Non-Binding Guidelines for the organisation of a High Visibility Event

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NATO Civil Emergency Planning
Civil Protection Group

Foreword

For a State, organizing a high-visibility event is a challenge in that it will become, for a few hours or days, the focus of all international media and social networks.

The slightest flaw in the arrangements or the smallest incident - and also the reaction to each event - will immediately cause an international stir which may be crucial. Given the level of importance and the stakes involved, rigorous and methodical organization is called for, supervised by a Steering Committee under the authority of a State representative.

Meticulous study of problems arising, risk analysis and incident response planning are key to the development of coherent and effective organization plans. Successful organization which can adapt to any incident depends on the success of this upstream planning phase.

These activities must be conducted at State level; this is the only guarantee of organization.

The non-binding Guidelines on organizing high-visibility events suggest a methodology in very general terms.

They have been drawn up by representatives of countries accustomed to organizing high-visibility events, by men and women with recognized planning expertise and experience of this organization strategy.

Anticipation and planning will guarantee the effectiveness of these procedures.

A crisis may occur, and NATO specialists are there to assist and to make numerous human or technological resources available depending on the requirements expressed by the State concerned.

NATO has already provided support to events such as the Olympic Games and Paralympics, many summits and ministerial meetings, the European Football Championships, and also coronations, swearing-in ceremonies, etc.

It now has Guidelines, drawn up and agreed by all Allies and Partners, which are available to States who may wish to use them to help guide their organization of high-visibility events.

Bernard RAJAU
Chairman of the ad-hoc group on high visibility events

A. Definition of a High Visibility Event

In the context of this document, high visibility events are defined as events of national or international significance planned by, or with the authorities, or the ones that require direct involvement of the government. The following factors need to be considered when determining the level of the visibility of the event:

• High level of coordination between event organizers and public safety agencies.

• Number of participants and/or observers.

• Presence of certain types of risks or threats[1].

• Political sensitivity, nature of the event.

• Its content, purpose, size or nature determining its attractiveness for the media.

• Presence of V.I.P's (from politics, business, sports, etc).

[1] Please note that the event itself maybe a risk driver.

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B. National Preparation

1. Establishment of a Steering Committee (SC) at the national governmental level in order to initiate and coordinate the activities related to the events

The chairman of the Steering Committee should be a representative of the public authorities concerned. The SC will identify the nature of the event. Each event should correspond to a category of public which is associated to a particular risk. Emphasis should be put on identifying potential risks from the opponents attending the event.

The SC must keep control over the planning process, its graduation, the event's agenda and the return to usual business once the event is over.

The SC will be made up by representatives of the agencies involved, such as police, fire brigades, transportation systems, medical support, hospitality, logistics, transportation, military and other secondary actors concerned.

The SC will have the role of the strategic coordinator. Thematic working groups will be in charge of various aspects of the organization.

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2. Collection of the lessons learned and good practices from similar or previous HVEs

In order to achieve this, a meeting with the countries where HVEs planning is already well developed and implemented could be organized. A report, highlighting the type of events and risks related to them, phases to be used in every plan, main agencies involved, etc. needs to be prepared as the outcome of this meeting.

3. Risk analysis

'Weighing together of the possibility that an incident will occur and the (negative) consequences that this could conceivably have'

3.1 Gather information with regard to:

- Type of event.
- Remaining time until the event.
- Participants:
  - ➤ (inter)national public, performer(s), dignitaries, side-crowd (e.g. protesters).
- Event location(s):
  - ➤ main venue(s), side events, hotels/camping sites, surrounding area.
- Transport:
  - ➤ air, road, rail (to get to the event location before/after and also during the event).
- Time of the year.
- Other activities taking place in the area at the same time.
- Resources available during the event.
- Preparedness.
- Documentation from previous events.
- Key assumptions and principles on safety and security.
- Organizational structure.
- Identification of key stakeholders.
- A specific external event that could pose a risk for the organisation of the HVE.

3.2 Formulate threats and incidents

- Create a risk matrix for the event and consider general risk matrixes as well:

	1. Minor danger	2. Limited danger	3. Dangerous	4. Critical	5. Disastrous
1. Highly improbable	MONITOR	MONITOR	MONITOR	MONITOR	MANAGE
2. Improbable	MONITOR	MONITOR	MONITOR	MANAGE	ELIMINATE
3. Some probability	MONITOR	MONITOR	MANAGE	ELIMINATE	ELIMINATE
4. Probable	MONITOR	MANAGE	ELIMINATE	ELIMINATE	ELIMINATE
5. Highly probable	MANAGE	ELIMINATE	ELIMINATE	ELIMINATE	ELIMINATE

3.3 Create a risk list

No.	Incident	Causes	Probability	Impact	Measures	Responsible Organization / Authority

- Appoint a responsible person to manage each risk or group of risks.
- Assign tasks and responsibilities.
- Inform and involve partners.

3.4 Create a master plan

The master plan provides a short overview of all involved relevant stakeholders, with a short description of the responsibilities of each stakeholder, tasks and planning. In this way the master plan facilitates coordination between stakeholders and it improves the proper integration of plans and activities.

The master plan could include the following issues:

Planning:

- Tasks and responsibilities (Command and Control).
- Policy principles & tolerance limits.
- Contingency and crisis management (emergency preparedness).
- Scenarios.
- Training & exercises.
- Finance (tickets, VAT etc).
- Bilateral and international assistance (in case national capabilities are overwhelmed).
- Make an inventory of the resources required and the resources available to identify possible gaps.

Logistics:

- Main event venue (security, public order and safety measures concerning visitors, participants and 'performers').
- Accommodation.
- Staff.
- Sanitation, hygiene, and waste management.
- Infrastructure (traffic, signs, electricity).
- Accompaniment, accreditation and security of VIPs.
- Communication (telecommunication structure and means).
- Medical services:
  - ➤ In addition to the basic medical resources for the participants of the HVE, also possible event specific planning factors will have to be considered.
  - ➤ Additional capabilities must be ready for concrete requirements for specific V.I.Ps.

- Legal liability permits and the public authorities involved (also for instance visas, work permits).
- Specific and separated roads for organisation teams, rescue teams, officials and public, where possible.
- Security passes for the citizens living or working inside of the area of the HVE.
- Setting up checkpoints at the entrance of the "restricted areas" in order to inspect people and vehicles.

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Information and communication:

- Information (e.g. the structure, gathering, analysing, dissemination and archiving activities that improve the processes of sense-making, decision-making and meaning-making).
- Communication (internal media & public relations) :
  - ➤ Check if it is necessary to have secured channels or a secured network.

Transport:

- Airport and bus/train stations.
- Specific measures concerning roads, water and rail.

3.5 Develop specific plans, procedures and timelines in each of the identified areas of work

Specific plans, procedures and timelines are described and are available at all times by means of a secured website for each of the above-mentioned topics. These specific plans should create a consensus on safety concepts and establish clear communication and constructive relationships between the actors involved.

3.5.1 Formulate specific plans, procedures and timelines (deadlines and milestones) per organization:

All the agencies involved (police, fire brigade, transportation system, medical service, etc.) should formulate specific plans following the guidelines given by the SC. Within this plan, some procedures, mainly referring to types of communication streams, will be established (indicating timelines).

Anticipation and thinking ahead on possible consequences will guide safety planning. The preparedness planning must therefore be a living process: when reality changes, the evaluation basis needs to change and the specific plans need to be adapted.

3.5.2 Synchronize plans & procedures among organizations:

Part of this planning will be synchronizing activities among the involved actors, coordinated by the SC.

3.5.3 Conduct inter-team planning and coordination meetings:

The meetings will be coordinated by the SC and should take place regularly.

3.5.4 Think about time, resources and results:

During the planning and preparedness phase (and always in line with the risk analysis) both financial and human resources must be previewed (it could be useful to include an updated list of contacts, with the focal points for potential deployment in case of emergency).

To improve the plan, some indicators should be developed to evaluate the results in a real scenario. Development of these indicators should be done according to the recommendations from the risk analysis.

3.5.5 Elaborate every day an accurate checklist for the different tasks assigned.

3.6 Test plans and procedures

A HVE may need special plans and procedures that have to be trained well in advance, to learn where there might be problems in coordination, commanding and carrying out procedures. It is important to create a training program for all levels of stakeholders (local, regional and national, specialists etc.). Each specific team should test its own plan several times in order to be able to address possible failures.

Activities:
- Develop training and exercises:
    ➤ Level 1: role training (individual competencies);
    ➤ Level 2: individual team training (teams);
    ➤ Level 3: coordination among teams (structure, products and criteria);
    ➤ Level 4: final test (competencies, teams, structures, plans & procedures).

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3.7 Evaluation and Lessons Learned after training and exercising

Training events are good opportunities to evaluate the level of performance to deal with a specific situation, so it seems fundamental to identify the challenges that are faced by the participants and to find real solutions for potential problems, in order to be prepared when in the field.

This evaluation must be based on the indicators that have been previously prepared. Formulation and dissemination of the lessons learned among the participants during the training are key points for the implementation of the plans.

Other activities:

• Formulation of the principles.

• Formulation of the key performance indicators (KPI's).

• Selection and training of the evaluators (specialists and neutral observers) to take part and evaluate the different training procedures and to assist in identifying possible gaps in the system.

• Use table top and practical exercises onsite to find out if plans work (be aware that practical exercises have to be prepared by experts and might be costly; nevertheless they have to be carried out).

• Monitoring & feedback during training & exercises.

• Formulation and dissemination of the lessons learned among the relevant stakeholders and participants.

3.8 Evaluation and Lessons Learned after the High Visibility Event (HVE)

• Prepare a global feedback.

• Formulate and disseminate lessons learned among the relevant stakeholders and participants.

• Archive lessons learned for future use.

• Compile the documents provided by the SC in order to collect feed-back that may be used as reference material in future HVEs.

C. International Assistance

1. **Procedures/mechanisms for NATO civil/military assistance based on a formal request from the host nation**

   a. **CEP Civil Experts**

   CEPC's Planning Groups maintain a pool of civil experts who provide advice in cases of emergency, evolving crisis or in the planning for military operations on the use of civil resources to the Council, the CEPC (in Allied or EAPC format), NMAs, nations, or other appropriate bodies as agreed by the Council/CEPC. Civil experts are from nations of Allied or Partner countries and can be representatives of industry/business or government/ administration. Civil Experts can provide support to nations in assessing and developing national preparedness, response and recovery capabilities and sharing lessons learned and good practices of previous HVEs.

   b. **Advisory Support Team (AST)**

   The AST can offer the necessary expertise to nations, at their request, to help improve their preparedness plans and response systems.

   The main purpose of these teams is to provide expert advice to the requesting nation in assessing and further developing its national level emergency preparedness, response and recovery capabilities at the strategic and operational level. However, an AST is not be deployed to conduct consequence management in the aftermath of an event.

   c. **Rapid Reaction Team (RRT)**

   A RRT is capable of providing a rapid evaluation of civil needs and civil capabilities to support a specific Council-approved operation or other emergency situation within the functional areas covered by the Planning Groups under CEPC. RRT functions include assessing the situation; providing advice and support to the requesting nation, NATO Military Authorities (NMAS) or other international organizations; and providing ongoing situation reports to the CEPC until such a time as its support is no longer needed.

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d. Euro-Atlantic Disaster Response Coordination Centre (EADRCC)

The EADRCC was established as a partnership tool of NATO Civil Emergency Planning, and is NATO's principal civil crisis response mechanism. The Centre stands ready, all year round, on a 24-hour basis to respond to civil emergency situations in the Euro-Atlantic area, and to function as a clearing-house mechanism for the coordination of requests and offers of assistance. The coordination activities involve close cooperation with NMAs and UN OCHA. Mediterranean Dialogue (MD) and Istanbul Cooperation Initiative (IC) countries can request assistance through the EADRCC. In 2007, CEPC widened the mandate to all areas where NATO is militarily involved.

e. NATO military assistance

NATO can provide assistance in promoting the security of major public events, at the request of the government concerned. It can deploy different capabilities, such as the Airborne Warning and Control System (AWACS) aircraft or elements of the multinational Chemical, Biological and Nuclear (CBRN) Defense Battalion. The Alliance has assisted High Visibility Events such as NATO Summits and ministerial meetings, as well as events like the Athens Olympic Game and the European Football Championship held in Poland and Ukraine in 2012 and the Royal Coronation in The Netherlands in 2013.

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2. Bilateral mutual assistance

Before approaching international organisations, nations should first consider reaching out to neighbouring countries in accordance with regional agreements for assistance.

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