

**A BRIDGE TO THE SUMMIT**  
**PLANNING AND PROGRAM CONCEPT PAPER FOR THE DENVER AREA COUNCIL**  
**2012 COUNCIL CAMPOREE**

**THIS PAPER COMPLETED TO FULFILL THE REQUIREMENTS FOR PhD IN COMMISSIONER SCIENCE**

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CERTIFICATION PAGE

I have read and approved this project and thesis as fulfilling the requirements of a Doctorate in Commissioner Science.

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## **AUTHOR BIOGRAPHY**

Joe Black is a 31 year veteran of the Denver Police Department and currently serves as an Administrative Assistant to the Division Chief of the Patrol Division. He has been the rank of Captain since 2004. Prior to this assignment, Captain Black served as the Police Liaison to the Denver Office of Emergency Management. In that capacity he planned, coordinated and executed numerous tabletop and practical exercises in both manmade and natural disasters. He has completed Professional Development training to act as a part of an emergency management team with FEMA, and has taken a broad variety of Incident Management Courses including Type 2 Logistics Chief, Type 3 Incident Management Team and Type 2 Liaison Officer. He is a Trainer the Trainer instructor for Community Emergency Response Teams and designed a pilot project to introduce Incident Command System (ICS) for a portion of his Woodbadge ticket.

Joe Black has participated as a part of the planning team for the Denver Area Council 2007 Camporee, several Timberline District events such as Klondike Derbies and Camporees and has coordinated banquets at the District and Council levels. He served as a member of the Command and Control Staff at the 2007 World Jamboree in England, as well as a Quartermaster for a contingent attending the 2010 National BSA jamboree. He currently serves as a Scoutmaster for Troop 554 in Littleton, Colorado, Assistant District Commissioner for Timberline District, and ASM-Facilities for the WE5-61-11-1 Woodbadge Course. He is also a merit badge counselor for the Emergency Preparation Merit Badge.

### **S.M.A.R.T. ABSTRACT**

**Specific:** Aspects of this concept paper, specifically the management of the event shall be discussed in detail, the probable outcome being that the Denver Area Council would embrace and utilize aspects of the Incident Command System to minimize mishaps or accidents at the event, as well as bringing program elements of the 2010 BSA National Jamboree to be displayed and marketed to potential future national jamboree attendees.

**Measureable:** The management of the event will be measured by utilizing various components of the Incident Command System during the pre planning timeline, as well as the 12 hour operational periods prior to, during and after the event has concluded.

**Attainable:** The goals and objectives of this paper will be reached, even if a portion of the planning and management project and program is used. The primary reason is that the author will be tasked with some aspect of the event.

**Relevant:** It is the desire of the Chief Scout Executive, the Board of Trustees and the Council Commissioner to present a well planned, safe and exciting week end, showcasing aspects of the 2010 National Jamboree for all members of the Scouting program, their families and guests

**Timely:** The pre-planning of the event will probably begin in the spring of 2011 and end with a debriefing of the event by all management personnel in the weeks concluding the event in the autumn of 2012. (Woodbadge Staff Syllabus)

## A BRIEF HISTORY OF COUNCIL CAMPOREES IN THE DENVER AREA COUNCIL

The Boy Scouts of America has held National Jamborees at patterns that average every 4 years (except during World War II) since 1937.(BSA National Council Site) The National Jamboree sites have been held in a variety of places across America before selecting Fort A.P. Hill in Virginia as a semi-permanent site in 1981. The exceptions have been for the 50<sup>th</sup> and 100 year anniversaries 1960 and 2010 respectively, where the National Office has shortened to 3 years (1960) or lengthened to 5 years the length of time that the National Jamboree was held. The National Office has also tried to schedule the National Jamboree to remain at 2 year intervals between World Jamborees. With the 100<sup>th</sup> year of Scouting celebrated in England in 2007 and the 100<sup>th</sup> Year Anniversary National Jamboree celebrated in 2010, the Boy Scouts of America will have a 3 year window before the next National Jamboree will be held in 2013 at a brand new site, the Summit purchased by the Bechtel family for permanent use by the Boy Scouts of America. The 10,000 acre site is located in the mountains of West Virginia.(BSA National Website)

In the past 10 years, the Denver Area Council has succeeded in promoting and producing several council wide camporees within 2 years of the conclusion of each National Jamboree. For the sake of brevity the focus will remain on aspects both positive and negative of the 2003 and 2007 Council Camporees .

### 2003 Council Camporee

This event was held at property owned by the Fulenwilder family located northeast of Denver International Airport. The venue is located within the geographic footprint of the Denver Area Council. The venue was chosen because of close proximity to Denver and the cost was free. This allowed

participants, especially day visitors the opportunity to experience a jamboree like atmosphere without driving too far. In an interview with Jim Newell, he stated that he was the Facilities Chief for the event. There was no inclement weather and over 4000 participants enjoyed the venue. As a retired Army officer, Newell saw the need to conduct an after action de-briefing with his staff to determine what had gone well and what needed improvement. He stated that the Program side did the same procedure. The results were given to a BSA professional. Newell stated that he was not contacted at by anyone regarding the 2007 Council Camporee and has no knowledge if the after action report was maintained.(Newell ,2011)

#### 2007 Council Camporee

This event was again held at property owned by the Fulenwilder family, northeast of Denver International Airport. The Camporee Chairperson was Bob Dickinson. The planning team was delineated by a Program side headed by Randall Drake and a Facilities side headed by John Grace. As a part of the planning team for the facilities side, monthly meetings were held involving the various aspects of facilities. The team included Communications, Medical and Commissary for Staff, Parking and Security, portable toilets, trash and staff credentialing. An attempt was made to use aspects of the Incident Management System but was met with minimal success. This was primarily due to a lack of training and understanding on the volunteer staff and professionals as to what ICS actually accomplishes, as well as what was perceived to be a reluctance to use something different than the Program and Facilities model that is standard in the Boy Scouts of America system of managing an event. (Chetwin, 2007) The plan for implementation and a discussion of what the Incident Command System entails will be explained in detail later in this document.

Another aspect that weighed heavily on the event running at less than optimum efficiency was the decision to insert all of the professional staff as part of the already existing volunteer staff without prior

knowledge. There were two groups of people attempting to manage an event without sufficient coordination to attain maximum efficiency. The result was a duplication of efforts in some areas, and gaps of service in others. Neither the volunteer staff, nor the professional staff had a clear understanding as to proper and efficient chain of command.

The program side had its deficiencies as well. The program chair became ill and could not complete his duties. The shooting sports chair, for reasons unknown, backed out of the program a month before the event. There was a last minute effort to secure quality program events. As a result, there was a lot of stress placed on the management hoping that the program would be sufficient. The majority of the participants arrived within a three hour window making traffic unmanageable. The participants were unhappy that they could not drive to their camp site and had to walk to them. The registration tents were insufficiently marked and overflowing with vehicles. The Cub Scout program was quite efficient and successful with Cub Scouts and their parents braving the elements. The one factor that could not be counted on and had devastating results was the weather. The month of September 2007 was generally warm and balmy with little or no wind. The day the camporee began, the wind and subsequent blowing dust wreaked havoc on the event. The wind persisted into Saturday with gusts over 50-60 miles per hour. Since the site was northeast of the airport the terrain was sandy, grassy, and primarily level with gentle rises. As a result, there was very little to break the onslaught of the wind. Many tent poles and dining flaps were destroyed, sand was in a lot of the participant's cooked food and over 50% of the participants had left by early afternoon. Even if this property were again to be available, many Scouts and Scouters have declared that a return there would not be fruitful and there are too many bad memories to persuade packs and troops to return to the location. The author shares this opinion and believes that another venue is essential if the 2012 Denver Area Council Camporee is to be a success.

It should be noted that prior to the Fulenwilder spot being used, Buckley National Guard Base, also within the geographic footprint of the Denver Area Council was a successful venue. (Saitta, 2011) The aftermath of the events of September 11, 2001 and decisions made by the Department of Defense changed the status of Buckley to a Naval Airbase, thereby for security reasons, making the venue inaccessible to civilian use.

Another point of consideration was the stage show. Originally, the headliner was supposed to be weird Al Yankovic, a comic that would have been a big hit to the youth. When that deal was unable to come to fruition, a bluegrass act was put into place. Although very talented, the group might have been exciting for adults that prefer that music genre but most youth of this era are focus more on hip-hop, rap and rock and roll. In an interview with Bob Dickinson, it was learned that this act was consistent with the budget amount that was available for the event.(Dickinson,2010) To the author's knowledge, there was not a de-briefing following the event with the staff to define strengths and weaknesses and develop best practices for future events.

## THE 2012 DENVER AREA COUNCIL CAMPOREE

The following is a series of suggestions and recommendations that may assist the management team in making the 2012 Denver Area Council Camporee a safe, fun and successful venture. It should be noted that the entire event, the planning, management, staffing and decision making should have strong elements of **youth involvement** if the event is to have maximum success.

**Theme:** The Denver Area Council will be celebrating its 100 year anniversary in 2012. It is also 1 year before the 2013 Inaugural National Jamboree at the Summit site. There are several combinations for a possible theme for the event. These are but a few:

- A Bridge to the Summit
- DAC 100 Years-A Reach to the Summit
- DAC Centennial-100 Years of Adventure
- Reaching for the Summit In the 21<sup>st</sup> Century of Scouting
- DAC 100 Year Celebration of Tradition

**Recommendation:** Once the Incident Command has been selected to plan the event, a Council wide notice should be sent out for youth to select the theme, design the patch and devise the color scheme for staff hats. A small prize should be awarded to the winning recipient and recognition should be made via the council e-mail newsletter and website.

**Date of Event:** Traditionally most districts have their camporees between the 3rd weekend in September and the 1<sup>st</sup> week end in October. (2010 DAC Events Calendar) The majority of the districts hold them during the 4<sup>th</sup> weekend in September. The Colorado weather can never be predicted, however, that time line is usually before the first freeze of the year and we have minimal rainfall based on past Colorado weather statistics.

**Venue:** The weather debacle at the 2007 Camporee Site it makes the site hugely unpopular and Buckley Naval Air Base is no longer a viable option. Locations that are within the Denver Area Council geographic footprint are either too small or too expensive to rent. If a venue such as Dick's Sporting Goods Stadium were made available (for an in kind donation) it may be attractive to many of our Spanish Initiative Scouts and families, as well as increasing our day visitors. However, it could pose some logistical issues such as insufficient camping sites on the tarmac and the rental of numerous portable toilets and water stations. However, these items will need to be rented regardless of the venue chosen.

**Recommendation: Peaceful Valley Scout Ranch. There are numerous reasons why Peaceful Valley would be the most logical site for the event.**

- The council owns it. This would keep the cost down for participants and make the event cash positive for the council.
- There is almost sufficient infrastructure to handle an event consisting of approximately 5,000 people. That is not to say that there would be the need for additional portable toilets in the Cub Scout Action Area, the Merit Badge and General Midway, the Waterfront and the Range, as well as water buffaloes in areas that camp water faucets do not exist or are too far.
- There is sufficient parking. Provided that there is not a winter wheat crop planted or livestock grazing, there is sufficient room to park participant cars in the large fields located near the south entrance of the camp. This would allow for easy ingress and egress of campers and day visitors to access the site. It would also allow for one troop trailer and vehicle to remain at the campsites provided that the jamboree size campsite of 72'x108' is expanded to accommodate the vehicle and trailer.

- It might be stated that those from Gateway and Valley District would have the greatest distance to travel. The easy accommodation is to provide the closest campsites to the Action areas so that the units would not feel displaced since the majority of the council footprint is located in the south and east part of the Denver metroplex.

### **CAMPOREE ACTIVITIES**

In a conversation at the 2010 National Jamboree, Denver Area Council Commissioner Jim Blair stated that the Denver Area Council Camporee should exemplify as close as possible the majority of activities that a national jamboree entails. The primary reason Blair gave is to increase the awareness of the excitement of a jamboree and provides a visual and hands-on experience to prepare potential contingent Scouts what will soon be in store for them at the next jamboree. A second reason is to incorporate the entire spectrum of Scouting in a venue that Scouts, Scouters, families and guests can enjoy by leveraging the vast talent and resources available throughout the Denver Area Council.

(Blair, 2010)

**Stage Show-** In previous council camporees, there has been limited budget to bring in a national “headliner” that would appeal to the Scout age audience, as well as being appropriate in content and language.

**Recommendation:** Let the Bighorn Youth Staff (preferably the SPL’s) conduct and judge various acts from our Scouting population. In a population the size of the Denver Area Council, there should certainly be numerous singing, dancing and musical instrumental numbers to keep the crowd entertained. Let one talented Scout act as the emcee for the event.

**Conduct the stage show in the meadow directly east of the waterfront. This serves 3 purposes. It is spacious enough to accommodate a large crowd, and it allows an easy exit to the parking area for a**

quick and safe egress, especially if there is inclement weather. The road that exits to the north entrance of the ranch could be used for early departing units without disrupting the crowd. Budget that would be saved from hiring and transporting a headliner could possibly be used for a fireworks display over the lake, pending fire regulations.

**Special Needs Awareness Area:** This has not been previously accomplished at a Denver Area Council Camporee. It was a large draw at the jamboree and DAC has personnel from the Special Needs District that worked the event and could provide the expertise needed to make it a successful event.(Mansfield, 2010)

**5K Run:** This event has not been previously accomplished at a DAC Council Camporee. Fortunately Peaceful Valley has a 5k course laid out. This would be a great wake up on Saturday morning and build friendly competition between units and districts. Awards could be presented at the stage show for best formation, most creative, fastest over all runners by age group etc.

**Waterfront Activities:** Based on the opinion of Bruce Kimmick, Aquatics Director for the Denver Area Council, the waterfront could be used for recreational canoeing, boating and fishing. Due to crowd size, a lottery system would have to be enacted to provide fairness. (Kimmick, 2010)

**Merit Badge Midway:** This event has not been accomplished at a previous Denver Area Council Camporee. The object of a jamboree is to provide both fun and opportunity. Some Scouts would prefer to enjoy all of the "fun" activities such as shooting sports and other action area events. Others may enjoy obtaining a merit badge that is only offered on a limited basis. Such merit badges may include but certainly not limited to the following: Horsemanship, Metalworking Orienteering, Pioneering, Woodcarving, Geochaching, Veterinary Medicine, Entrepreneurship, to name but a few.

**Suggestion: Valley and Arapahoe District have 2 of the most well organized merit badge colleges in the Denver Area Council. Their coordinators would be excellent resources of how to structure the midway, and secure the proper merit badge counselors. The registration would take place on Double Knot, there by alleviating additional problems when units are attempting to check in. Merit badges would be limited to one class per scout, once again to maintain fairness and encourage Scouts to seek out other aspects of the camporee. The location could for most of the merit badges take place in the area where the stage show will be held. The tear down time between the end of the merit badge midway and the start of the show should be sufficient to take down pop up shelters and displays. A similar midway could be offered in the Cub Scout area to achieve similar results.**

**Midway:** This has been a successful endeavor in the past. John Beattie from Gateway District has done an admirable job in the past and it's possible that he may continue in the position if asked.

**Suggestion: The military obstacle course and actual hands on of military vehicles and rotary wing aircraft was a very popular at the jamboree. Since Peaceful Valley is in close proximity to Ft. Carson, Peterson Air Force Base and Buckley Naval Airbase, it may be logical to assume that some units of the military may use our event as fulfillment to their National Guard duty.**

**Suggestion: Conservation Area in the Midway. The National Jamboree had a conservation area that was very comprehensive and educational. Virtually the entire Natural Resource world from the National Park Service to the Virginia Division of Wildlife was represented. Colorado has an equal number of resources including rescue groups such as Hawkqwest that would raise awareness of Leave No Trace and the Outdoor Code. This event could be co-opted by the DAC Conservation Committee and Greg Graham from the Pikes Peak Council who is planning a Conservation weekend June 5-7, 2011.**

**Suggestion:** The DAC could staff several council booths such as a Camping Booth, Ookpik and Venturing that are showcased at the Scout Show and re-produce them to almost a whole new audience.

**Indian Village:** The event has been used at prior Denver Area Council Camporees.

**Suggestion:** Would it be cost effective to bring in the Koshare Indians from La Junta to perform Native American dances at either the Indian Village or as a part of the stage show?

**Shooting Sports:** What a tremendous way to showcase Peaceful Valley's new range than to offer an array of shooting sports at the Camporee? A lottery system or a time frame based on District could be used to maintain fairness. Tickets could be purchased in advance or if the Trading Post were to remain open, could provide the vehicle necessary to maintain fiduciary responsibility.

**Action Areas: Cub Scouts and Boy Scouts.** It is important for the sake of maintaining continuity between the Denver Area Council Camporee and a National Jamboree, is to use as much of the same language to identify the events. Action centers are where activities such as Mountain Biking, Mountain Boarding, Rappelling, Tomahawk Throwing and other strenuous activities are conducted. A separate archery and BB gun range would need to be created for the Cub Scouts. **Perhaps aspects of the yearly Trailblazer Day: The staff and vendors could be incorporated into the Council Camporee.** A thought might be to engage the Cub Scouts at Magness, but the author believes that the separation of a road would provide a sense of alienation and cast a negative influence on the event. There is sufficient room in the area of the old range to place the Cub Scout Action area and Pin College. The longest distance for action event items would be the Dietler Mesa where rappelling and Mountain Boarding would be held.

**Trading Post:** This would be a tremendous opportunity for Scouts to purchase DAC clothing, as well as snacks and soft drinks. If there were two locations, more people could be served and DAC would see a positive cash flow from the effort.

**Suggestion:** Allow a certain number of units to provide snacks and drinks as a unit fund raiser.

**Creativity would be the key. Indian Fry Bread, ears of corn, bags of trail mix or gorp would be different. Health Department and DAC regulations may not allow this type of venture to occur.**

**Patch Design:** The youth designed patch for the event could have rockers or segments for the various completed activities. Staff would have a separate staff rocker or color scheme change.

### **MANAGEMENT AND PLANNING OF EVENT**

Depending on the event in the Boy Scouts of America, planning may take place in as little as 3 months for a District Dinner, 6 months for a District Camporee, 12-18 months for a Council Camporee (Newell,2011) and 48 months for a National Jamboree. The event usually has a chairperson, often appointed, and the chairperson selects a group of people to head up various committees often under the subtitles of Program and Facilities. In the various ventures that the author has been involved with, there has been no hard and fast rule into the planning process. On smaller events such as a district camporee, there is usually a historical memory of Scouters that have produced the event over a series of years and have a type of "play book" that contains the pertinent information. The author has not been a part of an event that has had an after action or "hotwash" session after the conclusion to determine where our successes were obvious and areas that needed improvement were noted and plans made to correct future performance. The Boy Scouts of America teaches Start, Stop and Continue at National Youth Leadership Training, (NYLT Staff Syllabus) and various management and leadership skills at adult

Woodbadge courses, however, we often fail to use the very skills we teach and expect others to follow. Another downside to not conducting a follow up after the event is that Scouting often fails to cultivate a crop of successors to build a legacy. It has often been the case that event organizers have been disgruntled, have lost interest or are simply not inspired to share or pass on their wisdom and knowledge. As such, there is often a vacuum created with personnel that sometimes causes the proverbial “reinvention of the wheel” mentality to exist and valuable time is lost in planning and managing a successful event.

## **PROPOSITION FOR A NEW TYPE OF PLANNING AND MANAGING**

### **A BOY SCOUTS OF AMERICA EVENT**

The September 11<sup>th</sup> 2001, terrorist attacks and the 2004 and 2005 hurricane seasons highlighted the need to focus on improving emergency management, incident response capabilities, and coordination processes across the country. A comprehensive national approach, applicable at all jurisdictional levels and across functional disciplines, improves the effectiveness of emergency management/response personnel across the full spectrum of potential incidents and hazard scenarios (including but not limited to natural hazards, terrorist activities and other manmade disasters). Such an approach improves coordination and cooperation between public and private agencies/organizations in a variety of emergency management and incident response activities. The *National Incident Management System* (NIMS) framework sets forth the comprehensive national approach. (NIMS, 2008, p5)

Incidents typically begin and end locally, and are managed on a daily basis at the lowest possible geographic, organizational and jurisdictional level. However, there are instances in which successful incident management operations depend on the involvement of multiple jurisdictions, levels of

government, functional agencies, and/or emergency responder disciplines. These instances require effective and efficient coordination across this broad spectrum of organizations and activities.(NIMS,2008,p5)

NIM uses a systematic approach to integrate the best existing practices and methods into a unified national framework for incident management. Incident management refers to how incidents are managed across all homeland security activities, including prevention, protection, response, mitigation and recovery. (NIMS, 2008, p5)

This framework forms the basis for interoperability and compatibility that will, in turn, enable a diverse set of public and private organizations to conduct well integrated and effective emergency management and incident response operations. Emergency management is the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters. It does this through a core set of concepts, principles, procedures, organizational processes, terminology, and standard requirements applicable to a broad community of NIMS users. (NIMS, 2008, p5)

Why is the implementation of NIMS essential to the Boy Scouts of America and specifically to the Denver Area Council 2012 Council Camporee? There are several reasons. The first is that all first responders (police, fire, EMS) are trained to use NIMS and its components in any emergency situation they encounter. Secondly, almost every Scout camp is surrounded by National Forest, BLM, National Park or Department of the Interior lands. All personnel including forest rangers and wild land firefighters are also required to be NIMS certified. This means that any aid provided to the Boy Scouts of America, from a fall off a rappelling tower, to a forest fire, will interface with an entity that uses NIMS concepts and terminology. All hospital personnel and every branch of the enforcement arm of Homeland Security use

NIMS. The military uses aspects of NIMS as does any disaster relief non government agencies such as the Red Cross and the Salvation Army. These agencies have elected to use it to insure that consistent language and management styles are used in every corner of rural and urban America.

The Boy Scouts of America has used aspects of NIMS on a regional or national basis. Examples include Arrow Corps 5, (IC for Event) and Philmont Scout Ranch. (Anderson, 2008) A NIMS component was a requirement for adult leaders attending the 2010 National Jamboree and having a desire to obtain the Jamboree Emergency Preparedness Award. (2010 Jamboree Leaders Handbook) To the best of the author's knowledge, NIMS has not been pushed down to the council level. Data was unavailable to ascertain how many councils have adopted NIMS as a part of their overall emergency planning strategy. The author proposes that NIMS be implemented as a part of the 2012 Denver Area Council Camporee planning process. To insure success for the camporee and other pre-planned council events the component of NIMS entitled ICS should be incorporated to effectively develop and execute a safe and comprehensively planned event.

The Incident Command System (ICS) is a standardized, on scene, all hazards incident management approach that:

- Allows for the integration of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.
- Enables a coordinated response among various jurisdictions and functional agencies, both public and private.
- Establishes common processes for planning and managing resources. (ICS,2010,p1)

ICS is flexible and can be used for incidents of any type, scope and complexity. ICS allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents. (ICS, 2010, p1)

ICS is used by all levels of government, as well as many non- governmental (NGO) organizations and the private sector. ICS is also applicable across jurisdictions. It is typically structured to facilitate activities in five major functional areas: Command, Operations, Planning, Logistics and Finance/Administration. All of the functional areas may or may not be used based on the Incidents needs.

As a system, ICS is extremely useful; not only does it provide an organizational structure for incident management, but it also guides the process for planning, building and adapting that structure. Using ICS for every incident or planned event helps home and maintains skills needed for the large scale events. (ICS, 2010, p.1)

There are 14 proven management characteristics, each of what contributes to the strength and efficiency of the overall system. For the sake of brevity, the author will cover the points that are most germane to the 2012 Council Camporee (ICS, 2008, p. 46)

- Common Terminology- ICS establishes common terminology that allows diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios. Organizational functions, resource descriptions and incident facilities are consistently named and designated in a manner that is standard and consistent with national standards. (ICS, 2008, p.46)
- Modular organization- The ICS structure develops in a modular fashion based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident. When needed, separate functional elements can be established, each of which may be further sub divided to enhance internal organizational management and external coordination. Responsibility for the establishment and expansion of the ICS modular organization ultimately rests with the Incident Command, which bases the ICS organization on the requirements of the situation. As incident complexity increases, the organization

expands from the top down as functional responsibilities are delegated. Concurrently with structural expansion, the number of management and supervisory positions expands to address the requirements of the incident adequately. (ICS,2008,p.47)

- **Management by Objectives-** Management by objectives is communicated throughout the entire ICS organization and includes:
  1. Establishing Incident Objectives
  2. Developing Strategies based on incident objectives.
  3. Developing and issuing assignments, plans, procedures, and protocols.
  4. Establishing specific, measurable tactics or tasks for various incident management functional activities, and directing efforts to accomplish them, in support of defined strategies.
  5. Documenting results to measure performance and facilitate corrective actions. (ICS 2008,p. 47)
  
- **Incident Action Planning-**Centralized coordinated incident action planning should guide all response activities. An Incident Action Plan (IAP) provides concise, coherent means of capturing and communicating the overall incident priorities, objectives, strategies, and tactics in the context of both operational and support activities. (ICS,2008,p.47)
  
- **Manageable Span of Control-** Span of control is the key to effective and efficient incident management. Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision. (ICS, 2008, p.47)

## INCIDENT COMMAND AND COMMAND STAFF

### Incident Commander

When an incident or pre planned event occurs within a single jurisdiction and there is no jurisdictional or functional overlap, a single IC should be designated with overall incident management responsibility by the appropriate jurisdictional authority. (ICS, 2008, p.49) In the case of the 2012 Denver Area Council Camporee, the Incident Commander selected for the event should have the commensurate trust of the Scout Executive and the Council Commissioner to effectively function as the person in charge. The individual should have the requisite interpersonal skills to assemble a quality management team, as well as the ability to use critical decision making and project management skills. A suggestion to name the BSA Camping Director as the Deputy Incident Commander will insure that a seamless interface between the professional BSA staff and volunteer staff remains constant throughout the planning, operational and demobilization process.

### Command Staff

In an incident command organization, the Command Staff typically includes a Public Information Officer, a Safety Officer and a Liaison Officer who report directly to the Incident Commander, and may have assistants as necessary. (ICS, 2008, p.51) **A suggestion would be to utilize Nicole Cosme as the PIO since she is employed by the Denver Area Council and is well versed in media and public relations. The Safety Officer has the authority to shut down or alter any aspect of the event that is deemed hazardous to the participants or staff. The Peaceful Valley Camp Ranger, Dave Huffine, has the unique experience of knowing all of the aspects of the camp and is experienced in fire mitigation and other methods of minimizing hazards at the site. The Liaison Officer can be a professional or volunteer that has good rapport with both professional and volunteer staff and can use his position to minimize conflict, perceived or real that may arise during the event.**

## **General Staff**

The General Staff is responsible for the functional aspects of the incident command structure. The General Staff typically consists of the Operations, Planning, Logistics and Finance Section Chiefs. The Section Chiefs may have one or more deputies assigned. (ICS, 2008, p.54)

## **Operations (BSA Program)**

This section is responsible for all program activities related to the event.( ICS, 2008, p54) Since program comprises such a large portion of the event, the span of control is usually broken down into groups defined as branches, divisions and groups. Some of the major branches would be, but are not limited to the following:

- Stage Show
- Merit Badge Midway
- 5k Run
- Camporee Midway
- Boy Scout Action Area
- Cub Scout Action Area
- Disabilities Awareness Area
- Indian Village

A Division would be:

Boy Scout Action Area, Division-Shooting Sports.

A Group would be:

Boy Scout Action Area, Shooting Sports Division-Archery Group.

Each branch would be broken down into manageable group with a reasonable span of control to maintain order, professionalism and safety. The Operations Section Chief would meet and plan with his or her branch chiefs in monthly meetings and would present the on- going operational plan to the IC and the rest of the General Staff at regular intervals. The Operations Section Chief would assist the Planning Section Chief and Incident Command to plan for each operational period. (ICS, 2008, p.54) The first Operational Period would commence at 1200 hours on the Thursday (the day before the event begins), and the final operational briefing ending at 1200 hours on Sunday.

#### **Logistics Section Chief (BSA Facilities)**

The Logistics Section is responsible for all service support requirements needed to facilitate effective and efficient incident management, including ordering resources from incident locations. This section also provides facilities, security, supplies, equipment, food services, communications, IT support, and medical services as required. Within the Logistics Section, six primary units fulfill functional requirements: (ICS, 2008, pp. 57-58)

- **Supply Unit:** Orders, receives stores and processes all incident related resources, personnel and supplies.
- **Ground Support Unit:** Provides all ground transportation during an incident. This would include a traffic and parking plan, placards to event staff vehicles, placards to unit trailers and vehicles.
- **Facilities Unit:** Sets up, demobilizes and maintains all facilities used in incident operations. The unit also provides facility maintenance and security services and designing the campsite and program space utilization.

- **Food Unit:** Provides food to staff and determines water requirements for venue.
- **Communications Unit:** Acquiring, setting up, maintaining and accounting for communications equipment and talk groups. **A suggestion would be to use Scouters already familiar with ham radios to augment the council's portable radio system.**
- **Medical Unit:** Responsible for effective and efficient provision of medical services to staff and guests. (ICS,2008, p.58) **A suggestion might due to the large geographic area, utilizing both Crew 911 and Aurora AMT to effectively cover the area be that. This would be especially helpful if there was an unexplained weather pattern resulting in an unseasonable heat wave and the potential for mass casualties from dehydration was high.**

Planning Section Chief: The Planning Section collects, evaluates, and disseminates incident situation information to the Incident Commander and incident management personnel. This section then prepares status reports, displays situation information, maintains the status of resources assigned to the incident, and prepares and documents the IAP, based on the Operations Section input and guidance from the Incident Commander. (ICS,2008, p.55)

The Planning Section is comprised of four primary Units, as well as a number of technical specialists to assist in evaluating the situation, developing planning options, and forecasting requirements for additional resources. In the case of the 2012 Denver Area Council Camporee, the Planning Section Chief may call upon resources such as the professional staff of the Denver Area Council, coordinators of past District and Council events including the Tahosa Lodge Order of the Arrow, Venturing District and Exploring Division. The Planning Section Chief would establish contacts with the Elbert County first responders to establish planning for coordinated response for incidents as well as establishing an evacuation plan should extreme weather or other catastrophe that could endanger participants, staff

and guests at the event. The Planning Section Chief would be a part of the comprehensive planning and management team defined by the Incident Commander for all pre planning and post event evaluations.

The 4 sections of the Planning Unit include:

- Resource Unit- Responsible for recording the status of resources committed to the incident. This unit also evaluates resources committed currently to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.
- Situation Unit- Responsible for the collection, organization, and analysis of the situation as it progresses.
- Demobilization Unit- Responsible for ensuring orderly, safe and efficient demobilization of incident resources.
- Documentation Unit-Responsible for collecting, recording, and safeguarding all documents relevant to the incident. In this case, the majority of registration and other paperwork would involve the utilization of Doubleknot. (ICS,2008,p.56) **A suggestion would be to augment someone knowledgeable with Doubleknot such as Tina Myers with George Franklin and Gary Robinson, 2 adult members of the Order of the Arrow that conduct registration for 3 Cony Parties, a Fall Fellowship and a Lodge Banquet on a yearly basis. Another suggestion would be to have staff check in and campsites across the road at Magness. This would avoid congestion, confusion and allow staff members to shuttle into the main camp similar to what occurs at a national jamboree.**
- Technical Specialists-Personnel with special skills that can be used anywhere within the ICS organization. (ICS,2008,p. 56)

Finance Section Chief- The Finance Section is a critical part of ICS in large, complex incidents involving significant funding originating from multiple sources. In addition to monitoring multiple sources of

funds, the Section Chief must track and report to the Incident Commander the accrued cost as the incident progresses. This allows the Incident Commander to forecast the need for additional funds before operations are negatively affected. (ICS, 2008, p.58) For the purposes of the 2012 Denver Area Council Camporee, the Finance Section Chief should be a member or members of the professional staff of the Denver Area Council, with several volunteer Scouters to assist. The primary reason is that the Finance Section Chief will be able to help determine the budget and has the ability to draft purchase orders and other financial mechanisms to effectively keep the event with budget parameters, as well as contingency funding, should the need arise.

## Conclusions

The Denver Area Council Boy Scouts of America has had success in planning and executing major events. The purpose of this body of work is to suggest that as the Boy Scouts of America move into the 21<sup>st</sup> century, we never forsake our time honored values and traditions, but seek new and improved ways of making the entire program viable and interesting for current members and our future stakeholders. The BSA has done this by upgrading the program to keep the youth of today interested. Simple map and compass work has made room for the technology of Geocaching. The BSA Handbook is available as a download application to function in I-POD and current generation cellular telephones. The computer is used to register people for events, as well as on line training for youth and adults, and provide PowerPoint presentations in various other aspects of our training system. New designs in both uniform and camping equipment have allowed our Scouts and their leaders to go further distances by foot, canoe or snowshoe, in a lighter and safer mode. Now is the time to incorporate aspects of, if not all of, the Incident Management System into Council and even District use.

The system of order of the Incident Command System makes sense. Whether you are camping in Maine, backpacking at Philmont, or rafting down the Colorado River, the ICS system will be used by first responders (fire, police, EMS and rescue) to interface with the Scout, or unit that may find themselves in harm's way. Common terminology is virtually interchangeable across all disciplines making a more efficient and effective response or mitigation to a situation.

The author proposes that the ICS system or components of it be integrated into the planning and operation of the 2012 Denver Area Council Camporee. The after action report should be thoroughly scrutinized by the planners as well as independent proctors (Scout Executive or his designee, Council Commissioner etc.) to determine the strengths and weaknesses of this model of incident management.

Should the outcome be positive, plans should be implemented to direct other Council and District events to follow suit. This system should not be limited to high profile events such as Philmont Scout Ranch and Arrow Corps 5, but guided downward to the lowest level up to and including the unit level. This would include a provision to insert a one hour module at the Essential Scoutmaster Training, as well as the National Youth Leadership Training, Woodbadge and the National Camping School. The Denver Area Council 2012 Council Camporee could very well be the pilot project to inject Incident Command System into virtually all aspects of Scouting. Even though the management team may go through the Trainer's EDGE stages of Forming, Storming, Norming and Performing (Woodbadge,2010), the author is encouraged that through the entire family of Scouting, Cub Scouts to Bighorn, Boy Scouts to National Jamboree Contingent Staff, professionals to Wood Badgers, the 2012 Denver Area Council Camporee will be an exciting, safe and productive success.

The author further believes that some of the suggestions made to incorporate events at a National Jamboree with the 2012 Denver Area Council Camporee will maximize the excitement needed to promote the 2013 National Jamboree, and Scouting in the Denver Area Council. It will also substantiate and validate that this work will serve as both project and thesis to successfully complete the requirements for a Commissioner Doctorate of Philosophy.

## References

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**Chetwin, Clifford** (September 2007) interview. *Mr. Chetwin* is a volunteer Scouter that is a certified Type Two Incident Commander and teaches ICS nation-wide.

**Saitta, Joyce** (January, 2011) telephone interview Ms.Saitta is a volunteer Scouter that was the ranking non commissioned officer stationed at Buckley Air National Guard Base and was liaison for the 1997 Denver Area Council Camporee. 303-946-2899

**Dickinson, Robert** (July 2010) interview, Chairman of 2007 DAC Council Camporee and DAC Contingent Scoutmaster for Troop 923 at 2010 National Jamboree, rdickinson@Coorstek.com

### **DAC 2010 Activity Calendar**

**Blair, James**-(July 2010) interview. Mr. Blair is the DAC Council Commissioner and Hospitality Chief for Sub-Camp 9, 2010 National Jamboree, jeblair@msn.com

**Mansfield, Karen**-2010 National Jamboree Staff-Disabilities Awareness Area

**Kimmick, Bruce**-(Oct 2010) interview. Mr. Kimmick is a volunteer Scouter and is the DAC Aquatics Director.

**BSA National Youth Leadership Staff Syllabus #34490 (2004)**, Day 2, p.59

[http://www.fema.gov/emergency/nims/Incident Command System.shtm](http://www.fema.gov/emergency/nims/Incident%20Command%20System.shtm) (2008) pp.1,5,6,15,29,45-60

**Hess, Jack**, (2007) interview, Mr. Hess is a BSA Western Region volunteer Scouter and was the Incident Commander at the 2008 Arrow Corps 5 Service Project, jwhess62@gmail.com

**Anderson, Mark**, (2008) interview. Mr. Anderson is the Director of Camping Services at Philmont Scout Ranch, manderson@bsa.org

**BSA 2010 National Jamboree Staff Guide, Appendix 5,p.I**