

Statement of Sergeant Scott McCartney

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California Office of Homeland Security

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The Challenge of Protecting Mass Gatherings in a Post-9/11 World

Chairman Thompson, Ranking Member King, and Members of the Committee, On behalf of Governor Arnold Schwarzenegger, Director Matt Bettenhausen and the California Office of Homeland Security; I would like to thank you and the Committee on Homeland Security for the opportunity to appear before you this morning regarding the California Large Stadium Initiative and the "Challenges of Protecting Mass Gatherings in a Post 9/11 World".

My name is Scott McCartney and I am a Sergeant with the Sacramento County Sheriff's Department, California. I am assigned as a Law Enforcement Subject Matter Expert to the Office of Homeland Security as the Program Manager of the California Large Stadium Initiative-LSI. It is an honor for me to share with the committee the many accomplishments and strides California is making on the Large Stadium Initiative and mass gathering venues for the state of California and the nation.

I would like to take just a moment to acknowledge Chairman Thompson, his staff and the Members of the Committee on Homeland Security for recognizing the importance of large-scale mass gatherings and the commitment to better preparing states, stadiums and venues to be more aware of Homeland Security challenges and to increase their capabilities for the prevention, preparation, response and recovery to mass gatherings that encompass the true American spirit of freedom.

Large Stadium Initiative

The tragic events of September 11, 2001 demonstrated the need to develop programs to deal with terrorism prevention, response and recovery at mass gathering venues. Large public venues, such as sports stadiums, present unique security and disaster response challenges. Through the Large Stadium Initiative, California is able to work with our public and private partners to tailor exercises to their specific needs to ensure the greatest possible protection for the public at these venues.

California recognized the need to develop a comprehensive approach to the safety and protection of the people and economy relating to mass gatherings of California; and in 2004, the California Office of Homeland Security began the Large Stadium Initiative (LSI). Originally, the LSI program was focused on specific stadium properties and specific events that rose to a high profile status. The program has since evolved into a multi-event, multi-venue program utilizing an all hazards approach to public safety.

The LSI program explores commonalities of large stadium/venue Homeland Security preparedness issues and assists in developing strategies for enhancing prevention, preparedness, response, and recovery capabilities as set forth by Presidential Directive #8.

The Large Stadium Initiative is based on the premise that a majority of stadiums are not owned by municipal or state governments, and therefore security

varies from facility to facility. Managers rely on a combination of private security companies, local police/sheriff, state, federal partners and their own employees to protect their facilities.

At a single facility, security strengths and weaknesses, the quality of supervisory personnel and operational practices can vary from event to event. Consequently, instituting a high level of security practices in stadiums across the nation regardless of the stadium size or event type is a critical step in establishing a solid infrastructure protection standard for the stadium or mass gathering industry.

With this in mind, the Large Stadium Initiative partners are provided with customized training and exercises which focus on venue roles and responsibilities, lessons learned and mass-care and shelter issues from previous disasters and crisis communication during incidents of both national and non-national significances. California is committed to keeping all large-scale mass gatherings protected in a post 9/11 world through the Large Stadium Initiative.

In working with the owners and operators of facilities in California and other states, OHS-LSI has developed plans, policies and procedures that follow the DHS/Homeland Security Exercise and Evaluation Program (HSEEP) guidelines for Prevention, Protection, Response and Recovery to assist local, state and federal partners who help secure these large-scale mass gathering venues. At each venue, we assess with preventative measures used not only for criminal acts of terrorism, but hazard prevention based on the facility, disaster preparation and prevention of criminal activities not associated with terrorism. We look at the physical plant of the facilities and make recommendations on protective measures that can be employed to deter criminal acts or provide for the greater safety of the spectators.

LSI in conjunction with our Critical Infrastructure Protection Program (CIPP) and Automated Critical Asset Management System (ACAMS) assesses response plans within each facility and make sure those plans work together with the response plans for the public agencies that will respond to an event within the facility. I facilitate meetings between venue operators and public safety personnel to build relationships and resolve discrepancies in the plans.

California provides training in the form of Seminars and Workshops following the (HSEEP) guidelines to assess policies and procedures, and identify strengths and areas for improvement. Table top exercises are developed for these facilities and venues and their first response partners, in order to assess their capabilities. The exercises are designed to highlight first responders, private security and venue facilities on their preparedness, response, recovery and recovery procedures for mitigating and managing a terrorist attack or disaster or other incident, which may occur at their venue during events.

I also work with venue operators to develop comprehensive recovery plans so they can move toward the return of their facility to normal operations as soon as possible. These recovery plans not only deal with the physical plant (structure, stadium or venue), but with a marketing plan to inform and reassure the public regarding the safety and availability of the facility for use. This is an important step in the economic recovery of the affected area or region.

LSI Accomplishments

The goal of the State of California Office of Homeland Security Exercise Division is to conduct a series of exercises for Large Stadium and Mass Gathering sites, which includes a seminar, workshop and table top exercises during a calendar year in support of the Large Stadium Initiative (CA LSI).

CA LSI assists large-scale mass gathering stadiums/venues and sites with:

- Developing strategies for enhancing prevention, response and recovery capabilities
- Establishing a high level of security practices in stadiums across the country regardless of the building size or event type
- Integrating private partners into SEMS/NIMS/ICS structure and understanding local, state and federal systems

CA LSI partnered with large-scale and mass gathering venues and provided customized training:

- Venue roles and responsibilities
- Lessons Learned
- Mass Care and Shelter issues from previous disasters
- Crisis Communication during incidents of national or non-national significance

CA LSI provides stakeholders in California a stair-stepped approach to enhancing Homeland Security preparedness using:

- Best Practices
- Exemplars
- Infrastructure Security Plans
- Shared Discoveries
- Exercises

CA LSI was the focus of California's Golden Guardian 2007 Full-Scale Exercise with events in the Southern, Inland and Coastal Regions of California, specifically the Honda Center and Angel's Stadium in Anaheim, University of the Pacific (UOP) Spanos Center in Stockton and the H.P. Pavilion in San Jose.

Past CA LSI accomplishments have been with:

- Arco Arena in Sacramento involving Professional Basketball
- Staples Center in LA involving Professional Basketball

- Monster Park in San Francisco involving Professional Football
- PacBell Park in San Francisco involving Professional Baseball
- Dodger Stadium in LA involving Professional Baseball
- AAA Club Speedway in Fontana and Infineon Raceway in Sonoma involving Professional Motor Sports
- University of California at Davis involving Collegiate Athletics

The California Large Stadium Initiative has worked since 2004 to assist these partners and venues with the latest and most progressive practices and technologies of Homeland Security. Our goal is to better prepare them to respond and recover from terrorist attack, natural disaster and all other hazards or incidents while spectators are visiting facilities to view sports or other large-scale events. The LSI program works with the venues to match their approach to their specific or desired focus of their event with first responders.

LSI Seminars

LSI Seminars are designed for specific audiences at local, state and privately owned mass gathering venues. The seminar focuses on shared, new and innovative equipment, local, state and federal resources. The seminars are informal discussions, designed to orient participants to authorities, strategies, new or updated plans, policies, procedures, protocols, resources, concepts, and/or ideas (e.g., a seminar to review a new Evacuation Standard Operating Procedure). Seminars provide a good starting point for jurisdictions that are developing or making major changes to their plans and procedures

LSI Workshops

The LSI workshop is designed to build specific products, such as a draft plan or policy (e.g., a Mass Evacuation Plan Workshop is used to develop a Multi-year Training and Exercise Plan). The workshop, a type of discussion-based exercise and represents the second tier of exercises in the building-block approach. Although similar to seminars, workshops differ in two important aspects: increased participant interaction, and a focus on achieving or building a product (e.g., plans, policies). A workshop is typically used to: test new ideas, processes, or procedures; train groups in coordinated activities; and obtain consensus.

LSI Table Top Exercises

A table top exercise (TTX) involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures or to assess types of systems needed to guide the prevention of, response to, or recovery from a defined incident. TTXs are intended to stimulate discussion of various issues regarding a hypothetical situation. During a TTX, senior staff, elected or appointed officials, or other key personnel meet in an informal setting to discuss simulated situations. TTXs are typically aimed at facilitating understanding of concepts, identifying strengths and shortfalls, and/or achieving a change in attitude. Participants are encouraged to discuss

issues in depth and develop decisions through slow-paced problem-solving rather than the rapid, spontaneous decision-making that occurs under actual or simulated emergency conditions. TTXs can be breakout (i.e., groups split into functional areas) or plenary (i.e., one large group).

OHS Approach for LSI

Prevention-

LSI is working with the venues and local first responders on information gathering and recognition indicators and warnings for the ability to see gathered data, potential trends, indications, and/or warning of criminal and/or terrorist activities (including planning and surveillance) against U.S. citizens and critical infrastructure of the stadium or venues during large-scale mass gatherings.

LSI, in partnership with members of the Special Projects Division of The California Office of Homeland Security, is currently working with all directorates inside of OHS to partner or leverage opportunities on a statewide collaborative effort to develop a comprehensive, preventive strategy to detect and interdict radiological and nuclear threats within California's borders. The purpose is to give state and local response entities, the tools and resources necessary to interdict and resolve radiological and nuclear terrorist threats. California has convened a group of key state, federal and local stakeholders to develop this program which is being developed in close partnership with the Domestic Nuclear Detection Office (DNDO) In addition to everyday monitoring and detection efforts on our land and waterways, one capability CA is looking to develop is a surge capacity for radiological nuclear detection resources that could be deployed throughout the state as needed for large-scale events and mass gatherings.

Protection-

Under this priority, LSI works with venues and stadiums on critical infrastructure protection which enables public and private entities to identify, assess, prioritize, and design protective measures to increase the security and safety of the venues. Some of the protective measures could involve hardening of the facilities, adjusting schedules, installing enhanced fire protection or security systems and the training of the facility staff in security and hazard mitigation.

Response-

The LSI program collaborates with emergency public safety and security responders, venue operations and security partners to reduce the impact and consequences of an incident either terrorist, natural or an all hazards type event by discussing and exercising their safety and security plans for mass care and evacuations. The process works to build continuity among venues and first responders to assist in providing security support to other response operations and properties and sustaining operations from response to recovery. This inclusive program requires the coordination among officials from law enforcement, fire, and emergency medical services (EMS).

Recovery-

This part of the LSI program is designed to assist large-scale mass gathering venues with information on structural damage assessments, restoration of lifelines and continuity of business and economic and community recovery to return the large-scale mass gathering facilities to full operation. It is important to note here the significance both to the venue recovery and employee's recovery after an incident. The return of patrons to these venues is vital to the economic sustainment and growth of the community and nation. By discussing plans and procedures both as a private partner and local community, we show the importance of establishing the recovery process for venues and patrons to return to the venue with minimal delay or concern.

Future Goals of LSI

California LSI is working with the following organizations, stadiums and mass gathering venues to introduce them to the LSI program and series to them in the hopes of developing a standardization of preparedness, response and recovery to large-scale mass gathering sites in California and the nation.

- College and University Stadiums
- Major Awards Ceremonies and Conventions Gatherings (The Oscars, The Toni's)
- Major Sports Television Networks
- Chaplin and Community Services

College and University Stadiums

I see many ways to expand into the collegiate level mass gatherings. Most college or university venues are private or publically owned and operated, which can pose problems with funding and training of venue security. Many of these venues require the assistance of local law enforcement, fire and emergency management services, which can place a strain on the finances and staffing of the locals. Frequently, the collegiate venues use student services to augment security and to help with the basic needs of the venue. This is a good way to involve students and staff, but with that type of service, training becomes one of the biggest concerns.

Training and equipment for these venues can strain the resources of the colleges and universities that operate them. While training can be provided by local agencies, funding is often a problem. Many of the universities have working police officers, which is beneficial in the development of plans and procedures; however, those universities who do not employ their own law enforcement professionals must create plans and procedures without first responder expertise.

The LSI program works with these colleges and universities to help them through the plan development process and networking with locals to help solves problems or close issues while planning for events on their campuses. One of the major strengths I see from working with these universities is the relationships they developed with their local first responders. They also work on strategic planning and crisis communication

plans with local first responders and have memorandums of understanding (MOU) for response and assistance at the venue regarding incidents.

I have also seen some areas for improvement during my visits to campuses. The development of evacuation plans and training of those plans needs to occur more often. Facility staff and management need to ensure information sharing between departments on campus; and messaging internally in facilities with staff, families and students for family reunification is very important.

In working with some of the colleges and universities in California, I have been given many examples of what they need to overcome some of the areas discussed above. Here are some of the concerns and questions facing college campuses with large-scale mass gatherings:

- Communication process—lines of responsibility during an incident
- Development of evacuation plans for different buildings
- Consistent training and exercising should be a priority
- Safety and security equipment resources for normal operations
- Communication between various campus groups during events or about events
- Identification of mass casualty incidents during an event
- Incident Command and Unified Command training
- Recovery and remediation needed to restore patrons faith

Major Sport Television Networks

Create a seminar or workshop, as a part of the LSI program, for the major sport networks to raise situational awareness of safety and security issues at venues among media personnel. This exercise series would provide reporters an opportunity to learn about crisis communication and how their roles could change once an incident occurs. The seminar's intent is to raise awareness within the sports-casting community about how to react to a catastrophic incident, how to transition from a sportscaster role into more of a newscaster role or even function as a Public Information Officer (PIO) or Joint Information Officer (JIC) within the Incident Command Structure (ICS) structure during and incident. Perhaps teach the staff of the networks how to integrate with the venue security and operational staff to increase the overall understanding of incident response and crisis communication.

Chaplin and Community Services

The LSI program would assist mass gathering venues and community first responders to create a network or system of chaplains or community volunteers for each venue, whether it is a professional sport stadium, public gathering venue or collegiate facility to respond to the emotional and reunification needs of the people, both spectators and first responders, involved in an incident. Within this network a phone list (call down system) would be developed to go into effect in the event of an incident. One person would initiate the phone tree to bring in local law and fire chaplains to assist with

recovery, reunification and other volunteer functions as needed. A number would be provided to the venue Incident Commander to activate this network of agency and community chaplains. Eventually there would be a nationwide data base of chaplains who could be brought into a facility in a time of need. These chaplains could be recruited through local first responder agencies as well as through local, state and national volunteer organizations.

Major Awards Ceremonies and Convention Gatherings

The LSI program would utilize the same exercise series: seminar, workshop and table top exercise with these mass gathering sites to increase awareness among the venue security and first responder communities regarding major awards and convention gatherings. The exercise process would develop strategies and procedures to meet protection, response and recovery goals during these events. It would also work with event staff to better understand the need for evacuation and sheltering plans and protocols during the planning process. With the cooperation of site security and local first responders, the venues would be better prepared for a terrorist attack or an all hazard and/or natural incident.

Beyond the LSI Program in California

The LSI Program is one of many pieces of California's effort to protect its citizens from hazards and improve our ability to respond to and recover from them. Each year, California hosts a series of Functional and Full Scale Exercises that are designed to assess the ability of California to respond to and recover from any incident. The venues and public safety agencies that participate in the LSI program are integrated into the statewide exercise planning cycles to allow them to fully assess their strengths and identify areas for improvement during the annual Golden Guardian Exercise.

In closing, California and the Large Stadium Initiative is committed to keeping all large-scale mass gatherings both of national significance and non-national significance protected by collaborating with local, state and federal partners in a post 9/11 world. The CA-LSI program is working with and developing new state of the art ideas to design strategies, following DHS/OHS and HSEEP guidelines for safety and security at mass gathering sites, to better prepare all the stakeholders in spectator and venues safety and security during mass gathering large-scale venues, natural disasters, and all hazard incidents.

Again, thank you for this opportunity to be here today. I will be happy to take your questions.

OHSTED

Office of Homeland Security
Training and Exercise Division



Large Stadium Initiative

The State of California Office of Homeland Security Exercise Branch (OHSEB) conducts a series of exercises for Large Stadiums and Mass Gathering sites, which includes - a seminar, workshop, and tabletop exercises (TTXs) - during a calendar year in support of the California Large Stadium Initiative (CA LSI).

OBJECTIVES

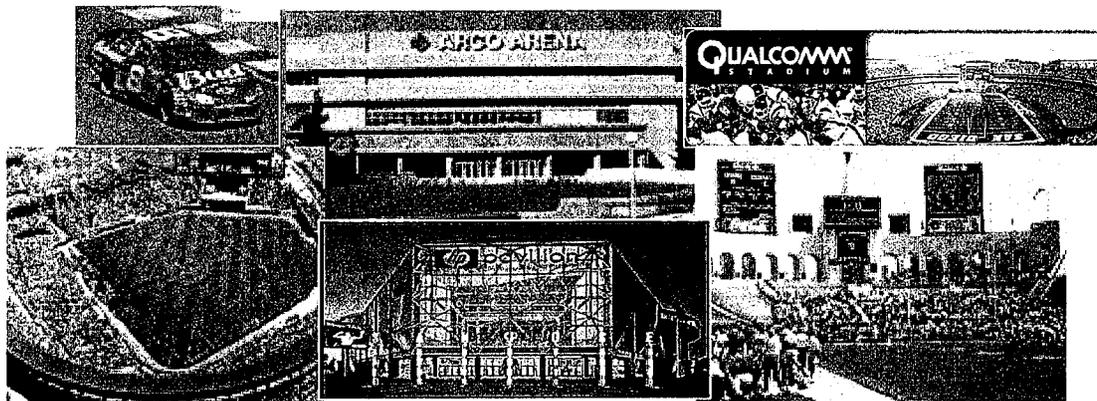
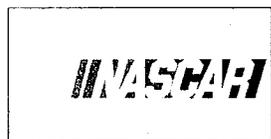
The CA LSI program explores commonalities of large stadium/venue Homeland Security preparedness issues and assists in developing strategies for enhancing prevention, response, and recovery capabilities in an open, stress-free environment.

The Large Stadium Initiative is based on the premise a majority of stadiums are owned by municipal or state governments, and therefore security varies from facility to facility. Managers rely on a combination of private security companies, local police, and their own employees to protect their facilities. Even at a single facility, security weaknesses, strengths, the quality of supervisory personnel and operational practices can vary from event to event. Consequently, a critical step in establishing a solid infrastructure protection standard for the stadium industry is to establish a high level of security practices in stadiums across the country regardless of the size of building or the type of event.

With this in mind, the Large Stadium Initiative partners are provided with customized training which focuses on venue roles and responsibilities, lessons learned and mass-care and shelter issues from previous disasters and crisis communication during incidents of national significance.

MISSION STATEMENT

Provide to large stadium owners and stakeholders in California a stair-stepped approach to enhancing Homeland Security preparedness by using Best Practices, Exemplars, the Infrastructure Security Plans, Shared Discoveries, and Exercises.



OHSTED

Office of Homeland Security
Training and Exercise Division



Large Stadium Initiative

GOAL

The State of California Office of Homeland Security Exercise Branch conducts a series of exercises for Large Stadiums and Mass Gathering sites, which includes: a seminar, workshop and tabletop exercises during a calendar year in support of the California Large Stadium Initiative (CA LSI).

ACCOMPLISHMENTS

- CA LSI assists large stadiums/venues:
 - Developing strategies for enhancing prevention, response and recovery capabilities
 - Establishing a high level of security practices in stadiums across the country regardless of building size or event type
- CA LSI partners are provided with customized training:
 - Venue roles and responsibilities
 - Lessons Learned
 - Mass Care and Shelter issues from previous disasters
 - Crisis Communication during incidents of national significance
- CA LSI provides stakeholders in California a stair-stepped approach to enhancing Homeland Security preparedness using:
 - Best Practices
 - Exemplars
 - Infrastructure Security Plans
 - Shared Discoveries
 - Exercises
- CA LSI is a focus of California's Golden Guardian 2007 Full-Scale Exercise with events in the Southern, Inland and Coastal Regions.

FUTURE PLANS

- Racetracks and Speedways
- Professional Outdoor Sporting Venues

