of being brought into, the event

Location/Venue

Events can be held indoors or outdoors, each of which can present challenges. An evaluation of the venue must consider how to best protect the health and safety of participants and staff in the event of emergency.

Crowds

Crowds are defined by the physical structure and common purpose by which people come together. They bring a set of emotions to an event and are therefore complex social structures that can be analyzed and categorized.

Crowds that gather on behalf of a grievance or conflict, including sports events, can involve herding behaviour that turns violent. When a crisis occurs, the individuals and small family or friendship units that make up a crowd can become panicked or crazed, possibly causing them to want to “escape” or “fight.” A mass of individual people may now have the following characteristics:

- Individuals attempt to move faster than normal.
- Interactions between individuals become physical.
- Exits become arched and clogged.
- Escape is slowed by fallen individuals serving as obstacles.

- Individuals display a tendency toward mass or copied behaviour.
- Alternative or less-used exits are overlooked.

Safety Code Considerations

Organizers need to consider what performance facilities and special structures are needed and consider the provincial safety-codes system when the infrastructure (temporary or permanent) is being put in place at the site of a mass-gathering event. Since the usage of many of the structures and places may be temporary it may not be obvious that the safety codes, acts, and related regulations contain requirements to protect our safety. In some cases permits for the construction of these structures are required. The requirement for permits is largely in place to insure the involvement of a building inspector. The building inspector will determine if things like load bearing capacities, occupant loads, evacuation or egress routes, fire and emergency plans, barrier free access, sanitation facilities and access for emergency vehicles have been addressed. Permits may be obtained through a municipal building inspector, The Provincial Office of The Fire Marshal or NS Department of Labour and Advanced Education

Examples of temporary structures that may be regulated by the Safety Codes Act include:

- stages or overhead structures that are used in conjunction with the stage
- pools / hot tubs
- temporary gas and electrical systems
- mobile concessions (including fuel, electrical, and fire-protection systems)
- amusement rides
- enclosures, including fences around events where access is restricted for various reasons, such as the requirement for admission to be paid, sale of liquor, or safety of event participants and staff.

Existing permanent structures may require a permit if the use or occupancy of the building is going to change as a result of the event. An example of this could be the use of an arena for an event where the ice surface is used for seating for a performance, social event (licensed or otherwise), ceremony, or meeting. Even if a permit is not required, changing the location of most of the occupants, or increasing the number of occupants in non-planned locations, likely requires additional planning for proper and safe exiting, additional washrooms, etc., and potentially having to remove or modify arena glass, boards, etc.

Other activities likely to require a permit and/or the involvement of a safety-codes professional would include displays of pyrotechnics, or fireworks. These usually require the approval of the fire department or a fire-safety-codes professional.

In all instances, it is suggested that, unless a facility is purpose-built for the mass-gathering events anticipated (such as an amusement park), some change in the type, scope, or volume of usage will result in a need to evaluate any building, structure, or place used temporarily for such purposes. Evaluation should focus on the following:

Activities

- What activities are expected to take place?
- Do those activities involve any specific or general risks to the participants or spectators (e.g., flame effects, animals, motorized equipment, extreme noise, light or heat, hot work)?
- Does the setup, maintenance, or take-down of equipment for the event pose any specific or general risks (e.g., use of forklifts, cranes; installation of temporary electrical power; refuelling of generators, engines, propane tanks)?
- Is there liquor service, food service, dancing, etc.?
- Is there preparation of food (or other products) on site?
- Does the event bring into an indoor space equipment normally designed for and found outdoors?

Audience/Participants

- What ages (or range of ages) are likely to attend?
- Is there any process to limit numbers of attendees/participants (ticket purchase, etc.)?
- Are there different locations/facilities/equipment at the event location that will be used by different age groups?
- Are there identifiable portions of the

attendees who could have trouble taking actions for self-preservation, with or without directions? This could include children, those with physical or cognitive challenges, and persons with service animals.

- Will any parts of the event involve participation of, or attendance by, people who might be considered VIPs?

Facilities/Buildings/Equipment

- Is the event taking place in a facility normally used for assembly-type purposes?
- Is the event similar to the activities that normally take place within the venue?
- Does the event involve placement or erection of temporary equipment or structures?
- Have occupant loads been determined in terms of the Building Code, Fire Code, and possibly the Liquor Control Act by the appropriate authorities?
- If any of the event takes place outdoors, are there provisions, in case of inclement weather or emergency, for the potential movement of people into buildings, which may already be occupied?
- Are the facilities, buildings, structures, places, or equipment compliant with the applicable codes, standards, regulations, and permits under provincial Legislation?

By answering these questions and taking appropriate measures, the owners, operators, and regulators will have conducted much of the risk analysis that should be expected at mass-gathering events.

Organizers should contact the local municipality, including the fire department and those who deal with building, electrical, and gas permits, well in advance of the event to ensure that all regulatory matters have been identified and addressed. Participation of these groups in the planning of events has repeatedly proved to be of value, reduces potential for conflict at the last moment, and improves any required emergency response.

Safety and Security

Organizers must ensure that a safe and secure environment is provided for everyone, from the general public to performers and workers. Potential problems and concerns must be anticipated and mitigated. Where a potential problem cannot be fully mitigated, emergency plans must be developed and communicated so that response to an incident is efficient and effective. Organizers should inform the local police service about potential problems and consult with them about the best ways to handle safety and security. For larger and higher-risk events, the best option is to hire an approved security company that has personnel already trained and knowledgeable in providing safe and secure environments.

Controversial Events and Criminal Activity

Any potential for criminal activity at an event or protesters should be anticipated. To ensure adequate security, police or other security personnel need to be involved in the planning process. Any emergency response actions must be undertaken separately from response to criminal activity. The security team should know how to work with police and how to protect evidence at a crime scene. It is advantageous to meet with protest group leaders in advance and to include them in developing plans to minimize injury and conflict.

Command and Control

The Canadian Incident Command System (ICS) is being adapted by most organizations across the province and country. This system works well for large and small responses whenever multiple agencies are involved in response, such as police, fire, EHS, municipal staff, utility companies, transportation, and social services.

In advance of the mass gathering, the type of command and control structure to be used in the event of a serious incident or disaster should be the Canadian Incident Command System (ICS Canada). Even for small community events, there must be someone “in charge,” making the critical decisions during an incident response. Key personnel and their roles must be identified for all sizes of events.

In large-scale events, people can become confused about who is in charge and what roles and responsibilities all of the various agencies play during normal operations and during different phases of an emergency. Unless there is some structure for the key agencies to work together to coordinate an effective response, there can also be confusion in communications. Disorganization can become compounded if multiple incidents occur at the same time.

Emergency Communications

Notifications/Activation/Contact Lists

Develop an event notification chart. A notification chart is a diagram of the hierarchy for notification in an emergency, including who is to be notified, by whom, and in what priority. How and when to use the contact lists also needs to be clarified.

Notification procedures should be developed to ensure the timely notification of persons responsible for taking emergency actions. The procedures for this group of people should be brief, simple, and easy to implement. How notification will be given also must be determined. Phone calls, emails, or radio

notification can be used, depending on the size of the event and the number of people that need to be contacted in a given period of time.

Interoperable Communication Systems

Communications systems between event organizers, security, and emergency response personnel should be interoperable so that during an incident or disaster all parties are able to communicate efficiently and effectively.

A central communications area for large gatherings, adjacent to or part of the command post area, should be considered for higher-risk events. Communications systems can include portable radios, telephones, cellular telephones, and public address systems. Because a single system can fail, communication facilities should be multi-modal, and each system should have its own backup power source.

Public Communications

A means of communicating with the public at a mass gathering is essential. For small events, in small or confined indoor spaces, a public address system (megaphone or microphone) may be all that is needed. For larger events spread over a wide area, there may be a need to establish multiple communications systems so that messages can be delivered to different sections of a crowd or to different indoor or outdoor facilities. Some consideration should also be given to extending the ability to communicate just beyond the controlled venue boundaries and into the surrounding area.

Event Emergency Warning System

Some means to inform people of an emergency or dangerous weather condition should be in place for every size of event. This emergency warning system must be able to operate without benefit of the main power source and must be operational at all times. All emergency communications must be authorized through one person – typically the Incident Commander – to avoid mixed messages and rumours that could move a crowd to panic. Part of the planning process should be to draft pre-scripted messages that can be revised quickly.

WEATHER MONITORING FOR MASS GATHERINGS

Weather can have a significant impact on any mass-gathering event. Weather planning and weather safety preparedness can go a long way to minimize or mitigate the impacts of weather-related events. Some weather threats can be avoided or greatly minimized by carefully considering and choosing times and locations for events.

Weather conditions and forecasts must be attentively monitored from pre-event facility setup right through to post-event take-down. Event organizers may also have to consider potential off-site responsibilities. A sudden change in the weather such as a severe storm could present a direct danger to people or damage to facilities and equipment.

Well before the mass-gathering event, potential weather elements should be fully analyzed for probability, potential impact, and event-specific critical thresholds. Mitigation plans must be developed and the emergency plans must be well known by event staff. Even weather events that do not meet the criteria for an Environment Canada Weather Warning may require emergency or other event mitigation plans.

Weather forecasting and weather monitoring services involve a number of choices. Multiple means of weather monitoring are strongly encouraged. Whether you choose Environment Canada as a reference source for weather information or services from other providers, weather forecasts and observations must be properly interpreted. Event organizers should consider specialized weather information, location-specific weather forecasts, and on-site weather observations.

As with any emergency plan, effective communication is extremely important. Be sure to consider the needs of people with language, health, or mobility issues that might affect their ability to access, understand, or follow safety guidelines or emergency procedures.

Shelter-in-place and Evacuation Planning

The event planning team should consider both evacuation and shelter-in-place strategies when developing an event emergency response plan. The planning team can work toward a strategy that will ensure the health and safety of event responders, participants, attendees, and employees. Any strategies developed should complement and support the municipal emergency plan. Considerations include the following:

- Who will make the decision to evacuate or shelter in place?
- How will that decision be communicated and to whom?
- Who will lead the evacuation / shelter-in-place efforts (i.e., event security)?
- Have the evacuation / shelter-in-place requirements of persons with special needs been addressed?
- Have clear, concise public messages been prepared based on the probably of occurrence identified in the local hazard vulnerability and risk analysis?
- Will all paid and volunteer staff be trained and aware of their roles and responsibilities during an evacuation / shelter-in-place?

Shelter in Place

Considerations include the following:

- Can the venue facilities accommodate a shelter-in-place strategy? A building may be adequate shelter during a severe weather event but not during a hazardous materials event, or vice versa.
- Have building staff been trained in their duties (e.g., managing building ventilation systems) during a shelter-in-place event?
- Are suitable shelter-in-place structures identified on the site plan?

Evacuation

Considerations include the following:

- Can site infrastructure accommodate a timely evacuation of all attendees?
- What are the event traffic-control and management strategies?
- Will additional transportation resources (buses, etc.) be required? Who will be the lead on additional transportation equipment? Have resource lists been developed?
- Will patrons and staff be evacuated from the site or evacuated to a structure on site?
- Will the local authority's emergency social services staff be involved?
- Are evacuation routes clearly identified and marked on the site plan?

Site Map/Plan

As part of the planning and permitting process there should be a site map or plan provided for each event/venue. Site plans, route maps, and supporting diagrams and drawings should be submitted in both electronic and paper formats. Plans and maps should include but not be limited to:

- north direction
- direction of travel – if event is a parade, race, walk, etc.
- names of adjacent avenues, streets, and roads
- emergency access routes
- access and egress routes clearly labelled with numbers/letters consistent with those on the gates
- location of temporary and permanent fencing, barriers, or barricades set up for the event
- parking facilities
- generators and other electrical sources
- fuel storage (if required for the event)
- temporary and fixed event facilities, including stages, seating (bleachers and grandstand), bridges, platforms, trailers, tents, amusement rides, and vendor sites
- staging and holding areas
- location of vendor sites with cooking activities that may involve flammable gases or open flames
- location of first aid facilities
- layout of permanent or temporary camping facilities if provided as part of the event

Mass-Casualty Event

A mass-casualty event may by its very nature involve multiple response agencies to support treatment and transport of persons from the scene. It is essential that the planning team include Emergency Health Services in the planning process to ensure:

- that health-care facilities and EHS staff are aware of the event for logistical purposes, including dates/times of the event
- seamless transfer of patients from event medical staff (if not provided by EHS) to EHS
- that communications and command structures are defined prior to an incident
- that access/egress and staging/triage areas are established prior to an incident
- the development of a Medical Site Management Plan

DEBRIEFING AND CORRECTIVE ACTION PLANS

All emergencies, particularly those requiring municipal coordination procedures, offer operational and resource challenges. Some of these challenges may not have been considered or known before the event. Debriefing after the event provides an opportunity to capture those experiences and learn from them. This review can provide insight to assessing and continuously improving procedures, resources, and functions.

Risk

Those involved in municipal emergency management operations during a real event can provide very valuable information for improving existing procedures or functions. In reality, very few of these valuable insights are captured and applied, as good intentions to debrief with all agencies are often not included in procedures. To capture lessons learned after every emergency requiring the activation of the Event Emergency Response Plan or exercise, it is recommended that “Lessons Learned” procedures be included in the Event Emergency Response Plan. This debriefing procedure should outline when the general (all agencies present) debriefing is done, who participates, and how to follow up on recommendations resulting from the debriefing. The procedure should also require or encourage every participating agency to do an additional internal agency review of the event response and to document the debriefing, recommendations, and follow-up.

Recommended Policy

To ensure that all participating agencies review the overall event response whenever the plan is activated, a debriefing procedure shall be included in the emergency plan, requiring a debriefing meeting of all agencies involved, soon after the emergency is concluded. The meeting shall be recorded, lessons learned documented, and follow-up recommendations reported to the planning committee. The procedure shall also require municipal agencies involved in the event response to do a formal internal agency debriefing and to document agency recommendations and follow-up.

SAMPLE WORKSHEETS
Event Information

Event Type:

- Special Event
- Festival
- Run/Walk
- Sports Rally

Date/Time/Duration:

Event Venue:

- Park _____
- Roadway _____ (attach route)
- Plaza _____
- Building _____

Event Activities:

ACTIVITY	TEMPORARY STRUCTURES	SPECIFICS

SAMPLE WORKSHEETS
Risk Analysis

RISK FACTOR	1 LOW	2 MEDIUM	3 HIGH	4 EXTREME	SCORE
EVENT and ACTIVITY INFORMATION					
Type	Planned Events • Community and family based	Planned Events • Sporting Events • Runs/Walks • Concerts	Planned Events • Rallies • Demonstrations • Protests	Unplanned Events Any spontaneous event	
Duration	Up to 3 hours	Up to 10 hours	Up to 24 hours	Over 24 hrs. Unknown	
Infrastructure and Equipment	No structures low to the ground such as tables, chairs	Soft structures such as small or moderate-sized tents	Hard structures such as stages Tall structures Heavy structures Power cables and electrical equipment	Uncontrolled or non-permitted structures and equipment	
Alcohol	None	Confined Controlled Limited access	Uncontrolled Unconfined Moderate to high use	Excessive use Uncontrolled Unconfined Movement through public areas	
Criminal Activity	None expected	Potential by-law infractions	Criminal acts Minor property damage Potential assaults	Life/safety issues Excessive property damage	
ORGANIZATION AND PLANNING					
Organizers	Well-organized Compliant Experienced	New group May be in-experienced	History of unco-operative behaviour Non-payment	Defiant Violent	
Event History	No problems No police interventions	Minor incidents Minimal police interventions	Major incidents Arrests, charges Some impact on city systems	Critical upset to city systems History of violence	
Event Planning	Maximum preparation time	Limited preparation plans	Minimal preparation time	No preparation time	
Security	None needed Trained Paid Sufficient	Needed but limited training Volunteers Insufficient	Needed but no training Insufficient numbers	No security	

SAMPLE WORKSHEETS
Risk Analysis

RISK FACTOR	1 LOW	2 MEDIUM	3 HIGH	4 EXTREME	SCORE
	numbers	numbers			
Emergency response planning	Have emergency response plans including medical, security, evacuation, communications	Adequate emergency response plans	Inadequate emergency response plans	No emergency response plans	
VENUE					
Type	Parks and public spaces that are non-confined	Buildings or parks with controlled or confined access (plazas, theatres)	Buildings with uncontrolled access	Streets	
Route Safety	Paths and sidewalks No police assistance needed	Planned street route with some traffic control and signage	Un-escorted Un-marked with no police or safety controls	Varied route Unplanned Uncontrolled Interacts with other users	
CROWD ASSESSMENT					
Crowd Type	Family Corporate Business	Young adults Persons of interest			
Crowd Size and capacity	Small size High capacity venue for size of crowd	Moderate numbers Up to maximum capacity of venue	Large numbers Exceeds capacity	Critical density Uncontrolled venue	
Crowd Dynamics	Calm Co-operative Peaceful	Celebratory	Anxious Aggressive	Violent	

SAMPLE WORKSHEETS
Event Contact List

AGENCY	CONTACT PERSON	TITLE	CELLULAR	RADIO
EVENT ORGANIZER				
EMERGENCY CONTACT				
DIRECTOR				
DIRECTOR				
DIRECTOR				
EVENT STAFF				
SECURITY				
ADMISSIONS				
FIRST AID				
COMMUNICATIONS				
FOOD SERVICES				
VENUE MANAGER				
GATES				
MUNICIPAL RESPONDERS				
POLICE				
FIRE				
EHS				
EMERGENCY MANAGEMENT				
PUBLIC WORKS				
PUBLIC INFORMATION				

SAMPLE WORKSHEETS

Typical Events Requiring an Emergency Response Plan

EVENT	NUMBER OF PEOPLE	DATE(S)	CONTACT

APPENDIX: MEDICAL AND HEALTH-RELATED CONSIDERATIONS

The Nova Scotia health system, through local district health authorities (DHAs), the IWK, Emergency Health Services (EHS) and the Department of Health and Wellness (DHW) works with communities, event organizers and stakeholders to ensure safe and successful events. Planning factors to be considered include:

- Numbers and demographics of anticipated spectators, participants and volunteers
- Nature and type of event
- Location and size of the venue
- Duration of the event; hours or days
- Seasonal/weather and other environmental factors
- Available health resources in the surrounding community
- Disaster and evacuation requirements for the site

The process of medical planning ensures both that the event site is safe and that the event does not compromise the health system capacity for the greater community.

9-1-1

Municipalities and event organizers are reminded that 9-1-1 remains the only method for accessing emergency medical services, even if EHS and/or primary health care facilities staffed with physicians and/or other health care providers are on site.

8-1-1

The Nova Scotia Healthlink 8-1-1 system provides access to non-emergency health information and services. If you are hearing-impaired and would like to access this service, call 7-1-1 (TTY).

When telephoning 8-1-1, a registered nurse will provide advice and information concerning all kinds of general health issues and questions. Advice and information may include a recommendation to see your doctor or a visit to a local emergency department. You can also obtain information about health issues and services available in the community.

The 8-1-1 program can provide services in French and many other languages. Services in other languages are offered through a third party interpretation service and include, but are not limited to, Arabic, Farsi, and Cantonese.

The 8-1-1 service is provided at no cost to the caller. Municipalities and event organizers are encouraged to include the 8-1-1 service information in the event materials. It is also recommended 8-1-1 be informed by telephoning 902-237-6912 when events are occurring in communities.

Public Health

Public Health is responsible to control the transmission of communicable diseases, promote health and identify and mitigate risks to health by physical, chemical or biological hazards. Public Health professionals can provide expertise that ensures participants enjoy a successful event by preventing

disease and injury and protecting the health of participants and the community.

Public Health may wish to work with community and event organizers to assess the risks posed by the events, participants, venues, supportive infrastructure and other community factors that may influence the health of participants such as influenza activity or other communicable diseases. This may include disease surveillance before, during and after the event, establishment of preventive measures, educational materials, air and water quality assessments and general sanitation guidance.

Municipalities and organizers are encouraged to contact their local public health office listed at www.gov.ns.ca/dhw/about/phs-offices.asp.

Emergency Health Services

EHS paramedics, collaborating with police, fire and other stakeholders provide a valuable service to support a successful event. Paramedics will work with your event planning committee to review the size and complexity of your event to help determine the type of pre-hospital medical coverage that should be in place.

Depending on the identified risks, simply having first aid on site may not be in the best interest of the event planners or participants. EHS paramedics will help you define the right combination of paramedics, ambulances and other on-site medical resources. There is no charge for EHS paramedics to work with you in the planning for medical coverage for your event. If on-site resources are required for the event, e.g. paramedics, equipment and vehicles, the cost is the responsibility of the event organizers. Event organizers will only be billed on a cost recovery basis for EHS services.

Please contact the EHS special events team early in your planning to ensure availability of medical resources for your event.

Emergency Health Services

Phone: (902) 407-4894

Fax: (902) 832-8333

e-mail: specialevents@emci.ca

Hospitals

The DHAs and IWK will collaborate with municipalities and event organizers to ensure the appropriate level of resources are available at hospitals to support your event. In some cases, it may be appropriate to have on-site emergency and/or primary health care facilities staffed with physicians and/or other health care providers.

The DHA / IWK Emergency Planner, in collaboration with Public Health and EHS, will work with the event planning committee to develop the medical plan. The DHA/IWK Emergency Planner can be contacted through the local DHA / IWK switchboard. www.gov.ns.ca/dhw/about/DHA.asp. Contact information for individual hospitals can be found at www.gov.ns.ca/dhw/about/hospitals.asp

Food Safety

Anyone in Nova Scotia who wants to operate a foodservice facility such as: restaurant, food take-out, mobile canteen, temporary food establishment, or a grocery store or push carts or any facility

from which foods are sold, whether on a permanent basis or only occasionally must apply for a Food Establishment Permit.

A Temporary Event Permit is required for the sale of foods at temporary events, fairs and festivals as defined in the Nova Scotia Food Safety Regulations. It is required for a booth or other structure operated for fourteen consecutive days or less per year and also includes food booths set up by community organizations to raise funds.

Note: Not for profit (recognized charity) does not require a fee.

For additional information regarding these and more permits or policies, visit the department's web site at www.gov.ns.ca/snsmr/paal/agric/paal006.asp

It also falls under the mandate of the Food and Safety Division to ensure that an adequate number of washrooms are on site at an outdoor event. The chart below can serve as a guideline in determining the number of portable toilets the event should have on site. If the event is serving food and/or beverages (especially alcohol), ordering additional restrooms should be considered. The Food and Safety Division can also assist in determining the number of toilets necessary for the event.

For further assistance, contact the Food Safety Division at

Nova Scotia Department of Agriculture
Agriculture and Food Protection Division
PO Box 550
Truro, NS
B2N 2P3

Phone: (902) 424-1173 Food Safety Section
Fax: (902) 424-3948

APPLICATION FOR SPECIAL EVENT (S)

PLEASE PRINT

(1) DATE OF EVENT: _____

(2) APPLICANT INFORMATION

(a) Applicant(s) (promoter) Name _____

(b) Drivers License No. and Birthdate _____

(c) Address: _____

City: _____ Postal Code: _____

(d) Telephone No. Business: _____ Residence: _____

(e) Applicant (promoter) Business License No. _____

(f) If incorporated: Date of Incorporation: _____

Incorporation No. _____

Directors Names: _____

(g) Names & contact numbers (cellular, direct lines and/or pagers) of persons who will be on site at the event and who will have direct authority and responsibility: _____

(h) Please list below the names and Business License Numbers of any companies or individuals that will be selling merchandise at the event (i.e. water, food, jewelry, etc) _____

(3) EVENT INFORMATION

(a) Address of Proposed Event: _____

(b) Will alcohol be served at the event? Yes No

(c) Will minors be admitted (18 and under) Yes No

(d) Age group of expected attendees _____

(e) Proposed hours of operation _____

(f) Proposed patron capacity: _____ Fire Capacity: _____

(g) Type of entertainment: _____

(h) Describe the transportation options to and from the event (i.e. public transit, taxi-cab, etc)

(i) Describe automobile parking arrangements for your event patrons (i.e. number & location)

(j) Security Company Name & Business License No: _____

(k) Is the Security Company insured for late night events? Yes No

(l) Have you budgeted for the cost of the additional policing presence during the event?

Yes No If YES, how many officers have you budgeted for? _____

(m) Type of food and beverages available at event: _____

(4) REQUIRED ATTACHMENTS

(a) Have you attached two copies of the complete proposal? Yes No
(b) Have you organized a Special Event before? Yes No

If YES, when & where? _____

(c) At these events, were there incidents that required police or emergency services to attend?

Yes No

(d) A non-refundable processing application fee of _____ is attached to this application. *(This fee is waived for non-profit and charitable organizations)*

(e) A letter from the facility owner indicating their approval of the event is attached to this application.

(f) Two copies of the complete security/operational plan that meets industry standards are attached to this application form which include:

- Provisions and details on first aid, security, entrance and line control and post neighbourhood clean-up measures

(5) PROMOTER COMMITMENTS

I / We agree to the following:

- Ensuring that potable water will be available to all participants.
- To cover the costs of additional policing, as proposed, presented and recommended by the Police Agency. (Payment for additional police officers will NOT be accepted in-lieu of security personnel). Payment for the additional police officers is due prior to issuance of the Permit.
- To provide space at the event for community based drug and health awareness displays.
- To accept full responsibility for dealing with ticket holders in the event that a permit is not approved by the Town XXXX.

NOTE: The application must be received by the EMO Coordinator for the Town of XXXXX and application info immediately relayed to the Police Department, XXXXX Fire Department and CAO.

Applicant's Signature & Print

Date

OFFICE USE ONLY

<p style="text-align: center;">PLANNING DEPARTMENT</p> <p>Is the proposed location suitable? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Are residential uses in close proximity? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Do you approve of the event? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Comments/Conditions: _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>Dir. of Planning _____</p>	<p style="text-align: center;">FIRE DEPARTMENT</p> <p>Maximum Fire Capacity:</p> <p>Plans Submitted/Approved? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Do you approve of the event? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Comments/Conditions: _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>Fire Chief _____</p>
<p style="text-align: center;">EMO DEPARTMENT</p> <p>Operational Plan Submitted/Approved? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Do you approve the event? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Comments/Conditions: _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>EMO Coordinator _____</p>	<p style="text-align: center;">POLICE DEPARTMENT</p> <p>Security Plan Submitted/Approved? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Do you approve of the event? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Comments/Conditions: _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>S/Sgt _____</p>
<p style="text-align: center;">PUBLIC WORKS DEPARTMENT</p> <p>Operational Plan Submitted/Approved? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Do you approve the event? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Comments/Conditions: _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>Dir. of Public Works _____</p>	<p style="text-align: center;">ADDITIONAL COMMENTS</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>
<p>PERMITS & LICENSES</p>	
<p>Fees Paid: Yes <input type="checkbox"/> No <input type="checkbox"/> If no, Reason _____</p> <p>Approved: Yes <input type="checkbox"/> No <input type="checkbox"/> (Must also be approved & signed off by EMO prior to final approval)</p> <p>If YES, Permit/License No. _____</p> <p>If NO, Reason(s): _____</p> <p>_____</p> <p>_____</p> <p>Approving Authority Signature (_____)</p>	

Special Event Bylaw (Sample)

AUTHORITY

Section 172 (1) (a-c) and (d) (iii-vi) of the *Nova Scotia Municipal Government Act (MGA)* provides municipalities with the power to make bylaws, for municipal purposes, respecting the health, well-being, safety and protection of persons; the safety and protection of property; and respecting nuisances, activities and things that, in the opinion of council, may be or may cause nuisances, including noise, as well as prescribing the hours during which certain noises, or all noise above a certain level, specified in the by-law is prohibited, authorizing the granting of exemptions in such cases as the bylaw provides, and providing that it is an offence to engage in any activity that unreasonably disturb the peace and tranquility of a neighborhood.

Section 10A of the *Emergency Management Act*- Chapter 8 of the Acts of 1990, amended 2005, c. 48, ss. 1-6; 2007, c. 10, s. 2; 2009, c. 12- An Act to provide for a Prompt and co-ordinated response to a state of Emergency, states that “*Every municipality shall, immediately upon becoming aware of it, inform the Emergency Management Office of any real or anticipated event or emergency that could impact the health, safety or welfare of Nova Scotians, their property or the environment.* 2009, c. 12, s. 3.

INTERPRETATION

- 41.01 In this Bylaw, unless the context otherwise requires:
- a) “Coordinator” means the REMO Coordinator for the Town of ____
 - b) “Large” means five hundred (500) or more;
 - c) “Special Event” means any event where a large number of people (five hundred or more) are brought together to watch or participate in a commercial dance or other entertainment performance or other event where;
 - (i) the, performance or event is held for the purpose of providing entertainment, whether such entertainment is free or for profit or gain;
 - (ii) tickets maybe be provided or sold and / or an entrance or attendance fee is charged for persons to attend; and
 - (iii) music, noise or sound of any kind or source, including but not limited to amplified, recorded or computer generated music, amplified recorded or computer generated sounds, live music, sound or band music is performed or played.
 - d) “Promoter” means the person/organization who has the financial responsibility for the special event including contracting with

entertainers, security firm, overtime policing costs, renting the facility, advertising the special event, and collecting gate receipts;

- e) "REMO" means Regional Emergency Management Organization;
- f) "Town" means the town of _____.

GENERAL PROHIBITION

- 41.03**
- (1) Event Permit Application Procedure
 - (a) A **promoter** wishing to organize or hold a **special event** must complete an event application provided by the **Town** for that purpose.
 - (b) The event application specified in subsection (a), must;
 - (i) be signed by the **promoter**;
 - (ii) be presented to the **Coordinator** at least forty-five (45) days prior to the event; and,
 - (iii) be accompanied by an application fee of \$100.
 - (2) Event Permit Requirements
 - (a) The Town will only issue a special event permit for events where:
 - (i) Premises continue to meet all relevant fire, safety, and health regulations/codes;
 - (ii) a payment is made to the **Town** prior to the issuance of the event permit for additional policing services on the basis of such a presented by the RCMP (based up to the maximum capacity of the facility, and as established in the event application);
 - (iii) there is adequate traffic control and security plan in place for the **special event** which includes provisions for:
 - (a) first aid;
 - (b) Entrance control to deter alcohol or illicit drugs being brought to the premises during the special event;
 - (c) Outside inspection and clean up in the vicinity of the premises during and after the event;
 - (d) The employment of a security firm licensed by the Government of Nova Scotia;
 - (e) Traffic control for safe traffic and pedestrian flow.
 - (iv) There is provision for an adequate supply of potable water to those in attendance.

SEVERABILITY AND CITATION

- 41.04 (1) Any person who fails to comply with the provisions of this Bylaw for which no penalty is expressly provided shall be liable on conviction to a penalty of not less than Two Thousand Dollars (\$2,000.00) and not more than Ten Thousand Dollars (\$10,000.00), and in default of payment, to imprisonment for a term not exceeding two (2) months.
- (2) If any part, section, subsection, clause, or sub clause of this bylaw is, for any reason, held to be invalid by the decision of a court of competent jurisdiction, such decision does not affect the validity of the remaining portions of this bylaw.
- (3) This bylaw is cited as the "Special Event Bylaw # ____"

This Bylaw is effective upon publication.

Clerks Annotation (Office Use Only)

Date of first reading:
Dates of advertisement of Notice of Intent to Consider:
Date of second reading:
*Date of advertisement of passage of Bylaw:
Date of mailing to Minister a certified copy of Bylaw:

I certify that this Special Event Bylaw # ____ was adopted

CAO
Town of

***Effective Date of the Bylaw unless otherwise specified in the text of the Bylaw**

A special thanks to the Town of Windsor for sharing their Special Event Bylaw and Special Event Application.

Community Event Emergency Response Planning

January 2014