



GOVERNMENT OF KERALA
DISASTER MANAGEMENT (REVENUE - K) DEPARTMENT

No. 25548/K2/2016/DMD

Thiruvananthapuram,
Dated :19/04/2016

From

The Additional Chief Secretary

To

All District Collectors
(Inter alia Chairman, DDMA's)

Sir,

Sub: - DMD – Fire Cracker Accident Kollam, Puttingal Temple, Kollam – reg

Ref :-1. Letter No. FWS(SC)Accdt/363/16 dated 12.04.2016 from Chief
Controller of Explosives, Government of India.

2. 'Standard Operating Procedure for Festival Disasters' (version 1.0)
published by Institute of Land and Disaster Management.

I am to invite your attention to the reference cited and to inform the following guidelines to prevent recurrence of similar type of incident as that occurred in Puttingal temple at Paravoor in Kollam on 10.04.2016, in future.

- 1) A licence is mandatory for “possession and use of fireworks for public display” in form LE-6 of Explosive Rules, 2008. This licence shall be issued by the respective District Magistrate as per the procedure laid down in the rules.
- 2) “Display Fireworks” as defined under Rule 2 (19) of the Explosive Rules, 2008 shall be used for the purpose of public display during festivals. Such fireworks maybe assembled at the site of the display for immediate use as per Conditions 5 of the licence in form LE-6. Fireworks for display shall be purchased directly from the person holding valid licence granted to manufacture fireworks. Fireworks shall not be manufactured at or near display site.
- 3) The drawing which shall form part of the licence, should clearly indicate minimum 100 M safety distance between spectators and the area where fireworks display is proposed to be carried out as per Condition 2 of the said licence.
Hospitals, Nursing Homes, schools shall maintain in 250 M distance from the area of display of fireworks as per condition 11 of the licence.
- 4) Fireworks shall not contain Potassium Chlorate or any other prohibited explosive composition as per Conditions 6 of the said licence. The use of

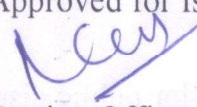
Potassium Chlorate has been prohibited by the Government of India vide Gazette Notification no. G.S.R. 64(E), dated 27.01.1992.

- 5) Adequate fire fighting equipment and first aid shall be provided in consultation with Fire Service Authorities.
- 6) The noise level of the crackers used for public display should not exceed 125dB(ai) or 145 dB(cpk) at 4M distance from the point of bursting.
- 7) The sound producing crackers should not be bursted after 10 pm as per the judgement dated 18.07.2005 of the Hon'ble Supreme Court in Writ Petition No. SLP(C)No.21851/2003.
- 8) All other condtions of the licence shall be strictly complied with.
- 9) After the grant, licence may be delivered to the licensee only after conducting inspection of the premises by the authority authorised under Rule 128 of the said Rules to ensure conformity of the premises to the provisions of the Explosives Act, 1884 and Explosives Rules, 2008. The inspecting authority shall endorse the licence after inspection and from date of such endorsement, the licence shall come into force.

I am also to forward through e-mail 'Standard Operating Procedure for Festival Disasters' published by Institute of Land and Disaster Management and to request you to follow the above guidelines for strict compliance in future.

Yours faithfully,
Girija Kumari. G
Under Secretary
for Additional Chief Secretary to Govt.

Approved for Issue


Section Officer

Copy to :-

The Member Secretary, KSDMA & Head (Scientist),
SEOC, ILDM, PTP Nagar, Thiruvananthapuram.

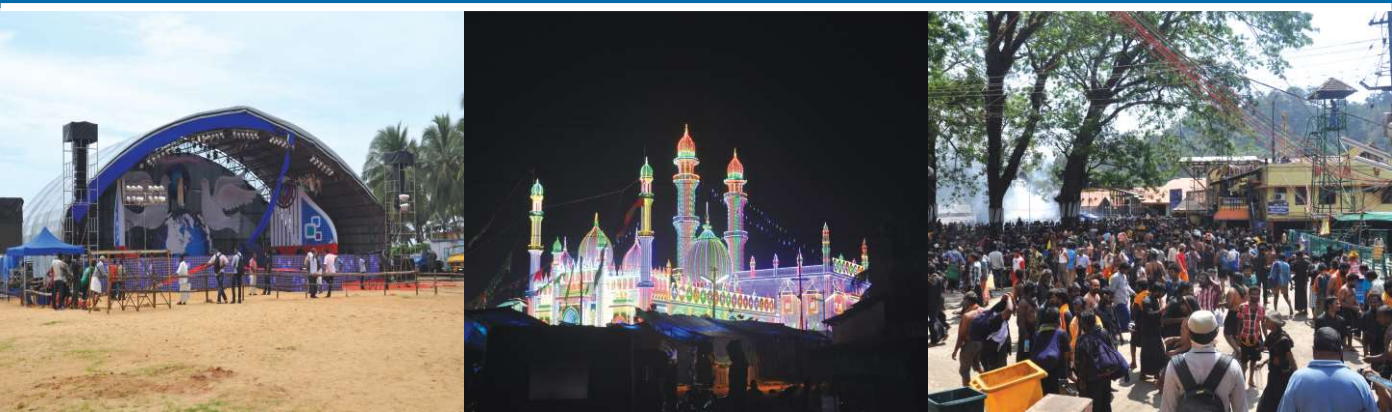
Commissioner for Land Revenue,
Public Office Building, Revenue Complex,
Thiruvananthapuram

The Director, ILDM, PTP Nagar,
Thiruvananthapuram

} for information



SAFETY IN RELIGIOUS MASS GATHERINGS: GUIDELINES FOR EVENT ORGANISERS AND STAKEHOLDER AGENCIES



Version 1.0



INSTITUTE OF LAND AND DISASTER MANAGEMENT
Department of Revenue and Disaster Management
Government of Kerala

STANDARD OPERATING PROCEDURE FOR FESTIVAL DISASTERS

**SAFETY IN RELIGIOUS MASS GATHERINGS:
GUIDELINES FOR EVENT ORGANISERS AND
STAKEHOLDER AGENCIES**

Version 1.0



**INSTITUTE OF LAND AND DISASTER MANAGEMENT
Department of Revenue and Disaster Management
Government of Kerala**

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Message

Government of Kerala has adopted a motto ‘Towards a safer state’ to implement disaster mitigation efforts with due priority. The Disaster Management Department changed our focus from the relief centric responses to disaster preparedness and risk reduction. Kerala State Disaster Management Authority, Institute of Land and Disaster Management and State Emergency Operation Centre coordinate and catalyse various disaster preparedness operations in the State.

Our society considers festivals and religious gatherings as a point of togetherness and happiness. We enjoy the true spirit of communal harmony. We believe that the festival of a neighbor is a celebration to all of us. There are many large mass gatherings in our State and many of them attract people from other districts or even from other States. When we organize a mass gathering, people from different demographic pattern attend the event which makes the event more challenging for safety engagements. There have seen several accidents at religious mass gathering venues in Kerala; few of them have turned into disasters also.

I am very happy to know that an effort in this line from Institute of Land and Disaster Management has been accomplished by releasing a guideline on ‘safety in religious mass gatherings’. Hope this guideline would give clear direction the to event organizers, government departments and other stakeholder agencies to ensure safety in mass gatherings. District administration may use this guideline as an effective tool to make certain the safety at festival venues.

Good wishes.

Adoor Prakash
Minister for Revenue and Disaster Management

PREFACE

Kerala is a land of many festivals. There are good numbers of religious festivals as well. Many of the festivals are observed with mass gatherings and prayers. Festivals at places of worships are very common in our State. Large crowd participate in such festivals as participants to observe the rituals and also as spectators. Annual prayers of religious entities are commemorated with mass gatherings which last from hours to days. Religious festivals and mass gatherings have become the hotspots of different kinds of hazards in Kerala and a few of them had turned into disasters. Stampedes in Pullumedu near Sabarimala and casualties at hill top, Sabarimala were the major crowd disasters in Kerala. Casualties in religious accidents have occurred from violent behavior of elephants, fire work accidents and human stampedes. Apart from the existing rules related to engage elephants in festivals, to perform fireworks in festivals, a detailed guideline to cover the entire safety aspects of the festivals is required. Gathering of large crowd at a limited geographical area for short time period and the diversity of crowd always challenge the safety measures unless it is systematically planned, executed and monitored.

Institute of Land and Disaster Management as a knowledge arm of the Kerala State Disaster Management Authority have taken the responsibility to bring out Standard Operating Procedure for safety and disaster preparedness operations of religious festivals. A guideline in this regard is developed for event organizers, emergency services and government departments involved in extending services to religious festivals. This SOP has been developed on intensive consultation with stakeholders at various levels. The crowd management guideline issued from the

National Disaster Management Authority has stated that the event organizer has the primary responsibility for the safe conduct of the festivals. We have followed the same approach in developing the present guideline. The draft guideline was presented for technical consultation and discussion with event organizers and stakeholder departments to revise and make it more precise. We hope the guideline will be an effective tool for the concerned agencies in materializing safety precautions and disaster risk reduction measures at religious mass gathering sites.

PROF. DR. KESHAV MOHAN

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Health Department

Department of Fire and Rescue Service

Department of Revenue and Disaster Management

Corporation / Municipality / Panchayat

Electricity Board

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CHAPTER I: INTRODUCTION

1.1 Society and Festivals

Celebrations and festivals in India are part of our cultural and religious diversity. India being the second most populated country in the world with diverse religious heritage has vast number of festivals that are celebrated on grand scale. Many of them are celebrated at national level, regional or state level. Mass gatherings of religious nature attract large crowds of dissimilar physical and behavioral characteristics (Illiyas et al, 2013). Festivals enliven social life and unite the people by bringing them together in joyful celebration of significant events and in shared remembrance of joyful past (MIB, 1992). All the great religions in India have religious mass gatherings. Maha Kumnha Mela, Dussehra, Ganesh Chaturthi, Rath Festivals, Chhath pooja etc are few national level festivals celebrated through mass gatherings at various regions.

Kerala, the Gods Own country has wide variety of religious festivals. Most of the temples, Churches and few mosques organize annual prayers as festivals. These festivals attract huge crowds even at village level. Sabarimala pilgrimage, Attukal ponkala, Thrissur poram are a few among the major religious gatherings in Kerala. Apart from the religious worships, many of the festivals organize entertainment programmes, free food distribution and pyrotechnic works. Thus the venues of religious festivals become the loci for worship, entertainment and business attracting people from various religious backgrounds. The Temple festivals in Kerala also engage elephants for colorful processions and other rituals. Major religious festivals in Kerala are given below (PRD Kerala, 2014).

Temple Festivals in Kerala

1. Arattu at Sree Padhmanabha Swami Temple, Thiruvananthapuram
2. Ambalapuzha Arattu, Alappuzha
3. Aranmula Uthraittathi, Pathanamthitta
4. Ashtami at Vaikom, Kottayam
5. Attukal Pongala, Thiruvananthapuram
6. Chetikulangara Bharani, Alappuzha

7. Chittur Konganpada, Palakkad
8. Ettumanoor Festival, Kottayam
9. Guruvayoor Festival, Thrissur
10. Haripad Temple Festival, Alappuzha
11. Kodungalloor Bharani Utsavam, Thrissur
12. Koodalmanickam Utsavam, Thrissur
13. Lokanarkavu Utsavam, Kozhikode
14. Mannarsala Ayilliam, Alappuzha
15. Nellikulangara Vela, Palakkad
16. Thrissur Pooram
17. Chinakathoor Pooram, Palakkad
18. Sabarimala Shrine, Pathanamthitta
19. Sivagiri Mutt, Thiruvananthapuram
20. Sundareshwara Temple Festival, Kannur
21. Kalpathy Ratholsavam, Palakkad
22. Thrichambaram Utsavam, Kannur
23. Uthra Seeveli in Thiruvall Temple, Pathanamthitta
24. Varkala Janardhanaswamy Temple Arattu, Thiruvananthapuram
25. Padayani at Neelamperoor, Alappuzha

Church Festivals in Kerala

1. Arthungala Feast
2. Bharanamganam Feast, Kottayam
3. Edapally Perunnal
4. Edathuva Festival, Alappuzha
5. Kadamattom Feast
6. Kalloorpara Perunal
7. Koratty Feast
8. Malayattur Feast
9. Manjinikkara Church Festival
10. Maramon Convention
11. Niranam Festival

12. Rakkuli Thirunal, Pala
13. St. Dominic Syrian Church Feast, Aluva
14. Feast at St. Joseph's Shrine Meppadi
15. Thumpoly Feast
16. Vettucaud Festival
17. Vallarpadam Feast and Festival

Masjid Festivals in Kerala

1. Chandanakuda Mahotsavam in Beemapalli, Thiruvananthapuram
2. Festival at Cheraman Juma Masjid, Kodungalloor
3. Veliancode Jaram Nercha Festival
4. Malappuram Nercha
5. Ottapalam Nercha Festival

1.2 Crowd Disasters at Religious Festivals

Human stampedes have been identified as a major hazard that could happen during mass gathering events in India, as well as anywhere in the world where people crowd together. Illiyas *et al.* compiled and analysed stampede data from (1) religious, (2) entertainment and (3) political gatherings over the last five decades in India to derive an



effective risk reduction framework for mass gatherings. Religious gatherings and pilgrimages have been venues for 79% of the stampedes in India. Noticeable occurrences and casualties have been reported from 15 Indian states and there have been instances of recurrent stampedes at certain locations. Risk management strategies to tackle stampedes during religious festivals are quite inadequate and have failed consistently in India because of the large crowds and the constantly widening spread of the venue (Illiyas *et al.* 2013). Developing countries like India has witnessed more crowd disasters at religious places (NDMA, 2014).

Two major crowd disaster events happened in Kerala in the recent past. Human stampede in 1999 occurred at Hilltop near Pamba at Sabarimala caused the death of 52 pilgrims. The second incident also happened during the Sabarimala Pilgrimage on the Makarajyothi day in 2011 at Pullumedu. The stampede at the makarajyothi vie point took the lives of 102 innocent pilgrims from Tamil Nadu, Karnataka and Andhra Pradesh.

1.2.1 Human Stampede

Human stampedes, the most common hazard prevailing in mass gathering events, are characterized by the surge of individuals in a crowd, in response to a perceived danger or loss of physical space. It often disrupts the orderly movement of crowds resulting in irrational and dangerous movement for self-protection leading to injuries and fatalities. Religious pilgrimage is highly prone to human stampedes as it is comprised of huge crowd including women, elderly people and children. The availability of limited open space, uneven topography and high density of pilgrims together make the festival venues a stampede hotspot. Human stampede at festival gatherings may happen due to the following reasons

- **Rush and Surge of people:** People may try to enter into a special place for better view/participation in the functions which results in jostling, suffocation, failure of confining walls, barriers and gates.
- **Accidents:** Collapse of temporary or permanent structures, accidents on bridges, vehicle accidents
- **Natural or human induced hazards:** slope failure, heavy rain, slippery surfaces, fire, intentional acts etc.
- **Rumors:** Spread of rumor about an accident, man-animal conflict, terror attack, stampede or a calamity near to the venue
- **Long Queue Discomfort:** People standing in tightly packed queues for long hours will create discomfort among individuals and they may try to escape from the queues (Illiyas et al, 2014).

1.3 Crisis Management: Institutionalization

The Kerala State Disaster Management Authority was constituted in 2007 as per the provisions in the National Disaster Management Act 2005. KSDMA is the apex body of decision making in disaster management in the State with Chief Minister as Chairman and Revenue Minister as Co-Chairman. The administrative matters of the authority are dealt by State Executive Committee (SEC) chaired by the Chief Secretary. To deal with anthropogenic hazards, a State Level Crisis Management Group also functions under the chairmanship of Additional Chief Secretary, Home Department, Government of Kerala. CMG has the responsibility to oversee any crisis related to anthropogenic hazards. Any short fall in disaster preparedness or festival safety can be brought in to the notice of SEC or CMG for state level decisions.

District Disaster Management Authorities headed by the District Collectors functions as the fundamental unit of coordination and implementing body at the district level. The State Emergency Operation Centre and District Emergency Operation Centers acts on round the clock for emergency coordination and communication. Hence, any crowd related hazards may be brought to the notice of DEOC or SEOC for district level or state level interventions.

Level of Disasters (NDMA, 2007)

L0: Normal times, focus on preparedness activities

L1: Disasters that can be managed at the district level; State and Centre in ready state

L2: Disasters that require resource mobilization at the State level

L3: Disasters that require resource mobilization at the national level

1.4 Purpose of the SOP

The purpose of the Standard Operating Procedure for Festival Disasters is to set out protocols to be taken by the event organizers in cooperation with local administration, Government bodies and Emergency Service Departments while organizing religious mass gathering event. The SOP is designed as a general set of procedures for event organizers and operational departments in disaster preparedness for religious festivals and gatherings.

1.5 Scope

As per the national DM Act 2005, the District Disaster Management Authority has the power to ensure that the areas in the district vulnerable to disasters are identified and measures for the prevention of disasters and the mitigation of its effects are undertaken by the Government Departments at the district level as well as by the local authorities. DDMA may directly apply the provisions in the act to ensure safety in religious mass gatherings by considering them as hotspots of crowd disasters. This guideline was prepared as per clause 18 of the DM Act to lay down guidelines to be followed by the Departments of the Government for the purpose of integration measures for prevention of disasters. The National DM Act stands as the fundamental guideline of Disaster Management, and hence it can revisit the guideline at any point of time. Apart from the given provisions in the guideline, the Chairperson of the DDMA, CMG, SEC, CMG or KSDMA may intervene the festival preparedness process or response operations in view of public safety.

Roles and responsibilities of organizers and facilitators have been delineated in the guideline thereby knowing who is responsible for what and whom should be approached for specific needs. This guideline had further taken into account the event safety, crowd management strategies, resource management, crisis management, and emergency communication. This document need to be reviewed periodically and updated.

1.6 Limitations

Each festival in Kerala is unique. Festivals are being held at various geographical locations and terrains at irrespective of seasons. Hence, deriving a common pattern for disaster preparedness measures is challenging. Availability of reliable data is really a major hurdle in this type of research. The guideline is limited to the coordination of event organizers with administration and stakeholder departments for preparedness and response to actual or potential threats. The District Disaster Management Authorities should be notified on activation of emergency at any religious festivals.

1.7 Applicability

The organizer of a mass gathering is primarily responsible for the safe conduct of the event with required structural and non structural safety measures. The organizer should coordinate with Local government departments and emergency service agencies to involve them from the planning stage of religious gatherings. Execution and implementation of these guidelines is primarily the responsibility of the organizer in cooperation with the concerned authorities as per the existing Laws and/or Regulations.

1.8 Objectives of the guideline

- To streamline the disaster preparedness operations for ensuring safety in religious mass gatherings
- To develop guideline, Checklists and Standard Operating Procedures for mass gathering event organizers and authorities

1.9 Methods of SOP Preparation

The methods used in preparing standard operating procedure include reviewing latest crowd management practices, case studies of religious festivals, interview with emergency departments, supporting departments, event organizers and interview with public attending the festivals. The field visits and interviews focused on existing preparedness, facilities at the venue, capabilities of event organizers and crowd management practices followed. Sabarimala Mandala-Makravillaku festival, Attukal Ponkala, Chakkulathukavu Ponkala, Vettukadu Church Festival and Beemapally Uroos Festival were put to detailed studies. The lessons learned from the case studies were incorporated into the SOP of the guideline.

CHAPTER II: UNDERSTANDING RELIGIOUS FESTIVALS

Religious festivals and mass gatherings in Kerala are accompanied by many attractions and unique characters. Understanding all the characters of festivals is beyond the scope of this guideline. To describe the safety aspects of festivals, few common characteristics of festivals are focused here

2.1 Festivals with Processions/Yathras

Most of the religious festivals in Kerala conduct religious processions with the statue/ icon/ models of Gods. The processions/Yathras are organized between the main venue and a subsidiary venue at various distances. Large crowd participate in the procession including women, elderly people and children. Spectators gather around the procession route for watching the colorful events. Human stampedes may happen during these processions unless proper crowd control measures are not put in place.

2.2 Festivals with Fireworks/Pyrotechnic works

Pyrotechnic displays are colorful attractions of many festival events. The attractive displays can be lethal if adequate precautionary measures are not taken. Fire and explosion at pyrotechnic production units and display points at festivals may develop as source of accidents during mass gatherings. Carelessness, negligence and ignorance from the part of organizer and firework handler can cause fatal accidents. Many casualties have been reported in Kerala related to firework accidents at religious mass gatherings. Illegal storage, manufacturing, usage, unauthorized display agents, ignorance of safety measures etc were the main causes in previous disasters. Explosive rules, 2008 is the legal instrument to ensure safety in all fire work displays at festivals.

2.3 Festivals using Elephants

Elephants are used for parades and processions in certain religious festivals. Elephants may suddenly turned wild, run amok, kill mahouts and bystanders and terrorise entire towns and villages during festivals. There are several cases of such incidents reported in Kerala. Orders and circulars from Animal welfare board of India, Kerala Forests and Wild Life Department, Revenue (Devaswom) Department,

Government of Kerala gives specific directions and conditions to engaged elephants for pooram/festivals

2.4 Festivals with Special Darshan

The annual prayers of religious entities offer special darshan of the deity. Devotees from local and distant places gather at the venue to site the deity and special rituals. The chances of human stampedes are very high during such special darshans. Makarajyothi darshan is a critical example of religious mass gathering for special darshan.

2.5 Festivals with Ponkala Nivedyam

Pongala has become favorite ritual practice in most of the Devi Temples in Kerala. Women devotees gather at the temple premises and cook special nivedya as Godsend in a traditional way.

2.6 Disaster Preparedness at religious gatherings

To study the disaster preparedness measures at religious gatherings, the following mass gathering incidents were studied in detail.

2.6.1 Vettucaud Church-Annual festival, Thiruvananthapuram-Preparedness Measures

Vettucaud church or *Madre De Deus Church* situated at the coastal areas of Trivandrum (N- 08° 27.402'; E- 076° 56.078') is an ancient church in south India



bearing a tradition of 500 years. Every year the church celebrates a holy festival during mid-November that last for 10 days. A standing committee of the church coordinates the festival with assistance from government departments. The church committee engages 300-400

volunteers for festival management.

Nearly 150 police personnel including 30 women police and 10 shadow police and bomb squad were present at the 2014 festival for law and order and safety

management. Police operated a control room and a CCTV based crowd monitoring system at the venue. Fire Force with a fire tender, life guards from Tourism department, public addressing system for communication, power backup for electrical failures etc were also put in place at the festival in 2014. The major lacunae of disaster preparedness were the absence of onsite medical teams and ambulance units.

2.6.2 Bheemapally Mosque-Uroos, Thiruvananthapuram

Beemapally Mosque is one of the famous Muslim pilgrimage centres in Kerala (N- 08° 27.402'; E- 076° 56.078'). Beemapally Uroos festival is celebrated during April of every year. The 11 day long festival attract large crowd from various parts of the State. The mosque committee provide separate area in the venue for police, fire force and health department operations. Additional buses from KSRTC, additional power supply from KSEB, post event cleaning by Trivandrum Corporation etc are part of the festival arrangements.



2.6.3 Attukal Baghvathy Temple-Pongala, Thiruvananthapuram

Attukal Ponkala is the largest gathering of women for any religious festival in Kerala. Lakhs of women participate in the Ponkala festival every year. Interdepartmental coordination for the festival safety is coordinated by Trivandrum district administration. Police, Fire and Rescue, Revenue, Health, PWD, Irrigation, KSEB, KSRTC and Trivandrum Corporation involve in providing various services. Ponkala starts from the Attukal temple spread the entire road network in Trivandrum Corporation. The movement of vehicles will be difficult



through Trivandrum corporation limit as the road sides will be occupied by pilgrims for ponkala rituals.

2.6.4 Sabarimala Temple-Mandala-Makaravilakku festival, Pathanamthitta

Sabarimala Sree Darma Sastha Temple is one of the most ancient and prominent Sastha temples in the country. The temple is located in the hilly terrains of Western Ghat mountain ranges in Pathanamthitta district, Kerala at a height of about 914 m asl. The pilgrimage in Sabarimala begins in the month of November and ends in January every year. The temple attracts very large number of pilgrims from Karnataka, Tamilnadu, Andhra Pradesh and Maharashtra during the festival season. Sabarimala temple is open for two and a half months every year during the 'Mandala Pooja' and 'Makara Vilakku' festival seasons. Mandala pooja and Makaravilakku are the two main events of the pilgrim season. The temple is also open for darsan during the first 5 days of every Malayalam month and special occasions like Onam and Vishu. Two major human stampedes occurred during Sabarimala Pilgrimage in 1999 and 2011. Both the incidents happened at a far of distance from the shrine -Sannidanam on the Makaravilakku day. Huge crowd witness Makaravilakku and Makarajyothi from different viewpoints spread across two districts at distant places which makes disaster preparedness more complicated and challenging. About 22 Government Departments and central forces extent their services at Sabarimala for the safe conduct of pilgrimage season.



2.6.5 Chakkulathukavu Temple-Pongala, Alappuzha

The annual pongala festival at Chakkulathukavu temple at Neerattupuram, Alappuzha is celebrated in the Malayalam month of Vrischikam. Thousands of women devotees gather at the temple premises and roads to offer ponkala nivedyam. District Administration of Pathanamthitta and Alappuzha give necessary support to the festival by extending the services of Police, Fire Force and Health Department



CHAPTER III GUIDELINES FOR RELIGIOUS MASS GATHERINGS

Disaster preparedness process for religious mass gatherings should begin with the event planning stage. Responsibility for the safe conduct of the festival is rest with the event organizer. The event organizer shall take up the design and execution of safety components with the help of safety agencies and services. Government Departments or agencies are not responsible for the whole safety matters of religious crowds. The services from State agencies would be available for the selected and traditional events of high priority. Event planners or organizers are advised to follow the process detailed below to streamline the mass gathering organization procedure in the State.

3.1 Festival Proposal Process

At present, there is no established system at the administrative level to systematically record the details of festivals and its various stages. A system need to be developed to record festivals with mass gatherings at district level. The organizers of religious festivals must submit the details of the festival to the local administration (Panchayat/Municipality/Corporation) if the expected crowd size is more than fifteen thousand (in peak day). If the expected number of people is more than twenty five thousand, the details must be submitted to the local administration as well as the Tahsildar/Executive Magistrate. When the number of expected participants is more than fifty thousand, the event organizer must approach the district administration and submit the event proposal form. A model event proposal form for event organizers to submit details of the festival is given as annexure I.

3.2 Festival Proposal Processing at the Administrative Level

On receiving the festival proposal from the event organizer, the competent Government authority will verify the application. The government body will evaluate various aspects of the festival including safety, venue arrangements, history of the festival, traffic management and facilities arranged for the participants. The competent officer will have the authority to inspect the venue to verify the safety measures. The local authority or Tahsildar should inform the details to District

Emergency Operation Centre (DEOC). The DEOC will compile information from all festival proposal forms and prepare a calendar of religious mass gatherings. DEOC will send preparedness alerts to emergency response agencies on days of mass gatherings.

3.3 Festival Area Declaration

As per section 122 of Travancore-Cochin Public Health Act 1955, the Government can declare any local area or part of a local area in which a fair or festival is to be held be a notified fair or festival for a particular period. The person or authority in charge of the fair or festival shall, not less than thirty days before its commencement, intimate the executive authority or Health Officer of the local authority concerned, the date of commencement or such fair or festival, and the period for which it will last. Sub section 1 of section 123 specifies that the person or authority in charge of the fair or festival shall also furnish such other particulars relating to the fair or festival as may be called for by the executive authority or Health Officer of the local authority or any of the local authorities concerned.

The festival proposal form given in this guideline may be used by the event organizer (the person or authority in charge of the fair or festival) to furnish the details of the festival to the District Magistrate/District Collector while requesting for festival area declaration. The District Collector may seek a report on the feasibility of festival notification from Tahsildar, Inspector of Police and Panchayat/Municipality/Corporation. Based on the reports from the above institutions and also considering the safety measures, the district collector may decide whether the festival is to be notified or not. For major festivals, the District Disaster Management Authority meeting may call for to review the safety preparations. Festivals notified under Travancore- Cochin Public Health Act 1955 or mass gatherings that attract more than fifty thousand people should take a Public Liability Insurance for the festival period as part of their commitment to public safety.

3.4 Festival Safety -Preparations

Coordinating religious mass gatherings require additional man power, resources, facilities and support from other agencies or experts. Proposed site for mass

gatherings need to be assessed for additional facilities based on the expected crowd size and crowd behavior. Event organizers may utilize the service of disaster management experts for effective planning and implementation of preparedness measures.

3.5 Risk Assessment

Holding a mass gathering event involves significant risk. The severity of a crowd disaster depends on the level of disaster preparedness and mitigation measures which depends on risk assessment. The risk involved in the mass gathering must be identified, estimated and necessary measures to be adopted for risk reduction. The components of the risk assessment is given below

- a) Identify and list the possible hazards that have the potential to develop as a crowd disaster. Eg. bottle necks in entry and exit, extreme weather events
- b) Identify the potential safety problems that could arise from the identified hazards.
- c) Prioritize the hazards based on the likelihood
- d) Risk Reduction measures to eliminate the risk or mitigate the risk.

The mass gathering organizer has to submit a risk assessment statement and venue lay out map along with the event proposal form. The venue lay out map should contain services and utilities proposed and arranged at the venue, fire hydrant points, police control room, emergency operation centre, medical facilities, crowd flow pattern, crowd management facilities etc. The organizer must acknowledge in undertaking/agreement that they would execute the mitigation measures for the identified risks and also the preparedness measures recommended by the competent authorities.

3.6 Festival Management Committee

Apart from the management entity of the religious institution, a festival management committee may be constituted. The head of the festival management committee will coordinate the facilities, utilities and safety preparations. A possible structure is given below

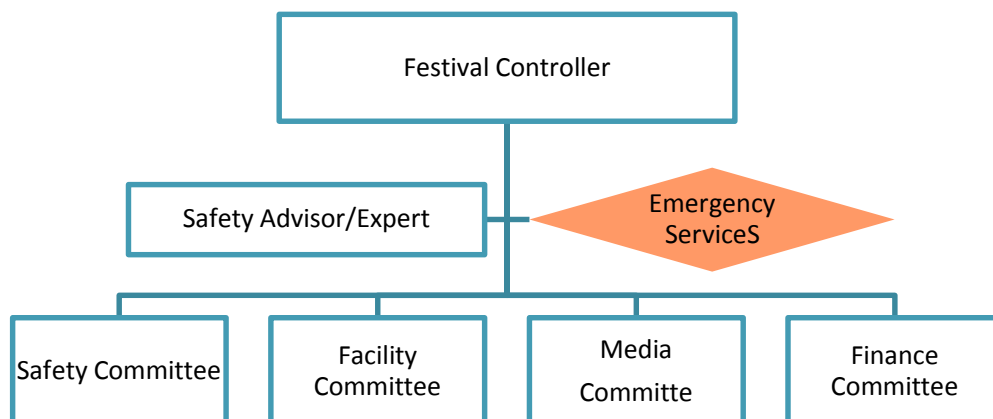


Fig.1. Structure of festival management committee

The proposed structure may be extended by including the members from emergency service departments if the festival attracts more than twenty five thousand people or above. There are festivals which are run by committees from different geographical areas (Kara Committee). Each committee conducts certain festivities and processions. All these celebrations culminate at a particular venue where celebrations are charted on a competitive manner (eg.Kudamattom, chendamelam, fireworks etc) by Kara Committees. In such a festival, a centralized coordination committee needs to be constituted to facilitate effective coordination of safety and disaster preparedness. The responsibilities of various committees and the pre-event safety arrangements required are given below

Sl No	Component	Arrangements required
A	Facility Committee	
1	Services and Facilities at the Venue	<ul style="list-style-type: none"> ○ Drinking water, seating/resting area, toilets ○ For mass gatherings of more than a day, food counters, bathing facilities, and sleeping facilities must be ensured
2	Parking and conveyance	<ul style="list-style-type: none"> ○ Large mass gatherings will demand additional transportation facilities. Private buses and special services of State Transport buses may be arranged for the inflow and out flow of people. ○ Identify and designate sufficient space for parking of private and Government Vehicles.

		<ul style="list-style-type: none"> ○ Parking may be planned as the moving vehicles should not enter in to the crowd.
3	Waste Disposal	<ul style="list-style-type: none"> ○ Facilities for collection, clean up, segregation and disposal of degradable and non degradable waste.
4	Shops and Vendors at the venue	<ul style="list-style-type: none"> ○ Allow only licensed food stalls and temporary shops in the venue and premises. Allot separate space for shops
5	Volunteers	<ul style="list-style-type: none"> ○ Engage sufficient number of men and women volunteers
B	Safety Committee	
1	Ingress and Egress	<ul style="list-style-type: none"> ○ Provide sufficient entry and exit points for the venue. Egress points must be hindrance free. If the event is organised as indoor programme, give separate gates for ingress and egress.
2	Venue arrangements	<ul style="list-style-type: none"> ○ Display the venue lay out at important points in the festival area including entry, exit, and locations of medical units, fire units and evacuation routes. ○ Install barricades to control or regulate the flow of participants within the venue.
3	Fire Safety	<ul style="list-style-type: none"> ○ Fire hydrants, fire extinguishers, trained man power, Concealed electrical installations, safe storage of pyrotechnics
4	Medical Units	<ul style="list-style-type: none"> ○ On site Medical Units for immediate response, first aid, triage, stabilisation and transportation
5	Access for Emergency Services	<ul style="list-style-type: none"> ○ Maintain clear and uninterrupted access and movement passage for emergency vehicles, medical units, ambulances, fire tenders etc.
6	Crowd Management	<ul style="list-style-type: none"> ○ Crowd monitoring system and trained man power for crowd control
7	Security	<ul style="list-style-type: none"> ○ Security systems for safety checking, festival control and Police for law and order for large gatherings
8	Communication Systems	<ul style="list-style-type: none"> ○ Public addressing system to cover the entire festival area, internal communication system to connect festival organiser, security services and volunteers
9	Lighting	<ul style="list-style-type: none"> ○ Install sufficient lighting at the entire festival area. Power back up for electricity failure
10	Obtain Licenses	<ul style="list-style-type: none"> ○ Obtain necessary NOCs or licenses from competent authorities for fireworks, loud

		speaker usage etc
11	Emergency Operation Centre (EOC)	<ul style="list-style-type: none"> Establish an EOC at the venue for centralised coordination of festival with the involvement of all supporting agencies
12	Food Safety	<ul style="list-style-type: none"> Consider food safety aspects while organising mass food distribution. Allow only registered caterers for free food distribution.
C	Media Committee	
1	Information dissemination	<ul style="list-style-type: none"> Disseminate information about the festival, timings, safety arrangements, rituals and practices of the festival, self discipline of the participants etc among public and media
2	Lost and Found	<ul style="list-style-type: none"> Arrangements to record lost and found, arrangements for lost children
D	Finance Committee	
1	Budget and Allocation	<ul style="list-style-type: none"> Allot sufficient budget for the operation of all committees and their actions

Fig.2.Festival committees and its various responsibilities related to disaster preparedness

3.7 Establish Emergency Operation Centre (EOC) at Festival Venue

Establish an Emergency Operations Centre (EOC) at the festival venue for synchronized coordination of all facilitators of the event. EOC should be implemented as a mandatory decision support system for all festivals attracting more than fifty thousand people. Police control room should be operational for all events attracting 25000 to 50000 people. EOC will be the focal point to coordinate emergency communication and emergency response operations. The event organizer must coordinate the establishment and operation of EOC with the support of emergency service agencies and departments. EOC should maintain a systematic database of the resources available, important phone numbers, names and addresses of important officials, and volunteers. During crisis it is expected to function as a centre for decision-making and help flow of information horizontally and vertically to the respective departments for smooth emergency response operations. Event organizer, heads of emergency services, heads of utility services, team leaders of designated teams, Telephone, Fax, Hot lines, VHF radios etc are part of the EOC. In case of an emergency, information from DEOC or Incident Commander may

channelize through EOC for emergency operations. EOC should maintain the records of all communications, instructions and actions taken in view of disaster response and submit a detailed report to the District Collector as part of documentation process.

Functions of EOC

- Prepare and update inventory of resources available for emergency response
- Sharing data related to disaster and vulnerable areas with all the line departments and other stakeholders.
- Receive and process disaster alerts and warnings from nodal agencies and other sources and communicate the same to all designated authorities and stakeholders.
- Maintain close contact with DEOC and SEOC during emergencies
- Monitor emergency operations at various locations and communicate with DEOC.
- Monitor crowd movement at important locations and update information about the hazards and vulnerable areas.
- Facilitate coordination among primary and secondary Departments/Agencies.
- Requisitioning additional resources during the disaster phase with the help of DEOC and SEOC.
- Consolidate, analysis, and disseminate of damage, loss and needs assessment data.
- Information gathering and record keeping of emergencies and fatal incidents

3.8 Command and Control

The festival organizer must designate a suitable representative as the operations head for small scale local mass gatherings. The Operations head should coordinate the response operations for local emergencies that can be managed within the festival venue. For events where only the police force attends the event for law and order, the head of the police unit will be the operations head for emergencies.

If the event turns in to a disaster, the District Emergency Operation Centre and District collector should be informed. Based on the intensity of the crisis, the district collector or his delegate will act as the incident commander.

For major events that has been notified under Travancore-Cochin Public Health Act 1955 and attracting more than fifty thousand people, a delegate from DDMA may deputed as incident commander on the peak crowd gathering day.

3.9 Coordinate with Government Departments

The festival controller should approach the emergency service departments to avail their services for the safe conduct of religious festival. Request to Government Departments should be submitted at least one month in advance. During festival seasons, it is not feasible to avail the reserve fire and rescue teams or other emergencies to all the festival venues even to the declared festival areas. In such cases, the reserve services from emergency departments will be based on the significance of the event. Any additional expenses for availing the service of emergency departments should be borne by the event organizer. The stakeholder departments for mass gathering event safety can be categorized as Core Departments and Associate Departments

Core Departments

- Department of Police
- Department of Fire and Rescue Service
- Department of Health
- Department of Revenue and Disaster Management

Associate Departments (May vary with the festival and its locations concerned)

- Water Authority
- Motors vehicle department
- Public Works Department
- Irrigation Department
- Kerala State Electricity Board
- Corporation/Municipality/Panchayat

3.10 Crisis Communication Process

Getting the right message to the right people is the key to effective communications in a crisis. If a crisis occurs; the operations head (for local events) or Incident Commander (for major event) shall first determine the nature and circumstances of the event as quickly as possible so that the most appropriate course of action can be taken. In a situation that is likely to require emergency response personnel, it is critically important to be able to provide as much key information as possible.

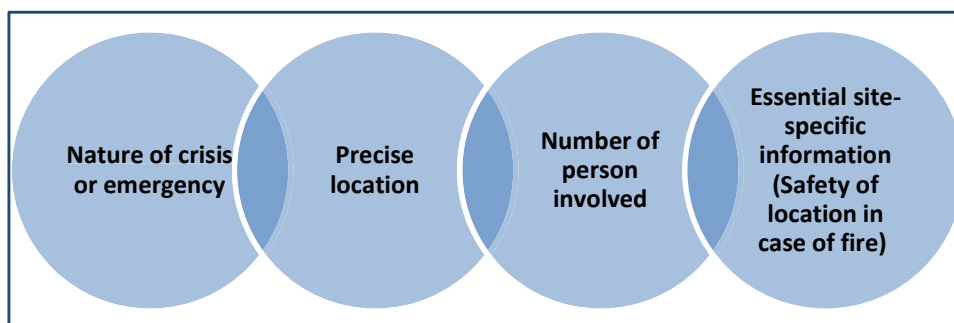


Fig.3. Key information for crisis communication

Incident Commander or his delegate can summon emergency service departments through VHF. The Incident Commander should act as though a crisis exists and take every precaution against worsening the situation, rather than delay taking action that might later be proved to have been crucial.

Communications Priorities

Crisis Communication Priorities, in the order of importance:

1. Call emergency services - request urgent support
2. Instruct Event Facilitators – Instruct event organizers, primary departments and secondary departments etc to ensure everyone knows what is happening, and what they need to do
3. Inform public - let them know what is happening, and what they should do. Use mega phones if public addressing system have failed
4. Inform media –Once the situation is settled, let media know what has happened, and what is being done to resolve the situation

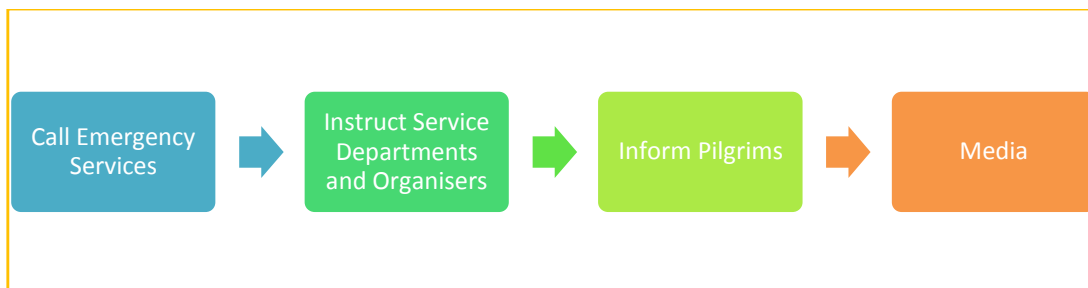


Fig.4. Crisis Communication Priorities

3.10.1 Internal Communication

An internal communication system is essential to coordinate event organizers and emergency services. Two-way VHF radio systems may be arranged by the event organizer for security personnel, fire and rescue team, first aid team and volunteers. The police department has their own system for communication. To ensure a synchronized system, few VHF sets may be spared with police or two security people with VHF radios may be deputed at police control rooms. The internal communication plan should include who will be responsible to issue warning for the public and at what stage the warning will be issued.

- Supply concise information as to the nature and severity of the incident(s)
- Give clear and direct instructions - tell individuals & teams what to do

3.10.2 Public Communication

An established public communication system is required to address the public in the festival area. Prepare safety advices for the public and announce through the system frequently.

- Give sufficient but minimal information about what is happening,
- Give clear instructions on what people should do
- Provide reassurance that the matter is being dealt with by management / emergency services
 - Promise to provide more information at a later stage

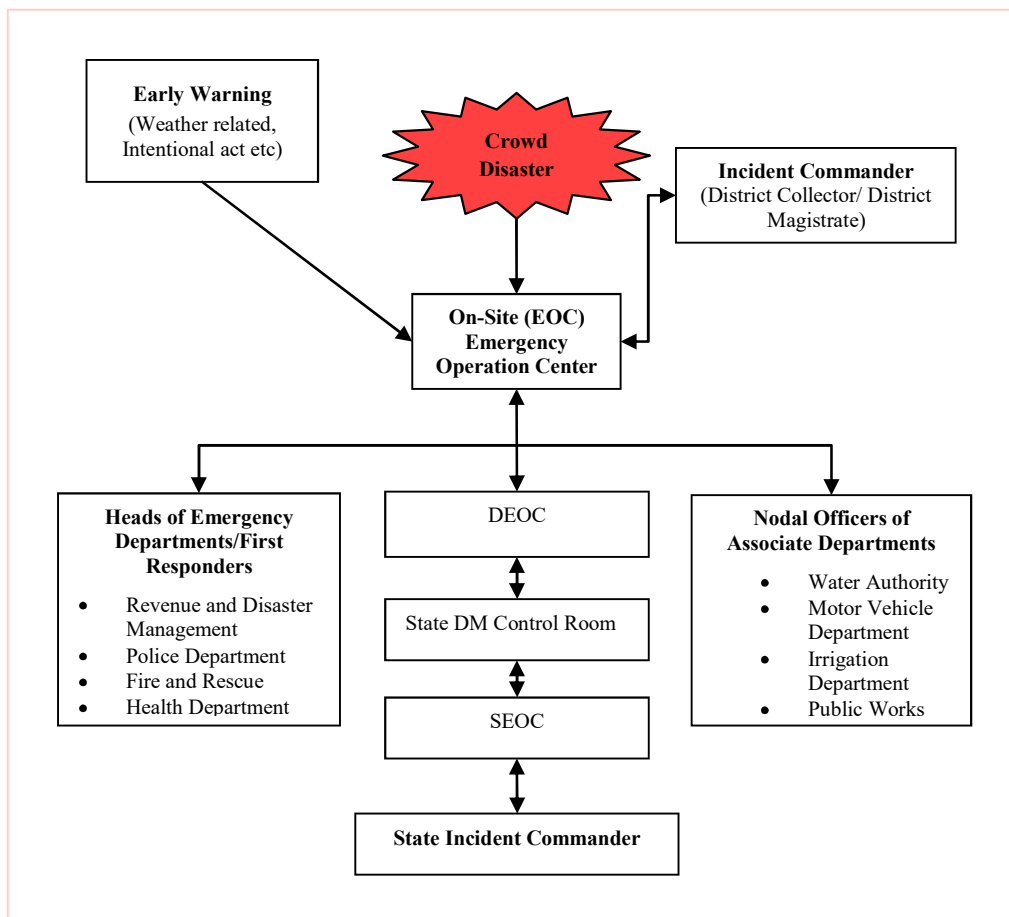


Fig. 5. Flow of information during emergencies from onsite EOC for L1 level crisis. A state level crisis communication system is in place for dealing L2 or L3 level crisis (SEOC, 2014). In case of major incidents, District Emergency Operation Centre or State Emergency Operation Centre may take over the charge of communication and emergency coordination.

3.11 Event Briefing and Documentation

A safety and emergency operation briefing must be conducted by the event organizer one the day before the event. The briefing may be conducted at the emergency operation centre with the participation from all stakeholders. Heads of core emergency service units must have verified the safety precautions as per the checklists and SOPs given in the guideline before attending the briefing. Festival Controller/Operations Head/Incident Commander or his delegate should explain the

festival crisis management plan to all the officials and make them prepared to respond well in times of emergencies.

The incident may be subjected to an investigation if an emergency happens. Therefore, it is extreme importance to the EOC, Event organizer, Police, Fire and Health department to make a written record describing their recollection of the event as soon as possible, while it is fresh in their memories. Such a record need not be formal in any way, but it should be as complete and detailed as possible. Recording descriptions of a crisis or emergency should be considered a necessary final step in properly dealing with the situation or event.

After the event, conduct a debriefing with all stakeholders. Discuss the short coming, flaws and good practices. The festival controller must compile information from all agencies and prepare a detailed report of the event and submit to the local body or district administration where the festival proposal has been submitted.

CHAPTER IV: FESTIVAL CRISIS MANAGEMENT PLAN

Crisis Management Plan (CMP) will enable the organizers and stakeholder departments to avoid confusion on command, control and response during emergencies. CMP should present as a written outline of common protocol to activate emergency and coordinate the crisis response activities. Though the emergency departments are primarily responsible for emergency response, cooperation from associate departments and other stakeholders are important for the feasible implementation of crisis management plan. The crisis management plan can be invoked on noticing the likelihood of human stampedes, fire, natural calamity or any other human induced incidents. Crisis communication plan, evacuation plan, onsite medical response plan and standard operational guideline for stakeholder departments' forms the core structure of Festival CMP. The event organizer should prepare the crisis management plan in consultation with emergency service departments and it should be reviewed annually for seasonal festival. A model template of Festival Crisis Management Plan is given as a reference document for organizers and authorities. The template may be adapted or modified as per the local settings of the festivals and mass gatherings

Model Template for Festival Crisis management Plan

I. Festival Details

Description of the event

Give a brief description of the event including the days of event, prayer timing, peak days and hours, access to the venue, transportation arrangement, and safety measures arranged.

Crowd Characteristics

Estimate the expected crowd for the event and the characteristics/demographics of the crowd. Planning should be made keeping in mind the targeted crowd. Most religious gatherings are participated by both genders, but some gatherings are limited to a particular gender. Explain the crowd movement pattern and crowd management system adopted

Site map

Prepare a detailed venue lay out with key emergency locations like police control room, EOC, emergency vehicle parking area, emergency exit, evacuation routes, evacuation places , information centre, queue section, hazard prone areas etc.

II. Risk Assessment

Crisis Response plan should address all the possible hazards in the venue. Identify the hazards and the risks that may arise during the festivals and develop mitigation strategies accordingly. Possible natural hazards, human induced hazards and likelihood of human stampedes may consider for risk assessment. Identify the locations in the venue where such hazards may happen and what would happen if a hazard originates. Analyze crowd movement pattern in the venue, bottle necks and stampede prone areas to plan for human stampede risk reduction.

III. Crisis Communication Plan

Crisis Communication plan act as the fundamental coordination mechanism for event organizer and emergency services. The event organizer is responsible to establish a crisis communication system for the venue that should include a system to address the public, and a system for internal communication.

IV. Onsite Response Plan

Identify the agency or department that is responsible for each hazard. Prior permission from the agencies must have taken while specifying the responsibilities of each agency. For effective emergency response, the festival venue may be classified as sectors and sector wise responsibilities may be assigned. Locate fire units and first aid teams at important locations for major events.

No	Response actions	Agency
1	Fire Response, Search and Rescue, evacuation	Fire and Rescue Department/ Event Organizer

2	Crowd Control and Human Stampede Response	Kerala Police/ Event Organizer
3	Medical Response	Health Department
4	Natural Hazard response, District Level Coordination	Department of Disaster Management
5	Human Induced Hazards	Kerala Police

In case of a natural hazard, immediately contact the district emergency operation centre and request the support of district disaster management authority.

Kerala Police will have own procedure for handling a human induced threat. The event organizer should give necessary support to handle the situation

Plan fire response activities under the coordination of fire and rescue department. Train the event security personnel to use the fire extinguishers and fire points in the occurrence of a fire.

Based on the onsite medical arrangements made in the festival venue, prepare a medical response plan. Always keep in mind the nearest hospitals and facilities available. Divide the festival venue as different sectors and depute the medical teams sector wise. Establish direct communication channels with first aid units, ambulances and hospitals. Identify a triage area at the festival venue and make arrangements to clear the area for triage, stabilization and transportation in case of mass casualty incidents. The plan should include contact details of nearby hospitals and specify who will be responsible for coordination with the hospitals.

V. Resource Inventory

Include emergency contact details and resources which are required to meet a festival emergency

CHAPTER V: STANDARD OPERATION PROCEDURE FOR STAKEHOLDERS

Standard operating procedure enlists the roles and responsibilities of organizers/departments for festival safety preparedness or crisis management. The roles given in the SOP are limited to the festival crisis management process only. If the event turns to a major disaster, wherein the assistance is required from the district/state authority, the command and control coordination may be carried out under the Emergency Support Functions plan of the State (SEOC, 2014). Hence, Government Departments/Agencies are advised to be familiar with the ESF plan of the state for dealing major disasters. Standard Operating Procedure for Government Departments given below is applicable to the festivals which are notified under the Travancore – Cochin Public Health Act 1955 and the district or State Government facilitates the smooth organization of the event. For other events where festival organizers who require services from Government agencies may directly approach each agencies with the provision of festival safety budgeting.

SOP for Event Organizers in view of Disaster Preparedness

- ☑ Planning for festival should be initiated at least six months in advance
- ☑ Constitute a festival management committee to coordinate festival safety
- ☑ Appoint a Festival Controller who will be responsible for communicating with stakeholder agencies/departments for preparedness
- ☑ Form groups/committees with leaders to allocate or distribute the works. Each group should be briefed clearly and fix the responsibilities.
- ☑ While preparing the event budget, organizer may allot a budget provision for safety arrangements. It will provide more seriousness to safety measures.
- ☑ Risk assessment should be conducted as part of event planning. These risks will be considered while planning for the festival Crisis Management Plan. Emergency coordinators, disaster management experts, emergency service departments will provide technical assistance for risk assessment. Festival

safety budget provision may be used for technical services as well as risk assessment.

- ☑ Undertake a needs assessment or analyze the resource available with the event organizer for emergency management. Prepare a resource inventory of required resources
- ☑ Prepare a site map as part of site plan with strategic locations and emergency services
- ☑ Arrange sufficient number of ALS ambulances at the venue
- ☑ Submit event proposal form to the local authority/competent authority based on the expected crowd size.
- ☑ In case the event has firework or pyrotechnic display, request for approval from the concerned/nodal authorities shall be made in writing through proper channel at least one month in advance.
- ☑ The firework approval form should be in license form LE 6 in line with Explosive Rules, 2008
- ☑ The fire crackers must be stored in a safer place away from the public and extensive care must be taken during the firework display.
- ☑ In organizing district level notified events, request the Deputy Collector, Disaster Management to hold a meeting with emergency services. Provide all safety related information to the respective departments/agencies
- ☑ For elephants to be used in procession or other rituals, get permission from the district administration and Divisional Forest Officer.
- ☑ Sufficient measures and conditions should be taken and maintained for animal care and public safety as per the conditions given in circular No.35346/Dev.2/08 dated 32.06.2008 from Revenue (Devaswom) Department and other guidelines or orders issued from the Government time to time.
- ☑ Take a public liability insurance coverage for the festival period
- ☑ Ensure safety measures are taken during erecting any temporary structures like stages, resting place, storage room or any other constructions
- ☑ Proper space with required facilities should be given to the emergency departments for onsite emergency operations

- ☑ Provide specific parking area for emergency vehicle like ambulances, fire engines etc. and ensure that internal passages for emergency vehicles and emergency exit ways are clearly defined and free of hindrance
- ☑ Make separate passage for general public and emergency vehicles with in the festival area for emergency ingress and egress.
- ☑ If the event is planned indoors, special consideration should be given to entrance and exit points. Provide sufficient emergency exits and ensure it is operational during contingencies
- ☑ For major festivals an emergency operation center should be established with the support of stakeholder agencies.
- ☑ Provide proper and clearly visible signage to entry/exit point, emergency exit, emergency services like ambulance, police, fire force etc., parking area, public addressing system and other key locations.
- ☑ Constitute volunteering team and give adequate briefing regarding the work and responsibilities. Keep contact details of volunteers at EOC.
- ☑ Give training to the volunteers on crowd management, use of communication systems like VHF radios and provide them with distinct uniform for easy identification even within crowd.

During Disaster Response

- ☑ Give priority to emergency departments and Participate in response activity. Indulge the volunteers to response activities.
- ☑ Make use of public addressing system to assist the crowd in finding the evacuation routes and assembly points after the concerned authority or person activates the evacuation plan.
- ☑ Avoid spread of rumors or false information through public addressing.
- ☑ Manage crowd and help other emergency departments in crowd management
- ☑ In case separate emergency paths are absent, help other departments to clear the way for emergency vehicles (ambulance, Fire engine).
- ☑ Manage the media personnel and release required information.

Police Department

The event organiser should inform the local police about the expected crowd size, crowd behavior, potential issues or concerns, parking spaces, entry and exit routes etc. The police department will take over the responsibility of crowd management for the notified statelevel festivals/mass gatherings only. Crowd management at small scale events should be managed by the event organizer.

- ☑ Deploy sufficient force to maintain law and order in the notified festival area
- ☑ Prevent and detect any crime incident at gatherings
- ☑ Give safety and security to general public/visitors/VIPs
- ☑ Manage the crowd and vehicle traffic
- ☑ Inspect the event site and confirm that the information given by the organizers are correct and recommend any further modifications or requirements.
- ☑ Set up a control room and communication centre at the site and install CCTV (if not already present) at vulnerable locations where there are chances of overcrowding/ potential for a disaster for notified festivals (expensed should bear by the organizer).
- ☑ Recommend places that can be used for parking especially for the emergency vehicle parking to avoid traffic congestion.
- ☑ Deploy Quick Response Team at major mass gatherings for crowd control

Health Department

- ☑ Assess the medical risks of notified mass gatherings. For prolonged mass gatherings, consider the spread of communicable diseases.
- ☑ Deploy onsite medical emergency response teams and alert nearby hospitals as part of mass gathering preparedness to notified festivals
- ☑ Prepare a plan for mass casualty management at venue and direct nearby hospitals to prepare hospital preparedness plan.
- ☑ The head of onsite medical team should communicate with other hospitals and emergency services or ambulance services in case of an emergency or when resources are needed

- ☑ Keep updated contact details of nearest hospitals, private ambulances, and primary health centers for emergency communication.
- ☑ Make sure that all staffs know their roles and responsibilities and communication procedure needed for handling any emergency situation.
- ☑ Identify areas that may be suitable for triage and stabilization at the venue.
- ☑ If the place is inaccessible by ambulances, then the victims or patients should be brought on stretchers to ambulance and then to the nearest hospital. Arrangement for required stretcher holders for emergency patient transportation should be made in advance (eg. In Sabrimala, stretcher transportation is required from Sannidanam to Pamba).
- ☑ If patients are transported to hospitals after triage and stabilization, notify hospitals about influx. If the number of patients is more than the capacity of the referred hospital, arrangements are to be made to transport patients to other listed hospitals.

Department of Fire and Rescue Service

- ☑ Position required number of Firefighting units in the festival area for notified festivals
- ☑ Conduct a safety auditing in the notified festival area and share the details with Police and Disaster Management Department
- ☑ Conduct specific safety auditing at storages of fire crackers
- ☑ Inspect commercial shops, hotels and tea shops to ensure that they have undertaken fire safety measures. Issue notices to shops which have not followed the safety measures and bring it to the notice of Event organiser. Event organiser holds the responsibility to not open such unsafe stalls and allow them to open only after necessary safety measures have undertaken
- ☑ Ensure Fire water lines are available at major crowd gathering points. Any additional requirements may be reported to the event organiser
- ☑ Deploy rescue team and swimmers if the gathering is organized near water body
- ☑ Verify evacuation routes, exit points and its accessibility

- ☑ Ensure Proper communication is present between the fire control room and various control posts at the venue. Ensure proper communication with EOC

Department of Revenue and Disaster Management

- ☑ Verify the festival proposal and field check the safety measures
- ☑ Review the existing contingency plans of emergency departments and integrates into district disaster management plan.
- ☑ Verify the safety measures implemented at the venue
- ☑ If any major short fall on safety is observed in the festival, apply Disaster Management Act 2005 to rectify it.
- ☑ Verify the licenses obtained for all special needs of the event
- ☑ Depute Executive Magistrate as Incident Commander to the notified festivals attracting more than fifty thousand people
- ☑ Coordinate emergency departments for district level events
- ☑ If an emergency occur at the festival, activate district disaster management plan and notify concerned departments for immediate response
- ☑ Prepare a calendar of major festivals at district level
- ☑ Provide mass gathering alerts by 'sms' to the heads of concerned emergency services and Tahsildars on the day of mass gatherings
- ☑ Operate DEOC round the clock on major festival days and festival seasons
- ☑ Ensure timely, adequate and effective resources allocation in the event of an emergency.

Corporation / Municipality / Panchayat

- ☑ Ensure that the event organizer has arranged necessary facilities and safety for the public
- ☑ Ensure that the event organizer has proper waste management system for the festival
- ☑ Coordinate waste disposal if the events are notified state level events
- ☑ Repair street lights owned by the local body in the festival area

Electricity Board

- ☑ Set up additional transformer for festival with respect to the required electricity
- ☑ Repair street lights operated by the electricity board in the festival area.

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ANNEXURE I

FESTIVAL PROPOSAL FORM FOR RELIGIOUS MASS GATHERINGS

A	Organizer of the Event		
B	Address of the festival organizer		
		Ph/Mob	
C	Who is in charge of the event		
		Ph/Mob	
	Event Details		
1	Name of event		
2	Location of event		
		Outdoor	Indoor
3	Duration of event		
4	Day and time of peak crowd gathering		
5	Target audience	Male	Children
		Female	Family
6	Is there any procession at the event	Yes	No
7	a. Expected crowd for procession		
8	b. Animal used for procession	Yes	No
	c. Starting Time and ending time		
	d. Procession route		
9	Whether the festival include free distribution of food	Yes	No
10	How many people are expected for food distribution		
11	Festival includes any special darshan/citing etc. If yes, give details		
	VENUE ARRANGEMENTS		
12	Any temporary structure is planned for the event. (If so, what structure and		

	intended purpose)		
13	Is there any fireworks or pyrotechnic displays	Yes	No
14	Agency/Individual conducting fireworks displays (give the address)		
	Address		
15	Have you ensured that the agency is licensed for firework displays		
16	Quantity of fireworks items to be used		
17	Where is the storage point of firework items (attach an site map with this application)		
18	Display timings of fireworks		
19	How many Volunteers be available for event management		
20	Drinking water facility has arranged?	Yes	No
21	Adequate toilet facilities are provided at the venue?	Yes	No
22	Parking areas arranged? Location		
23	Proper signage provided at the venue	Yes	No
24	Traffic Diversion required	Yes	No
25	Arrangements made for waste disposal	Yes	No
	MEDICAL ARRANGEMENTS		
26	Onsite first aid team arranged	Yes	No
27	Nearest hospital from the venue and its distance (In km)		Distance
27	No of ambulances arranged		
	SAFETY ARRANGEMENTS		

28	what are the safety and security arrangements planned for the event		
29	Fire extinguishers have been installed at the venue		
30	Risk assessment conducted?	Yes	No
31	Have you prepared any evacuation plan	Yes	No
32	Have you prepared any emergency response plan	Yes	No
33	Private security is engaged for event management	Yes	No
34	Whether sanction taken from KSEB for special power supply during festival days	Yes	No
35	Alternate power back up has planned?	Yes	
36	Capacity of power back up or generator		No
37	What form of communication systems will be available for		
38	Have you taken public liability insurance coverage for the festival	If yes, give details	
	Public addressing	Yes	No
	Internal Communication for Emergency services	Yes	No
39	Plans that are attached with the form		
	Festival Crisis Management Plan	Yes	No
	Festival Venue Lay out map	Yes	No

ANNEXURE II

CHECK LIST FOR POLICE DEPARTMENT (One day before the event)

1	Onsite police control room established	Yes	No
2	Adequate personnel with respect to crowd size deployed	Yes	No
3	Roles and responsibilities of each officers briefed	Yes	No
4	Bomb squad present at the venue	Yes	No
5	Participated in the event briefing	Yes	No
6	Communication system established	Yes	No
7	Met the heads of all emergency services	Yes	No
8	Familiarized with Festival Crisis Management Plan	Yes	No
9	Familiarized with evacuation routes	Yes	No
10	Deployed Police and entry and exit points with communication system	Yes	No
11	CCTV monitoring are in place for police	Yes	No
12	Venue crowd management system reviewed	Yes	No

ANNEXURE III

PRE-EVENT CHECKLIST FOR EVENT ORGNAISERS			
1	Entry points are cleared without any obstruction	Yes	No
2	Exit points are cleared without any obstruction	Yes	No
3	Sufficient Security personnel are engaged	Yes	No
4	Required signages have been installed at the venue	Yes	No
5	Venue lay outs have been installed at the venue	Yes	No
6	Communication system arranged for internal communication	Yes	No
7	Ensured Internal communication system is working	Yes	No
8	Communication system arranged for public addressing	Yes	No
9	Public addressing system is audible in the entire venue	Yes	No
10	Fire Extinguishers at the venue have been checked on date	Yes	No
11	Emergency Operation centre established	Yes	No
12	Information centre established	Yes	No
13	Drinking water facility arranged	Yes	No
14	Waste management facility arranged	Yes	No
15	Barricades have been installed for crowd control	Yes	No
16	CCTVs and monitoring unit is functional	Yes	No
17	First aid and ambulances are present	Yes	No
18	Vehicle parking areas arranged	Yes	No
19	Briefing carried out with all stakeholders	Yes	No
20	Departments/Agencies involved in the arrangements		
a			
b			
c			
d			
e			
f			
g			
h			

Timeline of development of this guideline

- Draft released for consultation on 05.03.2015
- Validation workshop with stakeholder agencies on 12.03.2015 at ILDM.
Concerned agencies were invited to the workshop to present their views, suggestions and remark.

Sl No	Name	Designation and Address
1	KKR Pramod	Deputy Collector, Disaster Management, Pathanamthitta
2	K.R.Chithradharan	Deputy Collector, Disaster Management, Alappuzha
3	V.Chandrasenan	Additional District Magistrate, Kollam
4	Jameela MB	Deputy Collector, Disaster Management, Ernakulam
5	Dr.V.V.Sherly	Deputy Director, Directorate of Health Services, Government of Kerala
6	P.B.Pushpalatha	Deputy Collector, Disaster Management, Thiruvananthapuram
7	Siji.M.Thankachan	Section Officer, Kerala State Disaster Management Authority
8	Amalraj M	Assistant Professor, Institute of land and disaster management
9	Sreenivasan Thampy K	Security Officer, Attukal Bhgavathy Temple, Thiruvananthapuram
10	Joe George	State Project Officer, United Nations Development Programme, SEOC
11	Bineesh Job	Research Assistant, Institute of land and disaster management
12	Dr.Sekhar L Kuriakose	Member, Kerala State Disaster Management Authority, and Head, State Emergency Operation Centre
13	Naveen Babu	Project Assistant, Institute of land and disaster management
14	Anjaly Venukumar	Project Assistant, Institute of land and disaster management
15	Dr.Keshav Mohan	Director, Institute of land and disaster management and Member SDMA
16	P.R.Maheendran	Vigilance Assistant, Cochin Devaswom Board, Thrissur
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