



Sport and Special Event Evacuation and Protective Actions **MGT-412**

Course Design Document

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FEMA

NTED Branded Disclaimer



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Course Description

Overview

The Sport and Special Event Evacuation and Protective Actions course helps sport and special event managers prepare and/or enhance their event action plan through incorporation of flexible and scalable protective measures. These measures can be used in isolation or in response to a larger, multi-agency response initiative. This innovative course helps venue operators, first responders, emergency managers, law enforcement, contractors, promoters, and owners of events to collaborate on evacuation and sheltering plans with actionable decision criteria that can be adapted for almost any event.

Scope

The overall goal for this training is the standardization of protective action planning and execution using best practices. Event action plans with strong protective measures improve safety, security, and resilience within communities hosting events. This innovative training provides foundational knowledge and principles on protective action movements—evacuation and sheltering. Additionally, the course prioritizes collaborative planning with stakeholders, effective communication, and creative training techniques for effectively managing protective action movements.

The training is applicable across the United States regardless of the venue size, capacity, or type of event. Those who successfully complete this course should be able to use this training to customize event action plans for almost any sport and special event venue. They should also be able to prepare employees and stakeholders, through training and exercises, for incidents that may require evacuation or sheltering-in-place.

Course Goal

The overall goal for this course is the implementation of effective sport and special event protective actions for all sport venues in the United States.

Target Audience

The target audience for this course includes the following:

- Venue operators
- Event managers
- Public safety agencies
- League administrators and officials
- Team administrators
- Venue owners
- Local government
- Event operators
- Risk management personnel
- Athletic departments
- Third-party service providers
- Public relations and marketing

Recommended Training

- AWR-167: Sport Event Risk Management



- IS-100: Introduction to the Incident Command System
- IS-200: ICS for Single Resources and Initial Action Incidents (ICS)
- IS-700: An Introduction to the National Incident Management Systems (NIMS)
- IS-800: National Response Framework, an Introduction

Course Length

This course is 15 hours.

Course Prerequisites

None required.

Instructor-to-Participant Ratio

The recommended instructor-to-participant ratio for this course is 1 to 20, with a maximum of 42 participants.

Delivery Methods

Course delivery consists of lectures, group discussions, and participant activities.

Required Materials/Facilities

- Participant Guide
- Participant Packet
- Note-taking sheets (optional)
- Pre- and Post-Tests
- Course assessment forms
- Name tents
- Dry-erase markers
- Pens
- Laptop
- Projector
- Projector screen
- Extension cord and power strip
- Audio equipment: sound system connections or portable laptop speakers

Facilities should be set-up to facilitate discussion among participants. If necessary, the instructional staff can provide a laptop and a projector. The delivery location must provide, at a minimum, a venue suitable for the course (i.e., classroom style, comfortable temperature, adequate lighting, clean whiteboards, etc.), the number of participants, tables and seating for team interactions, and a projection screen.



Continuing Education Information

TEEX has been approved as an Authorized Provider by the International Association for Continuing Education and Training (IACET), 1760 Old Meadow Road, Suite 500, McLean, VA 22102.

In obtaining this approval, TEEX has demonstrated that it complies with the ANSI/IACET 1-2007 Standard which is widely recognized as the Standard of good practice internationally. As a result of their Authorized Provider membership status, TEEX is authorized to offer IACET CEUs for its programs that qualify under the ANSI/IACET 1-2007 Standard.

TEEX is authorized by International Association for Continuing Education and Training (IACET) to offer 1.5 CEUs for this program.

Course Objectives

Upon successful completion of the course, participants will be able to:

1. Analyze the importance of a well-defined organizational structure for planning and managing a protective action, evacuation, or shelter-in-place situation.
2. Analyze the core elements of planning for “How Best to Protect.”
3. Evaluate the concepts of planning and implementing a “How Best to Protect” event action plan for sport and special event venues.
4. Apply appropriate communication methods for delivering information.
5. Create training and exercise opportunities that can prepare communities and venue staff to accomplish protective actions.
6. Evaluate venue protective actions for a given scenario.

Registration and Attendance

Attendance is crucial in order to receive credit for this course. All participants must complete registration prior to the beginning of the course, sign the attendance roster for each day of the course, attend 80 percent of the course hours, and complete the evaluation at the end of the course in order to receive a certificate of completion. Participants will register for the course online (<https://teex.org/dhs-fema-funded>). Under the training tab, participants will:

1. Select **DHS/FEMA-Funded**.
2. Select the course and click the **Register** button. **Note:** Participants will be asked to log into *myTEEX Student Portal* with their existing TEEX account (or create an account if they are new students).
3. Read the Class Information page to ensure you are enrolling in the correct session and location. Select **Continue**. On the Class Fees and Options page, select **Continue**.
4. Enter your information on the Participant Information page. Select **Continue**.
5. Enter the Order Details and Payment Options then select **Finish**.

A FEMA Student Identification Number (SID) is required to register for and participate in any training provided by FEMA agencies. All FEMA training providers, registration systems, and enrollment



procedures are required to use this FEMA SID, which can be obtained online (<https://cdp.dhs.gov/femasid/Register.aspx>) or with TEEX assistance upon arrival for class.

Testing and Certification

The instructor will use oral questioning during the presentation of each module to assess participants' mastery of the material. Problem areas identified during questioning will be reviewed in further detail. The course activities within each module assess participant understanding and apply knowledge obtained during the module. Discussion of responses further allows the instructor to assess mastery of the module material.

Following DHS standards, pre- and post-tests are given to measure participants' understanding of the material. Participants are required to score a 70% or better on the post-test in order to receive a course certificate of completion. If a participant scores below 70% the instructor(s) are available to provide remediation with the student to address specific areas of emphasis. Two additional attempts at passing the post-test will be allowed. If the participant still scores below 70% after the two post-test re-takes, a course certificate of completion will not be issued and the participant must re-take the course at a future date and pass the post-test to receive the course certificate of completion.

Evaluation Strategy

This course concludes with a survey of individual participants using the DHS/FEMA National Preparedness Directorate/National Training and Education Division (NPD/NTED) Kirkpatrick Level I evaluation form. This evaluation utilizes a 5-point Likert-type scale to evaluate the course, instructor performance and course benefit. Kirkpatrick Level II evaluations are conducted through the administration of pre- and post-course exams. Level III evaluations will be conducted by email surveys approximately 90 days following the conclusion of the course.

Course References

Module 1 References

- FIRESCOPE. 2017. *ICS 420-1 Field Operations Guide*.
- Fruin, J. J. 1993. The causes and Prevention of Crowd Disasters. *International Conference on Engineering for Crowd Safety, London, England, March 1993*.
- Department of Homeland Security (DHS). 2017. *National Incident Management System. 3rd Edition*. https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf (accessed January 6, 2022).
- Department of Homeland Security (DHS). 2005. *Special Events Contingency Planning Job Aids Manual*. <https://training.fema.gov/emiweb/downloads/is15aspecialeventsplanning-jamannual.pdf> (accessed January 6, 2022).
- YouTube. 2011. *Evacuation at the Rangers Ballpark in Arlington, TX*. Youtube.com. <https://www.youtube.com/watch?v=Op3d-PaB-yM> (accessed January 6, 2022).
- YouTube. 2017. *The Night 'The Barn' Burned - 1996 Auburn LSU fire game*. Youtube.com. <https://www.youtube.com/watch?v=AuBXFfc50Vg> (accessed January 6, 2022).



Module 2 References

- Department of Homeland Security (DHS). 2017. *DHS Lexicon Terms and Definitions. 2017 Edition*. https://www.dhs.gov/sites/default/files/publications/18_0116_MGMT_DHS-Lexicon.pdf (accessed January 6, 2022).
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Module 3 References

- Boyd, J.R. 1987. *A discourse on winning and losing*. Maxwell Air Force Base, AL: Air University Document No. M-U 43947. https://www.coljohnboyd.com/static/documents/2018-03_Boyd_John_R_edited_Hammond_Grant_T_A_Discourse_on_Winning_and_Losing.pdf (accessed January 13, 2022).
- Church, R., Noble, E. 2004. *Lightning Safety and Outdoor Stadiums*. http://sciencepolicy.colorado.edu/admin/publication_files/resource-1740-2005.27.pdf (accessed January 13, 2022).
- Department of Homeland Security (DHS). 2008. *Evacuation Planning Guide for Stadiums*. <https://www.cisa.gov/sites/default/files/publications/evacuation-planning-guide-stadiums-508.pdf> (accessed January 6, 2022).
- Disaster Assistance Program. 2021. *Disabilities or Access and Functional Need Online Resources*. <https://www.disasterassistance.gov/information/disabilities-access-and-functional-needs/online-resources> (accessed January 13, 2022)
- Leach, J. 1994. *Survival Psychology* (J. Camping, Ed.). Palgrave Macmillan UK. <https://doi.org/10.1057/9780230372719> (accessed January 13, 2020).
- YouTube. 2010. *Official Documentary of the Loveparade 2010 Disaster*. Youtube.com. <https://www.youtube.com/watch?v=8y73-7IFBNE> (accessed January 6, 2022).
- YouTube. 2015. *Faster is Slower in Pedestrian Evacuation*. Youtube.com. <https://www.youtube.com/watch?v=q-k4fCiiMlk> (accessed January 6, 2022).
- YouTube. 2009. *The Station Fire*. Youtube.com. <https://www.youtube.com/watch?v=fpkn9XH6cBU> (accessed January 6, 2022).

Module 4 References

- Covella, V. *Risk and Crisis Communication: At a Glance*. https://www.nj.gov/health/er/documents/risk_comm_glance.pdf (accessed January 6, 2022)
- Department of Homeland Security (DHS). 2008. *Evacuation Planning Guide for Stadiums*. <https://www.cisa.gov/sites/default/files/publications/evacuation-planning-guide-stadiums-508.pdf> (accessed January 6, 2022).



- University of Nebraska. 2018. *Stadium Operations Video*.

Module 5 References

- Covella, V. *Risk and Crisis Communication: At a Glance*. https://www.nj.gov/health/er/documents/risk_comm_glance.pdf (accessed January 6, 2022)
- Michigan State University. 2021. *Spartan Stadium Evacuation Game Plan*.
- Peterson, C. 2003. "Bringing ADDIE to Life: Instructional Design at its Best." *Journal of Educational Multimedia and Hypermedia*, p. 227-241.
- YouTube. 2021. *Manhunt Underway for Shooting Suspects at Washington Nationals Stadium*. <https://www.youtube.com/watch?v=1Qg0sBv11sU> (accessed January 10, 2022)

Module 6 References

- Department of Homeland Security (DHS). 2020. *Homeland Security Exercise and Evaluation Program (HSEEP)*. <https://www.fema.gov/sites/default/files/2020-04/Homeland-Security-Exercise-and-Evaluation-Program-Doctrine-2020-Revision-2-2-25.pdf> (accessed January 10, 2022).
- Department of Homeland Security (DHS). 2019. *National Response Framework. Fourth Edition*. https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf (accessed on January 10, 2022).
- Department of Homeland Security (DHS). 2017. *National Incident Management System. 3rd Edition*. https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf (accessed January 6, 2022).



Course Structure/Content Outline

Module 1: Organizing Stakeholders

- A. Introduction
 - 1. Scope Statement
 - 2. Terminal Learning Objectives (TLO)
 - 3. Enabling Learning Objectives (ELO)
- B. Protective Action Plan
- C. Evacuation, Shelter-In-Place, and Relocation Definitions
 - 1. Phased Evacuations
 - 2. Self-Evacuations
- D. Planning Considerations for the Movement of People
 - 1. Responsibilities of the Incident Commander and Unified Command
 - 2. Identifying Responsibilities Using ICS/Unified Command
- E. The Protective Action Decision
- F. Responsibilities During a Protective Action or Shelter-In-Place
- G. Role of Local, State, and Federal Government During an Evacuation
- H. Identifying and Using Resources
- I. Managing the Protective Action/Managing the Incident
- J. Summary
- K. References

Module 2: Protective Action Planning

- A. Introduction
 - 1. Scope Statement
 - 2. Terminal Learning Objectives (TLO)
 - 3. Enabling Learning Objectives (ELO)
- B. Protective Action Planning
 - 1. Protective Action Plans
 - 2. Strategic Considerations
 - 3. Incident Command System (ICS)
- C. NCS⁴ Sports Security Risk Pyramid
- D. Event Specific Influences



- E. Planning Process for High Priority Hazards
- F. The Planning “P”
- G. Summary
- H. References

Module 3: Concept of Operations

- A. Introduction
 - 1. Scope Statement
 - 2. Terminal Learning Objectives (TLO)
 - 3. Enabling Learning Objectives (ELO)
- B. Spectator Information Processing and Decision Making
 - 1. Influences on Decision Making to Consider
 - 2. Crowd Dynamics
 - 3. Human Behavior and Crowds
 - 4. Collective Behavior
- C. Decision Criteria - How Best to Protect
- D. Protective Action Phases
- E. Post Incident Activities and Deactivation
- F. Triggers
 - 1. Time-based Factors
 - 2. Event-based Factors
 - 3. Location-based Factors
 - 4. Reducing the Gap Between Thought and Action
- G. Venue/Facility Attributes-Capacity, Routes, and Obstructions
 - 1. Physical Layout of Venue
 - 2. Staffing for Evacuation and Sheltering
 - 3. Topic: Shelter-in-Place Considerations
 - 4. Testing Venue Alternative Power
- H. Persons with Access and Functional Needs
- I. Assessing Cascading/Ripple Effects of Protective Actions
 - 1. Traffic Management
 - 2. Reunification
- J. Summary



K. References

Module 4: Communications

- A. Introduction
 - 1. Scope Statement
 - 2. Terminal Learning Objectives (TLO)
 - 3. Enabling Learning Objectives (ELO)
- B. Venue Communication Plan
- C. Notification Sequence
- D. Message Characteristics
 - 1. Establish Trust and Credibility
 - 2. Message Maps
 - 3. Guidance Away from Venue
- E. Summary
- F. References

Module 5: Training and Exercise

- A. Staff Training
- B. Community and Stakeholder Training
- C. Key Terms
 - 1. Exercise Categories and Corresponding Types
 - 2. Conducting Exercises
- D. Leveraging Opportunities for Training and Exercises
- E. Material Needs for Implementing Protective Measures
 - 1. Individual Equipment for Event Staff
 - 2. Radio Equipment
 - 3. Supplies for Guiding Movement
- F. Summary
- G. References

Module 6: Capstone

- A. Introduction
 - 1. Scope Statement
 - 2. Terminal Learning Objectives (TLO)



3. Enabling Learning Objectives (ELO)
- B. Capstone Notes
 - C. Lightning Capstone
 1. General Situation and Orientation
 2. Phase 1
 3. Phase 2
 4. Phase 3
 5. Phase 4
 6. Phase 5
 7. Phase 6
 8. Phase 9
 9. Hot Wash
 - D. Explosion Capstone
 1. General Situation and Orientation
 2. Phase 1
 3. Phase 2
 4. Phase 3
 5. Hot Wash
 - E. Summary
 - F. References



Course Design Matrix

Module 1: Organizing Stakeholders

Scope Statement

The goal of this module is to address options for a game day/event organizational structure, based on the Incident Command System (ICS), which is designed to enhance game day/event operations including evacuations. Discussion will focus on the roles and responsibilities of organizations tasked with implementing protective actions, as well as how the protective action plan's organizational structure fits into the venue's Event Action Plan.

Terminal Learning Objective

Upon successful completion of this module, participants will be able to analyze the importance of a well-defined organizational structure for planning and managing a protective action, evacuation, or shelter-in-place situation.

Enabling Learning Objectives

1. Define "How Best to Protect" protective actions including evacuation and sheltering-in-place.
2. Identify unified command structure needed to execute a protective action of venue occupants.
3. Identify the organizations/units that can contribute to the decision by the unified command to take protective actions.
4. Examine the roles and responsibilities during protective actions.
5. Explain the roles of local, state, and federal government in protective action or shelter-in-place event and how those roles will be executed using the Event Action Plan.
6. Describe the difference between managing protective actions versus managing the incident that caused the protective action or shelter event.

Lesson Topics

- Protective actions
- Evacuation and sheltering
- Key stakeholders
- Roles and responsibilities of key stakeholders
- Managing protective actions
- Incident management



Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to identify stakeholders for the management of protective actions.



Module 2: Protective Action Planning

Scope Statement

The goal of this module is to assist participants in completing protective action planning, including planning for evacuation and sheltering-in-place, for their event action plan. Participants will identify and prioritize hazards, determine appropriate protective actions, and use a systematic process to discuss event action plan requirements.

Terminal Learning Objective

Upon successful completion of this module, participants will be able to analyze the core elements of planning for “How Best to Protect.”

Enabling Learning Objectives

1. Describe the purpose of protective action planning.
2. Identify protective action planning considerations using the NCS⁴ Risk Pyramid.
3. Prioritize hazards and determine protective actions for a specific location.
4. Identify event-specific criteria that influences protective action planning.
5. Discuss the planning process for high priority hazards.
6. Recognize the correlation between the protective action planning process and the Planning “P”.
7. Create a list of courses of actions for a protective action.

Lesson Topics

- Protective action planning process
- Threats and hazards
- Venue- and event-specific influences on protective actions
- Planning “P”

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module’s activity is to gauge participant knowledge of protective action planning.



Module 3: Concept of Operations

Scope Statement

The goal of this module is to prepare participants to implement flexible and scalable protective actions (i.e., evacuation, sheltering-in-place) for a range of emergency conditions that occur in isolation or as a result of a larger, multi-discipline response initiative.

Terminal Learning Objective

Upon successful completion of this module, participants will be able to evaluate the concepts of implementing a “How Best to Protect” event action plan for sport and special event venues.

Enabling Learning Objectives

1. Explain the psychology of individual and group decision making and behavior.
2. Identify decision criteria to assist in activating and deactivating a protective action.
3. Create a sequence of actions required for protective actions.
4. Measure the time required for triggering situation-dependent decisions.
5. Identify a venue’s physical attributes and how they affect protective action movements.
6. Discuss protective action considerations for people with access and functional needs on the venue property.
7. Assess protective action cascading/ripple effects.

Lesson Topics

- Protective action decision criteria
- Sequencing actions
- Triggering situation-dependent decisions
- Psychology of individual and group decision making and behavior
- Cascading/ripple effects of protective actions

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module’s activity is to gauge participant knowledge of protective actions.



Module 4: Communicating Protective Actions

Scope Statement

The goal of this module is to prepare participants to use appropriate communication methods to deliver information to staff and patrons when implementing protective actions.

Terminal Learning Objective

Upon successful completion of this module, the participant will be to apply appropriate communication methods for delivering information.

Enabling Learning Objectives

1. Discuss the importance of a communication plan and methods of emergency messaging.
2. Describe five factors that impact delivery of information during an incident.
3. Discuss the sequence of protective action messages pre, during, and post-incident.
4. Create message maps for communicating protective actions to venue occupants.

Lesson Topics

- Communication planning
- Notification sequences
- Message characteristics
- Message mapping

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of communicating protective actions.



Module 5: Training and Exercise

Scope Statement

The goal of this module is to describe effective training and exercise opportunities for both event staff and stakeholders.

Terminal Learning Objective

Upon successful completion of this module, participants will be able to determine training and exercise opportunities that can prepare communities and venue staff for accomplishing protective actions.

Enabling Learning Objectives

1. Identify staff training needs for implementing protective actions.
2. Identify community and stakeholder training needs.
3. Discuss key training considerations and types of training.
4. Identify and leverage opportunities to train and exercise during the normal course of an event.

Lesson Topics

- Training and exercise types
- Training and equipment for evacuations
- Training plans for event staff
- Training and exercise opportunities

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of this module's activity is to gauge participant knowledge of protective action training and exercises.



Module 6: Capstone

Scope Statement

The goal of this module is to provide participants with the opportunity to apply the knowledge gained in this course to a scripted incident, presented in multiple phases.

Terminal Learning Objective

Upon successful completion of this module, the participant will be able to critically evaluate sport and special event protective actions.

Enabling Learning Objectives

1. Determine if key partners and stakeholders are represented in a well-defined organizational structure for planning and managing protective actions.
2. Apply elements of the plan developed by the team in course activities to a given scenario.
3. Critique the plan's components through an After Action Review (AAR).
4. Recommend an Improvement Plan (IP) to address the gaps identified in the AAR.

Lesson Topics

- Natural hazard or incident triggering protective actions
- Key partners and stakeholders
- Emergency planning
- Incident management
- Communicating instructions for implementing protective actions
- Evacuation and sheltering
- After Action Review
- Continuous process improvement

Instructional Strategy

This module is delivered through facilitated lecture and interactive discussion. Key concepts are reinforced through appropriate examples and current events as well as a directed activity.

Assessment Strategy

The instructor will observe participant contributions, team output, and reinforce module objectives by applying lesson topics to the activity.

Practical Exercise Statement

The purpose of the capstone activity is to provide participants the opportunity and context to apply and perform the concepts, principles, and protective action procedures provided throughout the course by way of a functional role-playing, scenario-based exercise.



Course Agenda

Day 1

- 8:00 – 9:30—Module 0: Introduction and Orientation, Pre-Test
- 9:30 – 10:00—Module 1: Organizing Stakeholders
- 10:00 – 10:15—*Break*
- 10:15 – 11:45—Module 1: Organizing Stakeholders (*Continued*)
- 11:45 – 12:00—Module 2: Protective Action Planning
- 12:00 – 1:00—*Lunch*
- 1:00 – 2:45—Module 2: Protective Action Planning (*Continued*)
- 2:45 – 3:00—*Break*
- 3:00 – 5:00—Module 3: Concept of Operations

Day 2

- 8:00 – 10:00—Module 4: Communications
- 10:00 – 10:15—*Break*
- 10:15 – 11:45—Module 5: Training and Exercise
- 11:45 – 12:00—Module 6: *Capstone*
- 12:00 – 1:00—*Lunch*
- 1:00 – 3:00—Module 6: *Capstone (Continued)*
- 3:00 – 3:15—*Break*
- 3:15 – 4:00—Module 6: *Capstone (Continued)*
- 4:00 – 5:00—Course Review, Post-Test

