

EMERGENCY SERVICES STAFFING FOR SPECIAL EVENTS

EXECUTIVE LEADERSHIP

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CERTIFICATION STATEMENT

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that appropriate credit is given where I have used the language, ideas, expressions, or writings of another.

Signed: _____

ABSTRACT

The problem this project addressed was the Green Bay Fire Department (GBFD) did not have a uniform method of providing on-scene emergency services at special events.

The purpose was to create and implement a guideline for staffing special events in the City of Green Bay. The action method of research was used to answer the questions: (a) What are the criteria for requiring emergency services at special events, (b) what are the criteria for determining emergency services staffing levels at special events, and (c) what are the criteria for recovering costs for emergency services at special events?

A questionnaire was distributed to agencies to identify criteria for staffing special events.

The research found citizens expect emergency services at special events. The recommendations were to have permit applications reviewed by the GBFD, collect and analyze historical data, and implement a standard billing policy.

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INTRODUCTION

The Green Bay Fire Department (GBFD) is the primary provider of fire suppression, rescue, and emergency medical services in the City of Green Bay. The department operates out of seven fire stations to provide these services on a daily basis to the citizens and workforce. Throughout the year, the City hosts special events that include running events of various distances, holiday celebrations, arts and ethnic festivals, and National Football League games.

The City is working to redevelop its downtown area and plans include a city-owned festival grounds along the waterfront and an expanded convention center. Planners envision ethnic festivals and other special events will occur at the festival grounds on a regular basis, bringing crowds ranging from several hundred to several hundred thousand to the downtown area.

The problem is the GBFD does not have a uniform method of providing on-scene emergency services at special events. The purpose of this applied research project is to create and implement a guideline for staffing special events in the City of Green Bay. This research project employed an action method of research to answer the questions: (a) What are the criteria for requiring emergency services at special events, (b) what are the criteria for determining emergency services staffing levels at special events, and (c) what are the criteria for recovering costs for emergency services at special events?

BACKGROUND AND SIGNIFICANCE

The Green Bay Fire Department has provided emergency services to the citizens of Green Bay as a career fire department since 1891. Throughout its history, the department has not only provided fire suppression, rescue, and fire prevention services to

the community, but has been involved in pre-hospital medical care and patient transportation since 1927 (Stauber, 1991, p. 43). At present, the department is the primary provider of emergency services within the corporate limits of the City of Green Bay. The fire department is party to the Brown County Emergency Medical Services (EMS) Mutual Aid Agreement which provides for response to emergency medical incidents across municipal boundaries when requested through the dispatch center. The department provides services to special events when requested, however language in the Green Bay Municipal Code requiring standby emergency services is vague and offers no method of determining staffing levels. The department does not have stand-alone mutual aid agreements in place for routine provision of emergency medical services during special events and normal resources may be exhausted quickly.

The current city ordinance related to special events (Appendix A) does require that a permit be obtained from the City, through the Safety Manager's office. The ordinance does not provide a method to determine staffing levels for standby services, nor does it provide detail on how the costs of those services are determined.

As a result of slow economic conditions and tax levy limitations imposed by the State of Wisconsin, the City of Green Bay is under pressure to reduce expenditures and recover costs by establishing user fees wherever feasible. Department administrators have been directed by the Common Council to recover the costs of providing special services.

The City is in the process of developing a boardwalk along its waterfront and will open a festival ground in its downtown area in Spring 2006. It is anticipated that the number of special events held in the downtown area will increase significantly, many of

them have the potential to strain the normal level of emergency services that are provided by the fire department.

With proper justification and documentation the city ordinance regulating special events can be modified to address the concerns that are contained in the form of the research project questions. Events will be properly staffed to reduce strain on normal staffing levels and the costs of providing services can be determined fairly and justified to both the special event promoter and city taxpayer.

This project is linked to the Introduction to Influencing Module in the National Fire Academy (NFA) Executive Leadership Course, specifically the ability to influence elected officials to create a resolution or ordinance that will adopt the recommendations of this project. This research project also relates to the United States Fire Administration (USFA) five-year operational objective “to respond appropriately in a timely manner to emerging issues” (Department of Homeland Security, 2003, p. II-2).

LITERATURE REVIEW

Whipkey, Paris, and Stewart (1984, p.44) state the occurrence of a wide variety of entertainment and sporting events is always increasing and that there will always exist the possibility of multi-casualty incidents at these events. These incidents may be caused by fires, terrorists, building collapse, and unforeseen problems. At these special events the increased traffic, both vehicular and pedestrian, make it difficult for routine emergency service providers to respond to medical victims. The availability of on-site medical care at mass gatherings is now the expected community standard, making it necessary for physicians to become involved in event planning. Whipkey et al. (p. 46) relate that the medical coverage is not only needed at the immediate site of the event, but should also be

provided at parking areas and the adjacent areas that will see crowd traffic. The medical teams should be staffed before and after the event. Their experiences lead them to estimate that for every 40,000 spectators at a stadium type event, one critical emergency will occur per hour. They recommend one fully equipped paramedic team for every 10,000 to 20,000 spectators (p. 54).

Grange, Baumann, & Vaezazizi (2003) agree that emergency physicians are increasingly being called upon to organize medical support for professional and amateur sports venues, large concerts, conventions, and motor sports events. The role of physicians for routine site care, however, is controversial. According to Gunter, Ricci, & Silverman (1979) the direct involvement of physicians has been shown to be a key factor in the quality of care provided in endeavors involving emergency medical care.

McDonald (1992, p. 331) concluded that direct physician involvement is not necessary if strong medical control has been established for paramedics.

Berlonghi (1990, p. 129) points out “medical services are one of the most critical elements of risk management at special events.” A promoter or planner is taking extreme risk by skimping on the budget for emergency medical services. The event organizer must plan and be prepared for anything that may occur. Injuries and many of the medical emergencies that occur at special events can be predicted. Even though the types of medical incidents may vary by the type of event, the organizer must make medical services planning a priority. If viewed from a legal standpoint, the organizer’s failure to plan and provide for adequate levels of medical care may be considered negligence.

In a later work, Berlonghi (1995, p. 246) emphasizes that the litigious society in the United States increasingly blames others for their own behavior, taking the position

that everything can be prevented all the time. While undesirable, the situation serves as a wakeup call to our responsibility to protect the public at special events.

Community events are usually planned in advance, sometimes beginning a year ahead according to MacKenzie-Carey (1998, p. 4). Involvement by the emergency service provider at the beginning of the planning process is paramount to being aware of what to expect. This involvement is a good public relations move and ensures that the planning group will consider the emergency medical needs. MacKenzie-Carey goes on to say that successful planning follows a step by step process, including: (a) getting a clear scope of the event, (b) assessing hazards the event may bring, (c) identifying the resources available, (d) listing contact names and numbers, (e) matching resources to hazards, (f) sharing plans with mutual aid partners, (g) educating staff members on procedures, (h) being visible and professional during the event, and (i) reassessing and revising plans as necessary.

Tarlow (2002, p. 30) advocates using the four critical risk management steps that include: (a) assess, (b) plan, (c) manage, and (d) control the risks. He states the professional event risk manager must carefully and systematically collect data regarding the event so that the information can be used in planning future events. After an event, the processes and outcomes must be evaluated in order to improve performance next time or, more importantly, to prevent a next time from occurring. The challenge to the special event risk manager is to determine what data should be evaluated and what are the real risks that will be of importance in planning for the next event.

McSwain and Rodriguez, who provide emergency medical services for the annual Mardi Gras event in New Orleans, note that the planning process begins well ahead of the

actual event (1982, p. 236). In order that responders may anticipate area of crowd concentration, frequency and types of calls, the previous years' experiences are reviewed. Combined with any changes in the event, they look at prior years' successes, failures, and complications to make appropriate changes for the upcoming celebration.

De Lorenzo, Gray, Bennett, and Lamperella (1989, p. 379), reviewed medical records from football games, basketball games and concerts in an effort to predict patient volume at collegiate events. Patients were tabulated by type of event, the crowd size, and level of care provided. The majority of patients seen required only basic life support care, only 10% required transport to a medical facility. The study showed that more patients were seen at concert events than football or basketball events, but that patient frequency decreased with increasing crowd size. De Lorenzo et al. concluded that patient volume and frequency is independent of crowd size for football and basketball events, while a weak correlation was noted for crowd size and concert events. The findings suggested that crowd size not be the primary determinant for planning medical coverage for special events and that such an assumption may have undesirable results.

Weather is a determining factor for patient contacts according to Gordon (1987, p. 73). While cold weather may result in frostbite and hypothermia, hot weather will likely result in more patients. Spectators are not likely to be properly hydrated, exacerbating the problem in the form of lethargy, which in turn resulting in more trip and fall injuries. Gordon continues on to state that warmer temperatures will also lead to increased alcohol consumption, which leads to intoxication and trauma from falls and altercations.

The City of San Diego, California (1999) developed several planning guides for special event promoters. The medical planning guide includes a matrix of emergency

medical resources (see Appendix B) and has listed special considerations that may affect the number and type of resources recommended or that may be required by local ordinance. The considerations listed are: (a) night vs. daytime event, (b) number of active participants, (c) alcohol availability and anticipated use, (d) demographics of crowd, (e) number of attendees, (f) location of event/multiple locations, (g) weather/time of year, (h) length of event, and (i) problems encountered with event in the past. The recommended or required resource list included in the matrix of the planning guide are: (a) knowledge of 911 access and CPR, (b) basic first aid stations, (c) first aid stations including nurse, (d) first aid stations including physician, (e) basic life support ambulances, (f) advanced life support ambulances, and (g) mobile teams. While the matrix provides required and recommended types of medical services, it does not provide insight on the number of first aid stations or ambulances that may be required for each event type.

When addressing the problems that special events will pose to emergency medical responders, Tarlow (2002, p. 114) notes the planner must remember that life goes on during the event. Responders must be prepared to handle not only the additional problems that may occur but must also maintain the ability to respond to everyday events. It now becomes the job of the risk manager to determine how many additional resources the event may require and how those resources will be obtained.

In summary, the literature reveals that emergency services are expected at special events. The proper number and the type of teams can be predicted by using modern risk management technique and by analyzing the history of past events of similar type. Crowd size, weather, alcohol consumption, and geographical area are all factors that should be considered. The planning process should begin well in advance of the event and include

all factors that may affect the number of patient contacts. Physicians may be helpful at the scene, but paramedics can function alone if proper medical control is provided.

PROCEDURES

Questionnaire

A questionnaire (see Appendix C) was distributed to each fire department in Wisconsin that is a member of the Wisconsin State Fire Chiefs' Education Association. The questionnaire was sent to the selected fire department via U.S. Postal Service and included a postage-paid return envelope in an effort to increase the response. The departments were also given the option of returning the results by fax. The responses were tabulated in Microsoft Excel, which was also used to create the graphs and charts for this project.

All material obtained via the Internet was the result of keyword searches using the Google® search engine. An electronic search of the State of Wisconsin Statutes, Administrative Codes, which are located and City of Green Bay Municipal Codes was performed using search engines integral to those websites. The keywords, entered as a group, included: (a) special, (b) event, (c) permit and (d) application.

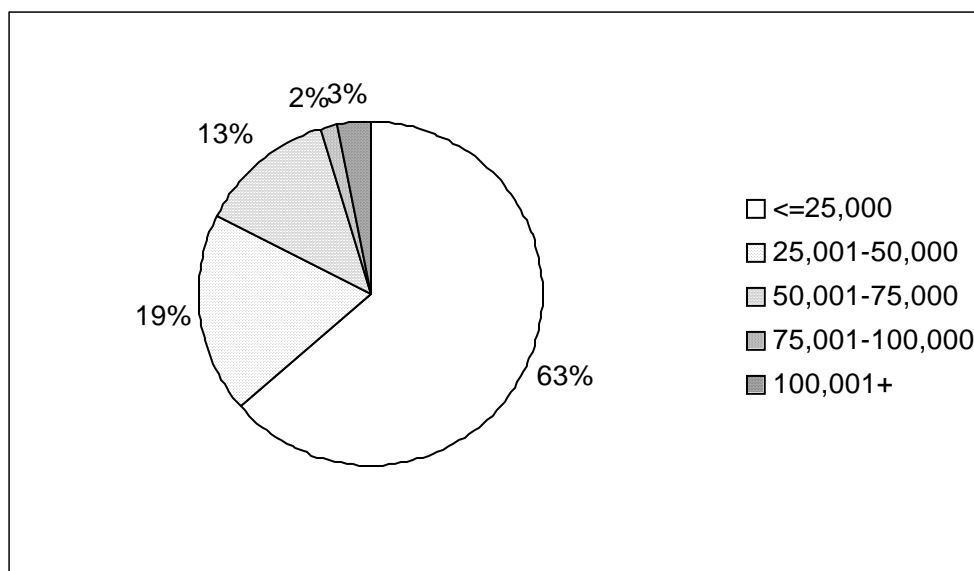
Assumptions and Limitations

The number of questionnaires distributed was small relative to the total number of emergency service providers in the State of Wisconsin and the results may not be an adequate representation of the population. However, the fire departments that received the questionnaire employ at least one career member in the organization. The questionnaire was not distributed to EMS providers that are not affiliated with the fire service. No volunteer fire departments are represented in the results.

RESULTS

Of the questionnaires distributed ($N = 88$) 63 or 71.59% were returned completed within 14 calendar days and were included in this project. No questionnaires were returned non-deliverable or unopened. The mean average of the normal daily population served of the respondents was 44,173, which is 58,140 less than the 102,313 population of the City of Green Bay (U.S. Census Bureau, 2000). The range of the normal daily population of the responding organizations was 697,000, with populations from 3,000 to 700,000. The sample ($n=63$) median population was 20,000, the mode was 10,000. The total normal daily population of all respondents was 2,782,918.

Figure 1. Population served by responding agencies.

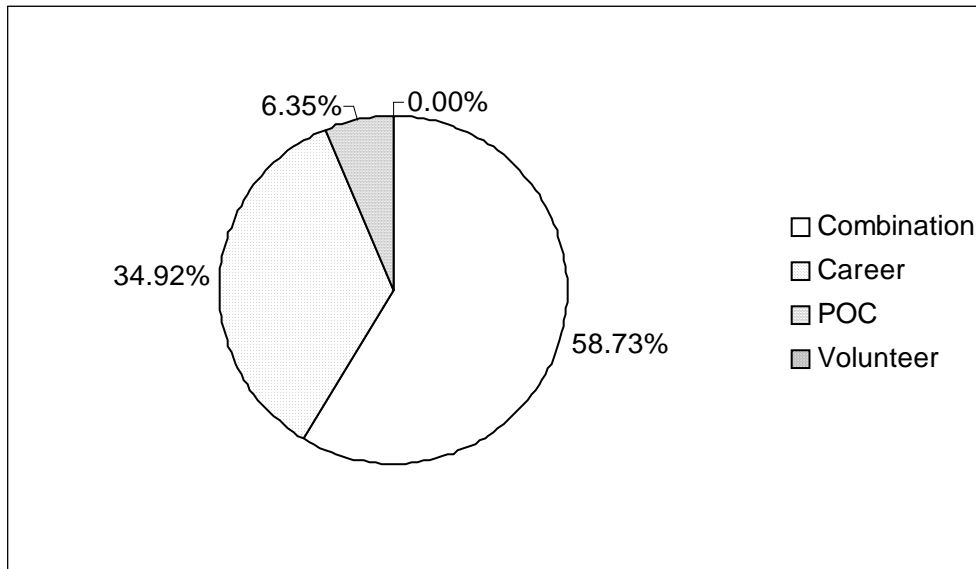


Of the 63 departments that responded, 100% provided fire suppression service, 96.83% provided fire inspection service, 90.48% provided EMS, and 66.67% provided technical rescue services in their jurisdiction. As seen in Figure 2, the type of agencies that responded to the survey was made up of combination departments, career departments, and paid-on-call departments. There were no responding agencies that

considered themselves a volunteer fire department. The greatest numbers of respondents were combination departments, which incorporate career and paid-on-call employees.

The number of departments that provide standby emergency services at special events is 53, or 86.89% of the respondents. Several commented that they currently provide the services only to events sponsored by local government, whereas they would have provided these services to any event organizer in the past. One of those departments indicated this change was primarily due to budget restraints.

Figure 2. Type of staffing of responding departments.



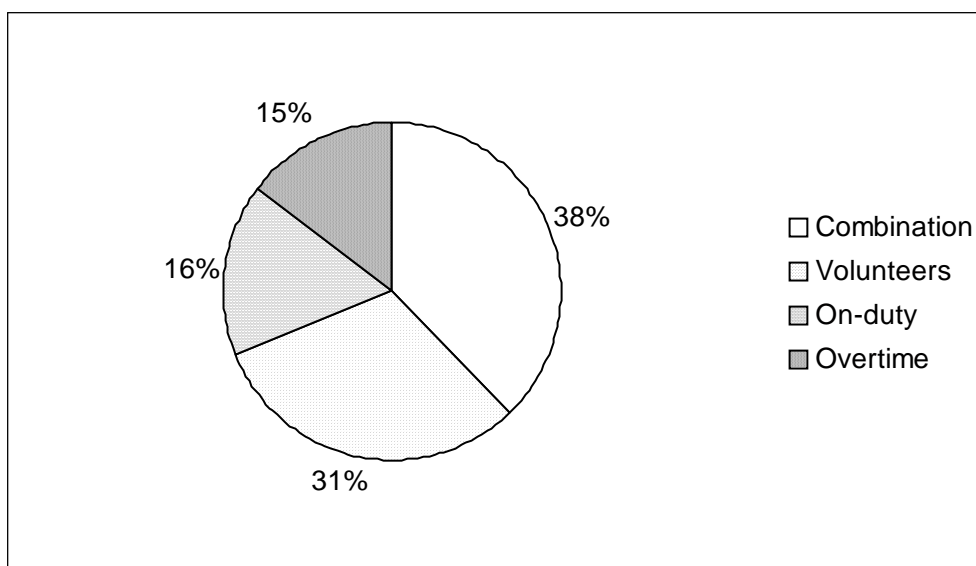
The method by which fire departments provided staffing to the special events varied as indicated in Figure 3. The greatest method of staffing special event teams was by combination of on-duty and overtime personnel followed closely by volunteers. The information on the population served and the type of department is relevant in the fact that in a career department volunteering may be prohibited by labor agreement and

departments of similar size might be expected to provide similar services to the community.

The majority (73.33%) of the responding departments does not require a special event permit. Five of the respondents noted that though the department does not require a special event permit, the governing body does have such a requirement.

Only two of the fire departments that responded to the questionnaire used a municipal ordinance to determine staffing levels. The most popular way of determining staffing levels was by use of a department policy, 65.52% indicated that they used this method. Information on the special event application was used by 18, or 31.03%, of the departments to place the proper number of emergency responders at the event.

Figure 3. Staffing method for special events.

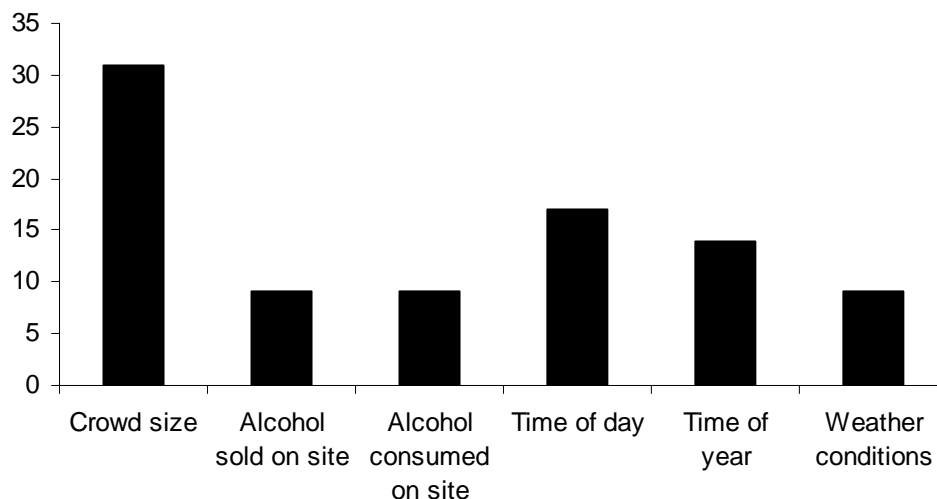


The questionnaire asked the department if they formally, that is, by way of permit application, considered any of several specific factors in determining special events staffing levels. These factors include: (a) crowd size, (b) alcohol sold on site, (c) alcohol

consumed on site, (d) time of day, (e) time of year, and (f) weather conditions. The results are shown in Figure 4. The factor with the greatest consideration was crowd size, with 31 positive responses, followed by time of day with 17 positive responses. This result corresponds with the findings of De Lorenzo, Gray, Bennett, and Lamperella (1989, p. 379), though they cautioned readers that it should not be the only element considered. The factors least considered were alcohol consumed on site, alcohol served on site, and weather conditions, each was selected 9 times. Only 6.78% of the fire departments responded that their services were required at special events by local ordinance.

In response to the question that asked whether the department sought reimbursement for services provided to special events, 65.38% indicated no. Several commented that the policy varied by the type of event and the sponsor. A relatively equal number of respondents, 18 versus 17, indicated that *department policy* and *actual cost of services* methods are employed to determine the costs of the services provided at the event.

Figure 4. Factors considered in determining staffing levels.



The final question asked if, in regard to special events, any stand-alone mutual aid agreements were in place. The overwhelming majority, 89.47%, stated that no special events mutual aid pacts existed in their communities.

DISCUSSION

It is becoming the norm that the public expects a quick response to an emergency regardless of what type of event they are attending (Whipkey, Paris, & Stewart, 1984, p. 44). Today's society expects the events that they attend to be safe and will not hesitate to initiate a legal claim if injured or care is delayed (Berlonghi, 1995, p. 246). The crowd size may cause delays to emergency responders if the extra vehicle and pedestrian traffic blocks normal access and egress routes. The results of the questionnaire (see Figure 4) reveal that more than anything, Wisconsin fire departments consider crowd size to determine staffing levels. It is cautioned that while crowd size is an important factor, it should not be the primary factor (De Lorenzo, Gray, Bennett, & Lamperella, 1989, p. 379). Providers must also carefully consider their normal call volume and availability of emergency staff and vehicles (Tarlow, 2002, p. 114). With a questionnaire response of at least 25%, time of day and time of year are also factors that are considered when determining whether Wisconsin fire departments provide emergency services above their normal levels of staffing. Of the 63 departments that responded, only three agencies had a municipal ordinance that required standby emergency services at special events in their jurisdiction.

Only 15 of the responding fire departments required a special event permit. However, five noted that their governing body required such a permit. The Green Bay Fire Department does not require a special event permit, though the City of Green Bay

does require such a permit by City Ordinance (see Appendix A). The Safety Manager [Risk Manager] is responsible for reviewing and issuing the permits. The appropriate agencies are consulted at the discretion of the Safety Manager. This results in some permits being issued without the fire department being consulted. It is difficult to address the issues of EMS and fire suppression coverage after the permit has been issued, especially when there is a cost involved in providing such coverage.

Organizers and planners must analyze the event using risk management techniques and prepare for any type of emergency that may occur (Berlonghi, 1990, p. 129). Tarlow (2002, p. 40) encourages planners to use four critical risk management steps to determine the needs and plan for emergency services. New challenges may face responders even though an event has occurred annually for many years. Changes in the event from year to year must be considered when planning for the next event (McSwain & Rodriguez, 1982, p.236) so that responders are not caught unprepared by a new risk. Crowd concentration, number of incidents, and the type of incidents help determine what services may be required at each year's event.

The City of San Diego (1999) has prepared materials for event organizers to assist in the process of planning for emergency services. The matrix they've developed (see Appendix B) is available on the Internet and provides definitions of the levels of care that are recommended, or may be required, for the type of event that is being planned.

Historical data is of great value when planning special events and should be used to determine levels of care and the number of emergency response teams provided (Tarlow, 2002, p. 40). The City of San Diego's matrix (1999) does not provide information on staffing levels; it only notes that multiple resources should be considered

depending on the boundaries of the event or the size of the crowd. An event that covers a large geographical area or crosses a municipal boundary line will present challenges to both planners and emergency responders. A minimal number, 5 of the 56 agencies that responded to the question, indicated that they had stand-alone mutual aid agreements in place for special events in their community. This option should be explored for events that are specific to a community. While it may not be practical for national holiday celebrations or similar events that occur simultaneously in neighboring communities, it may be a method to reduce the cost and burden on a local emergency service provider.

The type of event may require emergency teams to be available well before and after the event (Whipkey, Paris, & Stewart, 1984, p. 44). A stadium type event such as a football game or baseball game will see parking lots and surrounding areas used for activities prior to and after the actual game. It is recommended that a fully equipped paramedic team is available for every 10,000 to 20,000 spectators, and that they can expect one critical event per hour for every 40,000 people attending such a game.

Medical involvement of on-site physicians may be part of the response team, even though McDonald (1992, p. 331) noted that on-scene physicians may not be necessary if strong medical has been established for paramedic teams.

Wisconsin fire departments that responded to the questionnaire most often (64.91%) used a department policy to determine staffing levels. Secondary to department policy was information on the special events permit application, used by 31.58% of the departments. The results shown in Figure 4 reveal that alcohol sales and alcohol consumption play a limited role in determining the number of personnel staffing an event.

The size of the event may be used to predict the number of emergency response teams that will be required (Whipkey, et al, p. 54). Weather conditions, including extreme heat and cold, should be considered when planning emergency services. Hot weather will result in more patients, especially if alcohol is consumed. The warmer weather will lead to an increase in alcohol consumption, which will result in more patient contacts in the form of trauma from falls and altercations (Gordon, 1987, p. 73).

The Green Bay Fire Department provides fire suppression, fire inspection, EMS, and technical rescue services to the community and is a career fire department. Only 22 of the responding agencies were career departments, and only 41 provided the same types of services. The discussion point is that a department that provides similar services by a similar type of delivery would have similar administrative and overhead costs. This includes the purchase of equipment and training for personnel, justifying the recovery of the cost of those services provided at special events. The department currently uses an actual cost of services method, but those fees are reduced or waived for some charitable organizations, or are waived altogether for some government-sponsored events.

The Green Bay Fire Department has historically staffed all special events with overtime crews, regardless of current daily staffing levels. This is contrary to the results of the questionnaire, where overtime was the least used method. Increasing overtime in the face of shrinking budgets is one of the reasons for the governing body's demand for cost recovery. If the department were able to staff the event with on-duty personnel when above minimum daily staffing levels, and still charge the event promoter a reasonable fee for services provided, it would result in an attractive offset to the taxpayer. Department policy and actual cost of services were used most often to determine the costs of services.

The Green Bay Fire Department currently uses an informal actual cost method, but it is not comprehensive enough to include all administrative and overhead costs. Only 7.89% of the departments determined costs by way of a municipal ordinance.

In the questionnaire, when the agencies were asked whether they sought reimbursement for services provided, 35.29% responded “yes”. It can be reasoned that the remainder had no costs incurred, as in the 19 that staffed events with volunteers, or that the cost of the services were paid for by the taxpayer.

RECOMMENDATIONS

The recommendations are based on the results of the literature review and data collected as part of this research project.

Recommendation 1

The fire chief shall formally request that the fire department be notified of all special events permit applications and be provided adequate time to review those permits (see Appendix E). In reviewing the permits the fire department administration will consider the crowd size, type of event, time of day, time of year, and expected weather conditions to determine whether to staff the event with emergency response teams. The literature review and the questionnaire results support this recommendation.

Recommendation 2

The department will compile response data and information on weather conditions from each special event that occurs in the jurisdiction (see Appendix F). This information will be analyzed for the type and volume of incidents, with those results used in combination with the special event permit application to determine staffing levels at future events. This recommendation is supported by the results of the literature review.

Recommendation 3

The department will create a department policy to officially adopt the actual cost of service method for determining reimbursement rate for services provided at special events (see Appendix G). The policy will include costs of salary, benefits, supplies, administrative costs, and overhead. This policy will reinforce the current unwritten procedure used by the department.

Future readers may want to expand the research to include agencies of similar size cities and staffing, but on a larger [national] geographical scale.

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APPENDIX A

Green Bay Municipal Code, Chapter 6

6.15 SPECIAL EVENTS. (Rep. & Rec. GO 23-03)

(1) DEFINITIONS.

- (a) High Hazard Event. Special events involving major physical activity by participants, moderate to severe exposure of spectators to hazards, and/or crowd sizes of 10,000 to 25,000 persons. High hazard events shall include, but not be limited to, team or individual sporting events, circuses and carnivals with rides, parades with floats, and marathons or similar races.
- (b) Low Hazard Event. Special events involving no physical activity by participants, no severe exposure of spectators to hazards, and no alcoholic beverages. Low hazard events shall include, but not be limited to, indoor and outdoor meetings, small theatrical performances, and auctions.
- (c) Medium Hazard Event. Special events involving limited physical activity by participants, no severe exposure of spectators to hazards, and crowd sizes of less than 10,000 persons. Medium hazard events shall include, but not be limited to, dances, animal shows, political rallies, flea markets, and parades with no floats.
- (d) Person. Any person, firm, partnership, association, corporation, company, or organization of any kind.
- (e) Safety Manager. The Safety Manager of the City of Green Bay or his/her designee.

Appendix A, continued

- (f) **Special Event.** An athletic event, ceremony, demonstration, exhibition, march, pageant, parade, procession, race, show or other similar display which interferes with the normal flow or regulation of traffic upon the streets, sidewalks, or rights-of-way, or the normal use of parks or other public grounds.
- (g) **Special Hazard Events.** Special events involving severe exposure of spectators to hazards and/or crowd sizes in excess of 25,000 persons. Special hazard events shall include, but not be limited to, professional or collegiate sporting events, vehicle races, and fireworks displays.
- (2) **PERMIT REQUIRED.** No person shall conduct, manage, engage in, or participate in a special event unless a permit has been obtained from the Safety Manager.
- (3) **EXCEPTIONS.** This section shall not apply to funeral processions, governmental agencies acting within the scope of their functions, or neighborhood block parties in compliance with Section 9.27(4), Green Bay Municipal Code.
- (4) **APPLICATION.**
 - (a) **Filing and Contents.** An application for a special event permit shall be filed with the Safety Manager not less than 60 days before the proposed date of the event on a form to be approved by the Safety Manager. The application shall set forth the following information:
 1. The name, address, and telephone number of the person seeking to conduct such event.
 2. The name, address, and telephone number of the event coordinator.

Appendix A, continued

3. The date when the event is to be conducted.
 4. The event location or route to be traveled, the starting point, and the termination point.
 5. The approximate number of persons who, and animals and vehicles which, will constitute such event; the type of animals; and description of the vehicles.
 6. The hours such event will start and terminate.
 7. A statement as to whether the event will occupy all or only a portion of the width of the streets proposed to be traversed.
 8. The location by streets of any assembly areas for such event.
 9. The time at which units of the event will begin to assemble at any such assembly area or areas.
 10. The interval of space to be maintained between units of such event.
 11. Whether any alcoholic beverages will be served and/or consumed in conjunction with the event, the locations of such activities, and whether the necessary licenses have been obtained.
 12. Any additional information which the Safety Manager finds reasonably necessary to a fair determination as to whether a permit should be issued.
- (b) Late Applications. The Safety Manager, where good cause is shown, may consider any application which is filed less than 60 days before the date such event is proposed to be conducted.

Appendix A, continued

- (c) **Fee.** A non-refundable application fee to cover the administrative costs of processing the permit shall be paid to the City by the applicant when the application is filed according to the following schedule:
1. For low hazard events, the fee shall be \$25.00.
 2. For medium hazard events, the fee shall be \$50.00
 3. For high hazard events, the fee shall be \$250.00.
 4. For special hazard events, the fee shall be \$500.00.
- (d) **Insurance and Indemnification.** No proof of insurance or indemnification is required for low hazard events. For medium, high, and special hazard events, the applicant shall furnish a Certificate of Insurance and Indemnification meeting the requirements set by resolution of the Common Council.
- (5) **ADDITIONAL CITY SERVICES.** If the special event will require more than the minimal use of any City equipment or services, the applicant shall pay the actual costs for the use of such equipment or services. This may include, but is not limited to, police services and barricades. As a condition of the approval of any application, the applicant shall agree to pay, within 30 days of billing, the costs of any additional City services.
- (6) **STANDARDS FOR ISSUANCE.** The Safety Manager shall issue the permit when, from a consideration of the application, consultation with other City departments as necessary, and from such other information as may otherwise be obtained, it appears that:

Appendix A, continued

- (a) The applicant has complied with all of the application requirements of subsection (4).
- (b) The conduct of the event will not substantially interrupt the safe and orderly movement of other traffic in the vicinity of its location.
- (c) The conduct of the event will not require the diversion of so great a number of police officers as to prevent normal police protection to the City.
- (d) The concentration of persons, animals, and vehicles at the event will not unduly interfere with proper fire and police protection of or ambulance service to areas in the vicinity of the event.
- (e) The conduct of the event will not unduly interfere with the operation of hospitals, schools, or other public institutions.
- (f) The parade is scheduled to move from its point of origin to its point of termination expeditiously and without unreasonable delays enroute.
- (g) The special event will not conflict or interfere with another special event for which a permit has already been granted.
- (h) There are a sufficient number of parking spaces within a reasonable distance to accommodate the number of vehicles expected.
- (i) Adequate sanitation or other necessary health facilities will be available at the event.
- (j) The conduct of the event is not reasonably likely to cause injury to persons or property.

Appendix A, continued

- (7) ACTION UPON APPLICATION. The Safety Manager shall provide written notice of the issuance or denial of the permit within 30 days of receipt of an application. If the application is denied, the notice shall state the reasons for the denial.
- (8) APPEAL PROCEDURE. Any person aggrieved may appeal the denial of a special event permit to the Protection and Welfare Committee. The applicant shall file written notice of appeal with the City Clerk within seven days after receiving notice of the denial. Within 15 days of receipt of the appeal, the Committee shall give the applicant an opportunity to be heard.
- (9) NOTICE TO CITY AND OTHER OFFICIALS. Immediately upon the issuance of a special event permit, the Safety Manager shall send a copy thereof to the Mayor, the Chief of Police, the Fire Chief, and the Director of Public Works.
- (10) DUTIES OF PERMITTEE. A permittee hereunder shall comply with all permit directions and conditions and with all applicable laws and ordinances.
- (11) PUBLIC CONDUCT DURING PARADES.
 - (a) Interference. No person shall unreasonably hamper, obstruct or impede, or interfere with any parade or parade assembly or with any person, vehicle, or animal participating or used in a parade.
 - (b) Driving Through Parades. No person shall drive a vehicle between the vehicles or persons comprising a parade when such vehicles or persons are in motion and are conspicuously designated as a parade.

Appendix A, continued

- (c) **Parking on Parade Route.** The Chief of Police may prohibit or restrict the parking of vehicles along a highway or part thereof constituting a part of the route of a parade. The Chief of Police shall post signs to such effect, and no person shall park or leave unattended any vehicle in violation thereof.

APPENDIX B

City of San Diego, Emergency Medical Services Resource Matrix

EMERGENCY MEDICAL SERVICES RESOURCE MATRIX								
<i>Which level of medical service is appropriate for your event?</i>								
<p>In an effort to help you determine the appropriate medical services for your event, the City of San Diego has developed a matrix of Emergency Medical Services Resources.</p> <p>Special considerations which may affect the recommended medical resources are:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Night vs. Daytime event <input type="checkbox"/> Number of active participants 				<ul style="list-style-type: none"> <input type="checkbox"/> Alcohol availability and anticipated use <input type="checkbox"/> Demographics of crowd <input type="checkbox"/> Number of attendees <input type="checkbox"/> Location of event/Multiple locations <input type="checkbox"/> Weather/Time of year <input type="checkbox"/> Length of event <input type="checkbox"/> Problems encountered with event in the past 				
<ul style="list-style-type: none"> ● Required resource. Multiple resources should be considered depending on boundaries of event or size of crowd. ✓ Recommend resource intended to ensure safety of participants 								
EVENT TYPE	Anticipated Crowd Size	Knowledge of 911 Access and CPR	Basic First Aid Station(s)	First Aid Station(s) Including Nurse	First Aid Station(s) Including Physician	BLS Ambulance(s)	ALS Ambulance(s)	Mobile Team(s)
Concert/ Music Festival Block Party/ Street Fair Outside Venue	Less than 2,500	●	●	✓		✓		
	2,500 to 15,500	●		●		●	✓	
	15,000 to 50,000	●		●	✓	●	●	●
	Over 50,000	●			●	●	●	●
Athletic/ Sporting Event	Less than 2,500	●	●	✓				
	2,500 to 15,000	●		●	✓	●	✓	
	15,000 to 50,000	●			●	●	●	●
	Over 50,000	●			●	●	●	●
Parade	Less than 2,500	●	●					
	2,500 to 15,000	●	●	✓		●	✓	
	15,000 to 50,000	●		●	✓	●	●	●
	Over 50,000	●		●	✓	●	●	●
Conference/ Convention	Less than 2,500	●	●					
	2,500 to 15,000	●	●	✓		✓		
	15,000 to 50,000	●		●		●	✓	●
	Over 50,000	●		●	✓	●	●	●

APPENDIX C

Questionnaire, Special Events Staffing, as distributed

What is the normal daily population of your jurisdiction? _____

What type of services do you provide?

Fire Suppression Fire Inspection EMS Technical Rescue

Type of department?

Career Volunteer
 Paid on call Combination career and paid on call

Do you provide standby emergency services to special events in your community?

Yes No

If yes, how do you staff these events?

On-duty Overtime Combination of on-duty and overtime
 Volunteers

Does your department require a special events permit?

Yes No

How do you determine staffing levels for special events?

Municipal ordinance
 Department policy
 Information on the event permit application.

Do you formally (by way of a permit application) consider any of the following a factor in determining staffing levels for special events?

Crowd size Alcohol sold on site Alcohol consumed on site
 Time of day Time of year Weather conditions

Are your standby emergency services required by local ordinance?

Yes No

Is reimbursement sought for the cost of services provided?

Yes No

How is the cost of providing standby emergency services determined?

By ordinance Department policy Actual cost of services

Do you have stand-alone mutual aid agreements for special events in your community?

Yes No

Please feel free to provide any information regarding your special events procedure:

Please mail in enclosed envelope or fax completed questionnaire to 920-448-3281. Include your mailing address if you would like a copy of the tallied results.

APPENDIX D

Questionnaire, Special Events Staffing, results

What is the normal daily population of your jurisdiction? **Mean = 44,173; Range = 697,000**

What type of services do you provide?

63 Fire Suppression **61** Fire Inspection **57** EMS **42** Technical Rescue

Type of department?

22 Career **0** Volunteer
4 Paid on call **37** Combination career and paid on call

Do you provide standby emergency services to special events in your community?

53 Yes **9** No

If yes, how do you staff these events?

10 On-duty **9** Overtime **23** Combination of on-duty and overtime
19 Volunteers

Does your department require a special events permit?

16 Yes **44** No

How do you determine staffing levels for special events?

2 Municipal ordinance
38 Department policy
18 Information on the event permit application.

Do you formally (by way of a permit application) consider any of the following a factor in determining staffing levels for special events?

31 Crowd size **9** Alcohol sold on site **9** Alcohol consumed on site
17 Time of day **14** Time of year **9** Weather conditions

Are your standby emergency services required by local ordinance?

4 Yes **55** No

Is reimbursement sought for the cost of services provided?

18 Yes **34** No

How is the cost of providing standby emergency services determined?

3 By ordinance **18** Department policy **17** Actual cost of services

Do you have stand-alone mutual aid agreements for special events in your community?

6 Yes **51** No

Please feel free to provide any information regarding your special events procedure:

Please mail in enclosed envelope or fax completed questionnaire to 920-448-3281. Include your mailing address if you would like a copy of the tallied results.

APPENDIX E

Recommendation 1, draft letter

January 23, 2006

City Attorney Jerry Hansen
100 N Jefferson St
Green Bay WI 54301

Dear Jerry:

I am formally requesting that the fire department be made aware of all special event permit applications received at the Risk Management offices.

The results of a National Fire Academy applied research project I recently completed reveal that information contained in the City's permit will assist in determining whether the fire department should staff emergency response teams at these events. Too often the permit is issued without the opportunity of the fire department staff to review and analyze the information provided by the event organizer. Once the permit is issued, it is very difficult to reach an agreement on the type and number of response teams that are needed.

If you care to discuss this issue, please don't hesitate to call my office.

Sincerely,

Jeff Stauber
Fire Chief

APPENDIX G

Recommendation 3, Fire department billing guideline

Chapter: XI Records and Reports

Subject: 01 Records

Topic: 05 Special Events Billing

A. PURPOSE

This is intended to create a standard method of determining costs for reimbursement of services at special events.

B. SCOPE

This guideline applies to all special event deployments.

C. TERMS AND DEFINITIONS

There are no special terms or definitions for this guideline.

D. GUIDELINE

- 1) The actual cost of personnel, including salary, retirement, health insurance, life insurance, Medicare, and where applicable FICA will be calculated and billed to the responsible party.
- 2) An administrative fee equal to 5% of the personnel cost, but no less than \$35.00 will be charged to the responsible party.
- 3) Equipment rates will be determined using the FEMA equipment fee schedule and will be charged to the responsible party.
- 4) Any disposable supplies, other than those used and billed to a patient that is transported to a medical care facility, will be charged to the responsible party.
- 5) All charges will be due net 30 days per the City of Green Bay billing policies.