

Security and Resiliency Guide

Counter-Improvised Explosive Device (C-IED)

Annex for Sports Leagues and Venues Stakeholders



Homeland
Security

Purpose

Bombings using improvised explosive devices (IEDs) are a common security concern related to terrorism and violence in the United States (U.S.). High-profile domestic incidents have occurred and international attacks are frequently in the news. Sports leagues and venues are not immune from IED incidents, including bomb threats, suspicious items, and actual bombings.

This guide defines tasks and related processes that security managers and staff at sports venues can use to understand and improve their ability to perform counter-IED (C-IED) activities and make decisions. For the purposes of this Guide, sports leagues include professional leagues (major, minor, and independent) and amateur associations (intercollegiate, interscholastic, and Olympic). This guide is designed to provide security managers and staff at sports venues with:

- 1) A practical framework to examine their ability to perform C-IED activities, and
- 2) Supporting guidance and materials to strengthen their C-IED preparedness.

Benefits of the guide to the sports leagues and venues community

This guide provides useful information to security managers and staff as they seek to improve preparedness at their venues. Through this guide, managers and staff can:

- Gain a better understanding of their existing C-IED practices and needs;
- Obtain information to support preparedness efforts, such as risk assessments, planning, equipment purchases, and staff training; and
- Collaborate and communicate more effectively with their sports league and venue counterparts, community first responders, and government agencies.

As each sports venue is unique in size, complexity, and location, no specific guidance can apply to all. For that reason, the information provided in this guide is meant to provide suggestions and examples of what others are doing as options for facilities to consider to enhance their C-IED preparedness.

Background

The U.S. Department of Homeland Security (DHS) Office for Bombing Prevention (OBP) plays a key role in coordinating efforts with the public and private sectors, including sports leagues and venues, to build capabilities to prevent, protect against, respond to, and mitigate bombing incidents. To assist stakeholders with enhancing preparedness for IED incidents, OBP and other U.S. Government stakeholders developed the *Security and Resiliency Guide: Counter-IED Concepts, Common Goals, and Available Assistance* (SRG C-IED). The SRG C-IED is a consolidated reference guide of C-IED preparedness information for homeland security stakeholders. It provides an overview of IED threats, a set of common C-IED goals, associated objectives, and practices, as well as links to Federal government C-IED resources.

This Guide is an annex to the SRG C-IED developed to support the specific needs of sports leagues and venues stakeholders. Representatives of sports leagues, including security managers from several sports venues, participated in its development to ensure the Annex reflects common operating procedures and the most significant security concerns. Major associations and working groups also participated, including the Commercial Sector Coordinating Committee, Stadium Manager's Association, and National Center for Spectator Sports Safety and Security. DHS conducted workshops to gain insight into security best practices, gaps, and potential products that would support C-IED preparedness for the Sports Leagues and Venues Subsector.

Definitions

The following definitions may be useful to sports league and venue security managers and staff as they read this guide and examine their ability to perform C-IED activities and make decisions to prevent, protect against, mitigate, and respond to IED-related threats.

- **IED:** A device placed or fabricated in an improvised manner incorporating destructive, lethal, noxious, pyrotechnic, or incendiary chemicals and designed to destroy, incapacitate, harass, or distract.
- **IED Incident:** Any event that involves a real or suspected IED threat, including IED detonations, bomb threats, the use of hoax devices, discovery of bomb-making components, or the theft of explosives or precursor materials.
- **Countering IEDs:** The interdisciplinary process for developing, implementing, evaluating, and adjusting measures to prevent, discover, protect against, mitigate, respond to, and recover from IED incidents and their consequences.

C-IED goals

There are 10 common C-IED goals outlined in the SRG C-IED. These goals serve as benchmarks that stakeholders can review and consider for implementation in support of reducing the overall risk posed by IED threats.

Goal
1. Use and share risk information to guide IED-related physical security, law enforcement, and emergency response activities.
2. Identify and report IED-related suspicious activity.
3. Prevent the acquisition of explosives and explosive precursor chemicals used in IEDs.
4. Implement site-specific protective measures to prevent and minimize the impact of IED incidents.
5. Utilize IED screening and detection methods in high-risk environments.
6. Take immediate safety precautions for bomb threats, suspicious items, and IEDs.
7. Safely coordinate response activities at IED incident sites.
8. Request Public Safety Bomb Squad assets to diagnose suspicious items and render-safe IEDs.
9. Provide IED-specific emergency medical response.
10. Reduce the psychological and economic impacts of IED incidents.

Introduction

The C-IED tasks align to six out of the ten C-IED goals in the previous table:

Goal 1: Use and share risk information to guide IED-related physical security, law enforcement, and emergency response activities. The C-IED tasks in this category include the activities by which sports leagues and venues personnel use and share information to improve coordination between stakeholders.

Goal 2: Identify and report IED-related suspicious activity. The C-IED tasks that align to this goal include the activities to help increase awareness and preparedness for identifying and communicating IED-related suspicious activity.

Goal 4: Implement site-specific protective measures to prevent and minimize the impact of IED incidents. These C-IED tasks include the activities by which sports leagues and venues personnel strive to deter IED threats and protect against an IED attack to their facilities.

Goal 5: Utilize IED screening and detection methods in high-risk environments. These C-IED tasks discuss various screening and detection methods that sports leagues and venues personnel can utilize to identify and prevent IEDs and IED components from entering into their venues.

Goal 6: Take immediate safety precautions for bomb threats, suspicious items, and IEDs. These C-IED tasks include the activities by which sports leagues and venues personnel can effectively respond to IED threats to their facilities in support of increasing safety, minimizing potential disruptions, and assisting law enforcement and first responders.

Goal 7: Safely coordinate response activities at IED incident sites. These C-IED tasks include activities by which sports leagues and venues personnel can effectively and safely react at the IED incident site.



*Figure 1: World Trade Center parking garage following the 1993 bombing that killed six people and injured 1,000.
Property of DHS*

Subsector definition

The Sports Leagues and Venues Subsector is comprised of those sports leagues and teams that use stadiums, arenas, and motor racetracks where people meet for the purpose of viewing sports events.¹ The Sports Leagues and Venues Subsector is closely related to the Public Assembly Subsector, as these facilities share many of the same characteristics.²

Sports league and venue stakeholders

For the purposes of this guide, sports league and venue stakeholders include the following:

- **Attendees/Participants:** Any person at the sports venue with the intent of watching or being directly involved in the execution in the sporting event.
- **Security/Management:** Employees or contract staff responsible for ensuring the safety of attendees, staff, and sporting event participants.
- **Gate Staff and Ushers:** Employees or contract staff responsible for greeting attendees, selling and validating tickets, and providing information.
- **Facilities/Engineering:** Employees or contract staff responsible for venue engineering, maintenance, cleaning, and the loading dock.
- **Vendors:** Employees or contract staff responsible for delivering commodities to the venue and working in food service areas (e.g., restaurants, counter service, and bars) and stores located onsite within the sports venue.



Figure 2: Sports league and venue stakeholders
Source: iStock

¹ (Commercial Facilities Sector-Specific Plan - An Annex To The NIPP 2013 - 2015)

² There is a separate C-IED Preparedness Guide focused specifically on the Public Assembly Subsector.

Assess IED risk

Knowing and understanding the specific risks to sports leagues and venues from IEDs is a necessary first step to selecting and prioritizing the C-IED tasks presented in this guide.

Risk is generally defined as the potential for an unwanted outcome from an incident as determined by its likelihood and consequences.³ A C-IED risk analysis should address two core questions:

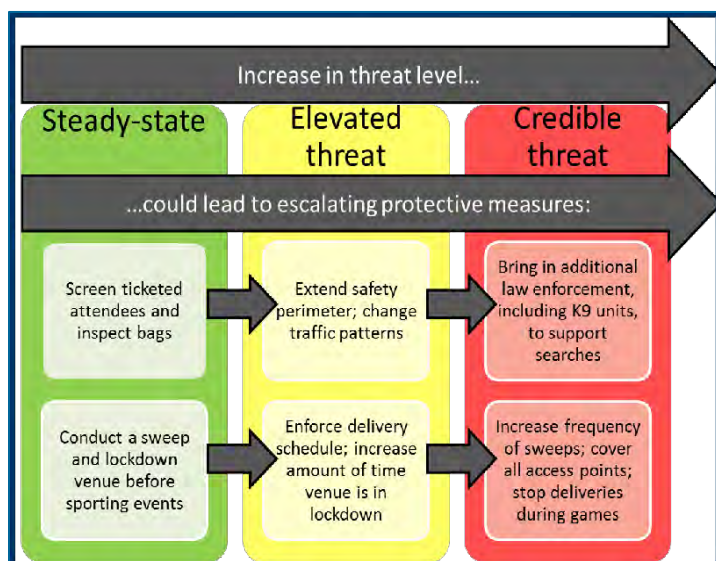
- How likely is it that an IED threat or detonation will occur?
- If an IED threat or detonation occurred, what would the consequences be?

As an example, a sports venue for one of the four major professional leagues in a major metropolitan area may be an attractive target for extremists because of the high number of people present at any given time and the psychological importance placed on sporting events. However, smaller venues, which likely have less restrictive security requirements at entrances, may be easier targets for extremists. As a result of these different risk factors, the venue for one of the four major sports leagues will have different priorities than the venue for a minor league team in a small city, which will affect the decisions that the security managers for each of these venues will make to apply the C-IED tasks outlined in the next section.

IED threat considerations

Consider how the likelihood of an IED incident would affect the approach to implementing any of the C-IED tasks. Threat scenarios to consider include the following:

- **Steady-state IED threat** environment that exists on a day-to-day basis.
- **Elevated IED threat** to a sports venue based on credible intelligence analysis. For example, a law enforcement agency informs a sports league that there is a threat to their facilities posted to a known terrorist recruiting Website.
- **Credible IED threat** to a specific sports venue based on the identification of a suspicious object or a bomb detonation. For example, an unattended package is found on the concourse.



Furthermore, any change in the likelihood of an IED incident, such as a credible threat to a sports venue in a particular city, will affect the actions taken to implement C-IED tasks (see Figure 3). For example, day-to-day operations during the steady-state IED threat environment for a sports venue may mean screening ticketed attendees and inspecting small bags. However, during an elevated threat environment, venues may decide to incorporate additional security features, such as further limitations on the bags that attendees can bring into the stadium, expansion of the security perimeter beyond the standard 100 feet, and adjustment of traffic patterns around the stadium.

Figure 3: Example actions in response to a changing threat environment
Property of DHS

³ (Risk Steering Committee 2015)

Sports Leagues and Venues Subsector C-IED Goals

This section outlines examples of C-IED tasks that security managers and staff at sports venues can implement to prevent, protect against, mitigate, and respond to bomb threats and incidents. Descriptions of each C-IED task include examples from industry documents and discussions with stakeholders that summarize a spectrum of approaches for security managers and staff to consider, based on risks to their respective venue, as they build and/or improve C-IED preparedness over time. Following this section are three appendices:

- **Appendix 1** provides a broader list of C-IED tasks, to include the example tasks outlined below, in an operational checklist format for venues to use to self-assess their preparedness.
- **Appendix 2** lists resources available to sports leagues and venues to build and improve their C-IED preparedness.
- **Appendix 3** lists the references used to develop this guide.

Goal 1 – Use and share risk information to guide IED-related physical security, law enforcement, and emergency response activities.

The following C-IED tasks include the activities security managers and staff at sports leagues and venues can incorporate to effectively use and share information to any and all stakeholders involved.

Assess risk of an IED incident.

Assess the likelihood and consequences of an IED incident that directly impacts a) the sports venue and b) adjacent facilities such as hotels and convention centers. A number of resources are available to support risk assessment of an IED incident, including the following:

- Local bomb technicians, who are part of local fire or law enforcement agencies;
- DHS Protective Security Advisors (PSAs);⁴
- Local emergency managers, as part of their ongoing Threat and Hazard Identification and Risk Assessment (THIRA) process; and
- Local, regional, or state fusion centers.⁵



Example

Incorporate “alert levels” into venue emergency action plans. These levels can be tied to local or federal advisory systems, such as the National Terrorism Advisory System, or to criteria defined by the venue. The plan can also outline specific protective actions for each level (e.g., extending the safety perimeter around the venue during an elevated alert).

Be aware of new circumstances or information that may increase or decrease the threat of an IED, such as high profile sporting events, visiting dignitaries, and National Special Security Events.

⁴ PSAs are DHS representatives whose mission is to protect critical infrastructure through engagement with private sector stakeholders. For more information, see <https://www.dhs.gov/protective-security-advisors>.

⁵ For more information about fusion centers, see <https://www.dhs.gov/state-and-major-urban-area-fusion-centers>.

Sports Leagues and Venues Subsector C-IED Goals

Monitor and share IED-related security information.

Establish relationships with government and industry stakeholders to maintain the routine exchange of IED-related security information—including alerts, attack indicators and warnings, and advisories. Some examples of partnerships include the following:

- Private sector liaisons from law enforcement agencies;
- Local emergency management agencies;
- Local, regional, or state fusion centers;
- DHS PSAs;
- Neighborhoods, communities, and business associations (e.g., Project Lighthouse in Detroit⁶); and
- National sports venue associations (e.g., Stadium Manager's Association).



Example

In an elevated threat environment, facilitate efficient real-time information sharing across all sports venues and law enforcement agencies within a jurisdiction. This can be done face-to-face (at a local or state fusion center) or virtually, using, for example, the DHS Homeland Security Information Network (HSIN) connect rooms.

If the threat is elevated, provide additional information about the potential threat to staff during daily roll calls. A smart phone application can also be used to provide real-time information and resources to staff.



Example

Develop standard messages in advance, which can be displayed on video monitors and scoreboards during elevated threat environments.

Additionally, attendees tend to be more accepting of security measures when they know that there is an elevated threat. Therefore, during circumstances when the threat is elevated, provide updated information and guidance to attendees more often and more visibly, using posters, video monitors, and the scoreboard, for example. For more information on providing public service announcements, see Appendix 2.

Goal 2 – Identify and report IED-related suspicious activity.

The following C-IED tasks include the activities security managers and staff at sports leagues and venues can employ to efficiently recognize and report IED-related suspicious behaviors and items.

Educate all staff to understand potential IED threats.

Train all employees and contract staff to recognize and report suspicious behavior and objects that could be associated with IEDs. For example, training for staff at entrance gates could address what to do with unattended packages, as well as observing whether the owner of the package then leaves the sports venue. Pre-event training can consist of instructor-led sessions or Web-based training courses. In addition, educational materials (e.g., posters and signs) and checklists can help staff recognize and report suspicious activities and objects that could be associated with IEDs.

⁶ For more information about the Project Lighthouse program in Detroit, see <http://downtowndetroit.org/do-business/what-is-safety-security/project-lighthouse/>.

Sports Leagues and Venues Subsector C-IED Goals

If the threat is elevated (e.g., following an attack that occurred at a sporting event overseas), consider issuing reminders to staff during roll calls. DHS has developed a wide variety of materials, such as training videos, posters, and checklists that sports venues can use to supplement their IED training efforts. See Appendix 2 for a list of available resources.



Example

Incorporate C-IED educational materials and checklists into other emergency information and materials that staff keep with them, typically in lanyards or on a smart-phone application.

Recognize out-of-place and suspicious behavior.

Be mindful of out-of-place and suspicious or concerning behaviors that may indicate planning or execution of an IED attack. Some examples of suspicious or concerning behaviors include the following:

- Loitering at the stadium entrance gates;
- Wearing unusually bulky clothing that is inconsistent with weather conditions and might conceal explosives;
- Attempting to access restricted areas or approaching entrance gates at the end of games as patrons are exiting; and
- Conducting surveillance of sports venues.

If the threat is elevated, use daily roll calls to reinforce recognition of out-of-place and suspicious or concerning behaviors. See Appendix 2 for more information on recognizing suspicious or concerning behavior.

Recognize IED components and explosive precursors.

Be aware of common IED components, such as wires, timers, and triggers, and be able to recognize them around the venue in areas such as entrance gates, exterior walls, and along the concourse. In addition, be familiar with explosive precursors, many of which are common household items, when they are in unexpected places or are unexpectedly missing from storage areas. Some common chemicals likely found in sports venues that could be used as IED precursors include the following:

- Drain cleaner;
- Paint remover;
- Sanitizers;
- Fertilizer; and
- Batteries.

Additionally, some sports venues may store fireworks and other explosive materials. Control should be maintained over the storage areas for any explosive materials to ensure access by authorized personnel only. If the threat is elevated, use daily roll calls to reinforce recognition of IED components and explosive precursors. For more information on IED components and precursors, see Appendix 2.

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Report any potential IED-related information to appropriate authorities.

Establish procedures for attendees and staff to report information to security personnel on suspicious or concerning behaviors that could be associated with IEDs and potential IED threats. Some examples include targeted surveillance of a sports venue, unattended packages along the exterior wall, or vehicles illegally parked near a stadium entrance gate. If the threat is elevated, reinforce reporting procedures for staff during daily roll calls and with public service announcements. For more information on responses to suspicious or concerning behavior, see Appendix 2.

Provide evidence and information from bomb threats to local law enforcement.

Contact local law enforcement with IED-related information ranging from suspicious activity that may be of interest to law enforcement to a credible IED threat. Law enforcement agencies may request that venues provide evidence (e.g., closed circuit television [CCTV] footage) supporting the IED-related information reports. For more information on reporting suspicious or concerning behavior to law enforcement, see Appendix 2.



Example

Report all bomb threats to local law enforcement. With technological advancements, threats may be directed to multiple facilities nearly simultaneously, and the information can help responders build an accurate picture of the scope of the issue.

Goal 4 – Implement site-specific protective measures to prevent and minimize the impact of IED incidents.

The following C-IED tasks include the site-specific activities security managers and staff at sports leagues and venues can implement to prevent and minimize the impact of IED incidents.

Establish a security perimeter.

It is standard practice for many professional and amateur sports leagues to establish a security perimeter during sporting events to create a security zone and keep prohibited items away from the gates and other densely concentrated public areas near the walls of the venue. The security perimeter is typically a minimum of 25 feet beyond the entrance gates and can be a physical barrier with entry points for access or virtual, established by the presence of appropriately trained staff or security professionals. Participants, athletes, coaches, and attendees parking in lots within the security perimeter often require additional credentials, which are also verified.

If the threat is elevated, consider extending the security perimeter farther away from the venue. In addition, consider requiring additional screening for vehicles parking within the security perimeter, such as undercarriage mirrors, and bring in additional resources, such as K9 units and DHS Transportation Security Administration (TSA) Visible Intermodal Protection and Response (VIPR) units. Technology enhancements to support vehicle screening are also becoming more common. For example, tools that quickly take pictures and scan the vehicle identification number could support law enforcement investigations following a bomb threat or other incident. For more information on screening vehicles, see Appendix 2.

Conduct a security sweep before sporting events and lock down facility.

During the steady-state threat environment, security staff typically conduct a comprehensive security sweep of the venue prior to every sporting event. Upon completion and documentation of the security sweep, personnel lock down the venue, limiting deliveries (as noted above) and controlling access to authorized personnel who are appropriately credentialed.

Sports Leagues and Venues Subsector C-IED Goals

The timing for when the security sweep takes place and what resources are used vary between leagues and venues, but the security sweep is typically completed hours prior to the event. Additionally, access to the playing field is limited to authorized personnel, and playing fields are often continuously monitored via CCTV. If the threat is elevated, consider conducting the security sweep and locking down the venue earlier, depending on available resources.

Conduct continuous roving security patrols during sporting events.

During the steady-state threat environment, security staff typically conduct roving security patrols during sporting events, consisting of uniformed and non-uniformed security personnel. Security patrols should include an inspection of security barriers, such as locks, gates, and doors, for signs of intrusion, especially for high-risk areas that require extra security controls, such as security offices, mechanical and storage rooms, and designated team areas.

If the threat is elevated, consider expanding security patrols to include areas outside the venue, such as designated tailgating areas, parking lots, and overnight camping areas at racetracks. Consider also increasing the frequency of security patrols during the sporting event, depending on available resources. In addition, consider emerging tactics, such as the use of drones as bomb delivery vehicles, and train security patrols accordingly.

Verify identity of employees, contract staff, and vendors.



Example

Conduct random audits of contractor records on staff background checks to verify compliance.

Sports leagues typically conduct criminal and financial background checks on potential employees as part of the hiring process (unless local or state laws prevent them from doing so). Imposing those requirements on contractors or tenants and volunteers can be more challenging. Encourage contractors and other tenants in the facility to adopt the same practice. Conducting background checks on volunteers is more challenging, although emerging technology to run rapid background checks, as well as searching social media accounts, could address this security gap.

Professional and amateur sports leagues typically require full-time and contract staff to wear identification badges, which should be revised regularly. In addition vendors, law enforcement, and other personnel that vary on a game-to-game basis should be issued game-day credentials. However, the requirements for those credentials vary across leagues (e.g., some leagues require game day credentials to have a picture). If the threat is elevated, consider conducting an audit of identification badges and credentials to verify information is current and accurate.



Example

Change the color and/or orientation of game-day credentials frequently to make it difficult to attempt to replicate or use old credentials to gain access into the venue.

Implement facility-related security measures.

Identify and implement protective security features, such as perimeter lighting, fences, and secure storage for explosive materials and precursors (e.g., fireworks), based on identified vulnerabilities. In addition, consider installing vehicle or other physical barriers that provide effective standoff distance from potential IED attacks and implementing measures to mitigate the consequences of an IED detonation (e.g., opening entrance gates earlier to reduce the number of people congregating before sporting events and installing blast-resistant windows, and placing trash receptacles inside the venue, along exterior walls, and in parking lots). For more information on security measures, see in Appendix 2.



Sports Leagues and Venues Subsector C-IED Goals

Goal 5 – Utilize IED screening and detection methods in high-risk environments.

The following C-IED tasks include the activities security managers and staff at sports leagues and venues can utilize as screening and detection measures in sports league venues.

Screen attendees and inspect bags upon entry.

It is standard practice for venue staff at many professional sports leagues and intercollegiate, interscholastic, and Olympic sporting events to screen attendees, verify tickets to allow access, and inspect bags at entrance gates during the steady-state threat environment. However, the extent of screening and inspection practices (e.g., use of hand-held or walk-through metal detectors) varies across sports leagues, depending on availability of resources, risk assessment results, and the associated burden to attendees. If the threat is elevated, consider increasing the security presence at the entrance gates by posting uniformed and non-uniformed law enforcement officers, as well as K9 units⁷; using walk-through or hand-held metal detectors; and limiting what attendees can bring inside the venue (e.g., implementing a clear bag policy or prohibiting bags from entering the venue). In addition, consider opening the entrance gates earlier to minimize crowd volume immediately outside the venue, which becomes another security concern.

Screen incoming deliveries.

Deliveries to sports venues are typically scheduled for days when there are no sporting events scheduled. During the steady-state threat environment, sports venue staff typically conduct visual screening of deliveries, focusing on general recognition of anything suspicious that could be associated with IEDs, such as strange odors, ticking sounds, and protruding wires. However, deliveries sometimes arrive outside the planned window. If a delivery comes on a day when there is a planned sporting event, staff typically conduct more comprehensive screening (e.g., undercarriage screening and use of K9 units), depending on availability of resources. If the threat is elevated, enforce the planned delivery windows and prohibit deliveries on days when there are sporting events at the venue. For more information on screening deliveries, see Appendix 2.

Goal 6 – Take immediate safety precautions for bomb threats, suspicious items, and IEDs.

The following C-IED tasks include the activities that security managers and staff at sports venues can utilize to respond to IED threats at their facilities and support the local emergency response community following a successful detonation.

Search for potential IEDs.

Standard practice upon receiving a bomb threat is to initiate a strategic search of the entire venue to locate the potential bomb, to include the interior (e.g., restrooms and garbage cans), exterior (e.g., along exterior walls and parking lots), and buffer zones (e.g., screening points at entrance gates). CCTV footage can aid in the search to determine, for example, if a suspicious package is merely an accidental unattended bag or if it was left behind deliberately. CCTV can also actively be used to monitor crowds for suspicious activity. Emerging technology, such as geo-specific social media monitoring tools that allow users to monitor

⁷ K9 units should meet industry standards for IED detection, such as those required for International Police Working Dog Association (IPWDA) certification.

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information being posted to social media sites from a specified location, can provide additional information to security managers and staff to support the search for potential IEDs.



Example

Staff that are typically responsible for supporting an IED search are assigned a specific area of responsibility, which is indicated in their lanyard credentials.

If a potential IED is located through the search process, monitor the device, but do not touch it, until law enforcement arrives on scene. Importantly, limit the use of communication devices when searching for the IED, as the use of two-way radios and cell phones could trigger detonation of an actual device. Notify and coordinate with law enforcement for further instructions. For more information on search procedures, see Appendix 2.

Determine and implement appropriate protective measures.

If an IED threat is determined to be credible, establish a cordon around the object to keep staff and attendees away from the area. Consider implementing the pre-evacuation protocol in the emergency action plan as a precaution. This includes conducting a secondary sweep for additional suspect IEDs along the evacuation routes and preparing reception areas. In the event of a successful IED detonation, keep attendees in their seats to the extent possible, given the concern of secondary devices along egress routes. If the decision is made to evacuate attendees, identify egress points as far from the blast as possible and direct the evacuation accordingly. For more information on IED evacuation distances, see Appendix 2.

Threat Description	Explosives Capacity	Mandatory Evacuation Distance	Shelter-in-Place Zone	Preferred Evacuation Distance
Pipe Bomb	5 lbs	70 ft	75-1100 ft	+1200 ft
Suicide Bomber	20 lbs	110 ft	115-1000 ft	+1700 ft
Briefcase/Suitcase	50 lbs	150 ft	155-1840 ft	+1850 ft
Car	500 lbs	320 ft	325-1800 ft	+1900 ft
SUV/Van	1,000 lbs	400 ft	405-2300 ft	+2400 ft
Small Delivery Truck	4,000 lbs	640 ft	645-3750 ft	+3800 ft
Container/Water Truck	10,000 lbs	800 ft	805-5000 ft	+5100 ft
Semi-Trailer	40,000 lbs	1670 ft	1675-9200 ft	+9300 ft

Figure 4: Bomb Threat Stand-Off Card

Source: DHS OBP

Goal 7 – Safely coordinate response activities at IED incident sites.

The following C-IED tasks include the activities that security managers and staff at sports venues can utilize to safely coordinate the response to IED threats at their facilities and support the local emergency response community following a successful detonation.

Establish and operate a unified command structure during sporting events.

Implement a unified command structure, guided by the incident command system (ICS)⁸, as a means to organize and integrate security management and staff from the sports venue with local, state, and federal agencies, such as local police, fire, and emergency medical services; state police and National Guard assets; and the Federal Bureau of Investigation (FBI), that are also supporting the sporting event. Define and document the unified command structure in the emergency operations plan or emergency action plan.

⁸ For more information about ICS, see <https://www.fema.gov/incident-command-system-resources>.

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Implement emergency operations plan or emergency action plan.

Develop and update an emergency operations plan (also referred to as an emergency action plan) to guide the response to an IED threat or successful detonation. At a minimum, the plan should outline procedures for the following activities:

- Reporting credible IED threats to local law enforcement;
- Searching for potential IEDs and what to do if one is located;
- Notifying appropriate personnel and agencies;
- Coordinating with first responders to ensure unity of effort and establish an effective response;
- Providing information to attendees; and
- Executing emergency protective actions based on an identified IED threat.

For more information on threat and detonation responses, see Appendix 2.

Share IED-related information in the event of an IED threat.

When responding to an IED threat, notify and provide information to local law enforcement and fire rescue agencies, attendees, and participants and team management.

- **Information to law enforcement and fire rescue agencies.** The types of information that security managers should expect to provide arriving law enforcement and fire rescue responders include the following:
 - Information collected on a bomb threat checklist;
 - Any suspicious activity or deliveries at the time the threat was made;
 - Information about the IED threat including whether the threat was made to a general phone number or a private number, the phone number that made the call, and exactly what the caller said;
 - Whether a search for the suspected IED has been conducted, and if so, the results of that search;
 - Size of any suspected IEDs located, as this will determine the area that will need to be cordoned off;
 - Venue floor plan, CCTV, and other electronic information that could be informative; and
 - Potential hazardous materials or chemicals that could affect responders or reduce the effectiveness of a K9 unit.



*Figure 5: The Alfred P. Murrah Building following the 1995 bombing in Oklahoma City that killed 168 people and injured more than 500.
Property of DHS*

Sports Leagues and Venues Subsector C-IED Goals

In addition, law enforcement officers will often want to speak with the person who received initial information about an IED threat, the manager (to learn about recent threats, firings, and any other employee issues), and the building engineer or facility manager.

- **Information to attendees.** Provide attendees with up-to-date information about a potential IED threat, especially given that some information about the IED threat is likely to be posted on social media. Coordinate with the sports team's communications department to prepare a message for attendees.



Example

Coordinate with communications staff to develop standard messages that have been vetted and approved so that they can be posted as quickly as possible in the event of a credible IED threat.

- **Information to participants and team management.** Provide sporting event participants (including athletes, coaches, and officials) and team management (including VIPs in attendance or traveling with the team) information about a potential IED threat, especially given that some information about the IED threat is likely to be posted on social media. Consider also providing guidance to increase security in and around team hotels and while traveling to and from sporting events (e.g., varying transportation routes).
- **Information to media.** Seek guidance with leadership/management and public relations staff to develop a media relations strategy and/or plan about an IED threat/or incident or suspected IED within the sports or entertainment facility to communicate with patrons/attendees/guests, staff, and any businesses or residential communities in the surrounding area. Utilize news and social media and other communication mediums to share important information, such as stand-off areas or evaluation plans, to law enforcement, emergency responders, and customers.

For more information on sharing IED-related information, see Appendix 2.

Coordinate with responders and provide support for response operations following an IED detonation.

Following an IED detonation within or near the sports venue, establish incident command to coordinate all response activities inside the venue. Expected actions for incident command include the following:

- Prepare pre-designated staging areas and triage points for arriving law enforcement, fire rescue, and emergency medical services responders;
- Initiate a security sweep to identify potential secondary devices;
- Post additional security staff at entrance gates and other access points to prevent anyone from entering the venue; and
- Designate a command-level representative to report to the responders' unified command, when it is established.

Sports venues located within the vicinity of an IED detonation but otherwise unaffected could also support response efforts. Examples include the following:

- Provide resources, even if the sports team is out-of-town (e.g., vehicles but no drivers);
- Serve as a family reunification center and/or emergency shelter; and
- Stage responder vehicles in parking lots.

Sports Leagues and Venues Subsector C-IED Goals

Relationship between C-IED goals, tasks, and stakeholders

The following table shows the relationship between the C-IED goals and example tasks described in greater detail above and the stakeholder(s) responsible for addressing them.

C-IED Goals and Tasks	Stakeholder				
	Attendees / Participants	Security / Management ⁹	Gate Staff / Ushers	Facilities / Engineering	Vendors
Goal 1: Use and share risk information to guide IED-related physical security, law enforcement, and emergency response activities					
Assess risk of an IED incident		X			
Monitor and share IED-related security information	X	X	X	X	X
Goal 2: Identify and report IED-related suspicious activity					
Educate all staff and visitors to understand potential IED threats	X	X	X	X	X
Recognize out-of-place and suspicious behavior	X	X	X	X	X
Recognize IED components and explosive precursors	X	X	X	X	X
Report any potential IED-related information to appropriate authorities	X	X	X	X	X
Provide evidence and information from bomb threats to local law enforcement		X			
Goal 4: Implement site-specific protective measures to prevent and minimize the impact of IED incidents					
Establish a security perimeter		X	X		
Conduct a security sweep of the event space before opening		X		X	

⁹ For events without full-time security managers, these activities would likely be accomplished by the event manager.

Sports Leagues and Venues Subsector C-IED Goals

C-IED Goals and Tasks	Stakeholder				
	Attendees / Participants	Security / Management ⁹	Gate Staff / Ushers	Facilities / Engineering	Vendors
Conduct continuous roving security patrols during events		X			
Verify identity of employees, contract staff, and vendors		X			X
Implement facility-related security measures		X			
Goal 5: Utilize IED screening and detection methods in high-risk environments					
Screen attendees and inspect bags upon entry		X	X		
Screen incoming deliveries		X	X	X	
Goal 6: Take immediate safety precautions for bomb threats, suspicious items, and IEDs					
Search for potential IEDs		X			
Determine and implement appropriate protective measures		X	X	X	X
Goal 7: Safely coordinate response activities at IED incident sites					
Establish and operate a command structure during events		X			
Implement emergency operations plan		X			
Share IED-related information in the event of an IED threat		X	X		
Coordinate with responders and provide support for response operations following an IED detonation		X	X	X	X

Sports Leagues and Venues Subsector C-IED Goals

The following image presents tasks for countering IED threats for sports league facilities.



SECURITY OFFICE

- Assess potential risks to the facility
- Assess potential risks posed by nearby facilities
- Educate stakeholders on how to recognize and report suspicious indicators
- Recognize IED components, precursors, and devices
- Report information on suspicious activity and potential bomb threats
- Report unauthorized access to secure areas
- Establish and operate unified command during events
- Exchange IED-related security information with government and private sector partners
- Conduct background checks on personnel prior to employment
- Issue badges to staff
- Control access to secure areas
- Share actionable information and alerts over multiple communications platforms in the event of a bomb threat
- Provide evidence from and information related to bomb threats to local law enforcement



PERIMETER

- Establish a security perimeter around the venue
- Conduct a security sweep and lock down facility prior to an event
- Screen vehicles, including those making deliveries, upon arrival and in parking lots
- Recognize out-of-place and suspicious or concerning behavior
- Recognize out-of-place and suspicious objects



OPERATIONS CENTER

- Establish and operate unified command during events
- Implement emergency operations plan/emergency action plan
- Determine and implement appropriate protective measures based on emergency action plan
- Share actionable information and alerts over multiple communications platforms in the event of a bomb threat
- Coordinate with local first responders
- Alert response personnel to potential hazardous materials
- Provide support to first responders following an IED detonation (e.g. command post, family reunification, medical services)



DELIVERY RECEPTION AND STORAGE

- Maintain control over explosives (e.g., fireworks) and explosive precursors (e.g., fertilizer and cleaning supplies)
- Screen all incoming deliveries
- Recognize IED components, precursors, and devices
- Recognize out-of-place and suspicious or concerning behavior
- Recognize out-of-place and suspicious objects



ENTRANCES

- Implement facility-related security measures (e.g., perimeter lighting, fences, barriers)
- Screen employees, vendors, participants, officials, delivery personnel, and emergency service personnel before allowing entry
- Screen attendees and inspect bags
- Verify attendee credentials (e.g., tickets) for access to the stadium or arena
- Recognize IED components, precursors, and devices
- Recognize out-of-place and suspicious or concerning behavior
- Recognize out-of-place and suspicious objects



CONCOURSE & SPECTATOR SEATING

- Conduct a bomb sweep throughout the stadium or arena prior to events
- Inspect security barriers (e.g., locks, gates, doors) for signs of intrusion prior to an event
- Recognize IED components, precursors, and devices
- Recognize out-of-place and suspicious or concerning behavior
- Recognize out-of-place and suspicious objects
- Conduct continuous roving security patrols during events
- Search for persons or objects associated with an IED threat





Sports Leagues and Venues Subsector C-IED Goals

Conclusion

Ensuring the safety of spectators and staff is a priority for all sports league and venue owners and operators. By connecting with local authorities, developing plans to identify issues and support incident response, training employees, and reporting concerns to emergency authorities, many incidents may be mitigated or avoided. The preventive measures outlined in this report can help sports league and venue owners and operators create a safer environment for their spectators and staff while maintaining an open and inviting atmosphere.

Appendix 1: Sports Leagues and Venues Subsector

C-IED Goals and Tasks Checklist

This appendix contains a version of the C-IED goals and tasks in a checklist format. Security managers and staff at sports venues can use this checklist to evaluate their C-IED preparedness and identify areas for improvement. Security managers should consider the following instructions prior to beginning the evaluation of their C-IED preparedness:

- **Select Tasks.** Security managers should first identify which C-IED tasks are most relevant to their venue based on their assessment of the risk from IEDs.
- **Select participants.** Security managers are encouraged to engage a subgroup of employees representing a broad cross-section of functions to examine their C-IED processes and identify deficiencies.
- **Solicit responses.** Some tasks can be examined by one functional group; others require collaboration across functional groups. For those that require collaboration, security managers should gather input from all of the stakeholders that have a role in executing the task to determine a consensus for the venue as a whole.
- **Scope of the answers.** Considerable variation exists between different types of sports venues, from racetracks to large outdoor stadiums housing professional and intercollegiate sporting events to smaller multi-use indoor arenas and interscholastic facilities. Therefore, users of the checklist should think about how they want to be able to achieve each task and then assess whether they are able to perform that task successfully.
- **Use the results.** The information gathered can illustrate and enhance successful efforts, identify additional opportunities to strengthen C-IED preparedness and avoid redundant efforts. Additionally, a clear understanding of gaps enables security managers to identify, prioritize, and justify key actions to take and equipment to purchase.



*Figure 6: Stadium in Peshawar, Pakistan, following a November 2008 suicide bombing outside the stadium gates that killed three people and injured nine others.
Property of DHS*

Appendix 1: Sports Leagues and Venues Subsector C-IED Goals and Tasks Checklist

C-IED goals and tasks checklist

The following table outlines a broader list of tasks, which align to the six goals described in the document in an operational checklist format.

C-IED Goals and Tasks	Response (Yes—Partial—No—N/A)
Goal 1: Use and share risk information to guide IED-related physical security, law enforcement, and emergency response activities	
Assess potential risks, including threats, vulnerabilities, and consequences, from an IED incident.	
Assess potential IED risks posed by buildings adjacent to the sports venue.	
Support local, state, tribal, territorial, regional, and national efforts to analyze and assess IED risk and resilience.	
Maintain the routine exchange of IED-related security information—including alerts, attack indications and warnings, and advisories—among government and industry stakeholders and nearby businesses.	
Monitor and act upon industry and government IED-related threat information.	
Report unauthorized access to secure areas.	
Promptly share actionable alerts and messages with employees, contract staff, vendors, attendees, and participants, as appropriate, in the event of an IED threat.	
During an IED event, communicate warnings (e.g., protective measures for evacuation or shelter in place) to employees, contract staff, vendors, attendees, and participants).	
Provide evidence to appropriate authorities to support the collection of intelligence information with respect to potential IED threats.	
Goal 2: Identify and report IED-related suspicious activity	
Educate employees, contract staff, vendors, attendees, and participants to recognize and report suspicious or concerning behavior, activities, and objects that could be associated with IEDs.	
Recognize out-of-place and suspicious or concerning behavior (e.g., persons loitering at the stadium ticket window wearing unusually bulky clothing that might conceal suicide explosives, individuals attempting to access restricted areas or approaching entrance gates at the end of games as patrons are exiting, or conducting surveillance of the sports venue) that may indicate planning or execution of an IED attack.	

Appendix 1: Sports Leagues and Venues Subsector

C-IED Goals and Tasks Checklist

C-IED Goals and Tasks	Response (Yes—Partial—No—N/A)
Recognize out-of-place and suspicious objects (e.g., unattended packages or backpacks or vehicles illegally parked near a stadium entrance) that could be IEDs.	
Recognize IED components, precursors, and suspect devices in common areas, such as entrance areas, concourses, seating areas, bathrooms, trash bins, and parking garages.	
Provide information that could be associated with IEDs (e.g., individuals conducting surveillance) to local law enforcement.	
Report information on suspicious activity and potential IED threats to appropriate authorities.	
Goal 4: Implement site-specific protective measures to prevent and minimize the impact of IED incidents	
Establish a security perimeter around the venue during sporting events.	
Verify attendee credentials (e.g., tickets) for access to the sports venue.	
Screen personnel prior to employment and/or use as contract staff.	
Issue badges to verify identity of employees and contract staff.	
Secure and control access to high-risk areas that require extra security, such as security offices, mechanical and storage rooms, designated team areas, and parking garages.	
Develop and implement protective security features, such as perimeter lighting and fences, and barriers that provide effective standoff distance from potential IED attacks and to prevent unauthorized access to the venue.	
Develop and implement mitigation measures and blast-resistant design, especially in high-risk areas, to limit the effects of an IED detonation.	
Conduct a security sweep throughout the sports venue and lock down the facility prior to an event.	
Inspect security barriers such as locks, gates, and doors for signs of intrusion.	
Conduct continuous roving security patrols during events.	
Deploy assets (e.g., surveillance cameras and security personnel) to interior and exterior areas to interdict, deter, or disrupt IED threats from reaching potential target(s).	

Appendix 1: Sports Leagues and Venues Subsector C-IED Goals and Tasks Checklist

C-IED Goals and Tasks	Response (Yes—Partial—No—N/A)
Maintain control over explosives and explosive precursors of concern located in the sports venue (e.g., fuel and cleaning supplies).	
Goal 5: Utilize IED screening and detection methods in high-risk environments	
Screen all incoming deliveries to identify anything suspicious that could be associated with IEDs (e.g., strange odors, ticking sounds, or protruding wires).	
Screen all attendees and inspect all bags, including equipment bags and other containers, to detect suspicious objects that could be IEDs or IED components.	
Screen all employees, vendors, sporting event officials and participants, and delivery and emergency service personnel to detect suspicious objects that could be IEDs or IED components.	
Goal 6: Take immediate safety precautions for bomb threats, suspicious items, and IEDs	
Determine and implement appropriate protective measures (e.g., evacuation) for employees, contract staff, vendors, and attendees in the event of a known/suspected IED threat.	
Search for persons or objects associated with an IED threat.	
Goal 7: Safely coordinate response activities at IED incident sites	
Establish and operate a unified command, consisting of security staff and representatives from local, state, and federal law enforcement agencies as appropriate, during sporting events.	
Implement established emergency operations plan or emergency action plan to support sports venue C-IED functions/operations in response to an IED threat or successful detonation.	
Coordinate with local first responders during an IED threat or following an explosion to ensure unity of effort (e.g., stadium security should coordinate with law enforcement personnel responding to a report of an IED threat).	
Alert response personnel to potential hazardous materials near the suspected or detonated IED.	
Provide support to first responders, as requested by unified command and elected officials, following an IED detonation (e.g., command post, family reunification, or medical services).	

Appendix 2: Sports Leagues and Venues Subsector C-IED Resources

The resources appendix provides a number of pre-existing guidance documents and products (e.g., posters, pamphlets, and guides) for sports league stakeholders who are interested in learning more about the C-IED tasks. Whenever possible, there is a link to the resource; to request those without a link (indicated with an asterisk), please contact OBP at OBP@hq.dhs.gov.

Resource	Resource description
Identifying ammonium nitrate and urea-based fertilizers awareness	Awareness poster that highlights the IED implications for ammonium-nitrate and fertilizer products that could be found within a sports venue and used in a bomb.
Identifying indicators of a bomb-making laboratory	Awareness poster* that highlights potential indicators what a room might look like when used to construct a bomb.
Identifying explosive precursor chemicals	Awareness poster* that highlights the IED implications for chemical products that could be found within a sports venue and used as an explosive precursor.
Identifying hazardous chemical materials	Awareness poster that highlights the IED implications for hazardous chemical products that could be found within a sports venue and used in a bomb.
Identifying peroxide materials	Awareness poster that highlights the IED implications for peroxide products that could be found within a sports venue and used in a bomb.
AWR-333: IED Construction and Classification	75-minute virtual instructor-led training that provides public and private sector individuals a foundational knowledge on the construction and classification of IEDs.
Identifying a suicide bomber	Awareness poster* that highlights the potential behaviors and indicators of a suicide bomber.
Identifying a vehicle-borne IED (VBIED)	Awareness poster that highlights potential indicators of a VBIED.
AWR-338: Homemade Explosives (HME) and Precursor Awareness	60-minute virtual instructor-led training that provides public and private sector individuals a foundational knowledge on homemade explosives and common precursor materials that are used to make them.
TRIPwire program tutorial	Tutorial video detailing DHS's TRIPwire program and the variety of C-IED resources available and how to sign up.

Appendix 2: Sports Leagues and Venues Subsector C-IED Resources

Resource	Resource description
Public service announcement videos on reporting suspicious behavior at sporting events	Web page that lists a number of public service announcement videos on “If You See Something, Say Something” for a variety of sports leagues.
Public service announcement videos on reporting suspicious behavior at college sporting events	Web page that lists two public service announcement videos on “If You See Something, Say Something” for college sporting events.
Bag check and suspicious item training	8-minute instructional video on how to conduct bag checks and identify suspicious items.
Screening and searching vehicles	Vehicle inspection guide that identifies safety procedures and best practices when screening vehicles entering venue.
Bomb threat guidance	Informational guide to assist personnel in identifying critical steps and procedures to prevent and protect against a potential IED incident.
MGT-451: Bomb Threat Management Planning Course	8-hour in-person training that provides participants a foundational knowledge of the DHS risk management process.
PER-336: Protective Measures Course	8-hour in-person training that provides participants foundational knowledge on facility vulnerability, C-IED protective measures, and strategies that can be used to mitigate risk and reduce vulnerabilities within their unique sector.
PER-346: Surveillance Detection Course for Law Enforcement and Security Professionals	3-day in-person training that provides public and private sector security professionals with instructions on how to detect hostile surveillance by exploring surveillance techniques, tactics, and procedures from an adversary’s perspective; these skills enhance C-IED capabilities to detect, prevent, protect against, and respond to IED threats.
PER-310: Vehicle-Borne IED (VBIED) Detection Course	8-hour in-person training that improves participant’s ability to successfully inspect for, detect, identify, and respond to a VBIED; instruction covers the VBIED threat, explosive effects, IEDs, and vehicle inspections, enabling participants to detect, deter, and protect against the illicit use of explosives.

Appendix 2: Sports Leagues and Venues Subsector C-IED Resources

Resource	Resource description
AWR-348: Bombing Prevention Awareness Course	8-hour in-person training that provides participants knowledge of general bombing prevention measures that aid in the prevention of a bombing incident, identification of protective measures, and mitigation of IED impacts.
AWR-335: Response to Suspicious Behaviors and Items	60-minute virtual instructor-led training that provides participants with an awareness of the indicators of suspicious and concerning behavior and the preventative responses to suspicious behaviors and/or items.
IS-914: Surveillance Awareness: What You Can Do	60-minute Web-based training that provides an overview of surveillance activities and how employees and service providers can identify and report potential surveillance incidents.
Training course on IEDs, package inspection and mail room procedures	2-day in-person training that provides participants a basic understanding of explosives, IEDs; package handling, mail room procedures and bomb threats; vehicle bombs and inspections.
AWR-340: Protective Measures Awareness	60-minute virtual instructor-led course that provides participants foundational knowledge on risk management, surveillance, and various protective measures.
Conducting visitor screening	Informational guide that identifies best practices for screening visitors.
AWR-337: IED Explosive Effects Mitigation	60-minute virtual instructor-led training that introduces participants to the effects of an explosive blast and security measures and best practices that can help prevent or mitigate explosive effects.
PER-346: Surveillance Detection Course for Law Enforcement and Security Professionals	3-day in-person training that provides public and private sector security professionals instructions on how to detect hostile surveillance by exploring surveillance techniques, tactics, and procedures from an adversary's perspective; these skills enhance C-IED capabilities to detect, prevent, protect against, and respond to IED threats.
Steps to take when receiving a bomb threat	4-minute informational video describing what steps to take in the event of receiving a bomb threat.



Appendix 2: Sports Leagues and Venues Subsector C-IED Resources

Resource	Resource description
Recording information during a phoned in bomb threat	Informational guide on what information to record in the event of receiving a bomb threat by phone.
Minimum evacuation distance for an IED incident	Informational poster that details the recommended minimum evacuation distance for IED incidents of different magnitudes.
PER-339: IED Search Procedures Course	8-hour in-person training that provides participants foundational knowledge of search safety procedures and the opportunity to practice live searches of a facility, an area, and a route.
AWR-341: IED Awareness and Safety Procedures Computer-Based Training	60-minute Web-based training that provides participants with foundational knowledge concerning IEDs and proper safety precautions and procedures for reacting and responding to unattended and suspicious items.

Appendix 3: Sports Leagues and Venues Subsector C-IED References

The following is a list of references that informed the sports leagues and venues C-IED tasks.

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