

# **Guide to Safety at Sports Grounds**

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## **Supplementary Guidance 03: Event Safety Management**



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# Foreword

There has never been a greater need for strong and effective event safety management. Venue management and event organisers around the world face common challenges and need practical tools and guidance to help ensure the safety of the public.

For anyone involved in the management, organisation or hosting of an event, the safety of all people present must take precedence over every other concern. Safe events are achieved through a balance of good management and good design. The focus of the Sports Grounds Safety Authority (SGSA) is to provide venue management and event organisers with the advice to deliver safe events for all.

This *Supplementary Guidance* builds on the sixth edition of the *Guide to Safety at Sports Grounds (Green Guide)*, published in 2018. While this document is a comprehensive guide to all elements relating to event safety management, the *Green Guide* remains the foundation upon which all other SGSA guidance is based.

Elements of event safety management practices are brought together in this *Supplementary Guidance*, including identifying key personnel, conducting risk assessments and developing an *Operations Manual*. Importantly, it builds on ideas and concepts within the *Green Guide*, for example Zone Ex.

I would like to thank Ken Scott, Martin Girvan, Jill McCracken and Rick Riding as authors of this guidance, as well as Simon Inglis and Andrea Jones who have worked tirelessly to ensure the document is clear, concise and comprehensive.

**Martyn Henderson**

Chief Executive

Sports Grounds Safety Authority



# SG03 1.0 Introduction

## SG03 1.1 Who should read this Supplementary Guidance?

This document forms a supplement to the sixth edition of the [Guide to Safety at Sports Grounds \(Green Guide\)](#), published by the Sports Grounds Safety Authority (SGSA) in 2018.

It has been drawn up to offer guidance on how to plan for, and manage events in order that they are safe, secure and welcoming.

The document also offers guidance on how to respond to a range of potential incidents, hazards and threats.

In common with the *Green Guide*, this *Supplementary Guidance* is an advisory document for use by competent persons working in event safety management and the operation of venues.

As explained in the [Glossary](#), individuals shall be regarded as competent in an identified role if they have undergone sufficient training and gained appropriate experience to meet the National Occupational Standards relevant to the tasks within that role.

Moreover, competency includes an awareness of the limits of one's own personal knowledge, skills or experience.

## SG03 1.2 How to apply this Supplementary Guidance

The information within this document, and its associated online annexes, should not be read, or applied, selectively.

It is therefore stressed that a thorough reading of the complete document and a wider understanding of the numerous principles, objectives and procedures outlined is essential. This is to ensure that management policies and practices take into account all aspects of event safety management, in all parts of the venue, for each event according to its requirements, whilst at the same time taking into consideration any reasonably foreseeable risks that may arise.

Indeed, users of both this *Supplementary Guidance* and the *Green Guide* may enhance their competency *only* if they have read and understood both documents in their entirety.

*Competency, it is emphasised, cannot be gained by reading sections of this document in isolation.*



### **SG03 1.3 Status of Supplementary Guidance**

This *Supplementary Guidance* is a comprehensive update of a previous SGSA document, *Safety Management*, first published in 2009.

Taking into account a wide range of emerging issues and trends in the field, this document represents the distillation of many years of research and experience.

Nevertheless, it should be recognised that, in common with the *Green Guide*, this *Supplementary Guidance* has no statutory force.

At the same time, it is recognised that the guidance is neither definitive nor applicable in all circumstances.

Should any doubts therefore arise, or should any deviation from this *Supplementary Guidance* and/or the *Green Guide* be proposed, it is recommended that independent, professional advice be obtained from competent persons.

# SG03 2.0 Basic principles

## SG03 2.1 What is meant by 'event safety management'?

For all individuals involved in the management, organisation or hosting of an event, whatever their role, whatever the nature of the event, wherever the event is staged, the safety of *all* people present must take precedence over every other concern.

This principle is upheld by the discipline known as 'safety management'.

Safety management seeks to ensure that all people present at an event not only are safe but also that they should have sufficient confidence in the safety management operation to *feel safe*.

'All people' includes not only spectators or audience members but also players, athletes, participants and performers, competition officials, venue staff, event staff, representatives of the emergency services, representatives of the media, and indeed any individual who is in attendance at the event, in whatever role.

*Safety management should never be an afterthought or an adjunct.*

It is a discipline that requires forethought, focus, detailed planning and leadership, backed up by information and intelligence gathering, the co-ordination of multiple stakeholders, targeted communications, and the presence of competent staff who are appropriately trained, briefed and resourced.

## SG03 2.2 Who is responsible for event safety management?

Clearly, management structures and hierarchies differ from venue to venue, and from nation to nation. A fundamental principle of the *Green Guide* is, nevertheless, that responsibility for all people present in a venue lies at all times with the venue management. The management will normally be either the owner or lessee of the venue, who may not necessarily be the promoter of the event.

For the purposes of this *Supplementary Guidance*, it is recognised that the responsibility for safety management may also be shared with the event organiser.

It is not acceptable to defer responsibility for any aspect of safety management within the venue to external stakeholders or public bodies, unless by prior agreement.

It is further vital that the identity of the organisation responsible for event safety management is known to, and is in contact with, all the relevant stakeholders (as listed in [Section SG03 2.13](#)) from an early stage of the safety management planning cycle, and that all stakeholders agree the extents and limits of their responsibilities.



In the context of multi-venue and/or multi-event series such as international tournaments, specialist advice should be sought to clarify the specific responsibilities of, and the relationship between each of the venues, stakeholders, the organising committees and those responsible for publicly accessible spaces.

But whichever party is discharging a responsibility for event safety management, its senior representatives need to recognise that safety should not be seen as a set of rules or conditions imposed by others, but rather as standards set from within, and which reflect the safety culture at the venue or within the organisation. A positive attitude from the most senior levels is crucial to ensure that safety policies are carried out effectively and willingly (see [Section SG03 3.1](#)).

In addition, although the guidance in this document does not, in general, extend to the risks arising from the sport or event itself, the venue management and/or event organiser have a responsibility to take all necessary precautions to protect people from the effects of incidents occurring on, or arising from, the pitch or area of activity (including any pre- or post-event activities or entertainments, particularly those involving the use of flammable fuels or pyrotechnics).

These precautions should include briefing athletes and performers on how to avoid endangering spectators; for example, by refraining from entering spectator enclosures or using provocative behaviour.

More detail on management responsibilities in general follows in [Chapter SG03 3.0](#).

### SG03 2.3 What is meant by ‘safety’, ‘security’ and ‘service’?

It is now widely acknowledged that, as advocated by the [Council of Europe](#), the delivery of a safe event is achieved by adopting an integrated and balanced approach towards the core elements of *safety*, *security* and *service*.

For the purposes of this *Supplementary Guidance*, these are defined as follows:

#### a. Safety

To be considered ‘safe’ the venue management and/or event organisers should seek to ensure that the venue:

- i. is **free of hazards**, as far as is reasonable or practicable (see [Section SG03 2.18](#)), and
- ii. is **well managed**: that is, the responsibility for safety should be allocated to a **named individual** (whose title will normally be Safety Officer) and that the personnel operating and staffing the venue should be appropriately trained, briefed and resourced, and be able to carry out their allocated safety roles both in normal conditions and in the event of an incident.

As detailed in Chapter 2 of the *Green Guide*, these two characteristics – (i) and (ii) above – are referred to respectively as the (P) factor and the (S) factor.

The (P) factor is an assessment of the *physical condition* of any part of the venue that accommodates spectators.

The (S) factor denotes the quality of *safety management* in any such area.

The *Green Guide*, it will be noted, focuses on both factors, but with the emphasis on the (P) factor. This *Supplementary Guidance* is the opposite. Its emphasis is on the (S) factor.



It will be noted that, as recommended in the *Green Guide*, both (P) and (S) factors should be assessed using numerical values of between 1.0 and 0.0.

Therefore, if the quality of safety management at an event is assessed to be inadequate, for future events the (S) factor should be reduced to below 1.0 – for example 0.8 or 0.6 – which in turn may result in a reduction of the venue’s capacity, until the inadequacies have been addressed.

*Understanding the distinction between the physical condition of a venue and its safety management forms a crucial part of event safety management. So too is an appreciation of how the two are interdependent.*

In short, an event held in a basic tent erected in an open field might be considered to be safe if its safety management is of the highest standard, whereas one staged in a highly sophisticated modern stadium might be unsafe if the venue’s safety management is poor.

## b. Security

To be considered ‘safe’ a venue should also be secure. Conversely, a venue that is not secure cannot be considered to be safe.

Security at venues depends on five key elements being in place, as follows:

- i. The responsibility for security should be allocated to a **named individual**. This individual may have full-time security duties and report directly to the venue management. On event days they might report directly to the venue’s Safety Officer and/or the event organiser.

In some locations the responsibility for security will fall within the remit of the Safety Officer.

*But in all instances one individual should be allocated the responsibility for security.*

- ii. Based on the gathering and analysis of **information and intelligence**, measures should be in place to prevent, detect and respond to, as far as is reasonably practicable, incidents of violence or criminal activity (including terrorism) from taking place (see [Section SG03 6.10](#)).
- iii. The venue’s security personnel should, as part of the overall safety culture within the organisation, engage with all aspects of event planning to ensure that staff in other functional areas share **situational awareness**.
- iv. **Access controls** and management plans should be in place to deny entry to non-accredited individuals and vehicles to the venue (see [Section SG03 3.8](#)).
- v. Similarly, plans should be in place to **manage access** and any vulnerable points which are intersected by areas or routes shared with the public.

Where, despite the best efforts of the safety management team and the emergency services, security-related incidents do occur, management plans (as explained in [Chapters SG03 6.0](#) and [7.0](#)) should be in place to respond in ways that are both appropriate and proportionate, and which do not further endanger others in attendance.

*Finding and maintaining a balance between measures required for safety and those required for security is one of the major challenges of event safety management.*



### c. Service

The third core element of delivering a safe event is widely referred to as 'service'. Service encompasses those management plans and procedures that are aimed towards the wellbeing of *all* people at an event, whether attending as individuals or in groups (including family groups) and including all those with 'protected characteristics' as defined by the [Equality Act 2010](#).

Wellbeing is relevant to safety management because experience shows that the behaviour of people at an event can be significantly influenced by conditions at the venue, and by the attitudes and actions of the event staff.

For example, people should be greeted on arrival and provided with good catering and toilet facilities.

The venue should be fully compliant with all relevant equality legislation and building standards.

Everyone should be able to enjoy the event without the fear of discrimination or abuse from any party, be it from fellow spectators or event staff.

To repeat, people present at an event should not only be safe, as defined in (a) and (b) above, but they should *feel* safe as well.

Further guidance on safeguarding follows in [Section SG03 3.10](#).

## SG03 2.4 Why is strategic planning so important?

Strategic planning – that is, the formulation of the senior management's corporate aims and objectives – should be the starting point for all aspects of event safety management.

Moreover, as part of the safety culture within the organisation, senior management must at all times remain aware of the potential consequences of their strategic plans.

Clearly, at the core of these plans should be the basic intention to organise and deliver a safe, secure and welcoming event.

This intention should therefore be set out in the management's *Event Safety Policy*, the document that will form the starting point of the venue's *Operations Manual*.

More detail on this policy can be found in [Section SG03 8.5](#).

As is frequently the case, however, further strategic considerations may also come into play, for example:

- a. a desire for the event to attract new audiences, perhaps with a gender or age profile that differs from previous events at the venue
- b. a desire for the event to boost the profile of the sport or entertainment, or the profile of the venue, the host town, city or nation
- c. a desire to use the event to foster community relations.



Another key strategic responsibility for senior management is to identify and mitigate both the longer term and more complex risks that might emerge during the course of an event season or extended period.

As recommended in [Section SG03 3.3](#) this oversight and monitoring role can be achieved through the drawing up of a *Risk Register*, which considers long-term strategic issues such as staff recruitment and retention, infrastructure projects, financial pressures, equality policies and so on.

In every instance, the venue management and/or event organiser must consider the level of resources and staffing that will be required in order for those strategies to succeed, given the conditions and circumstances that are likely to be in place at the time of the event.

If such resources or staffing cannot be provided, the strategy will need to be reconsidered.

If the strategic aims are to be achieved, it is then the responsibility of the venue management and/or event organiser to plan for the implementation of the necessary measures and procedures.

Some organisations describe these stages as **strategic** (covering the aims and objectives), **tactical** (covering the planning of resources and staffing) and **operational** (covering the practical implementation of the measures and procedures).

But whichever terms are used, and whichever organisational hierarchies are in place, planning for event safety management must always be founded upon strategy, and this strategy *must* be led by senior personnel.

## SG03 2.5 **Why is it important to allow sufficient time for planning?**

However large or small is the venue, however simple or complex is the event, it is vital to allow sufficient time for planning to take place in advance, whether that planning be for strategic, tactical or operational purposes.

Furthermore, planning is a dynamic process. As circumstances change during the period leading up to an event, so must the plans.

[Figure SG03 1](#) illustrates how it may be helpful to consider the planning process for safety management in terms of a cycle, consisting of different phases.

For example, at the start of the cycle, advanced planning – which might also be described as strategic, or ‘horizon’ planning – might commence six months, 12 months, or even years prior to the event.

Throughout this period and on a continual basis, those responsible for safety management should be identifying the hazards, threats and risks associated with both the venue and the event. (For an explanation on the definition of hazards, threats and risks, see [Section SG03 2.18](#).)

Then, as the event approaches and the necessary measures for remediation or mitigation are implemented, the planning process can turn towards more finite tactical and operational matters.



Planning for event safety management, therefore, requires an understanding of what tasks or procedures need to be considered:

- a.** by whom, and
- b.** at what stage

throughout the duration of the planning cycle.

**Figure SG03 3**, at the end of this chapter, offers an overview of the range of issues that the planning cycle should typically incorporate.

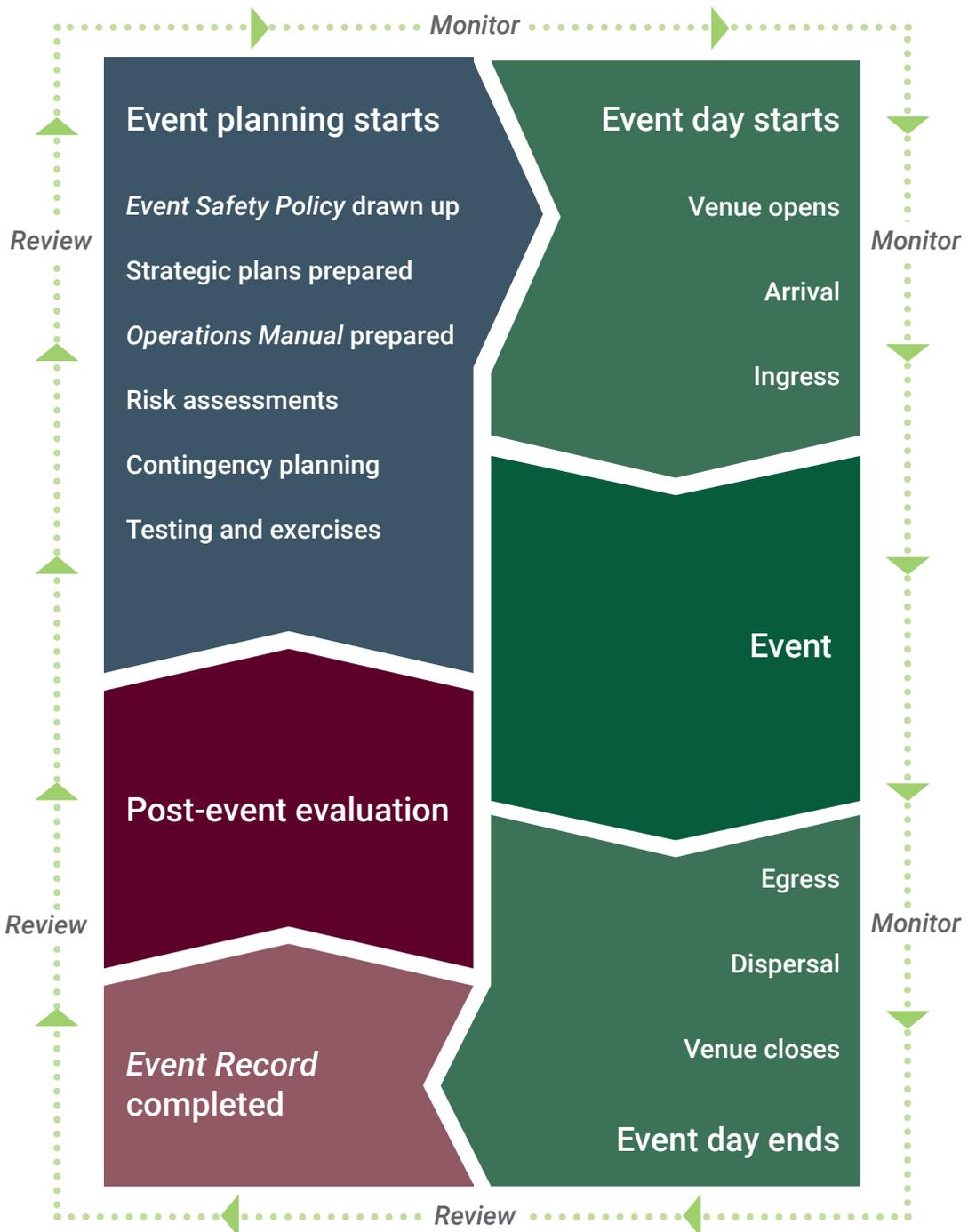


### Figure SG03 1 Event safety management planning cycle

Planning for safety management starts with the confirmation that the event itself can be staged safely. All of the subsequent stages shown here are explained in detail within this *Supplementary Guidance*, and for event day procedures in particular, in [Figure SG03 23](#).

Note that the event cycle includes a post-event review, which allows for any necessary corrective measures to be implemented or taken into account before the next event begins.

Note also that the time taken by each stage of this cycle can vary considerably, taking months in some circumstances, and days in others.





## SG03 2.6 Why are 'command and control', 'co-ordination', 'communication' and 'information' so important?

Experience across a wide range of sectors has shown that, regardless of the scale or nature of the venue or the event, effective safety management cannot be achieved, or maintained, if certain core objectives have not been achieved, or if one or more of them have been compromised.

Often referred to collectively as 'C3', 'C3i' or 'C4', these objectives are:

- command and control
- co-ordination
- communication
- information and intelligence.

*It is stressed that these objectives have been identified from practical experience, rather than from theoretical principles.*

As such, it is important to establish from the outset what each objective means in practice, and why each forms a cornerstone of event safety management.

### a. Command and control

Event safety depends on the ability of the safety management team to establish, in advance, a structure, or chain of command, that will enable its senior members to exercise tactical and operational oversight of the event from a designated control point.

This means establishing, in all functional areas and in all parts of the venue:

- i. Who is in charge?
- ii. What are their powers?
- iii. How will they exercise their powers?
- iv. In what circumstances will they exercise their powers?
- v. What decisions are they empowered to make?
- vi. What are the physical and legal boundaries governing where and when those powers can be exercised?

Guidance on a venue's chain of command follows in [Section SG03 4.2](#). Information about control points is available in [Annex SG03 C](#).

### b. Co-ordination

Command and control can only be achieved at an event if the plans, actions and efforts of all staff and stakeholders involved with safety management are co-ordinated.

That is, advance planning should ensure that all parties are trained and briefed to understand not only their own roles during an event, but also the roles of the other stakeholders, with everyone working and acting together under pre-prepared, agreed and co-ordinated plans.

In order to co-ordinate effectively, the following issues need to be considered:

- i. Is every member of the safety management team in the right place at the right time?



- ii. Do they understand what to do, and what not to do in certain situations?
- iii. Do they know who to report to?

### **c. Communication**

There can be no effective command or control, or co-ordination at an event, without clear and open lines of communication.

That is, before, during and after an event, the venue management and/or event organisers should be able to communicate with all parties involved in the safety management operation, and indeed all other stakeholders whose activities might support, or have an impact upon safety management (such as the competition organiser, event officials, broadcasters, service providers, Zone Ex partners and the emergency services).

*Communication, it is emphasised, is not only about imparting information. It is also about listening.*

In order to communicate effectively, the following issues need to be considered:

- i. What information will you communicate, how will it be communicated, and to whom?
- ii. Which stakeholders should be made aware of the event, and how far in advance?
- iii. What will you ask of those stakeholders?
- iv. What will they ask of you?
- v. Will you be able to communicate with key individuals representing third parties when necessary?
- vi. What is the most appropriate and effective form of communication to use in each instance; for example, telephone, video conferencing, radio, email, social media or print?
- vii. How will you keep a record of those communications?

With so many different means of communication available, venue management and/or event organisers face a constant challenge to identify and master the best and most appropriate means available.

In some circumstances that might mean a mobile device running a digital event management tool. In others, it might simply be a pen and paper.

### **d. Information and intelligence**

Every aspect of safety management depends on the gathering and analysis of reliable and relevant information and intelligence.

From the moment the safety management planning cycle commences, through to the end of the post-event phase, venue management and/or event organisers should actively gather information that might assist in the safe management of the event. This could be achieved through open sources, through their own channels of communication and/or, where appropriate, from other sources of intelligence, such as the police and counter terrorism specialists.

In order to gather information and intelligence effectively, typically the following range of issues needs to be considered:



- i. Are there any potential safety or security issues arising from the attendance of certain individuals or groups at the event, such as visiting supporters, dignitaries, large numbers of children, young persons and vulnerable adults?
- ii. Are there any other events, or construction works, or road closures, or public transport issues that might impact on your event?
- iii. Are adverse weather conditions expected?
- iv. Are there any reports, such as those shared on social media, that raise concern, for example in relation to planned anti-social behaviour or the existence of counterfeit tickets?
- v. Are there any records from the venue's previous events, or reports from the venue and its locale on non-event days, that raise concern; for example, the theft or loss of security or stewarding equipment, or of cabling or other essential installations?
- vi. Are there any reports of criminal activity at other venues or events, such as the use of drugs, pyrotechnics or drones, which suggest that similar criminal activity might be repeated at your event?

As stated earlier, planning is a dynamic process. So is the gathering of information and intelligence. As circumstances change, so must plans.

## **SG03 2.7 What is meant by an 'event'?**

The definition of an 'event' typically comprises three elements, as follows:

### **a. What constitutes an event?**

Section 1.2 of the *Green Guide* describes an 'event' as any event, whether it relates to sport, entertainment, or any other form of gathering, to which the public is admitted.

This definition applies:

- i. whether the event is licensed or unlicensed
- ii. whether or not the venue requires a safety certificate for this activity
- iii. whether or not admission fees are charged.

However, the principles outlined in this *Supplementary Guidance* extend also to:

- iv. events in publicly accessible spaces which people may be able to attend freely, without tickets or the need to pass through an entry system; for example, road races held on public highways, or sailing events viewed from a coastline, and
- v. events to which members of the public are not admitted but which, owing to the nature of the event and/or the number of people present, nevertheless require the basic principles of safety management to be implemented: for example, sports events held without spectators present or events for which entry is by invitation only.



## **b. When does an event begin and end?**

Again, for the purposes of the *Green Guide*, an 'event' or 'event day' is further defined as commencing when the first event staff have entered the premises, and ending only after the last event staff depart.

However for the purposes of safety management, and this *Supplementary Guidance*, that definition needs further refinement.

This is because, it should be acknowledged that, as illustrated in [Figure SG03 1](#), the safety management planning cycle for an event starts some time in advance of the actual event.

Therefore, as also illustrated in [Chapter SG03 9.0](#) and [Figure SG03 23](#), specific timings for actions or phases that occur before the event day – such as the completion of overlay installations or Zone Ex preparations – should still be set down in the *Event Management Plan*.

This is so that:

- i. the venue management and/or event organiser are able to meet the requirements of their certification or licensing agreements, and
- ii. any third parties or stakeholders involved are able to plan their own safety management duties more effectively.

Note that these timings do not refer solely to the start of the actual event/performance, which will have been agreed and recorded separately, as a matter of course. Rather, the certifying or licensing requirements might demand the confirmation and recording of:

- iii. the times at which the entry points or turnstiles are to be opened
- iv. the times at which the athletes or performers, and/or spectators are expected to arrive
- v. the times at which pre- or post-event entertainments or presentations are scheduled
- vi. the times by which all spectators are expected to have vacated the venue and Zone Ex (see [Section SG03 2.10](#)).

In short, whichever criteria are relevant, all parties and stakeholders should be clear as to what timings are to be in place, and for which phases of the event.

## **c. Event specific criteria**

Even at venues which host the same type of activity on a regular basis – for example a seasonal fixture list of football, rugby or cricket matches, or a calendar of race meetings or concerts – only rarely will two events, however outwardly similar, be completely identical. Each might attract a slightly different audience demographic, or take place at a different time of the day, or year, or in different circumstances or in different weather conditions.

Thus, while the *Operations Manual* drawn up for the venue might be considered a generic document (as detailed in [Chapter SG03 8.0](#)), it must always be supplemented by the creation of an event specific *Event Management Plan* (as explained in [Chapter SG03 9.0](#)).

[Figure SG03 17](#) illustrates the relationship between these two key documents.



## SG03 2.8 What is meant by a 'venue'?

A 'venue' may be a single building, or a collection of buildings or structures, or simply a place or a space where an event is staged.

It could be a stadium, sports ground, athletics track, racecourse or arena, a town square, park, field, riverbank, beach, or indeed any open space.

A venue can also be a network of buildings, places or spaces, sited within a larger complex or precinct, or a network of sites linked by roads or defined routes.

The structures may be permanent or temporary.

But whatever the form or extent, it is vital the plans of the venue, including all structures and boundaries, should be drawn up, agreed and placed within the *Operations Manual* (see [Chapter SG03 8.0](#)). A printed copy should also be displayed within the venue's control point.

When considering the geographical extent of a venue and its relationship with publicly accessible spaces, it should also be recognised that no venue, and no event, exists in isolation. Therefore, it is vital for venue management and/or event organisers to take into account any external factors that might impact upon the safety of all people. This is particularly important during peak periods of crowd movement, such as when spectators are arriving at the venue, and when they disperse, as explained further in [Section SG03 2.10](#).

## SG03 2.9 Why are capacity calculations so important?

At its most basic level, one of the first issues for any venue management and/or event organiser to consider is the capacity of the venue and its suitability for accommodating the anticipated attendance numbers.

*No venue, or section of a venue, including those areas where people queue to gain entry, or congregate for amenities, or disperse, can be considered safe if there are more people present – and that includes all people, not only spectators – than that area can accommodate safely.*

Hence the *Green Guide's* principal objective is the assessment of how many people can be safely accommodated within a venue whilst it is hosting an event.

As stressed in the *Green Guide*, the 'final capacity' (also referred to as the 'safe capacity') might not be the same as the actual number of seats or places provided, or the notional capacity of any given viewing area. Rather, as explained in [Section SG03 2.3.a](#) above, and in Chapter 2 of the *Green Guide*, (P) and (S) factors must also be taken into consideration.

All venues, whatever their size or physical characteristics, must be subject to:

- a. a calculation of how many people can be accommodated safely in each part of the venue, and in the venue as a whole, *and*
- b. a limit on the numbers admitted (for example by the issue of a set number of tickets)  
*combined with*
- c. the means to control the number of people entering, and
- d. the means to count those who have entered



*combined with*

- e. plans for managing or turning away those who approach the venue, but who cannot be admitted once the final capacity is reached, *and*
- f. the means to control migration *within* the venue, so that the final capacity of any one section is not exceeded at any one time
- g. sufficient exits to facilitate the safe egress of spectators, in both normal and emergency conditions.

More detail on ticketing follows in [Section SG03 8.8](#).

## SG03 2.10 What is meant by 'Zone Ex'?

Experience has shown that it is helpful for venue management and/or event organisers to consider all circulation routes within a venue in terms of a series of distinct zones, as illustrated in Figure 6 of the *Green Guide*, reproduced here as [Figure SG03 2](#).

Clearly the number and extent of these zones will differ considerably from venue to venue. But all venues will at least have the equivalent of Zones 1, 2 and 3, and of the external 'Zone Ex'.

In the *Green Guide*, Zone Ex – sometimes also known as 'the last mile' – is defined as consisting of those areas, either in the public domain or under private ownership, considered to be integral to the circulation and safe management of people both arriving at the venue and dispersing afterwards. Typically, Zone Ex includes routes linking the venue with transport hubs, car parking areas and local amenities. However, in every location its extent and character will differ.

These and other relevant elements and characteristics of Zone Ex must be taken into consideration when planning event safety management. This is because:

- a. No venue or event exists in isolation.
- b. The physical characteristics and management of Zone Ex may have a bearing upon the safe capacity of the venue.

For example, if a section of Zones 3 or 4 of the venue leads directly onto a narrow public thoroughfare or area where inadequate safety management controls are in place and, as a consequence, people are unable to exit safely (as explained in Section 10.11 of the *Green Guide*), the exit capacity of that section of the venue will have to be reduced, which in turn may require a reduction of the final capacity.

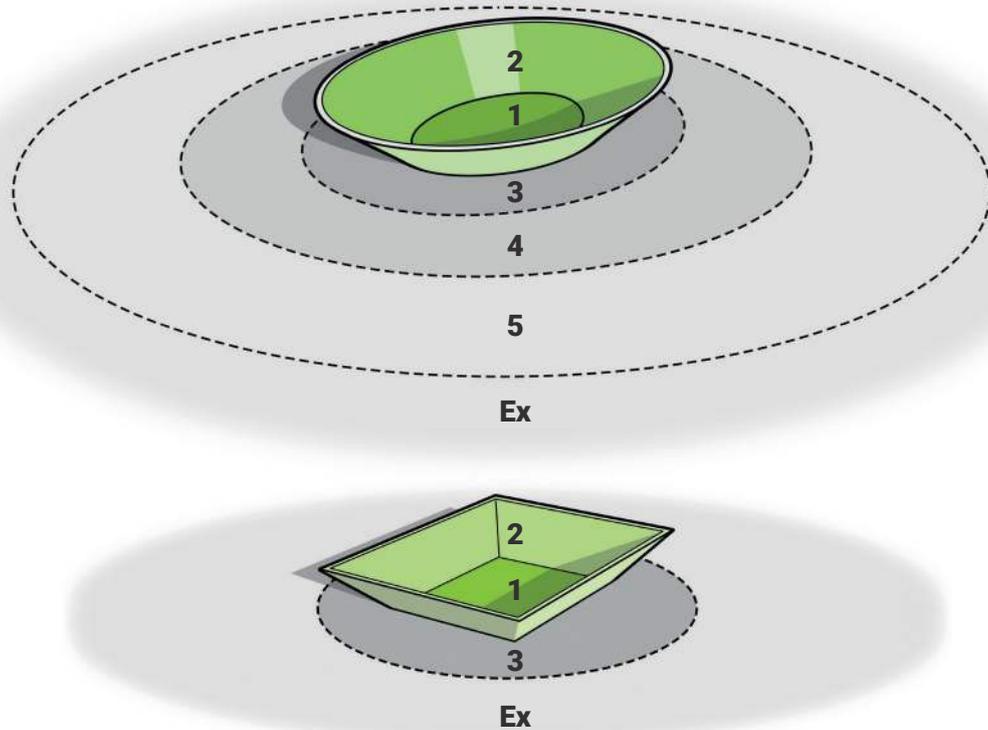
- c. Safety management plans must balance the operational requirements of the venue and the needs of those attending the event against any impact that the event might have upon Zone Ex and other parties, such as local communities, businesses and services.

To ensure that these three factors are taken into consideration, it is recommended that the venue management and/or event organiser consult with the relevant stakeholders in order to draw up a *Zone Ex Co-ordination Plan*, which will form part of the *Operations Manual*, as described in [Section SG03 8.10](#).

Additional guidance on Zone Ex can also be found in [Sections SG03 3.12](#) and [4.25](#).

## Figure SG03 2 Zonal planning

In the planning, design and management of event venues it may be helpful to consider the circulation areas in terms of distinct zones. Clearly the number and extent of these zones will differ from venue to venue, as shown here. But all venues (as shown in the smaller example) will at least have the equivalent of Zones 1, 2 and 3 and of the external 'Zone Ex'.



**Zone 1:** the pitch or area of activity. This may be considered a place of reasonable safety\* to which spectators can be evacuated before using other emergency exits (but see Section 10.16 of the *Green Guide*). Zone 1 should be accessible to spectators in Zone 2 via gates or openings in the perimeter barriers.

**Zone 2:** the viewing accommodation, including gangways.

**Zone 3:** internal concourses, vomitories and hospitality areas. If any of these areas need to be evacuated, it should preferably be to Zone 4.

**Zone 4:** the outer circulation area. In planning terms, Zone 4 can serve as a vital access area for emergency and service vehicles, without disrupting circulation in Zones 2 and 3.

Note that Zones 3 and 4 will, in most situations, be considered places of reasonable safety\*, which spectators can reach before exiting to Zone 5. Note also that at smaller venues Zone 3 or Zone 4 may serve as the equivalent of Zone 5.

**Zone 5:** a buffer zone outside the venue perimeter, used for the public to gather before entry and for links to car parks and public transport. The public should ideally be able to circumnavigate the perimeter in this zone, in order to find an appropriate point of entry. Zone 5 should be the designated place of safety\* in the event of an emergency.

**Zone Ex:** the external zone. This zone, sometimes referred to as 'the last mile', is most commonly in the public realm and is likely to encompass the main pedestrian and vehicle routes leading from Zone 5 to public car parks, local train stations, bus stops and so on.

\* See [Glossary](#) for definition and Section 15.26 of the *Green Guide*.



## SG03 2.11 What is meant by 'overlay'?

It is important to consider any form of 'overlay' that may be in place for an event or a series of events.

Overlay, as defined in the [Glossary](#), consists of any temporary installations brought in or erected for the staging of a specific event – whether within the boundaries of the venue itself or Zone Ex – such as spectator stands, fan zones, hospitality tents, stages, pedestrian bridges, broadcast compounds or power generators.

The term overlay can also apply to event specific access or circulation routes.

Whatever form of overlay is in place, it is vital that all stakeholders, including the venue management and/or event organiser, co-ordinate their approach to the safe management of these structures, installations and routes, and that all agreed procedures are recorded in the *Overlay Plan* (see [Section SG03 9.5](#)).

## SG03 2.12 Why are recording and monitoring so important?

Throughout the safety management planning cycle, and during the event, it is essential that the venue management and/or event organiser maintain clear, honest and accurate contemporaneous records of all decisions, actions and incidents.

These records will typically fall into four categories:

- a. Regulatory:** to include records of all written communications in relation to health and safety matters, statutory risk assessments, accident investigation reports and, where applicable, any other records required as a condition of a safety certificate.
- b. Strategic:** to include records of meetings, both internal and external, at which strategic issues and safety policies have been formulated, reviewed or revised.
- c. Pre-event operational:** to include records of:
  - i. staff training (see [Sections SG03 4.4 and 4.17](#))
  - ii. service and maintenance records (see [Section SG03 8.12](#))
  - iii. tests and inspections (see [Sections SG03 9.6 to 9.8](#))
  - iv. service level agreements, including for supplies, facilities maintenance and staffing (see [Section SG03 2.13](#))
  - v. exercises conducted to test and evaluate contingency plans (see [Section SG03 7.17](#))
  - vi. any communications in relation to the drawing up, maintenance and review of the *Operations Manual* (see [Chapter SG03 8.0](#)).
- d. Event day operational:** to include:
  - i. the *Event Management Plan* (see [Chapter SG03 9.0](#))
  - ii. staff and steward briefing and debriefing notes (see [Section SG03 9.9](#))
  - iii. the *Event Log* (see [Sections SG03 10.2 to 10.3](#))
  - iv. a summary of the *Event Data* (see [Section SG03 10.4](#))



- v. notes or, where available, recordings of all relevant or significant verbal communications, including radio exchanges and telephone conversations
- vi. recordings of all CCTV images and photographs.

Note that all of the above records and materials should be saved, backed up and stored in accordance with national laws on data protection, and that they may need to be used as evidence if required in legal proceedings.

More detail on event records and safety management auditing procedures follows in [Chapter SG03 10.0](#).

### **SG03 2.13 Adopting a multi-agency approach**

Event safety management invariably requires the participation and co-operation of numerous agencies and stakeholders.

Clearly the number and identity of these third parties will vary according to the venue and event, but typically they will include:

- a.** the local authority (which might require a safety certificate and/or licence to be in place, with certain conditions, such as a limit on capacity)
- b.** a sport governing body (which may impose certain requirements)
- c.** a regulatory body (for example, the SGSA for designated football grounds in England and Wales)
- d.** a local organising committee (for major international events)
- e.** the police (see following section)
- f.** the local highways authority
- g.** local and regional transport operators (who may have other demands on an event day)
- h.** agencies supplying event staff and/or stewards
- i.** disability access officers (who should have a deep familiarity with the venue and of the requirements of disabled people attending)
- j.** medical providers (who will require certain access and facilities)
- k.** public health providers (for example, should virus transmission be a local or national issue)
- l.** the fire service
- m.** national bodies concerned with counter terrorism
- n.** media companies (who may require particular access or determine the event's timings)
- o.** commercial partners (who may wish to conduct promotional activities)
- p.** representatives of supporters' organisations (where applicable)
- q.** representatives of local communities
- r.** representatives of local businesses
- s.** representatives of local and national government.



Where there is the potential for any confusion over the roles and/or responsibilities of any third party, it is recommended that the venue management and/or event organiser draw up and agree with those parties a form of agreement, setting out what is expected from them during an event, and what they in turn expect from the venue management and/or event organiser.

These same agreements might also set out clearly what forms of information and intelligence can and/or should be shared with other third parties.

Any agreements should be retained with the other event day planning documents and may take the form of a *Memorandum of Understanding (MoU)*, or, where applicable, a *Service Level Agreement (SLA)*.

For example, when liaising with broadcast providers or catering outlets it should be stipulated that none of their vehicles should be parked in such a way as to impede the circulation of people attending the event, or result in any additional risks (such as a fire hazard).

By agreeing and placing on record an MoU or SLA with a third party, the venue management and/or event organiser will also ensure that when a safety audit is carried out, as explained in [Section SG03 10.6](#), all relevant matters are covered, and that, should an incident take place which involves a third party, there are no ambiguities.

## **SG03 2.14 Working with the police**

Under standard operational conditions, police officers should not be expected to carry out safety duties during an event, or overcome any inadequacies in the venue management and/or event organiser's own safety management operation.

For example, in the UK, venue management and/or event organisers who apply for a licence under the [Licensing Act 2003](#), are specifically required to satisfy the issuing authority that they have taken all necessary steps to prevent crime or disorder, and to meet other licensing objectives.

Where the police are, nevertheless, present at an event, it is recommended that a *Memorandum of Understanding*, as explained in the previous section, is drawn up.

This *Memorandum of Understanding* should set out the division of responsibilities and functions between the two parties and make clear who will assume responsibility in particular circumstances.

In the UK, this form of *Memorandum of Understanding* is known as a *Statement of Intent* (see [Section 3.24](#) of the *Green Guide*).

Note that the responsibility for determining the number of police personnel who will be in attendance always rests with the chief police officer, and that the numbers might depend on prevailing threat and risk levels.

Note also the need to agree on access for police vehicles and on where, if necessary, those vehicles and any other vehicles used by the emergency services will be parked during an event or during the response to an incident. More guidance on traffic management follows in [Section SG03 8.9](#).



## SG03 2.15 Technological resources and systems

In event safety management much attention is rightly placed upon the specification, provision and use of a range of technological resources such as closed-circuit television (CCTV), radios and alarm systems.

The now widespread availability of digital event management tools also enables venue management and event organisers to originate, co-ordinate and record all communications, decision making and documentation during the event planning cycle and the event itself, thereby creating a robust audit trail. Such tools can also offer real time information during an event.

Similarly, the use of Bluetooth beacons and event specific apps enable safety-related messages to be relayed to spectators via push notifications, for example informing them of prohibited items, transport delays, areas of congestion and where their nearest emergency exit can be found.

Some event management apps also offer a more secure or discreet means of communicating than radios (for example when reporting suspicious packages or managing incidents involving lost or found children).

Increasingly smart devices and wearables, such as badges or wristbands fitted with near field communication chips (NFC) or radio frequency identification (RFID) offer added security when used for accreditation purposes, and also allow for the tracking of individuals within the venue.

Clearly all such resources and systems, when properly used by trained and competent personnel, can enhance safety management operations, especially in larger, more complex venues and at events involving multiple venues.

However, it is emphasised that:

- a.** Prior to procurement or deployment, every technological resource should be subject to a detailed technical needs analysis by the relevant functional areas of the venue:
  - i.** to determine their suitability for the needs and network capacity of the venue and/or type of event, and
  - ii.** to ascertain what other functions they offer that might be useful to other functional areas, or, just as importantly, which of those functions might compromise existing systems.

Note also that the design, specification and procurement process for any technological system in place at a venue might be subject to an audit trail, should any post-event inquiry into an incident be required.

- b.** Every safety management system should have built-in redundancy; that is, it should incorporate its own fail-safe or backup system.

Should that backup system also fail, or if other faults arise that cannot be fixed during the event, management should have in place appropriate contingency plans that enable operations to continue, using other systems or methods.

- c.** Safety management personnel should be trained and their competency in using any technological resource should be tested on a non-event day.



- d. All systems should be risk assessed for their vulnerability to cyber attacks (see [Section SG03 3.11](#)).

In short, the safety management team should be able to continue operations during an event using only limited or basic technological aids. This includes the making and keeping of any records, such as incident logs, that may need to be examined in criminal or civil proceedings.

## **SG03 2.16 Human resources, skills and welfare**

*Whatever forms of technology are in place, the competency and capacity of the venue's human resources will have a strong influence upon the quality of the safety management operation.*

Clearly, safety management requires a broad range of skills across a broad range of situations. Such skills include leadership, the deployment of tact and authority, the ability to communicate clearly, and in certain situations physical fitness, high levels of concentration and quick thinking.

Management should therefore ensure that its safety management personnel have the appropriate training and experience to undertake the tasks allocated to them. This includes any contract staff and volunteers.

Equally, organisations have a legal duty of care to put in place suitable arrangements to manage the health and safety of employees. This includes ensuring that all staff, including those supplied by agencies, are:

- a. vetted for the purposes of security (see [Section SG03 4.20](#)) and, where appropriate, for safeguarding (see [Section SG03 3.10](#))
- b. properly trained and deployed only where they have displayed the required competencies for the role
- c. suitably briefed and equipped for their role
- d. contracted in accordance with statutory guidelines
- e. deployed for periods no longer than working time regulations permit
- f. allocated areas away from the public view, which provide:
  - i. changing and washing facilities
  - ii. toilet facilities
  - iii. drinking water
  - iv. refreshments and/or provision for the storage of refreshments brought in by individuals
  - v. rest areas.

Note that in the UK, under the provisions of the [Health and Safety at Work etc. Act 1974](#), all employers are required to assess the risk to workers and any others who may be affected by their undertakings.



## SG03 2.17 Terminology

Event safety management is, by its very nature, constantly evolving and adapting to changing circumstances and demands. At the same time, organisations commonly adapt or invent terminologies, particularly the use of acronyms and step-by-step instructional aides.

It is inevitable, therefore, that the use of some terms and expressions will differ from venue to venue, and from nation to nation.

Nevertheless, it is stressed that, whatever terminology is in use within a safety management team – whether in documents or plans, or digital or spoken communications – this terminology has to be:

- a. readily understood by all parties
- b. be relevant to the venue and the event.

Good communications, it is once again emphasised, are one of the key elements of the C3i objectives explained in [Section SG03 2.6](#).

As such, the careful and considered use of terminology must form part of the day-to-day discipline of all members of the safety management team.

## SG03 2.18 What is meant by a ‘hazard’, a ‘threat’ and a ‘risk’?

Finally, owing to their importance to the safe management of events, and indeed to any understanding of the guidance that follows in this document, it is vital to make clear the distinctions and the relationships between the terms ‘hazard’, ‘threat’ and ‘risk’.

### a. A hazard is something that has the potential to cause harm.

A hazard could be a physical element, such as a damaged fence or a poorly designed stairway. It could be a void or a slope, or it could be a fitting, such as a faulty light, a banner, or a sign. A hazard might also be a material, such as unprotected glass, or a substance, such as liquified petroleum gas (LPG).

Hazards include extreme weather conditions and staff shortages.

Hazards can also arise from the activity taking place at the venue, for example sporting equipment, such as balls, striking spectators, or pyrotechnics used as part of displays.

### b. A threat is a statement expressing the intention to cause harm.

Such a statement could threaten physical harm to a structure or person, or financial, reputational or cyber harm to an individual, corporate entity or organisation.

A threat can also be a person behaving in a threatening or suspicious manner, either in person at the venue or its environs, or online by sharing threatening material.

### c. A risk is the likelihood that a hazard or a threat will cause actual harm.

Concerning hazards, it is essential for the venue management and/or event organiser to:



- i. identify all reasonably foreseeable hazards, and then
- ii. assess their potential to cause harm, and then
- iii. take the appropriate steps necessary, either to remove the hazard or to mitigate the potential risks of that hazard.

These procedures are generally referred to as 'risk assessment' and 'risk management'.

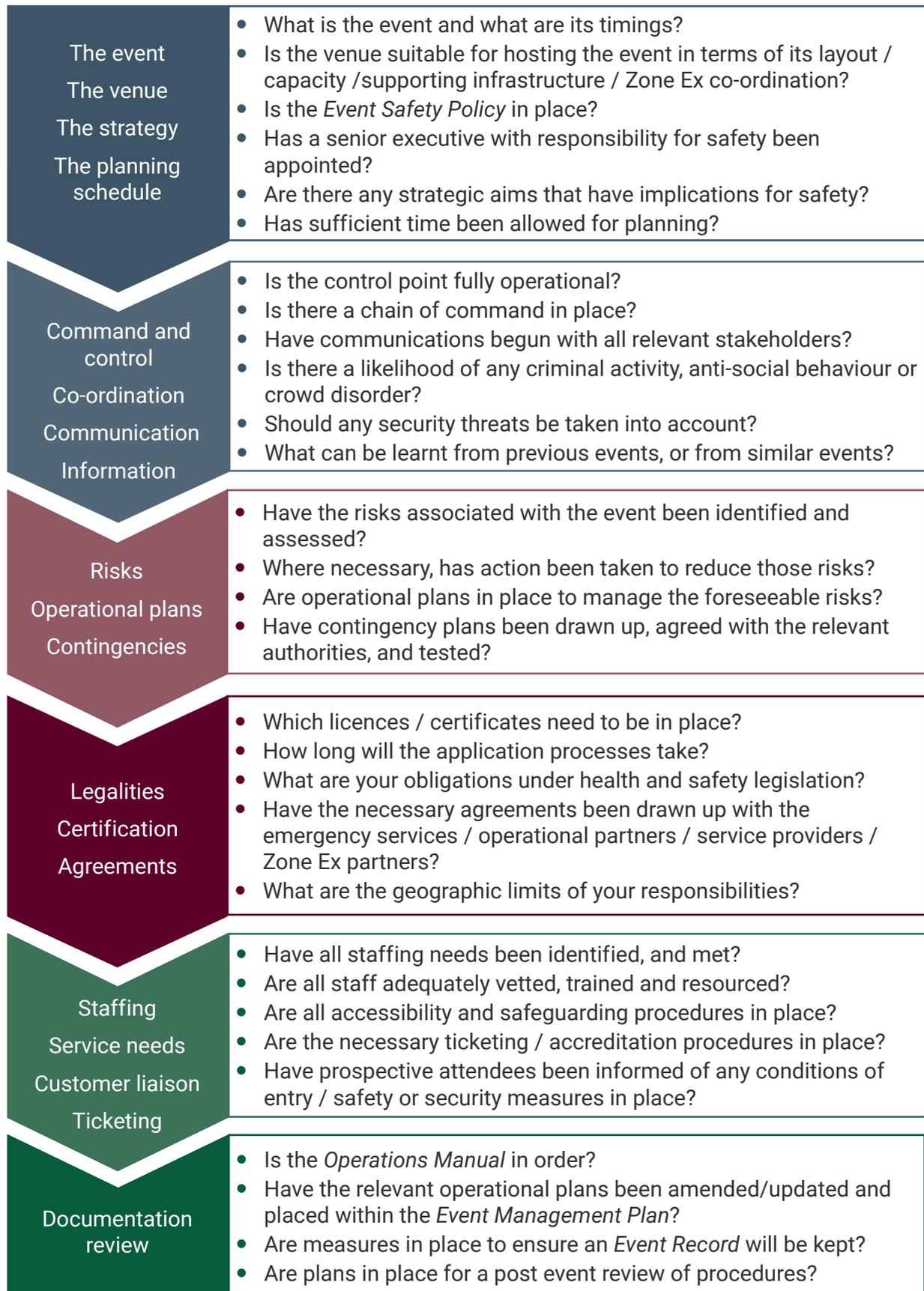
*Indeed, it could be said that all safety management is, in essence, about the assessment and management of risk.*

Frequent reference to risk assessments, risk management, and to various remediation and mitigation measures and procedures, will be found throughout this document, with particular emphasis to be found in [Chapter SG03 5.0](#).

Further guidance on responses to threats can be found in [Section SG03 6.10](#).



**Figure SG03 3 Event safety management – planning overview**



# SG03 3.0 Management responsibilities

## SG03 3.1 Establishing a safety culture

This chapter provides guidance on the measures the venue management and/or event organiser should take in order to meet their responsibilities for safety management throughout the event planning cycle.

Although aimed specifically at venue management and event organisers, it is strongly recommended that *all* senior members of the venue's management team, including safety officers, security advisers and facility managers, and strategic partners, such as local authorities, familiarise themselves with the contents.

Effective safety management requires leadership and strategic planning, both of which, of course, start at the top.

Furthermore, as stated in [Section SG03 2.1](#), safety should not be seen as a set of rules or conditions imposed by others, but rather as standards *established from within* that reflect a safety culture within the organisation.

A positive attitude demonstrated by the venue management and/or event organiser is crucial in ensuring that safety policies are not only developed and agreed, but are also carried out effectively and willingly.

How can a safety culture be established?

- a. [Section SG03 4.3](#) recommends that the venue management and/or the event organiser delegate a senior person – for example an executive or board member – to take on overall strategic responsibility for safety.

Even with such an individual in post, however, it is emphasised that the chairperson and all other executive or board members (or their equivalent in the organisational hierarchy) still share ultimate collective responsibility for the safety of all people present at their event.

- b. Whether or not such an individual is delegated, all senior members of the venue management and/or event organiser should understand the importance of competency. If there is no-one within the venue management and/or event organiser with sufficient experience in, or knowledge of, the key areas of safety management, guidance should always be sought from competent persons holding the relevant qualifications, skills and experience. (For a definition of 'competent' see [Glossary](#).)



- c. Senior management should at all times be aware of the need to provide a strategic lead on safety matters, but at the same time understand and be aware of the potential consequences that their strategic plans may have on safety management procedures (see [Section SG03 2.4](#) and [Figure SG03 4](#)).
- d. To demonstrate that they have considered adequately their responsibilities for safety, the venue's senior management and/or the event organiser should draw up an *Event Safety Policy*, which will form the starting point of the venue's *Operations Manual*. Details of this crucial policy document follow in [Figures SG03 17 and 18](#) and [Section SG03 8.5](#).
- e. While many aspects of safety management can be delegated to staff, or contracted out to third parties, senior members of the venue management and/or event organiser should, nevertheless, understand the legal and legislative context of their activities by becoming familiar with the following:
  - i. safety legislation as it pertains to the venue and/or its events at a local and/or national level
  - ii. the existing regional and/or national security threat level
  - iii. safety certification requirements (where applicable)
  - iv. licensing requirements (where applicable)
  - v. health and safety legislation
  - vi. equality and diversity legislation
  - vii. safeguarding legislation
  - viii. fire safety regulations
  - ix. building regulations
  - x. civil contingencies
  - xi. public health requirements.

Venue management and event organisers should further be aware that they may have duties and responsibilities under the terms of other legislation, for example in the UK under the [Occupiers Liability Act 1957](#).

- f. Safety – that is, safety, security and service as defined in [Section SG03 2.3](#) – should be a standing item on the agenda of every executive, board or management meeting, presented, where applicable, by the senior individual who has been delegated to take overall responsibility for safety, as described in [Section SG03 3.1.a](#) above, and [Section SG03 4.3](#).
- g. When meeting or communicating with venue staff and/or the public, senior representatives of the venue management and/or event organiser, and senior members of the safety management team, should demonstrate full ownership of their safety management procedures. That is, they should at all times be positive and robust in both their communications and general manner when discussing the safety management operation. They should avoid deflecting responsibility or seeking to blame other parties for the policies in place.



- h.** Senior representatives of the venue management and/or event organiser should, whenever possible, demonstrate their appreciation of all safety management personnel, in words and deeds. Individuals who feel valued and respected are more likely to perform their allocated duties effectively.
- i.** It should be recognised that at many events the only representatives of the venue management and/or event organiser with whom the public are likely to have contact will be stewards. An under-valued or poorly motivated steward is potentially a weak link in the all-important chain of command and in the delivery of safety, security and service.
- j.** Management should make sure that the safety management team is suitably and adequately resourced, and their welfare needs met. This includes the provision of appropriate clothing, communication devices and staff facilities and, where applicable, personal protective equipment (PPE).
- k.** Management should remind all members of staff – not only those directly tasked with a safety role – that they have a duty to be familiar with, and, where appropriate, to comment on safety procedures in relation to their own areas of responsibility; for example, those involved in ticketing, commercial activities, media, communications, corporate hospitality, accessibility and so on.

A safety culture is one in which comment, constructive criticism and ideas should be encouraged at all levels, and, where appropriate, acted upon and even rewarded.

In addition, a safety culture is one in which no-one within the venue management or event organisation takes a decision or enacts a measure, deliberately or in ignorance, that in any way compromises the efforts of the safety management team.



## Figure SG03 4 Implications of strategic policies on safety management

As explained in [Section SG03 3.1](#), as part of the safety culture within an organisation senior management must take a lead on safety matters, but also be aware of the potential effects that any new policies will have on safety management.

In this example the venue's senior management have decided to introduce a policy banning spectators from bringing alcohol into the venue (as shown in Step One). The ramifications of that strategy must then be considered at a tactical level (Step Two), before the policy can either be implemented operationally (Step Three), or reconsidered. All such policies should undergo similar analysis before implementation.

### Step One

**Senior management consider introducing a ban on spectators bringing alcohol into the venue.** This will require them to:

- establish the policy's legality
- discuss the policy's viability, practical value and potential consequences with the safety management team.

### Step Two

**Safety management team draw up standard operating procedures for implementing the policy.** This will require them to:

- assess the number of staff required to search spectators on entry
- identify the type and level of training that will be necessary
- plan how the new policy will be communicated to spectators, using tickets, posters, mail outs, social media and other methods as necessary
- allocate resources for the storage or disposal of any alcohol found
- agree on procedures for dealing with transgressors
- draw up contingency plans for delaying the start of the event or for the halting of searches if the process leads to a build-up of crowds outside.

### Step Three

**Safety management team implement the policy.** This will require them to:

- inform spectators in advance and on the event day of the new policy
- brief all relevant staff as to their duties in relation to the policy
- have in place the required resources for searching at appropriate locations
- arrange for the disposal of confiscated items, or have in place procedures for the storage and return of items during the dispersal phase of the event
- monitor spectators inside the venue to ensure adherence to the policy
- implement agreed stewarding procedures for dealing with spectators who, despite the searching procedures, are found to have breached the policy
- following the event, debrief the staff involved in implementing the policy
- report back to the senior management and, if necessary, refine or reconsider the policy and/or the agreed procedures.



## SG03 3.2 Summary of management responsibilities

Drawing from, and adding to Section 3.3 of the *Green Guide*, the responsibilities for event safety management can be summarised under the following headings:

- a. **Establishing a safety culture** – as explained in the previous section.
- b. **Legislation** – that is being aware of the legal and legislative context of the event/s, as listed above in Section SG03 3.1.e.
- c. Drawing up and keeping under review a **Risk Register** (see Section SG03 3.3).
- d. Appointing a **Crisis Management Team** to oversee the management's strategic response to any incident or development that might escalate to a crisis (see Sections SG03 3.4 and 7.3).
- e. **Personnel** – that is, drawing up and staffing a chain of command, to include:
  - i. a senior executive or board member, delegated to assume overall responsibility for safety (see Section SG03 4.3)
  - ii. a Safety Officer (see Section SG03 4.4)
  - iii. a *Stewarding Plan* (see Section SG03 4.12) and
  - iv. job descriptions for all safety and security-related posts.

All such posts should be staffed by trained, competent persons, as explained further in Chapter SG03 4.0.

- f. **Staff facilities and welfare** – that is, providing offices, rooms or areas where the Safety Officer, stewards and other safety personnel can meet, store equipment and clothing, be briefed and debriefed and, as stated in Section SG03 2.16, take refreshment and breaks.
- g. **Spectator facilities and welfare** – that is, meeting the service needs of all spectators, including accessibility arrangements for disabled people (see Section SG03 3.9) and safeguarding procedures for children, young persons and vulnerable adults (see Section SG03 3.10).
- h. **Documentation** – that is, drawing up all the required policies and plans, starting with an *Event Safety Policy* (see Section SG03 8.5) and leading to an *Event Management Plan* (see Chapter SG03 9.0), all of which should be placed in an *Operations Manual*, unless otherwise advised (see Chapter SG03 8.0).
- i. Conducting **risk assessments** (see Chapter SG03 5.0).
- j. Drawing up **contingency plans** (see Chapter SG03 7.0).
- k. Drawing up **Memorandums of Understanding** and **Service Level Agreements** with the relevant third parties (see Section SG03 2.13).
- l. Ensuring that the **physical infrastructure** of the venue is fit for purpose and maintained accordingly.
- m. Providing a **control point** – that is, an office, room or controlled space within the venue from which event day operations can be observed, controlled and monitored, as explained further in Section SG03 3.5.



- n. Providing the resources and personnel to maintain **command and control, communication, co-ordination and information** at all times during the event cycle. This will include providing and maintaining a **communications system** for event day safety management operations, as detailed in Chapter 16 of the *Green Guide*.
- o. **Recording and monitoring** – that is, using standard forms (printed or digital) to create an *Event Record*, to include an *Event Log* and a summary of the *Event Data*, as explained in Chapter SG03 10.0.
- p. Conducting a **safety audit** at least once a year (see Section SG03 10.6).
- q. Notifying the **local authority**, where applicable.
- r. Contributing towards the co-ordination of safety management operations within **Zone Ex** with all relevant external agencies and stakeholders (see Sections SG03 3.12 and 8.10).

### SG03 3.3 Risk Registers

At a senior level the venue management and/or event organiser should draw up and keep under review a *Risk Register* – that is, a document which outlines the strategic risks associated with an event (as opposed to operational safety issues covered by risk assessments).

The contents of the *Risk Register* will vary according to the organisation in question, the venue, its location, the nature of the event(s) being staged and a number of other external factors. But for illustrative purposes, the venue management and/or event organiser should consider the risks arising from:

- a. financial pressures
- b. a significant change in operational requirements
- c. reputational concerns
- d. public health concerns, such as a pandemic
- e. environmental concerns, such as extreme weather, pollution or seismic activity
- f. systems or technological failures
- g. national events, for example, the death of a significant figure
- h. governmental decisions
- i. diplomatic developments
- j. security alerts and terrorism.

Note that this list is not exhaustive and other risks may need to be considered according to the venue and/or the event and its context.

It is strongly recommended that each functional area in the venue or event organisation also completes a *Risk Register* in relation to the event.



In addition, each stakeholder involved in the event should draw up its own *Risk Register*, and be prepared to share any concerns or priorities thereby raised with the venue management and/or event organiser. This is so that if any party is recorded in another party's *Risk Register* as having responsibility for certain mitigation measures, that party can then, as necessary, comment, consult and, if required, identify any other risks that need to be prioritised.

Note that a *Risk Register* is not the same as a risk assessment. Note also that the *Register* should be held separately and not placed within the *Operations Manual*.

### **SG03 3.4 Crisis Management Team**

It is recommended that the venue management and/or event organiser should consider appointing a Crisis Management Team, consisting of perhaps three or four senior personnel from within the organisation.

The role of this team is not to respond to a critical incident tactically or operationally, but to provide a strategic response to the outcome of any incident or development that threatens the event – either *before* it takes place, or if it escalates into a crisis *during* the event – for example by issuing reports to the media or dealing with requests for information from the public, as detailed further in [Section SG03 6.8](#).

Such a strategic response may, of course, need to continue for some time after the incident has been resolved by the safety management team.

Membership of the Crisis Management Team can be tailored according to the type of crisis, but typically might include such individuals as the Chief Executive, Finance Officer, Communications Officer, the Head of Facilities Management/Operations and, where appropriate, a senior representative of the competition organiser and/or the event promoter.

For further details on the strategy to be drawn up by the Crisis Management Team, see [Section SG03 7.3](#).

It is also important that members of the Crisis Management Team participate in the testing of contingency plans, as appropriate (see [Section SG03 7.17](#)).

### **SG03 3.5 Providing a control point**

As stated in Section 16.5 of the *Green Guide*, regardless of the characteristics or scale of a venue, it is the responsibility of the venue management and/or event organiser to provide a control point (sometimes called an operations centre), equipped to meet the reasonable requirements of the venue and the event. This control point should form the hub of the safety management team's efforts to exercise command and control, to co-ordinate, communicate and gather information during an event (see [Section SG03 2.6](#)).

If the police and/or other emergency services are required to be present at the venue, all decisions relating to the location, design and equipment of the control point must be made in consultation with representatives of those services. This is in order to ensure that the control point will also meet their needs in both normal and emergency conditions. Where a safety certificate is in force, consultation concerning the control point should also take place with the local authority.



Note that extended guidance on issues relating to control points, as outlined in the following sections, can be found in Chapter 16 of the *Green Guide*, and [Annex SG03 C](#). Although written primarily for sports grounds, these publications contain general advice applicable to all venues.

Further guidance on control points in the UK is also available from the [Centre for the Protection of National Infrastructure](#).

### **SG03 3.6 Establishing discipline in administration**

Planning for event safety management requires the formulation, distribution and evaluation of a considerable number of printed documents and/or digital files, even for the simplest of events.

As stated in the *Green Guide*, having to write down and share various policies, procedures and plans helps to concentrate the mind, and also to demonstrate that the proposed measures have been fully thought through in strategic, tactical and operational terms.

Establishing administrative discipline requires a high degree of focus, the aim being to ensure that:

- a. the venue management and/or event organiser can demonstrate that they are meeting their legal obligations
- b. safety-related documents are accessible to those who need them, wherever and whenever, before, during and after an event
- c. access to documents which contain sensitive information, for example on security matters, is restricted
- d. documents can be reviewed and updated according to procedures laid down by the management or other third parties (such as licensing authorities), rather than on an ad-hoc basis
- e. records are maintained and presented according to strict protocols (see [Section SG03 2.12](#)).

In short, administrative discipline should not be seen as a bureaucratic burden, but as a core element of safety management, and as a demonstration of the management's safety culture.

Administrative discipline may also be enhanced by the use of digital event management tools (see [Section SG03 2.15](#)).

Note also that, unless otherwise advised, much of the documentation cited in this chapter will be drawn up for inclusion in the *Operations Manual* (see [Chapter SG03 8.0](#) and [Figures SG03 17](#) and [18.](#)) or the *Event Management Plan* (see [Chapter SG03 9.0](#) and [Figure SG03 22](#)).

### **SG03 3.7 Establishing discipline and clarity in communications**

Noting the importance of communication as one of the core objectives in safety management (see [Section SG03 2.6.c](#)), venue management and event organisers should assess all their safety-related documents – whether presented in printed or digital form – to ensure that they are clearly set out and comprehensible to the relevant parties.



Similarly, all verbal communications should be assessed.

These assessments should consider:

- a. Are there any terms, abbreviations, acronyms or symbols that might be misunderstood by those who receive the communication?
- b. Is the communication titled and dated clearly, so that users and anyone subsequently conducting an audit trail can be sure that it is the correct version?
- c. Is the source of the communication clear?
- d. Is the communication confidential or sensitive and, if so, should its circulation and retention be managed accordingly?
- e. As part of the audit trail (see [Section SG03 10.6](#)), is there a record of who has been sent the communication, and, if appropriate, have recipients been asked to confirm that they have understood the contents?
- f. Where verbal communications are used, is the language clear and unambiguous and, where possible, have details of the communication been recorded as part of the audit trail?
- g. If the communication is in written form, is its presentation suitable for the range of conditions in which it is likely to be read? For example, are the font sizes, colours and backgrounds appropriate? Would lamination help or hinder?
- h. Does the communication use any colour combinations that may lead to its contents being misunderstood by people with colour vision deficiency, or colour blindness? (See [online Annex C](#) of the *Green Guide*.)

### **SG03 3.8 Establishing discipline in accreditation procedures**

The purpose of an accreditation procedure is to facilitate access to those who have a need (because of their work), or a right (because they hold a particular form of ticket or pass), to enter certain areas within a venue, at a certain time, and to deny access to those who do not.

In short, accreditation is a means of ensuring that the right people are in the right place at the right time.

As such, accreditation is a vital component in establishing security.

The venue management and/or event organiser should, therefore, have in place accreditation procedures that are agreed in advance, covers all the relevant sections or zones of the venue, and are understood by all members of the safety management team.

For more detailed guidance on accreditation procedures, see [Sections SG03 4.29 to 4.32](#).

### **SG03 3.9 Access audit and plan**

As emphasised throughout the *Green Guide* and this *Supplementary Guidance*, the venue management and/or event organiser have a responsibility to meet the safety, security and service needs of *all people* present.



In the UK, under the terms of the [Equality Act 2010](#), this includes disabled people with mobility, cognitive and sensory impairments.

As further stated in Section 10.15 of the *Green Guide*, disabled spectators must be accommodated without prejudicing their safety, or the safety of others.

It is therefore recommended that any venue hosting an event should be subject, in advance, to an access audit, to ascertain how accessible it is in terms of:

- a.** ticketing procedures for disabled people, including the provision for assistants to attend, where required
- b.** transport and traffic issues, such as:
  - i.** the location and management of accessible drop-off and pick-up points
  - ii.** the parking of vehicles used by disabled people
- c.** the training of staff and stewards for the effective but sensitive searching of disabled people and their wheelchairs, including how to deal with large bags and medical equipment
- d.** ingress, egress and emergency egress procedures for disabled people, including the design of entry points, gates and refuges, and the removal of any obstacles that might impede the free flow of disabled spectators in circulation areas or areas of viewing accommodation
- e.** the provision of accessible amenities, including appropriately designed and managed ticket offices, retail and catering outlets and toilets
- f.** the provision of viewing accommodation in which disabled spectators' viewing standards and sightlines are not compromised or obscured by other spectators or event staff
- g.** the provision of appropriate communications for people who are blind or partially sighted, or colour blind, including:
  - i.** the replacement of any signs or printed materials that may lead to confusion for people with colour vision deficiency (see [online Annex C](#) of the *Green Guide*)
  - ii.** the use of audio descriptive commentaries to relay safety-related information, including any that are also displayed on screens
- h.** the provision of appropriate communications for people who are deaf or hard of hearing, including:
  - i.** the use of screens to relay any safety-related announcements that are broadcast on public address systems
  - ii.** the use of hearing induction loops/assistive listening technology
  - iii.** the use of flashing fire alarms to provide a visual alert
- i.** the training of staff and stewards in such areas as disability, neurodiversity and sign language.

Access audits, it is emphasised, should be carried out by competent persons who have the relevant qualifications, skills and experience, and who are familiar with the kind of events being staged and the typical audience profile.



Following this audit, it is the responsibility of the venue management and/or event organiser to respond to any shortcomings identified, and then to draw up an *Accessibility Plan*.

This generic document, which will form part of the *Operations Manual* (see [Chapter SG03 8.0](#)), should set out how the venue management and/or event organiser intend to meet the needs of disabled people at the venue.

Should these needs differ for a particular event, or if there any changes to the venue or its surrounds which effect accessibility, these changes should be recorded in an event specific *Accessibility Plan* which should form a supplement to the *Event Management Plan* (see [Chapter SG03 9.0](#)).

Where possible, it is also recommended that the venue management and/or event organiser appoint a **Disability Access Officer**, with the responsibility to advise and liaise with senior members of the safety management team in all matters relating to access, including compliance with equality legislation, and to act as a point of contact for disabled spectators attending, or seeking to attend an event.

This person should have a deep familiarity with the venue and of the requirements of disabled people attending.

It is also important that, should an incident occur, the Disability Access Officer is able to communicate directly with the control point.

For more detail on access audits and accessibility issues, see *Accessible Stadia*, and accompanying *Supplementary Guidance*, both available on the [SGSA website](#).

## SG03 3.10 Safeguarding

As part of their overall responsibility for safety, venue management and/or event organisers have a further responsibility to safeguard the welfare needs of children, young persons and vulnerable adults, whether they be spectators, athletes, competitors, performers, mascots or even members of the venue staff.

As is recommended with accessibility issues, venue management and/or event organisers should seek guidance on safeguarding issues from competent persons who have the relevant qualifications, skills and experience, and, where possible, appoint a **Safeguarding Officer**, to draw up a *Safeguarding Plan* to be placed within the *Operations Manual*.

The *Safeguarding Plan* should take into consideration the following issues:

### a. Staffing

- i. Staff working with children, young persons and vulnerable adults should, as a minimum, be required to undergo checks by the relevant national body, such as the Disclosure and Barring Service (DBS) in England and Wales, Disclosure Scotland, or Disclosures Northern Ireland.

In addition, it is recommended that, prior to the appointment of an individual, all proofs of identification and references should be cross-checked by the appropriate management personnel.

- ii. In areas accommodating children, young persons and vulnerable adults, a higher ratio of stewards to spectators may be necessary.



**b. Ticketing strategies**

The safety management team should be informed and briefed as to the appropriate actions to take:

- i. if the type of event, and/or any ticketing strategies in place, result in the attendance of a higher than usual number of children, young persons and vulnerable adults, and/or
- ii. if it is likely that children, young persons and vulnerable adults will be accommodated in areas of the venue where they might be vulnerable (see Section 3.30 of the *Green Guide*).

**c. Infants and children**

Entry policies should be in place to determine:

- i. whether spectators will be allowed to bring infants to the event, and if so, how they will be accommodated
- ii. the minimum age at which children will be admitted unaccompanied
- iii. the maximum number of children that any one adult can accompany at the event.

**d. Searching policies and procedures**

These should include provision for dealing with:

- i. children, young persons and vulnerable adults
- ii. people with mobility, sensory or cognitive impairments.

**e. Spectator accommodation**

Areas designated for children, young persons and vulnerable adults should be suitable, in terms of:

- i. offering amenities (such as sufficient toilets and an adequate water supply)
- ii. protection from hazards arising from the activity itself
- iii. offering access to emergency evacuation routes (see also point f below).
- iv. maintaining, where necessary, separation from other areas of spectator accommodation.

**f. Safety management policies**

Policies should be in place to include provision for:

- i. accommodating and reuniting children, young persons or vulnerable adults who may have temporarily lost contact with their guardians
- ii. the safeguarding of children, young persons or vulnerable adults who breach, or whose guardians breach, entry regulations and/or commit offences
- iii. restricting or regulating the use of cameras in sensitive areas
- iv. the chaperoning of young or vulnerable competitors, performers or mascots by suitably trained and vetted staff members.



When considering any such policies and procedures, it should be noted that children, young persons and vulnerable adults might need more time to respond to safety announcements and evacuation procedures.

It is also important that the Safeguarding Officer is able to communicate directly with the safety management team throughout the event, should an incident occur.

When drawing up a *Safeguarding Plan*, venue management and/or event organisers should also be aware of their responsibilities under any relevant legislation and/or licensing conditions.

In the UK, this includes the [Children Act 1989](#), the [Children Act 2004 \(England and Wales\)](#), the [Safeguarding Vulnerable Groups Act 2006](#) and the [Children and Young People \(Scotland\) Act 2014](#). The [Licensing Act 2003](#) also places a duty on venue management and/or event organisers to demonstrate, as a specific licence condition, how they will protect children against harm.

### **SG03 3.11 Establishing cyber security**

The event industry's increasing reliance on digital systems for critical aspects of venue safety and security (such as access control, communications and CCTV), has made venues, sporting organisations and event organisers particularly vulnerable to cyber-attacks, in the form of phishing, malware, ransomware, fraud and, most commonly, business email compromise.

IT personnel must, therefore, be encouraged to work closely with their colleagues in safety management to conduct cyber risk assessments which set out to identify vulnerabilities within the various systems in place, and to make sure that basic security measures are implemented.

These measures may include, but not be limited to:

- a.** installing and updating anti-virus software
- b.** installing firewalls
- c.** installing device encryption
- d.** updating software when advised
- e.** updating hardware when possible
- f.** applying security patches when available
- g.** backing up all records and event-related data
- h.** introducing multi-factor authentication, in all departments
- i.** segregating networks so that, for example, the CCTV system operates from a different segment to the organisation's accounting system
- j.** risk assessing all supply chain security to ensure that third parties hold security certifications (such as ISO 27001) and, if not, to ensure that access to sensitive networks is restricted
- k.** drawing up cyber incident response plans as part of the venue management's wider contingency planning
- l.** reinforcing cyber security awareness in all functional areas, through training and education.



It is also crucial that members of the safety management team can access IT support and back up during an event.

The safety management team should, in addition, be aware of any security issues related to cloud storage and solutions.

In the UK, the [National Cyber Security Centre](#) (NCSC) offers further guidance on:

- [cyber essentials](#)
- [how organisations can test their resilience to cyber attacks](#)
- [incorporating cyber risk management processes into major event planning](#).

The NCSC also offers [guidance aimed at sporting organisations](#), highlighting the cyber security issues that affect the sector on a daily basis.

### **SG03 3.12 Zone Ex – the importance of co-ordination**

As stated in [Section SG03 2.10](#), Zone Ex is defined in the *Green Guide* as consisting of those areas – either in the public domain or under private ownership – considered to be integral to the circulation and safe management of people both arriving at the venue and dispersing afterwards. Typically, Zone Ex includes routes linking the venue with transport hubs, car parking areas and local amenities, but in every location its extent and character will differ.

Although the routes or areas that make up Zone Ex do not, in most locations, fall within the jurisdiction of the venue management or the event organisers, factors within Zone Ex can have a considerable impact upon the circulation of people outside the venue, during both ingress and egress, and potentially upon the safety of people inside the venue.

As such, if it can be demonstrated that areas or issues within Zone Ex give rise to safety concerns, a reduction of the venue's capacity may be required, by the application of reduced (P) or (S) factors.

Clearly, therefore, it is vital that planning for the movement of people through Zone Ex involves the input of *all* relevant agencies and stakeholders. These may include, but not be limited to:

- a. the local authority
- b. the police
- c. the local highways authority
- d. the land owner(s)
- e. local and regional transport operators
- f. local car park operators
- g. agencies supplying staff and/or stewards deployed in Zone Ex
- h. local disability access officers
- i. local residents and community groups
- j. local pubs, bars and restaurants
- k. local shops and businesses.



Within such a multi-agency approach it is equally important for all stakeholders to establish which party has the lead responsibility for co-ordinating the management of Zone Ex on an event day.

At major events this lead responsibility may be allocated to an individual representing one of the relevant stakeholders. However, in some circumstances the task may be assigned to a member of the venue's own safety management team.

Whichever, the identities and roles of each individual and agency involved in Zone Ex should be recorded in the venue's *Zone Ex Co-ordination Plan*, which should itself form part of the *Operations Manual*.

For more guidance on this important document, see [Section SG03 8.10](#), while for further details of the roles and responsibilities of personnel deployed in Zone Ex, see [Section SG03 4.25](#).

### **SG03 3.13 Safety Advisory Groups**

In the UK, Safety Advisory Groups (SAGs) are forums set up by certifying authorities to assist in the discharge of their responsibilities under the [Safety of Sports Grounds Act 1975](#), the [Fire Safety and Safety of Places of Sport Act 1987](#) and the [Licensing Act 2003](#).

SAGs also provide a forum for discussing safety-related issues at events not necessarily covered by the above legislation, such as concerts and air shows.

These discussions will typically take into consideration not only the safety of people attending the event, but also those in Zone Ex and the surrounding areas who may be affected by the event, and/or by the cumulative effects of multiple events taking place at the same time or in the same area.

*It is strongly recommended that, whenever issues relating to a specific venue or event are to be discussed at a SAG meeting, the local authority should invite a representative of the venue management and/or event organiser to attend, unless there is a positive reason for excluding them on a particular occasion.*

At the same time, it is recommended that when considering who should be appointed to a SAG, or be delegated to attend SAG meetings – be they representatives of the local authority, the emergency services, transport providers, medical providers or the venue management or organisers of the event under discussion – these individuals should have sufficient experience, competency and status to be able to speak with knowledge and authority, and be empowered, when necessary or appropriate, to take operational decisions on behalf of their organisations. (As such, where a venue is certified it is expected that the venue's representative at SAG meetings will be the certificate holder.)

Further guidance on the remit and membership of SAGs is available via the SGSA document [Guide to Safety Certification](#). Also recommended is the document published by the Emergency Planning College [UK Good Practice Guide to Working in Safety Advisory Groups](#).



# SG03 4.0 Event safety personnel

## SG03 4.1 Key roles

No matter how basic or sophisticated is the venue, or how technologically advanced are the safety systems in place – CCTV coverage, communications network, alarm systems and so on – as stated in [Section SG03 2.16](#), it is the competency and capacity of the venue’s human resources that will ultimately determine the quality of the safety management operation.

It is acknowledged that the number of personnel, the command structure and the allocation of safety responsibilities will differ according to the size and scale of the event. However, resourcing levels should always be based upon the risks identified, on any relevant statutory guidance, and of course on good practice.

This chapter focuses on the five key roles which typically make up the safety management team at a venue or event:

- a. A **senior executive** or **senior representative** of the venue management and/or event organiser: to be assigned overall strategic responsibility for safety (see [Section SG03 4.3](#)).
- b. A **Safety Officer** (see [Sections SG03 4.4 to 4.9](#)) to help plan, and oversee the event day safety management operation; where possible with the support of a **Deputy Safety Officer** (see [Section SG03 4.10](#)).
- c. A number of **supervisory stewards** – also known as Chief Stewards, Senior Stewards or Team Leaders – to form a link in the chain of command between the Safety Officer and all other stewards. These individuals will be responsible for either a team of stewards, and/or a particular section or location within a venue, or will take on specific roles, as determined by a staffing risk assessment overseen by the Safety Officer (see [Section SG03 4.11](#)) and set out in the resultant *Stewarding Plan* ([Section SG03 4.12](#)).
- d. A number of **stewards**: to take up locational or functional roles, as determined by the *Stewarding Plan* (see [Sections SG03 4.12 to 13](#)).
- e. A **named individual with a responsibility for security**, supported by a number of security personnel: to take up locational or functional roles, as determined by a security risk assessment (see [Section SG03 5.11](#)).



It is further recommended that other key members of the venue management and/or event organiser's team – although not themselves part of the event safety management team – should also be consulted during the safety management planning process, whenever appropriate (see [Sections SG03 4.27](#) and [4.28](#)).

Note also the recommendation to appoint members of the senior management to a Crisis Management Team, to deal with strategic issues arising from a crisis at any time during the event cycle (see [Section SG03 3.4](#)).

## **SG03 4.2 Chain of command**

The composition of the safety management team will vary according to the venue, along with the scale and type of events being staged. However, in all locations the following basic requirements apply:

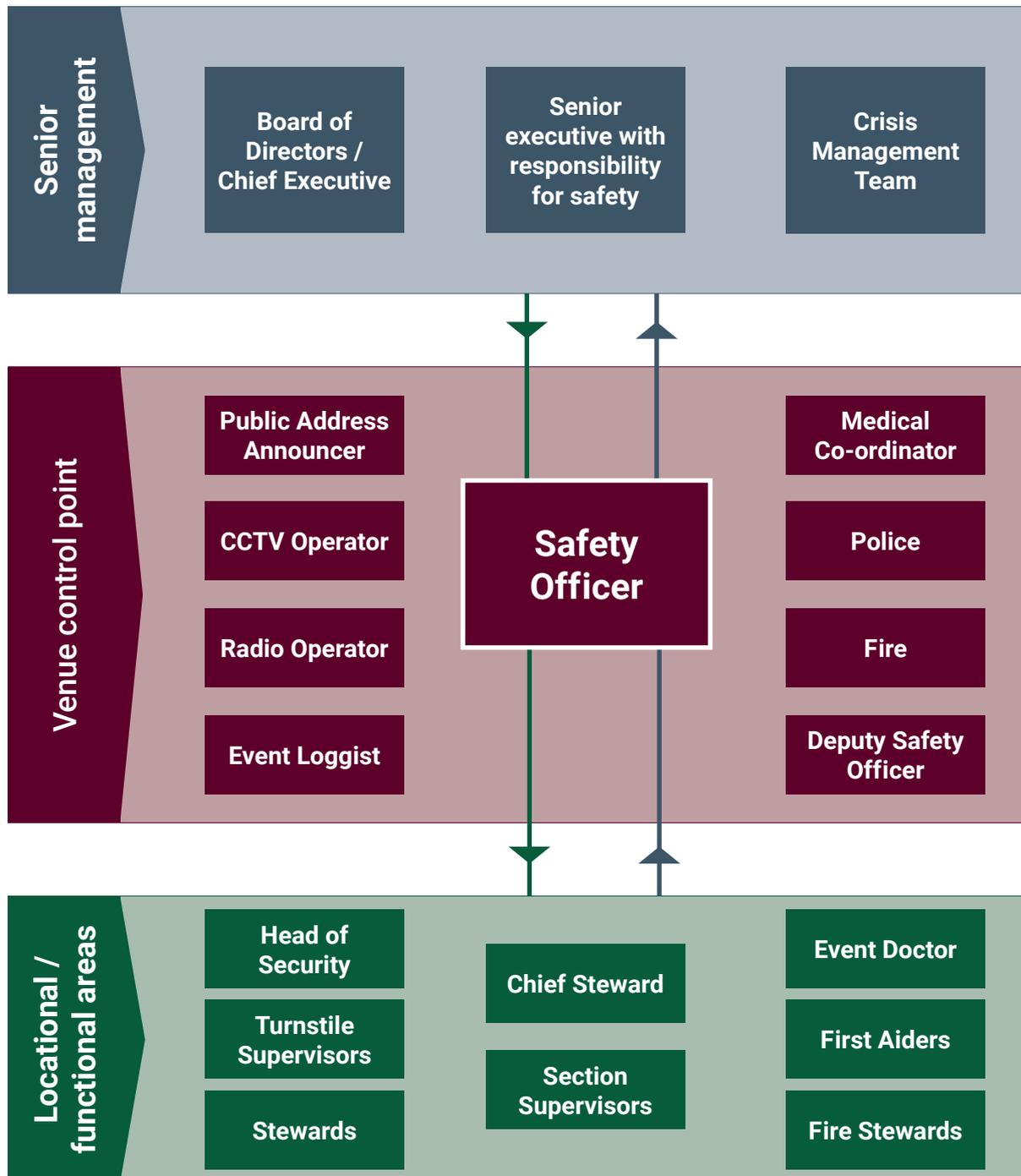
- a.** During an event, the responsibility for tactical and operational decisions should rest with the Safety Officer, unless or until the seriousness of an incident calls for external agencies, such as the police or fire service, to share or assume control, as laid down in the management's *Event Safety Policy* (see [Section SG03 8.5](#)) and/or the *Statement of Intent* (see [Section SG03 2.14](#)).
- b.** Management should set out and circulate a *Chain of Command* (an example of which is illustrated in [Figure SG03 5](#)), together with a *Communications Plan* (see [Section SG03 8.11](#)), making it clear who reports to whom, and through which channels, during an event.
- c.** Every member of the safety management team should be made aware of their own roles and responsibilities, including when responding to incidents.



### Figure SG03 5 Sample chain of command and communications structure for a medium to large venue

This chart shows a typical safety management structure – or chain of command – at a medium to large size venue, with management taking the lead on strategic planning but delegating authority on tactical and operational matters to the Safety Officer, located in the venue’s control point.

Whatever command structure is in place, and however it is represented in the *Operations Manual*, it is vital that all parties and individuals are familiar with their areas of responsibility and lines of communication during events.





### SG03 4.3 Senior executive with responsibility for safety

As stated in [Section SG03 4.1.a](#), a senior representative of the venue management or the event organiser should be appointed to assume overall strategic responsibility for safety. This individual should:

- a. lead any discussion on safety matters at a strategic level, which, as stated in [Section SG03 3.2.e](#), should form a standing item on the agenda of every executive, board or management meeting
- b. report to the executive or board of directors on safety issues
- c. ensure that no decisions are made at a senior level that might compromise safety during events
- d. support the work of the Safety Officer
- e. ensure that all staff are:
  - i. vetted
  - ii. suitably qualified
  - iii. capable of carrying out their role
- f. maintain and keep under review the organisation's *Risk Register* (see [Section SG03 3.3](#)).

### SG03 4.4 Safety Officer – competencies, status and training

As stated in [Section 3.7](#) of the *Green Guide*, it is the responsibility of the venue management or, where applicable, the event organiser, to appoint a Safety Officer. This individual may also have duties on non-event days, for example concerning security or facilities management. But on event days they must have *no other responsibilities other than those set out in their job description as Safety Officer* (see below and [Section SG03 4.5](#)).

The Safety Officer plays a pivotal role in the implementation of the management's *Event Safety Policy* and, as such, should be a skilled and experienced professional who has demonstrated occupational competency for the role.

Before appointing such an individual, the venue management or event organiser should draw up a detailed job description, clearly identifying the functions expected of the Safety Officer. *Once again, these functions should not include any that might reduce their effectiveness in that role during an event.*

When appointing a Safety Officer, the following attributes and requirements should be taken into account:

#### a. Competence

The Safety Officer should be able to:

- i. demonstrate an understanding of the key requirements of the *Green Guide* and all related [SGSA publications](#), such as the determination of a safe capacity for each event



- ii. draft, implement and review the various pieces of documentation required for the *Operations Manual* (see [Chapter SG03 8.0](#)), the *Event Management Plan* ([Chapter SG03 9.0](#)) and the *Event Record* ([Chapter SG03 10.0](#))
- iii. conduct, or commission from competent third parties, all risk assessments deemed essential to the safe management of an event (as highlighted throughout this *Supplementary Guidance*), and identify appropriate mitigation measures
- iv. communicate clearly with staff and the public, and possess the necessary character to be able to assess and deal with developing situations promptly, and in a calm manner.

**b. Status**

On non-event days, the Safety Officer should:

- i. have direct access to the senior executive with responsibility for safety
- ii. be regarded as a principal adviser to management on all spectator-related safety issues.

During an event, the Safety Officer should:

- iii. be recognised as being in overall control of all operational matters in relation to safety management
- iv. be given the authority to make any safety-related decisions without having to refer to the senior executive with responsibility for safety, the venue management or the event organiser.

**c. Training**

Safety Officers typically enter the profession by a variety of career paths, bringing with them knowledge and experience from other fields that are fully transferable. For this reason, candidates for the role should not be assessed solely on their qualifications.

That said, there are a number of qualifications and training pathways that the management of a venue might deem appropriate, relevant or, in some instances, necessary, according to the venue, the type of events being staged and/or the level of resources otherwise available.

In the UK, for example, a relevant Level 4 vocational qualification in safety management may be considered as a minimum standard of qualification needed to demonstrate competency.

However, as a pathway, material qualifications and previous experience may include:

- i. relevant courses in spectator management run by the police service for serving officers
- ii. courses in health and safety management
- iii. courses in public safety
- iv. degrees in risk or event management.

Safety Officers should also have attended an appropriate [Action Counters Terrorism \(ACT\) Strategic session](#).



Note that in the UK, if candidates do not hold a relevant Level 4 vocational qualification, the courses they have taken, and the qualifications they might hold, should still be mapped against the Level 4 National Occupational Standards for spectator safety, and those set out by the Council of Europe's [Standing Committee on Safety, Security and Service at Football Matches and other Sports Events](#). Any such assessments should be recorded and retained, and provided to the local authority upon request.

**d. Continuing professional development**

Safety Officers should, with the help of senior management representatives, produce a personal development plan. They should be provided with funding and allowed time to attend courses, seminars and lectures to assist with their continuing professional development.

Guidance on continuing professional development for Safety Officers, along with a development record template, is available in [Annex SG03 A](#).

## **SG03 4.5 Safety Officer – role, duties and responsibilities**

Management should draw up a detailed job description, clearly setting out the role of the Safety Officer.

The specific duties and responsibilities of the Safety Officer include, but are not limited to:

- a.** The preparation, monitoring, reviewing and maintenance of an *Operations Manual* (see [Chapter SG03 8.0](#)), and for each event, an *Event Management Plan* ([Chapter SG03 9.0](#)) and the *Event Record* ([Chapter SG03 10.0](#)).
- b.** Recruiting and training safety personnel (see [Sections SG03 4.15](#) and [4.18](#)).
- c.** Internal liaison with:
  - i.** the senior executive with responsibility for safety
  - ii.** relevant functional areas or departments; in relation to decisions, for example, on ticket sales, segregation, and promotional or marketing activities (such as free entry for large groups of school children, for which facilities or staffing arrangements might need to be modified).
- d.** External liaison with:
  - i.** the event organisers
  - ii.** relevant stakeholders, including the local authority, police and other emergency services, transport providers, highways authorities and medical providers
  - iii.** relevant stakeholders concerned with Zone Ex.

It is emphasised that no stakeholder in an event – be it the venue management, competition officials, event participants, or representatives of the media or of commercial interests – should make any decisions relating to the event that could have implications for safety *without* the agreement of the Safety Officer.

- e.** Directing the briefing and debriefing of safety personnel (see [Section SG03 9.9](#)).
- f.** Overseeing the reporting and initial investigation of incidents during an event.



*Whichever roles are included in a Safety Officer's job description, it is stressed that the individual must not be assigned to an event if they have had no input into the safety management planning for that event.*

*Moreover, if the Safety Officer cannot effectively carry out these roles in full, or is not in attendance and there is no deputy available, consideration should be given as to whether or not the event takes place.*

In this respect, it is worth noting that, as stated in Section 3.10 of the *Green Guide*, in the UK it is common for safety certificates to state that, in the absence of a named Safety Officer, the capacity of the venue will be reduced to zero (that is, the event can still be staged, but with no spectators present).

Whether or not such a condition applies, management should always ensure that plans are in place to cover the absence or non-availability of key personnel.

The potential non-availability of key personnel should also form an element of the venue management or event organiser's contingency plans (see Section 3.15 of the *Green Guide* and [Chapter SG03 7.0](#)).

#### **SG03 4.6 Safety Officer – workload**

It is highly unlikely that the tasks allocated to a Safety Officer can be completed in full on event days only. Preparation is essential, even at smaller venues where the Safety Officer might be employed on a part-time basis. Safety Officers must therefore be able, and be permitted, to commit sufficient time to undertake their full duties, in addition to the time spent overseeing events.

The Safety Officer should also have access to any necessary administrative support (see also [Section SG03 4.8](#)).

#### **SG03 4.7 Safety Officer – additional responsibilities**

As stated in [Section SG03 4.4](#), it is emphasised that, on an event day, the Safety Officer should have *no other responsibilities* other than safety.

Therefore, at venues where the role of Safety Officer is combined with other duties on non-event days – for example security or facilities management – care must be taken to avoid any confusion of roles. Thus, in the latter case, on event days any issues relating to facilities must be resolved *without* recourse to the Safety Officer.

#### **SG03 4.8 Safety Officer – facilities**

In addition to providing administrative support, it is the responsibility of management to provide the Safety Officer with adequate facilities on event days and, where appropriate, on non-event days. These might include space for storing documentation and for holding meetings in private.

At some venues the control point will be able to accommodate these needs. At others the control point might be too small, or its location might be unsuitable for use on non-event days. Where such concerns exist, it is recommended that the Safety Officer be provided with an office or workspace within the venue.

For more detailed guidance on the provision and management of a control point, see Chapter 16 of the *Green Guide* and [Annex SG03 C](#).



## SG03 4.9 Safety Officer – identification and communication

On event days it is essential that the Safety Officer can be easily identified – for example by wearing a high visibility and labelled jacket or tabard when not in the control point – and can be contacted immediately at all times. If it is necessary during an event for the Safety Officer to leave the control point, a competent person should be left on duty.

The Safety Officer should also remain in direct contact with that person, either by radio, telephone or via a digital event management tool.

Note that a reliance on the use of mobile telephone networks is *not* recommended.

## SG03 4.10 Safety Officer – deputising

All aspects of a venue’s safety management operation should have a degree of resilience. That is, as stated in [Section SG03 4.1](#), the management should draw up plans to cover for the non-availability of safety personnel on an event day, and appoint competent deputies for key safety roles, starting with the Safety Officer.

In the UK, a Deputy Safety Officer, in common with the Safety Officer, should have a Level 4 spectator safety qualification on the relevant qualification framework (or the Level 3 Extended Certificate at smaller venues), or should be working towards such a qualification. If neither is the case, they should be encouraged to start on this training pathway.

As recommended in the *Green Guide*, deputies should have worked alongside the Safety Officer for at least four events, before they take charge on their own.

It is also considered good practice for the Deputy Safety Officer to be placed in charge of events at which the Safety Officer is present, in order that they may demonstrate their competence and gain experience.

When in charge, the Deputy Safety Officer should be vested with all the authority normally held by the Safety Officer.

## SG03 4.11 Staffing – risk assessment

It is the responsibility of management to ensure that, in addition to the presence of the Safety Officer and/or the Deputy, sufficient safety staff are on duty during an event.

As recommended in Section 3.11 of the *Green Guide*, therefore, a detailed risk assessment should be undertaken for each event before determining the final number, location and duties of all safety staff.

The stewarding element of this assessment should then be set out in a *Stewarding Plan*, which itself should form part of the *Event Management Plan* (see [Chapter SG03 9.0](#)).

The event specific staffing risk assessment should take into consideration the following factors:

- a. the anticipated attendance
- b. the spectator profile and behavioural record
- c. the type of event



- d. the duration and timing of the event
- e. the safety staff's level of familiarity with the venue
- f. the likelihood of a security threat
- g. any changes to the venue, for example the erection of temporary structures
- h. any other perceived increases or decreases in risk.

The staffing risk assessment should also take into consideration the likelihood that a certain number of staff may fail to attend, or the possibility that there may be a shortfall in the number of stewards provided by third party contractors. Such shortages, clearly, could have a negative impact on the safety management operation.

*For this reason, it is common practice to factor in a non-attendance rate of ten per cent when drawing up staffing levels for an event.*

The number of stewards deployed should not fall below the minimum number specified in the *Stewarding Plan*, or, where applicable, in the venue's safety certificate.

If stewarding numbers cannot be maintained at the appropriate level, the (S) factor should be reduced (see [Section SG03 4.24](#)).

## SG03 4.12 Stewarding Plan – roles and numbers

As stated above, following a staffing risk assessment it is the responsibility of the venue management and/or event organiser to draw up a *Stewarding Plan* for each event. This will set out the proposed number of stewards to be deployed, the roles that each steward will undertake and where they will be deployed.

The *Stewarding Plan* for each event should be held within the *Event Management Plan* (see [Chapter SG03 9.0](#)) and retained as part of the *Event Record* (see [Chapter SG03 10.0](#)).

Experience shows that management should meet the stewarding needs of most events by ensuring the availability of the following staff:

- a. **Supervisory staff:** for example, the Safety Officer, Deputy Safety Officer, plus Chief Stewards (also known as Senior Stewards or Team Leaders).

These supervisory staff will be supported by general stewards in one or more of the following categories:

- b. **Static stewarding posts:** located, for example, at crowd monitoring points, turnstiles, exits, perimeter gates, escalators and other strategic points or areas.
- c. **Mobile stewarding posts:** typically a ratio of one steward per 250 of the anticipated attendance.

This ratio should be increased where the event specific risk assessment (see [Section SG03 5.9](#)) has identified the need for an increased level of safety management; for example, when large numbers of children are expected to attend, or where it is anticipated that large numbers of spectators will not comply with safety instructions.



In such circumstances, the Safety Officer should consider a higher ratio of staffing overall, of one steward per 100 spectators, or even higher in specific locations. (Where there is a risk of unauthorised encroachment onto the pitch or area of activity, however, the higher ratio need apply only to the appropriate areas.)

- d. Fire stewards** (also known as fire marshals): whose roles and responsibilities should be detailed in the *Fire Safety Plan* (see [Section SG03 8.4.s](#)).
- e. Specialist stewards:** for example:
  - i. those deployed in areas used by disabled people (see [Section SG03 3.9](#)), or by children, young persons or vulnerable adults (see [Section SG03 3.10](#))
  - ii. those trained in conflict resolution.
- f. Additional stewards:** if needed for deployment in particular circumstances or for particular events.

*Note that it is vital that procedures are in place to register and count all safety staff as they report for duty. These numbers should be communicated to the control point and updated as necessary.*

Venue management should also adopt a positive recruitment policy to ensure that it has a sufficient number of competent stewards available for every event, bearing in mind that not every steward will be available on each occasion and to reflect seasonal movement of staff.

To further achieve resilience, venue management and/or event organisers should ensure that contingency plans are in place to cover the absence of key personnel and/or a significant shortage of safety staff (see [Sections SG03 5.9.c](#) and [7.7.c](#)).

### **SG03 4.13 Stewarding Plan – balancing experience and inexperience**

When drawing up a *Stewarding Plan* management should take into account firstly, the possibility that not all stewards will be fully trained or experienced, and secondly, that, as stated in [Section SG03 4.17](#), stewards should not be deployed to work alone at a venue until they have been deployed during at least *four events*, preferably at the same venue.

At the same time, it is recognised that stewarding numbers, and the required balance between experienced and inexperienced stewards, and between trained and untrained stewards, may be varied according to the specific nature of the event.

It is therefore recommended that the *Stewarding Plan* sets out the minimum numbers of stewards to serve in the following roles:

- a. All supervisory and safety critical roles** (whether in static locations or mobile) be filled only by experienced, qualified and competent stewards (see [Section 4.11](#) of the *Green Guide* and [Section SG03 4.19](#)).
- b. All other static and mobile roles** may be staffed by stewards who are less experienced or have yet to successfully complete their training and assessment.



## SG03 4.14 Stewards – a definition

For the purposes of the *Green Guide* and this *Supplementary Guidance*, a steward is defined as a person who:

- a. has met the training requirements set out in [Section SG03 4.18](#), or
- b. is undergoing training and assessment towards the meeting of such requirements  
and
- c. is employed or contracted – whether paid or voluntary – by the venue management and/or event organiser to act in accordance with the general recommendations of the *Green Guide*, and, where appropriate, the specific requirements of the venue’s safety certificate  
and
- d. is appropriately attired, equipped and briefed.

Note that stewarding duties may also be undertaken by other personnel – such as car park attendants or turnstile operators – provided that they meet the criteria listed above and also, crucially, that their other duties are confined to specific time slots during an event.

However, individuals such as security guards or hospitality staff, who may be required to attend to their duties at any time during an event, *should not, in any circumstances, regardless of their qualifications*, be considered as stewards within the event day *Stewarding Plan*.

*It is stressed that where events are to be staged using stewards who do not meet the criteria above, the venue management and/or event organiser should assess in advance the risks arising from deploying untrained individuals in safety critical roles.*

## SG03 4.15 Stewards – appointment and qualities

However competent are the venue’s senior management and the Safety Officer, effective event safety management relies to a great extent upon stewards. Indeed, as stated earlier, at many events stewards are often the first and only point of contact between the venue management and/or event organiser and members of the public.

As such, the performance and interpersonal skills of individual stewards can have a strong bearing on delivering a safe, secure and welcoming event, while collectively, the overall standard of stewarding is one of the main factors in determining the (S) factor for any venue (see [Section SG03 4.24](#)).

Typically, stewards deployed at a venue will include staff employed directly by the venue itself and/or by personnel supplied by a facilities management company, or by an agency, or a combination of some or all of these categories.

If employed directly by the venue management and/or the event organiser, all applicants should be interviewed, vetted and, where necessary, assessed before appointment to ascertain that they meet the requirements.

*All stewards, regardless of their employment status, should be fit and active with the maturity, character and temperament to carry out the duties required of them.*



They should be able to understand and communicate verbal and written instructions in the designated or official language for the venue.

For guidance on the deployment of contract stewards, see [Section SG03 4.20](#).

For guidance on the deployment of volunteers, see [Section SG03 4.21](#).

## **SG03 4.16 Stewards – summary of duties**

Based on Sections 4.1 and 4.6 of the *Green Guide*, the duties of stewards can be summarised as follows:

- a.** to assist with, and be aware of the safety, security and service needs of *all* spectators
- b.** to demonstrate interpersonal skills
- c.** to assist with the circulation of spectators: that is to control or direct spectators who are entering or leaving the venue, and to help achieve a safe, even flow of people in, to and from the viewing areas
- d.** to monitor and control crowd movements and density within viewing areas, so as to prevent overcrowding
- e.** to reduce the likelihood and incidence of anti-social behaviour and/or disorder by monitoring and, where appropriate, responding to incidents and alerting the control point
- f.** to identify and report any potential hazards; for example, trip hazards, defective services or fire hazards
- g.** to respond to incidents (such as the early stages of a fire, a medical incident, or structural defect); to communicate with the control point, and to take the necessary immediate action
- h.** to have the ability and resources to investigate and report on an incident; that is, to describe accurately and record incidents that they have witnessed or experienced, for reporting, reviewing and auditing purposes
- i.** to be confident and competent in the use of technology and equipment supplied by the management, such as radios, digital devices and loud hailers
- j.** to undertake specific duties as directed by the Safety Officer, for example:
  - i.** to support compliance with the conditions of entry as set out in the venue's regulations and, where a safety certificate is in place, any other conditions that may apply
  - ii.** where required, and where legal powers permit, to search spectators prior to entry as a condition of admittance
  - iii.** to staff entrances, exits and other strategic points (for example, the pitch or area of activity), or any exit doors or gates that are not continuously secured in the open position whilst the venue is in use
  - iv.** where directed by the Safety Officer, to support the emergency services in the safety management operation.

This list, it is emphasised, is for guidance only and is not intended to serve as the content for a programme of training, or as the basis for a detailed curriculum.



## SG03 4.17 Stewards' training and assessment – management responsibility

It is the responsibility of the venue management and/or event organiser to ensure that all stewards, whether employed in-house or under contract, are trained, and that their competence to undertake the duties expected of them is assessed.

This will require meeting the following conditions:

- a. Training should be conducted by occupationally competent persons or organisations, who should also assess the stewards' competency to perform their duties.

In the UK, a series of National Occupational Standards have been specifically developed for personnel working in spectator safety. For example, stewards are required to attain a Level 2 certificate, supervisors a Level 3 certificate and senior stewards a Level 3 extended certificate.

Only after learners have been assessed for their knowledge and understanding, and observed performing their intended role – using relevant and appropriate educational assessment methods – can a qualification be awarded. Moreover, this must be a regulated qualification, issued by the relevant regulated awarding organisation.

Further details of UK training and the assessment strategies for each level of qualification is available via the [SGSA website](#).

- b. The training should include attendance at four events, preferably at the same venue, partnered by a qualified and experienced steward.
- c. Stewards who have yet to complete their training or assessments, or who have not attended four events partnered by a qualified and experienced steward, should not be deployed unaccompanied at an event (see [Section SG03 4.13](#)).
- d. It is a requirement that stewards should complete their training and assessment, and obtain external qualification or certification, within 12 months, dating from the start of their first induction training.
- e. The training should also include completion of the relevant [Action Counters Terrorism \(ACT\) Awareness eLearning session](#).
- f. Records of all training sessions attended, and all assessments, must be kept on each individual's personnel file, held by the venue management and/or event organiser, and made available upon reasonable request for inspection by the relevant regulators (such as the SGSA or the local authority), and, where a safety certificate is in force, by the local authority.

These records provide evidence that the venue management and/or event organiser, or the agency providing the personnel, are investing in training and assessment.

The records of safety personnel employed by third party agencies should also be made available to the relevant regulators, and to prospective clients.



These records should:

- i. outline the forms of delivery used during the training process; for example, face-to-face, remote or group sessions
- ii. include details of the internal and external quality assurance processes relating to the delivery of training and assessments.

Note that in the UK, although they have similar functions, the role of a steward is different from that of a security officer or door supervisor. Therefore, an individual who holds only a door supervisor qualification and is licensed by the Security Industry Authority (SIA) cannot be considered to be a steward.

Finally, it is the responsibility of the venue management and/or event organiser, or the agency providing the personnel, to have in place insurance to cover for acts or omissions by stewards and supervisors, based upon the training delivered and assessed.

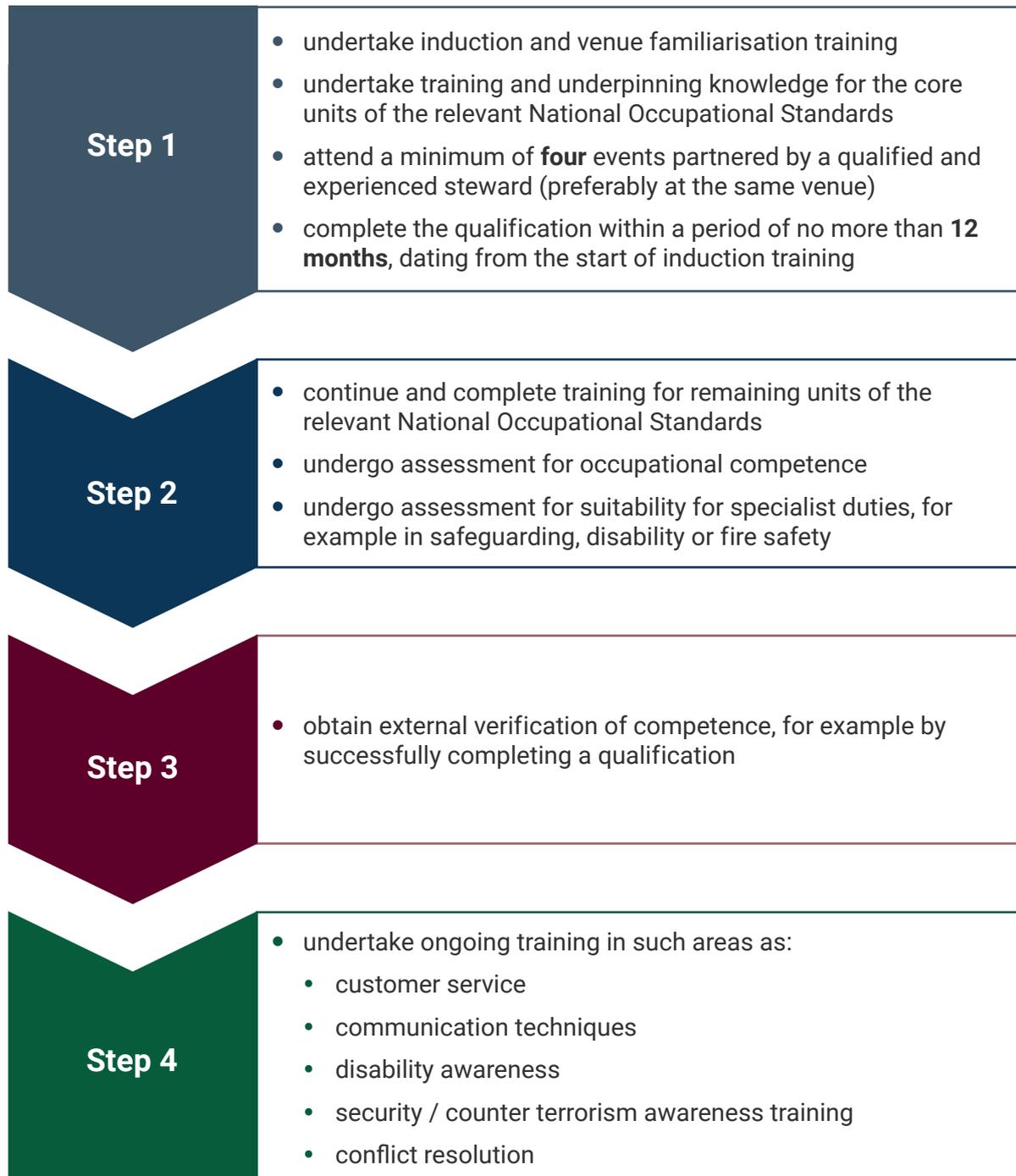
Figure SG03 6 summarises the stewards' training and assessment process.



## Figure SG03 6 Stewards' training and assessment process

As stated in Section SG03 4.17, it is the responsibility of the venue management and/or event organiser to ensure that all stewards, whether employed in-house or under contract, are trained, and that their competence to undertake the duties expected of them is assessed.

This chart summarises the four steps of training and assessment recommended in the UK.





## SG03 4.18 Stewards' training – details

Stewards' training falls into the following main categories:

- a. General duties and areas of knowledge pertaining to all stewards**, to include an awareness and understanding of:
  - i. the roles and responsibilities of a steward
  - ii. the legal rights and powers of a steward
  - iii. the safety, security and service needs of all spectators
  - iv. the basics of crowd dynamics and movement
  - v. basic safety and safeguarding issues relating to disabled people, children, young persons and vulnerable adults
  - vi. how to identify, respond to and, where possible, resolve confrontational behaviour
  - vii. the need to communicate with the public, clearly and with authority
  - viii. basic life support skills
  - ix. how to respond to a hazard, such as a fire
  - x. search techniques and protocols, where required, and subject to national laws
  - xi. how to identify and respond to incidents of racist, sexist, homophobic or any other anti-social behaviour (including the display of discriminatory symbols)
  - xii. the basics of security and counter terrorism measures.
- b. Duties and areas of knowledge pertaining to a specific venue**, to include familiarity with:
  - i. the venue's layout, including all entrances, exits and circulation routes
  - ii. the venue's regulations and conditions of entry, including which items are prohibited
  - iii. all forms of ticketing and accreditation in use at the venue, including how to check for counterfeits
  - iv. all relevant signage
  - v. the use of the venue's communications equipment
  - vi. the *Stewards' Safety Handbook* and *Code of Conduct* (see [Figures SG03 7 and 8](#))
  - vii. the stewards' powers in respect of the refusal of entry, ejection, arrest and/or detention of spectators (subject to national laws and regulations)
  - viii. all relevant contingency and emergency plans (including evacuation routes and procedures) – see also [Chapter SG03 7.0](#).



- c. Duties and areas of knowledge pertaining to a specific event**, to include an awareness and understanding of:
  - i. the particular characteristics of the event in question
  - ii. which categories of spectator will be in attendance
  - iii. other factors that might influence spectator behaviour, such as the event's timing, its significance and, where applicable, the attendance of visiting supporters
  - iv. any external factors that might influence the safety management of the event, such as the weather, activities in Zone Ex, issues affecting local road networks or transport providers, or other events in the vicinity or on the same day
  - v. any security issues.

It is recommended that all stewards, no matter how experienced, should undergo refresher training on a regular basis and undertake continuing professional development; for example, taking courses on Basic Life Support Skills and ACT Awareness eLearning. Indeed, wherever possible, stewards should be encouraged to develop their own career path by undertaking further training to achieve higher qualifications.

In addition, it is strongly recommended that freelance stewards who work for several employers keep a record of their own personal development.

Further details of the qualifications that fulfil the requirements set out above, and what may be considered as acceptable alternatives, are available on the [SGSA website](#).

## **SG03 4.19 Supervisory stewards**

As stated in [Section SG03 4.1](#), supervisory stewards – also known as Chief Stewards, Senior Stewards or Team Leaders – form a link in the chain of command between the Safety Officer and/or Deputy Safety Officer, and the stewards, as illustrated in [Figure SG03 5](#).

Typically, supervisory stewards are responsible for a team of stewards who perform locational and/or functional roles. As such, they should be in radio contact with the control point at all times during an event, and their role should be clearly stated on their jacket or tabard.

Supervisory stewards should:

- a.** demonstrate leadership qualities, interpersonal skills and the ability to control those working under their direction
- b.** have the communication skills necessary to conduct pre-event briefings, and to issue instructions
- c.** be proactive throughout an event by monitoring the stewards and/or areas over which they have control
- d.** in response to an incident, and without having to wait for instructions from the Safety Officer, advise the control point of any action they are about to take and, if available, request CCTV coverage of the area, before directing stewards to respond to the incident



- e. after the event, debrief the stewards for which they are responsible, and
- f. report to the Safety Officer any incidents or defects at the venue, or any deficiencies in the stewarding operation.

Where a supervisor has had no previous experience of the sports or events industry but is appointed because of other skills, the employer should ensure that the supervisor has worked in the role for a minimum of four events, whilst being mentored, before being deployed in the role without additional support.

In the UK, it is a further requirement that newly appointed supervisors complete their training towards the Level 3 Certificate or Level 3 Extended Certificate at the earliest opportunity, but not more than six months after being appointed.

It is also considered good practice for competent supervisors to assume the role of Chief Steward or Deputy Safety Officer on some occasions in order to give the safety management team a degree of resilience, and to encourage individuals to further their occupational competency. This may include ongoing training in such areas as customer service, communication techniques (including the delivery of cascaded briefings), disability awareness and ACT awareness.

## SG03 4.20 **Contract or agency stewards**

The venue management and/or event organiser should ensure that any contract or Service Level Agreement for the supply of stewards from an agency or external provider specifies:

- a. The stewards' duties and responsibilities.
- b. Their required training and qualifications or certification.
- c. The number who must be fully qualified and the number who may still be undergoing training and assessment.
- d. The records to be maintained and supplied to management by the agency or external provider.

The venue management and/or event organiser should also ensure that:

- e. Any third party providing contracted staff complies with existing legislation and/or legal requirements relating to the hiring, remuneration and employment conditions of contract stewards.

In the UK, for example, it is recommended that security contractors comply with the conditions set out by the Security Industry Authority (SIA) [Approved Contractor Accreditation Scheme](#).

- f. All contracted staff are suitably briefed and equipped, and those who do not work regularly at the venue undergo a familiarisation session.

## SG03 4.21 **Volunteers**

At venues hosting certain events, and particularly at national sporting championships and major international tournaments, there is a long tradition of volunteers serving a number of roles.

While this contribution is to be welcomed, it is nevertheless emphasised that in order to be deployed as stewards, volunteers should:



- a. meet the requirements set out in [Section SG03 4.14](#), and
- b. be trained according to the recommendations set out in [Sections SG03 4.17](#) and [4.18](#).

Volunteers who do *not* meet these two criteria should *not* be deployed as stewards but may still be allocated duties that are non safety-related, such as meeting and greeting, wayfinding assistance, soft ticketing checks, or in hospitality.

It is further recommended that a member of the safety management team, for example a supervisory steward, should be appointed in a liaison role, to ensure that:

- c. voluntary stewards remain engaged with, and committed to, the venue management and/or event organiser's *Event Safety Policy*
- d. the number of voluntary stewards, and their availability, remains at the level specified by the *Stewarding Plan*.

It is further recommended that for major events, and for events held across a number of sites, the recruitment of voluntary stewards should commence sufficiently in advance to allow for vetting, training, accreditation, role allocation and the distribution of clothing and, where needed, personal protective equipment.

Venue management and/or event organisers should also maintain clear, regular and supportive communications with all volunteers – whether stewards or otherwise – throughout the event cycle, to reduce the risk of attrition and/or non-attendance.

Finally, volunteers working in all other non safety-related roles should, as is recommended for all venue and event staff, be familiar with safety procedures in relation to their own areas of responsibility, including security concerns and reporting procedures.

## **SG03 4.22 Stewards – identification and appearance**

Experience shows that people attending events react more favourably towards stewards who are readily identifiable, and who are clean and tidy in appearance. It is equally important that all stewards are readily identifiable by fellow stewards and other safety personnel.

Venue management and/or event organisers should therefore ensure that:

- a. Stewards are provided with high visibility, weather-proof jackets or tabards which meet current safety standards, or other clearly visible means of identification, as identified at [Figure SG03 10](#). Armbands alone are not acceptable.

Each jacket or tabard should:

- i. clearly indicate the duty performed by the steward; for example, 'chief steward', 'supervisor', 'steward' or 'car park steward'
  - ii. carry a unique identification number, which should not be obscured by over-bibs or any other items of clothing.
- b. Stewards should be advised that any personal protective equipment issued should be worn as intended.



- c. Stewards working in hospitality areas who might be subject to a different dress code should be given access, should an incident occur, to high visibility tabards, or arm bands, or gloves, to make them more clearly identifiable.
- d. Stewards' clothing should be stored securely at the venue in a suitably sized and equipped room.
- e. Stewards should collect their work clothing when they sign in for duty. They should not be permitted to wear it when travelling to or from the venue, both for their own safety and to ensure that it is neither damaged, lost or stolen by those who might wish to gain unlawful or unaccredited access to the venue.

The advice in [Section SG03 4.32.e](#) should also be noted: that event staff who are provided with an accreditation pass should not wear or display it in public areas outside the venue, in order to avoid the pass being photographed and counterfeited.

- f. Stewards should be advised that their personal clothing should not in any way appear partisan or be likely to cause offence.

All or a selection of these requirements should be set out in the *Stewards' Code of Conduct* (see [Figure SG03 8](#)).

### SG03 4.23 **Stewards – documentation**

As emphasised in [Section SG03 4.15](#), stewards may be the only point of contact between the venue management and/or event organiser and the public during an event. It is therefore recommended that:

- a. a **Stewards' Safety Handbook**, as summarised in [Figure SG03 7](#)  
and
- b. a **Stewards' Code of Conduct**, as summarised in [Figure SG03 8](#)  
should be drawn up – whether in printed or digital form – and issued to each steward.
- c. **Stewards' Records**

It is also important that a record or profile form for each steward is maintained and kept under review. The information to be recorded should include:

- i. name, age, address, and contact numbers
- ii. relevant professional or vocational qualifications (for example, firefighter or first aider)
- iii. training sessions attended, including continuing professional development
- iv. events attended, duties allocated or positions occupied in the venue for each event
- v. briefing and debriefing sessions attended
- vi. the results of any assessments made.

All such documentation should be available for inspection by authorised persons.



## Figure SG03 7 **Stewards' Safety Handbook – suggested contents**

Each steward should be issued with a *Stewards' Safety Handbook* – in printed and/or digital form – providing key information about the venue and setting out their duties and responsibilities.

Typical headings are shown here, but each venue management and/or event organiser should tailor the contents according to their own circumstances.

### Stewards' Safety Handbook

<b>Introduction to the venue, its layout and management</b>	<b>Summary of general duties of stewards</b>	<b>Any specific duties</b>
<b>Duties before event</b>	<b>Duties during event</b>	<b>Duties after event</b>
<b>Code of Conduct</b>	<b>Customer service</b>	<b>Conditions of entry and/or ground or venue regulations</b>
<b>Plans of venue, including exit routes</b>	<b>Communication and radio call signs</b>	<b>Key point telephones and fire safety points</b>
<b>Security arrangements</b>	<b>Emergency procedures</b>	<b>Contingency plans</b>
<b>Fire precautions and fire safety</b>	<b>Details of testing and exercises</b>	<b>Additional notes</b>



## Figure SG03 8 Stewards' Code of Conduct

As emphasised in [Section SG03 4.15](#), stewards are representatives of the venue management and/or event organiser, and during an event may be the only point of contact between the management and the public.

It is therefore recommended that a *Stewards' Code of Conduct* be provided to every steward. The *Code* should be brief, cover only one side of paper or card, or its equivalent in digital form, and be included in the *Stewards' Safety Handbook* (see [Figure SG03 7](#)).

Note that the points covered in the sample below may need to be adapted or extended according to the venue and/or event.

### Sample Stewards' Code of Conduct

- Stewards should at all times be polite, courteous and helpful to all spectators, regardless of their affiliations.
- Stewards should at all times be clean, tidy and smartly dressed.
- Stewards are not employed, hired or contracted to watch the event but should at all times concentrate on their duties and responsibilities.
- Stewards should never wear clothing that may appear partisan or cause offence while on duty – including clothing with discriminatory messages or branding.
- Stewards should never celebrate or show extreme reaction to the event.
- Stewards should never use obscene, offensive, discriminatory or intimidating language or gestures.
- Stewards should never eat, drink or smoke in public view.
- Stewards should never consume alcohol or illegal substances before or during the event.
- Stewards should never use a mobile phone for personal reasons whilst on duty.



## SG03 4.24 Stewarding and the (S) factor

As explained in Sections 2.4 and 4.19 of the *Green Guide*, and in [Section SG03 2.9](#), the calculation of a venue's capacity must take into account the quality of safety management; that is, the (S) factor. An important indicator to be used when determining the (S) factor is the standard of stewarding.

It is the responsibility of the venue management and/or event organiser to assess the stewarding, and, where a safety certificate is in force, agree that assessment with the local authority. The assessment should be based on the requirements set out in the *Green Guide* and in this *Supplementary Guidance*.

Where the stewarding is of a high standard, an (S) factor of 1.0 may be applied.

Where the stewarding is poor – for example, if not enough stewards are deployed or if stewards are not attending to their duties – the (S) factor should be reduced, which in turn may require the capacity of the venue to be reduced until the inadequacies have been addressed.

## SG03 4.25 Zone Ex personnel

Personnel deployed within Zone Ex are often the first and last points of contact for those attending an event. Such individuals should therefore be skilled in the area of customer service and be able to give clear, concise information, particularly when assisting people who may be unfamiliar with the venue or its surroundings.

Whilst it is recognised that such personnel, whether employed or voluntary, may have limited powers, it is nevertheless important that their roles are clearly defined and agreed with all stakeholders, and that they are properly trained and briefed.

It is, furthermore, the responsibility of the employers of the personnel within Zone Ex – whether that is the venue management, event organiser or external agencies – to conduct the relevant risk assessments.

The roles of personnel deployed in Zone Ex might include:

- a. providing customer service and wayfinding information on arrival and dispersal
- b. preparing spectators for entry procedures, and if appropriate, for searching
- c. undertaking soft ticket checks; that is, ensuring ticket holders have the correct ticket
- d. monitoring and controlling the arrival of spectators at the venue's points of entry, to prevent excessive congestion
- e. providing early notification to the venue's control point of any external issues that may impact upon the event.

Considering the last point, it should be remembered that whilst before an event spectators tend to arrive at the venue over an extended period of time, at the end of an event the majority seek to leave simultaneously, resulting in the need to ensure that circulation routes leading to transport hubs, car parks and so on, remain unobstructed and free flowing.

For more details on preparing a *Zone Ex Co-ordination Plan*, see [Section SG03 8.10](#).



## SG03 4.26 Personnel accompanying visiting supporters

In certain sports there are events at which it may be beneficial for the supporters of visiting teams to be accompanied by personnel from their own club or home ground.

Such individuals can use their knowledge and interpersonal relationships to assist the host venue's safety management team in a number of ways: for example, in meeting and greeting, soft ticket or membership checks, and in the ongoing monitoring of spectators' behaviour.

It is stressed, however, that these roles should be categorised as that of liaison only, and *not* as stewarding, as defined in [Sections SG03 4.14](#) and [4.16](#).

As such it is recommended that in order to avoid confusion, visiting personnel are provided with jackets or tabards marked 'visiting supporter liaison' or similar.

Moreover, under no circumstances should the venue management and/or event organiser depend on the presence of visiting personnel to make up for a shortfall in its own stewarding numbers, as set out in the *Stewarding Plan*, and/or, where applicable, in the venue's safety certificate.

Before an event at which visiting personnel are to be deployed in a liaison role, it is recommended that the safety management team at the host venue and the visiting club draw up a Service Level Agreement dealing with the following issues:

- a. What roles and responsibilities will each of the visiting personnel be assigned?
- b. Where will visiting personnel be accommodated during the event; for example, within the control point, at a static location within the spectator accommodation, or at a seat or place within the viewing accommodation?
- c. If it is considered necessary for visiting personnel to be familiarised with the venue and to attend briefings, what arrangements are in place to ensure that this will happen?
- d. How will the venue's safety management team communicate with the visiting personnel during the event?
- e. What role, if any, will visiting personnel take in response to an incident, or in the event of an emergency evacuation?

After all these and any other relevant points have been agreed, the details should be recorded in a Service Level Agreement, appended to the *Stewarding Plan*, and maintained as part of the *Event Record* (see [Sections 3.3.e](#) and [3.22](#) of the *Green Guide* and [Chapter SG03 10.0](#)).

It is also important that information concerning the numbers, roles and location of visiting personnel be made known to the relevant members of the safety management team as part of the pre-event briefing.

## SG03 4.27 Other staff and safety concerns

As stated in [Section 3.2](#) of the *Green Guide*, as part of the safety culture within the venue management or event organisation, staff within all functional departments should be made aware of the safety implications arising from their own actions and policies.



Such departments and staff members will typically include those in:

- a. facilities management (see following section)
- b. ticket sales
- c. communications
- d. accessibility
- e. safeguarding
- f. commercial
- g. hospitality.

Once again, it is the responsibility of the venue management and/or the event organiser to provide this awareness training, supplemented where necessary by a pre-event briefing.

It is further recommended that department managers and key staff members also take part in any relevant tests and exercises (see [Section SG03 7.17](#)).

## **SG03 4.28 Facilities management staff**

Although they might not have direct contact with spectators on event days, staff who manage and maintain the venue's facilities nevertheless play an important role in safety management. Not only do they ensure that the venue's infrastructure is safe – by carrying out any required building maintenance – they also have the responsibility to ensure that all the various systems in place are suitable, sufficient and fit for purpose.

Such systems include turnstiles and access controls, CCTV, heating, ventilation and air conditioning, water supplies and plumbing, lighting and alarm systems, smoke detectors and so on.

Facilities management also includes cleaning, the quality of which impacts both upon maintenance levels and the level of service provision available for spectators and other venue staff.

In some locations, facilities management staff may also undertake duties such as security or parking, or for making sure that parts of Zone Ex are prepared and cleaned before, during and after events.

As stated in Section 17.2 of the *Green Guide*, therefore, venue management and/or event organisers should have in place within the *Operations Manual* a detailed *Planned Preventative Maintenance Schedule* (see [Section SG03 8.12](#)).

They should also ensure that all maintenance and technical staff, whether in-house or provided by third parties, are suitably qualified and competent to undertake the work.

It is further recommended that the relevant facilities management staff are involved in the development and review of contingency plans relating to structures, systems and installations, and that they take part in any relevant tests and exercises.



## SG03 4.29 Accreditation procedures – basics

As stated in [Section SG03 3.8](#), the purpose of an accreditation system is to facilitate access to those individuals who have a need (because of their work), or a right (because they hold a particular form of ticket or pass), to enter certain areas within a venue, at a certain time, and to deny access to those who do not.

The venue management and/or event organiser should therefore have in place an accreditation system that is agreed in advance, covers all the relevant sections or zones within the venue, and is understood by all members of the safety management team.

This will require advanced planning to:

- a.** Establish which areas need to have controlled access. Examples include:
  - i. the pitch and/or area of activity
  - ii. the control point
  - iii. player and match official areas (sometimes referred to as the 'red' or 'green' zones)
  - iv. broadcast and media areas
  - v. hospitality and VIP areas
  - vi. plant rooms and maintenance areas
  - vii. backstage areas
  - viii. biosecure zones.
- b.** Assign names, numbers, initials or codes to identify each section or zone for which accreditation will be needed.
- c.** Design or adopt accreditation measures – for example using printed passes or digital passes stored on mobile devices, and/or items to be worn, such as wristbands or tabards – that best suit the venue and/or event in question, and to establish how these forms of accreditation will be checked; for example, by visual checks or the use of scanners.
- d.** Identify those client groups and individuals who are to be accredited, and to which zones they are to be allowed access.

## SG03 4.30 Accreditation procedures – planning and distribution

Once the basic elements of the accreditation system have been drawn up and agreed, more detailed planning can proceed, as follows:

- a.** All zones requiring accreditation should:
  - i. be identified (by number, letter or code) on any plans of the venue held in the control point and in the *Operations Manual*
  - ii. be identified on plans of the venue given to the accredited individuals
  - iii. have identification signs or markers clearly displayed by their entrance points.



- b.** The venue management and/or event organiser should determine which categories of organisation, contractor or individual will be granted access to which area, based strictly on their working roles and responsibilities during the event (and *not* on their status).
- c.** All applications for accreditation from organisations, contractors and individuals must be checked – and where necessary vetted (see [Section SG03 4.20](#)) – and processed in advance of the event’s start. Applicants should be required to provide:
  - i. the number of passes needed
  - ii. details of each individual’s intended role during the event
  - iii. the name and contact details of each individual.

It is recognised that applicants may not be able to supply this information immediately, but the venue management and/or event organiser should set a deadline beyond which late applications might not be processed.

*Only in exceptional circumstances, and always at the discretion of the venue management and/or event organiser, should an individual’s accreditation credentials be checked and processed on the day of an event.*

- d.** Records should be kept of:
  - i. the identity of all applicants (bearing in mind the need to store records in compliance with data protection laws)
  - ii. the identity of all successful applicants, together with the unique reference number of the accreditation pass or accreditation device subsequently issued (see point e. below)
  - iii. the total number of passes issued, for inclusion in the capacity calculations.
- e.** Whichever form of accreditation is adopted, the pass or device should display key pieces of information, which should include, as far as is possible, the following (also illustrated in [Figure SG03 9](#)):
  - i. the holder’s name
  - ii. the holder’s unique reference number, which could also be in the form of a barcode or QR code
  - iii. a photograph of the accredited individual (in order to ensure that the pass or device is not used by others)
  - iv. the individual’s role (for example, ‘competition official’, ‘photographer’, or ‘steward’)
  - v. the area or areas to which the accredited individual is to be permitted access (for example ‘Area A only’, or ‘All Areas’)
  - vi. the name and date of the event.

For added security, where possible it is further recommended that the pass incorporates either:

- vii. a watermark and/or hologram, and/or
- viii. radio frequency identification (RFID).



Note that a major advantage of using RFID is the ability of the safety management team to track where each accredited individual is, at any one time, to count numbers and, in extreme circumstances, to cancel remotely an individual's access. However, for these features to function, specialist software will be necessary. (Without such software RFID chips will only track holders to the same level as barcodes and/or QR codes.)

RFIDs are also more secure than barcodes and QR codes because they cannot be copied.

In addition, RFID chips allow the bearer to be scanned remotely.

- f.** The venue management and/or event organiser should decide whether accreditation passes or devices are to be distributed in advance of the event, or on the event day itself, and how the distribution process will be managed.

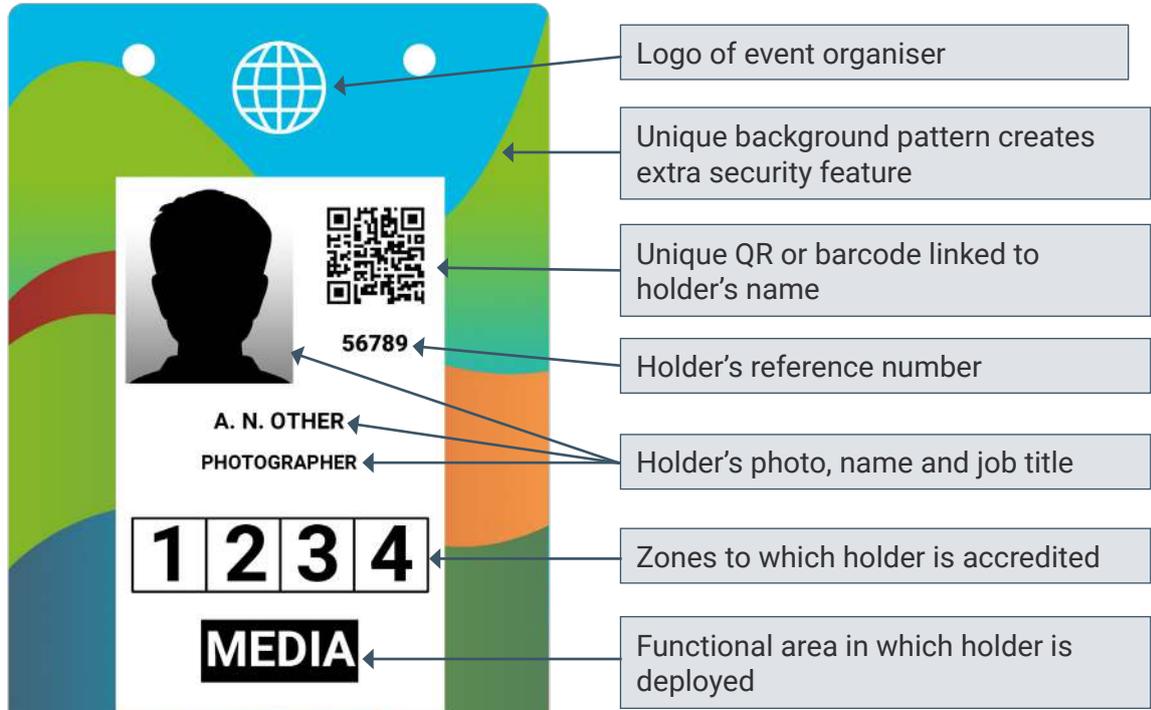
In making this decision, consideration should be given to the security of the distribution system (for example, the possibility that accreditation passes or devices might be copied, tampered with or lost in transit).

- g.** If accreditation passes or devices are to be allocated on the day of the event, accredited individuals should be advised in advance as to the location of the distribution point, known at major events as a Uniform Distribution and Accreditation Centre (UDAC).



## Figure SG03 9 Accreditation pass design and security features

Well-designed accreditation passes offer an additional level of security at an event, and should incorporate as many of the security features shown here as possible.



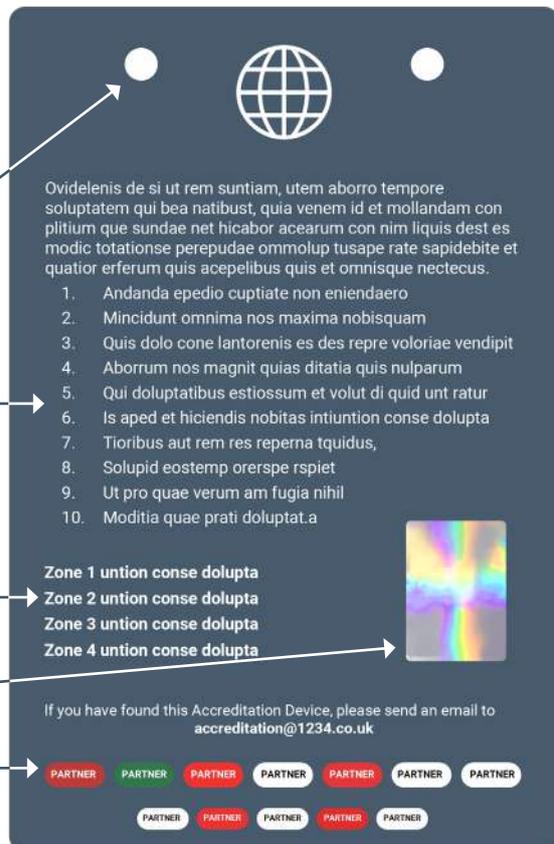
Holes for lanyard (the design of which may also be a security feature)

Terms and conditions of accreditation (might contain specific words or spellings as an extra security feature)

List of zones at venue

Hologram

Sponsor logos





## SG03 4.31 Accreditation passes and devices – design

Accreditation passes and devices generally fall into the following categories:

- a. A **printed pass**, either laminated or held in a clear plastic pocket, which the individual should display at all times and make available for checking whenever required, and which should include the following design features:
  - i. If incorporating barcodes or QR codes, these should be placed on the front of the pass, in such a way as to make it easy to scan.
  - ii. Similarly, the accredited individual's photograph should be on the front of the pass, for quick and easy identification.
  - iii. As a further precaution against misuse and counterfeiting, the back of the pass should incorporate additional security features (for example, a hologram, watermark and/or detailed text).

Note that single sided passes are not recommended as they are easier to counterfeit.

- iv. The design of passes should avoid the use of colour combinations and backgrounds that may lead to any of the contents being misunderstood by people with colour blindness (see [online Annex C](#) of the *Green Guide*).
- v. Ideally the pass should be worn around the neck with a lanyard, which itself might incorporate security features (such as patterns, colours and text).

Self-adhesive printed passes stuck onto clothing are not recommended.

For further guidance on the design of accreditation passes, see [Figure SG03 9](#).

- b. A **digital pass** stored on a mobile device.

Note that the use of a digital pass on a mobile device relies on the accredited individual having a charged device.

Venue management and/or event organisers should also have in place contingency plans for situations in which mobile devices cannot be used.

- c. **Bibs, tabards, armbands, wristbands and lanyards** are also commonly used as an additional means of identifying accredited individuals (but should not be used as the sole means of accreditation). These can be colour coded and labelled according to the individual's role, and should be clearly numbered (see [Figure SG03 10](#)), so that other members of the safety management team are able to identify these individuals from a distance, or on CCTV, without the need for their passes to be rechecked.

Moreover, the reference number of every item of clothing issued should be recorded against the name of the recipient.

## SG03 4.32 Accreditation passes and devices – management

For maximum security and ease of use, the management of accreditation passes and devices should meet the following requirements, details of which should form part of staff training and briefings:

- a. Whichever forms of passes, devices or clothing are used, it should be made clear to the accredited individual that these items:



- i. remain the property of the venue management and/or event organiser
- ii. are not transferable
- iii. should not be copied, or photographed for any reason, personal or otherwise, including for circulation on social media.

The venue management and/or event organiser may also wish to advise individuals that, in the event of loss or damage to the pass, they will be required to pay for a replacement.

- b.** Note that there may be some individuals who hold passes or forms of accreditation that apply to the venue on non-event days. It is nevertheless recommended that these individuals are accredited on an event basis also, to ensure that only staff members who work on event days are granted access.

If any pre-existing passes or forms of identification are to be deemed acceptable for the event in question, there must be in place a written agreement between the venue management and/or event organiser and the parties in question.

Moreover, safety management personnel must be trained in advance to recognise and authorise these forms of identification.

- c.** In the event of an incident, clearly, representatives of responding emergency services should be allowed free access to the area in question for as long as is required.

However, in all other instances, representatives of the emergency services, and of any other statutory bodies that have a role to perform at the event, should be issued with accreditation.

- d.** Accreditation procedures should allow for a contractor, where necessary, to be issued with an emergency pass, or for a representative of the venue management and/or event organiser to escort such an individual into or through restricted areas, as and when necessary.

- e.** Each pass (other than those cited in point b above) should be handed back at the end of the event to avoid unauthorised re-use or counterfeiting.

If the accreditation pass is to be valid on more than one event day and is to be retained by the accredited individual, the individual should be advised not to wear the pass in public areas outside the venue (in order to avoid the pass being photographed and counterfeited).

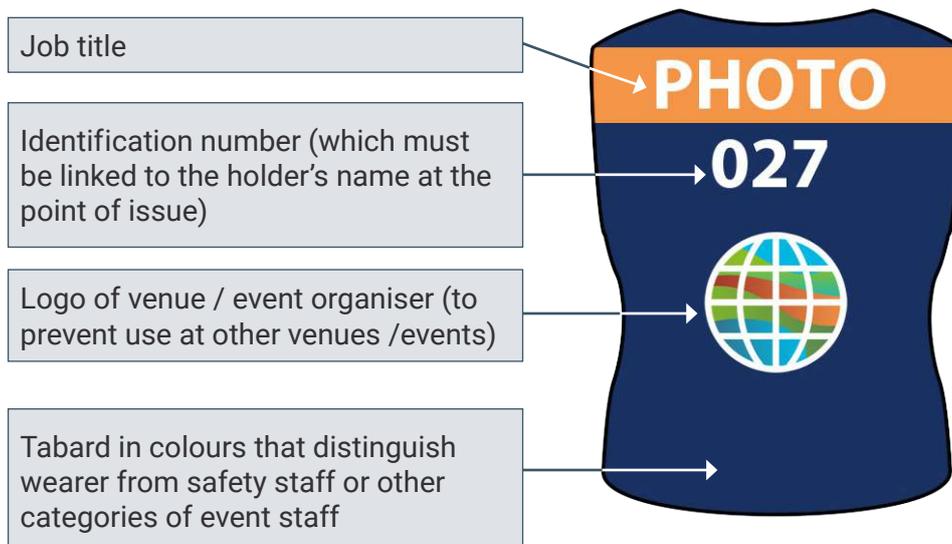
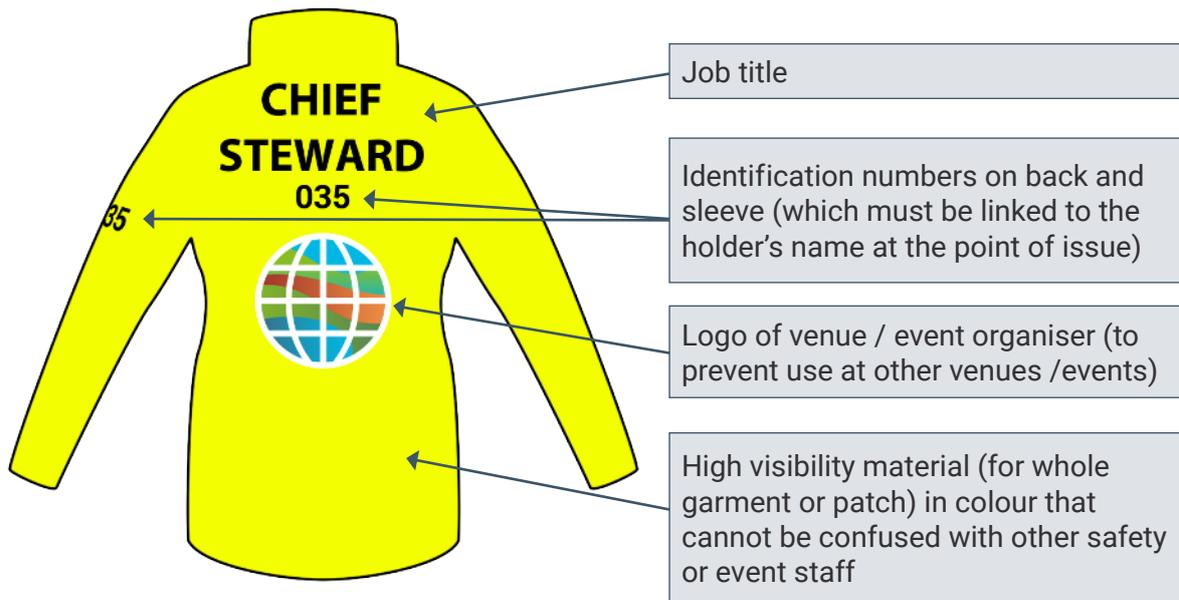
- f.** All staff should be trained to:
  - i. be familiar with the venue's accreditation process
  - ii. recognise counterfeit passes
  - iii. refuse entry when there is doubt
  - iv. follow pre-agreed procedures in the event of a dispute.

- g.** Regardless of their status, the holder of an accredited pass should not in any circumstance be exempt from adherence to any conditions of entry, codes of conduct or standards of behaviour.



### Figure SG03 10 Tabard design and security features

High visibility coats or tabards – labelled and numbered – offer a basic but vital form of security, allowing those in the control point, and those on the spot, to be able to see other staff members clearly and identify their roles and numbers. Note, however, that items of clothing should not be used as the sole means of accreditation.



# SG03 5.0 Risk management

## SG03 5.1 Basic principles

Event safety management is, in essence, about the management of risk.

More specifically, managing risk is one of the principal means by which venue management and/or event organisers can meet their responsibility to achieve a reasonable degree of safety for *all* people present at an event.

The management of risk requires the following:

- a. A deep understanding of, and familiarity with, the venue and the event in question.
- b. An understanding of the relationship between a hazard and a risk (see [Sections SG03 2.18.a](#) and [2.18.c](#)).

Once again, a hazard is something that has the potential to cause harm. A risk is the likelihood that a hazard will cause actual harm.

- c. An understanding of how to respond to threats (see [Sections SG03 2.18.b](#) and [6.10](#)).

A threat is an intention to cause harm; be it physical harm to a structure or person, or financial, reputational or cyber harm.

- d. The competence and capacity to conduct a series of risk assessments, and subsequently to draw up operational plans based upon the results of those assessments (see [Section SG03 5.4](#) and [Figures SG03 11](#) to [13](#)).
- e. The knowledge and resources to recognise the point at which a non-critical incident – one that would normally be managed under standard operational procedures – escalates to become a critical incident, at which point it may be necessary to implement a contingency plan (as illustrated in [Figure SG03 13](#) and detailed further in [Section SG03 6.6](#)).

More details on how to respond to and manage incidents is provided in [Chapter SG03 6.0](#).

Further information on contingency planning is follows in [Chapter SG03 7.0](#).

*It is stressed that no other forms of risk management should take precedence over the safety of all people present.*



For example, no event should be staged, nor, once started, continued, despite known safety risks, purely in order to avoid financial losses, to avoid breaking commercial arrangements, or to avoid potential reputational damage to the hosts or visitors.

## SG03 5.2 Management responsibility for strategic approach

The management of risk cannot be conducted on an ad-hoc basis. Nor should it be an after-thought. Rather, it is a direct manifestation of the all-important safety culture described and promoted in [Section SG03 3.1](#).

It is therefore vital that venue management and/or event organisers should adopt a robust and integrated strategic approach to risk management, seeking:

- a. to create an environment with as few hazards as is reasonably practicable, and
- b. to eliminate, control or mitigate the risks associated with those hazards to the lowest level that is reasonably practicable, by commissioning or conducting risk assessments and by acting upon their findings
- c. to ensure that every risk assessment is recorded using standard, pre-prepared forms – in printed or digital form – each of which should be signed, dated and placed, as appropriate, either within the *Operations Manual* (for generic assessments) or the *Event Management Plan* (for event specific assessments), as illustrated in [Figure SG03 17](#)
- d. to achieve discipline in the administration and maintenance of risk assessment forms, so that, should an incident occur:
  - i. reference may be made to the relevant document and, if necessary, to the agreed control or mitigation measures, or contingency plans put into place
  - ii. in the event of a subsequent enquiry, the risk assessment forms may be accessed and made available for legal scrutiny
- e. to keep under review the risk management process
- f. to draw up and keep under review the organisation's *Risk Register*, as detailed in [Section SG03 3.3](#)
- g. to appoint a Crisis Management Team, to manage the strategic response to a critical incident (see [Section SG03 3.4](#))
- h. to ensure that all staff, including those with non-safety roles, are sufficiently well briefed and resourced in order to respond to incidents, hazards or threats, as required under the various standard operational plans that will emerge as the result of risk assessments, testing and exercises (see [Chapter SG03 8.0](#)).

## SG03 5.3 Risk assessments – categories

Risk assessments generally fall into one of the following five main categories:

- a. **Standard, or generic risk assessments:** conducted to consider potential incidents, hazards or threats *when the venue is in standard operational mode*.

This type of risk assessment is typically drawn up before the start of a season at venues which stage the same sport or type of event on a regular basis. It will, however, need to be supplemented on an event-to-event basis by the following.



- b. Event specific risk assessments:** conducted to consider potential incidents, hazards or threats arising from the specific event in question, also *when the venue is in standard operational mode*.

This type of risk assessment is drawn up for one-off events, and for those venues where standard or generic risk assessments, as described in (a) above, have already been conducted. An additional assessment is necessary because, as stated in [Section SG03 2.7.c](#), no two events are identical. Each might attract a slightly different demographic, or take place at a different time of the day, or year, or in different circumstances or in different weather conditions.

- c. Dynamic or ongoing risk assessments:** to consider incidents or hazards that emerge, or threats that are identified, during the event planning cycle.

Any risk assessment, it is recognised, can reflect conditions or circumstances only at the time the assessment is conducted. Clearly therefore, as conditions or circumstances change, as incidents occur, as hazards arise, or as threats are identified, it will be necessary to conduct a further, dynamic risk assessment to determine whether further controls or mitigation measures, or changes to standard operational procedures, will be necessary.

- d. Statutory risk assessments:** as required under local or national legislation, for example, in relation to:

- i. health and safety
- ii. fire safety (see [Section SG03 5.12](#))
- iii. medical provision (see [Section SG03 5.9.d](#))
- iv. equality and inclusivity (see [Section SG03 3.9](#)).

[Figure SG03 11](#) and [Sections SG03 5.7 to 5.13](#) provide a sample list of issues that should be considered under the risk assessment categories a, b, c and d above.

- e. Risk assessments carried out by external agencies:** events are often graded or categorised by external agencies or emergency services, such as the police, in order to ascertain their own resourcing levels, as detailed further in [Section SG03 5.16](#).

Third party contractors such as broadcasters and caterers should also provide their own risk assessments. These should be retained after the event within the *Event Record* (see [Section SG03 3.3](#)).



## Figure SG03 11 Risk assessments – main headings for consideration

Owing to the diverse scale and complexity of venues, and the diverse characteristics of events, it is not possible to provide a comprehensive list of all the incidents, hazards and threats that may need to be considered when conducting risk assessments. The majority will, however, fall under the following headings. For details of incidents, hazards and threats to be considered under each heading, see the section cited.

Note that this list is not offered in an order of priority, and that it is the responsibility of the venue management and/or event organiser to assess the risks from any additional incidents, hazards or threats that may pertain to the venue, event or the context in which it is to be staged.

### **Venue** (Section SG03 5.7)

including structures / physical environment / overlay

### **Event** (Section SG03 5.8)

including its specific characteristics / hazards arising from the activity

### **People** (Section SG03 5.9)

including the anticipated audience / staffing issues

### **Systems and services** (Section SG03 5.10)

including power supplies / communications / digital networks

### **Security** (Section SG03 5.11)

including threat levels / accreditation procedures / crime and disorder

### **Fire** (Section SG03 5.12)

including ignition sources / fuel storage / exit routes / means of escape

### **Weather** (Section SG03 5.13)

including extremes of temperature / wind / migration of spectators



## SG03 5.4 Risk assessments – responsibilities and competency

Although the ultimate responsibility for commissioning risk assessments lies, as always, with the venue management and/or event organiser, all risk assessments must be conducted by competent persons with the appropriate skills and experience.

Furthermore, risk assessment is not an exact science because different people and organisations perceive risk in different ways. It is therefore good practice for risk assessments to be reviewed by a group of people in consultation, rather than by a single individual.

In most instances this group will include the Safety Officer. In others it may be necessary to commission third parties, such as technical experts, representatives of the emergency services and local or national authorities.

It is also recommended that members of the venue management and/or event organiser's safety management team should contribute their own experience and knowledge of the venue being assessed, including its operation during events.

## SG03 5.5 Risk assessments – methodology

As stated in [Section SG03 5.2](#), each risk assessment should be recorded on a standard, pre-prepared form – whether in print or digitally – and should be signed and dated by the individual responsible, and placed, as appropriate, either within the *Operations Manual* (for generic assessments) or the *Event Management Plan* (for event specific assessments), as illustrated in [Figure SG03 17](#).

Each risk assessment should:

- a. Identify the hazards to which *all* people at the venue, or in a specific section of the venue, may be exposed.
- b. Identify *specific* groups of people who may be at risk, where, and at what point during the event cycle (including before, during and after the event).
- c. Evaluate the risks and record the findings (for example, using a risk matrix, as illustrated in [Figure SG03 12](#)).
- d. Determine whether the existing controls or mitigation measures are adequate, based on the likelihood of the hazard occurring, and the potential severity of its impact, and, if not, determine, using a hierarchy of controls, what additional controls or mitigation measures should be put in place.

*It is stressed that if the outcome of a risk assessment is that the venue is not safe, or if the venue management and/or event organiser are unable or unwilling to eliminate or mitigate the risks identified, consideration should be given to the modification of the event, to the closure of the section of the venue in question, or to the delay, postponement or cancellation of the event.*

A worked example of a risk assessment can be found at [Figure SG03 13](#). In addition, a risk assessment template form can be found on the [SGSA website](#).

In the UK, further guidance on risk assessments is also available from the [Health and Safety Executive](#) and from [BS ISO 31000:2018](#).



### Figure SG03 12 Risk assessment matrix and evaluation process

Having identified the known and reasonably foreseeable hazards associated with the event and/or the venue (under the headings listed in Figure SG03 11), the next stage in the risk assessment process is to quantify both the likelihood, or probability, and the potential severity, or impact, of those hazards. Shown here is a typical matrix used to assist in this process.

		LIKELIHOOD / PROBABILITY				
		Very unlikely: 1	Unlikely: 2	Possible: 3	Likely: 4	Very likely: 5
SEVERITY / IMPACT	Very low: 1	1	2	3	4	5
	Low: 2	2	4	6	8	10
	Medium: 3	3	6	9	12	15
	High: 4	4	8	12	16	20
	Very high: 5	5	10	15	20	25

As seen here, each entry in the matrix is the result of multiplying the **likelihood or probability** of a hazard occurring by its likely **severity or impact**. This will result in a 'risk score' in which, using the values in this sample matrix, 1 to 3 represents low risk (green), 4 to 9 medium risk (yellow), 10 to 15 high risk (orange) and 16 to 25 very high risk (red).

However, one further step may be necessary. For example, the likelihood of a light bulb failing in a circulation area might be considered very likely (5), but the impact of that failure might be very low (1), thereby scoring  $5 \times 1 = 5$ .

By comparison, the likelihood of a structural collapse might be considered very unlikely (1), but its likely impact could be severe (5), hence also scoring  $1 \times 5 = 5$ .

Therefore, in order to represent more accurately the relative severity of these two examples, it is recommended that each is re-scored, as follows:

- lightbulb failure:  $5$  (likelihood)  $\times$   $1$  (severity) +  $1$  (severity) =  $6$  (that is, medium risk)
- structural collapse:  $1$  (likelihood)  $\times$   $5$  (severity) +  $5$  (severity) =  $10$  (that is, high risk)

It is stressed that every assessor, together with the senior executives of the organisation, should determine the values of low, medium or high risk to reflect not only the nature of the event and the characteristics of the venue, but also the organisation's attitude to risk. For example, they may choose to evaluate 1 to 5 as low risk (rather than 1 to 3), or 20 to 25 as very high risk (rather than 16 to 25).

Note also that although this form of matrix is widely used, venue management and/or event organisers may choose to adopt different methods, according to their venue or type of event.

**Whichever method is used, the assessment process and resultant scores must be recorded in a form that allows them to be subject to review and audit.**

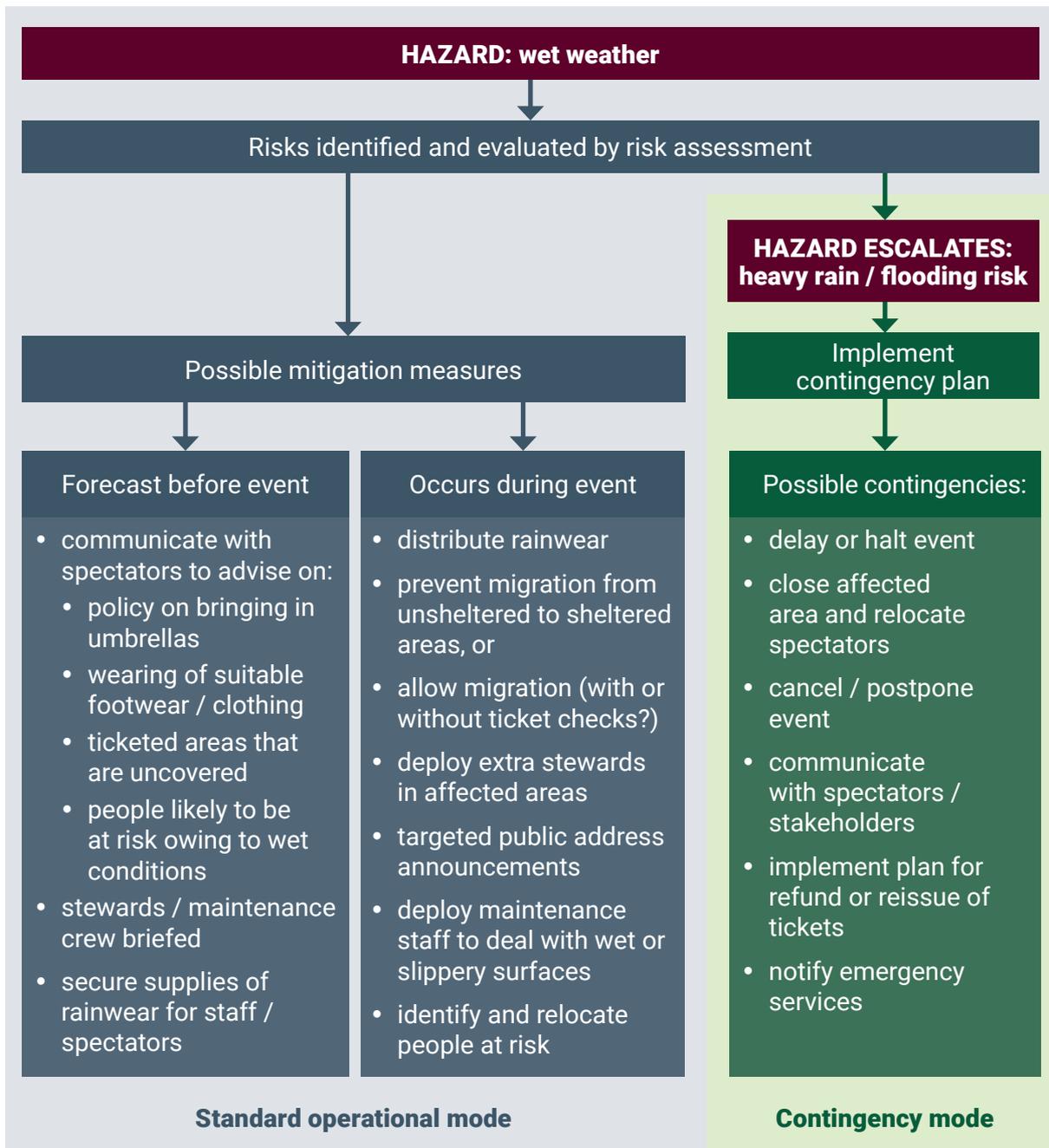


### Figure SG03 13 Risk assessment process – wet weather example

This is an example of how risk assessments are used to determine the type of response to a foreseeable hazard; in this case, wet weather forecast before, or occurring during the event.

In both scenarios, the proposed mitigation measures should be sufficient for the event to continue under standard operational conditions.

However, if the likely impact of wet weather increases, owing to worsening conditions, this might require the implementation of contingency plans, in which case a different set of responses is required, leading to a number of possible outcomes (see Figure SG03 15).





## SG03 5.6 Risk assessments – main issues for consideration

As emphasised throughout this *Supplementary Guidance*, it is recognised that each venue differs in its scale, complexity, layout and setting, and each event has its own characteristics. Therefore, when drawing up risk assessments, venue management and/or event organisers should consider carefully the range of reasonably foreseeable incidents, hazards and threats that exist or are most likely to arise at their venue and event.

To assist in this process, the following sections identify the main headings under which incidents, hazards or threats have arisen at venues in recent years. The list is summarised in [Figure SG03 11](#).

Note that although the list of main headings for consideration is the same as the list of main headings recommended for contingency plans (see [Figure SG03 16](#)), the issues under each heading will differ according to their likely severity or impact.

Also important is to consider whether the risk assessments to be carried out are generic or event specific, as explained in [Sections SG03 5.3.a](#) and [5.3.b](#).

## SG03 5.7 Risk assessments – the venue

Risk assessments under this main heading may include, but not be limited to:

### a. Venue structures and physical environment

A *generic risk assessment* should consider hazards arising from the physical state of:

- i. Structures, including all permanent buildings and constructions (including walls, fences, railings, gates, turnstiles, stands, terraces, roofs, stairs, seats, barriers, bridges, floodlights, towers, screens and so on) within the boundaries of the venue.
- ii. Other elements of the physical environment, including all surfaces and landscaped areas used by people, such as lawns and viewing slopes and, where appropriate, by vehicles.

These assessments should take into consideration the effects of any impact, corrosion or subsidence.

### b. The venue's suitability

An *event specific risk assessment* should consider hazards that may affect the venue's suitability for the proposed event, in terms of:

- i. location
- ii. capacity
- iii. facilities and amenities
- iv. transport network / road access / access for emergency vehicles
- v. the proximity of external hazards
- vi. the dynamic performance of the viewing accommodation (for example, a stand in a sports venue which is proposed for use during a concert)



- vii. the characteristics of Zone Ex
- viii. the risk of flooding or of other environmental hazards.

**c. Changes to the venue**

An *event specific risk assessment* should consider hazards that may have arisen since conducting the most recent generic or event specific risk assessment, in terms of:

- i. any alterations or additions to the permanent structures
- ii. any alterations to circulation routes, including entry points / exit routes / means of escape.

**d. The impact of overlay**

An *event specific risk assessment* should consider the impact of overlay in terms of:

- i. any additional temporary or demountable structures, such as kiosks, catering outlets, fan zones and hospitality tents
- ii. any media installations, such as broadcast units or vehicles, camera platforms, gantries, rigging, overhead cameras and cable runs
- iii. any effects on the venue's entry points / exit routes / means of escape
- iv. any additional trip hazards in place.

## **SG03 5.8 Risk assessments – the event**

*Event specific risk assessments* under this main heading may include, but not be limited to:

**a. The specific characteristics of the event**

- i. its timing and duration
- ii. the context in which the event is being staged; for example the importance of the outcome in local, national or international terms
- iii. the organisational capabilities of the event organiser to deliver this specific event
- iv. public health concerns.

**b. Hazards arising from the event**

- i. pyrotechnic displays
- ii. the effects of rhythmic music / crowd actions on the dynamic performance of structures
- iii. crowd reactions to entertainments / announcements / video presentations
- iv. the presence of spectators and/or accredited individuals in such areas as parade rings, pits or paddocks, stages or VIP areas
- v. the presence of children, young persons or vulnerable adults in areas where they may be at risk, for example during presentations or commercial activities



- vi. the unauthorised entry of spectators onto the pitch or area of activity
- vii. the entry of athletes / performers to areas of spectator accommodation
- viii. sporting equipment, such as balls, striking spectators and/or event staff
- ix. uncontrolled vehicles / loose animals / loose debris
- x. fire risks arising from equipment used in the staging of the event.

## SG03 5.9 Risk assessments – people

*Generic and event specific risk assessments* under this main heading may include, but not be limited to:

### a. The anticipated audience

- i. a greater number than anticipated attending
- ii. age / genders ratios that differ from standard events
- iii. people with accessibility needs
- iv. people with safeguarding needs
- v. people who are unfamiliar with the venue
- vi. media representatives, celebrities and VIPs
- vii. rival sets of supporters.

Note also the need for *statutory risk assessments* as required under local or national legislation, in relation to equality and inclusivity (see [Section SG03 5.3](#)).

### b. Crowd management issues

- i. large numbers of late arrivals
- ii. congestion inside and/or outside the venue
- iii. the likelihood of spectators disregarding regulations; for example, persistently standing in seated areas, not sitting in allocated seats or occupying aisles or gangways
- iv. intelligence from other agencies concerning potential illegal or anti-social behaviour.

### c. Staffing issues

*Generic and event specific risk assessments* under this main heading may include, but not be limited to, the shortage or non-availability of:

- i. key safety personnel
- ii. stewards
- iii. security personnel
- iv. turnstile / gate operators
- v. venue staff, including maintenance or cleaning personnel
- vi. car park staff
- vii. medical personnel



- viii. police
- ix. fire service personnel.

Note also the need for *statutory risk assessments* as required under local or national legislation, in relation to health and safety at work for venue staff.

#### **d. Medical and welfare issues**

*Generic and event specific risk assessments* under this main heading may include, but not be limited to:

- i. the effects of alcohol / narcotics
- ii. the effects of congestion
- iii. the effects of extreme heat / cold
- iv. the likelihood of specific medical / welfare issues according to the size and demographic of the audience: for example, the presence of large numbers of children, young persons or vulnerable adults
- v. the need for biosecurity.

### **SG03 5.10 Risk assessments – systems and services**

*Generic and event specific risk assessments* under this main heading may include, but not be limited to, the loss of, and/or problems with:

- a. electricity supply / backup power sources
- b. turnstile or entry counting systems
- c. communications: radio
- d. communications: public address system / video screens
- e. CCTV
- f. digital infrastructure
- g. trip hazards formed by cable runs, media installations or similar
- h. water supplies, including Legionella controls
- i. gas supply / leaks.

### **SG03 5.11 Risk assessments – security**

*Generic and event specific risk assessments* under this main heading may include, but not be limited to:

- a. an assessment of the venue's vulnerability (in term of its physical infrastructure)
- b. prevailing security threat levels
- c. a specific threat to the location or activity
- d. the presence of certain VIPs or individuals at the event
- e. an assessment of searching or accreditation procedures



- f. the likelihood of unauthorised aerial vehicles (drones) flying in the vicinity of the venue
- g. the likelihood of large numbers of people gathering outside the venue or in Zone Ex, in celebration or protest
- h. the risk of a vehicle being used as a weapon on routes or in areas where people gather or circulate.

For more details of how to draw up a *Security Plan*, see [Section SG03 8.6](#).

### **SG03 5.12 Risk assessments – fire**

As stated in Sections 15.3 and 15.7 of the *Green Guide*, in the UK certain venues and structures at venues are subject to legislation that requires the venue management to conduct fire risk assessments at least once a year. However, it will also be necessary to conduct *event specific risk assessments* to consider:

- a. the presence of any additional sources of ignition / fuel sources and/or fuel storage
- b. the impact of overlay: for example, the effect of mobile units / catering outlets on exit routes / means of escape.

### **SG03 5.13 Risk assessments – weather**

*Generic* and *event specific risk assessments* under this main heading may include, but not be limited to:

- a. **Effects on the event:**
  - i. whether the event can start
  - ii. whether the event can proceed
  - iii. whether the event should be relocated.
- b. **Effects on the venue:**
  - i. extremes of temperature / weather:
    - the pitch or area of activity
    - slip hazards
    - access routes / circulation routes / exit routes / means of escape
    - car parks / Zone Ex
    - spectator / viewing accommodation (interior and exterior)
  - ii. the impact of wind on structures.
- c. **Effects on people:**
  - i. effects of temperatures (hot or cold)
  - ii. effects of people migrating to dry / covered areas during wet weather, causing congestion.



## SG03 5.14 Risk management – need for integrated approach

As emphasised in [Section SG03 5.1](#), it is important to ensure that any action taken as the result of a risk assessment in one area of the venue's operation does not in any way compromise safety levels in other areas.

It is also the responsibility of the venue management and/or event organiser to ensure that all external agencies and service providers have conducted their own risk assessments in relation to the venue and the event.

For example, the placement of hostile vehicle mitigation measures (HVMS) for security purposes outside a venue should not impede the free flow of spectators or of emergency vehicles. Similarly, searching procedures conducted outside a venue should not lead to crowd congestion.

## SG03 5.15 Review and audit process

As stressed throughout this *Supplementary Guidance*, effective event safety management relies upon the regular review and auditing of all safety-related systems and procedures – including risk assessments – in order to manage risks and to identify areas of improvement.

In all instances the review must be recorded and saved in written and/or digital form, in order to maintain a complete audit trail of the decision making process.

Management should therefore fully review its risk assessment procedures on a regular basis.

Although each venue and event has different characteristics, the factors that should generally prompt a review of risk assessments will include, but not be limited to:

- a. an increase in the number of accidents or treatments for injuries
- b. a safety-related 'near miss' incident (see [Section SG03 6.9](#))
- c. any operational failures that put spectators at risk
- d. any structural or other significant alterations within the venue
- e. any structural failures within the venue or in close proximity
- f. any failures of critical safety equipment, such as a fire detection or alarm system
- g. any failures of crowd safety monitoring equipment, such as CCTV or a computerised turnstile counting system
- h. any changes in senior safety management personnel
- i. any changes in the safety management structure or chain of command
- j. any revised arrangements for the ingress or egress of spectators
- k. any revised arrangements for the accommodation of spectators
- l. any changes in threat levels
- m. any lessons learnt from a validated exercise or post-incident review.



Note that some of the above factors may be brought to the attention of the safety management team as the result of routine inspections and tests. More guidance on such inspections and tests can be found in [Chapter SG03 9.0](#).

More guidance on the factors that should prompt a review of contingency plans follows in [Section SG03 7.16](#).

### **SG03 5.16 Risk categorisation by external agencies**

As stated in [Section SG03 5.3.e](#), it is common for events to be graded or categorised by external agencies or emergency services – such as the police – in order for them to ascertain their own resourcing levels.

The factors that may influence the categorisation of the event will include one or more of the following:

- a. the local or national significance of the event
- b. the anticipated attendance and audience profile
- c. the time of the event
- d. the location
- e. the attendance of VIPs and dignitaries
- f. the staging of ancillary activities associated with the event
- g. the anticipated presence of demonstrators
- h. the history of previous events
- i. issues with transportation and/or travel plans
- j. the potential for crime, disorder and/or anti-social behaviour associated with the event inside the venue, but also within Zone Ex and the wider environs.

Note that while a final decision on the level of resources allocated to the event will rest with each external agency or emergency service, safety management teams at venues and events should nevertheless, when requested, contribute their own data and experience, and add any other data available from within its industry sector, in order to help inform any decision making.

### **SG03 5.17 Risk management – maintaining a balance**

It is recognised that different individuals and organisations have varying appetites and tolerances when it comes to risk.

*These differences should not impact upon the safe management of events.*

Venue management and/or event organisers must remain alert to the possibility that risk management can be influenced by a wide range of factors, such as:

- a. cultural attitudes, locally and/or nationally
- b. personal attitudes amongst members of the senior management
- c. personal attitudes amongst members of the safety management team



all of which may be influenced by:

- d.** past events, either at the same venue or in the same activity
- e.** public expectations
- f.** financial considerations
- g.** political or diplomatic considerations.

Once again, therefore, it is stressed that, as stated in [Section SG03 5.1](#), *no other forms of risk management* – be they concerned with finance, commercial arrangements or reputational damage – should take precedence over the safety of all people present.

As stated in [Section SG03 2.1](#), the safety of *all* people present at an event must take precedence over every other concern.



# SG03 6.0 Incident management

## SG03 6.1 Basic principles

However comprehensively the safety management team has planned to eliminate, control or mitigate the risks identified from hazards, it is still necessary to put in place the means to manage incidents or threats as they occur.

If managed effectively – as detailed in this chapter – it is to be hoped that such occurrences will *not* disrupt standard operational procedures, and that the event can therefore continue. Moreover, if managed effectively, there should be no immediate strategic consequences.

However, experience shows that there is always a chance that some incidents will escalate to become critical, or that some will be deemed immediately to be critical, in which case, rather than continue in standard operational mode, it will be necessary to revise operational procedures and, if necessary, implement contingency plans, as explained in [Section SG03 6.3](#) and [Chapter SG03 7.0](#).

## SG03 6.2 Strategic, tactical and operational considerations

The effectiveness of a safety management team's response to incidents will depend on the following strategic, tactical and operational considerations.

### a. Strategic planning

It is the responsibility of the venue management and/or event organiser to put into place all the tactical and operational elements that will enable the safety management team to respond to incidents effectively and without the immediate need for assistance from the emergency services.

### b. Legal powers and strategic policies

It is also the responsibility of the venue management and/or event organisers to ensure that, when it comes to responding to incidents, all members of the safety management team both know and understand the extent of their legal powers, obligations and responsibilities, as set out in the *Event Safety Policy* and in any other relevant pieces of legislation.

### c. Tactical planning and readiness

It is the responsibility of the Safety Officer and all senior safety personnel to ensure that the basic resources needed to manage incidents are in place, and that the safety management team remains in a state of readiness throughout the event. This will require:



- i. the availability and deployment of a sufficient number of trained and competent stewards and other safety personnel
- ii. the provision of clear lines of communication between those in the control point and those investigating and responding to incidents
- iii. the pre-event briefing of stewards and other staff (see [Section SG03 9.9](#))
- iv. the production and issue of a *Stewards' Safety Handbook* – in printed or in digital form (see [Section SG03 4.23](#))
- v. the provision of site plans identifying key safety features (see [Section SG03 7.4.b](#))
- vi. the provision of suitable and adequate resources, including the means of communication and personal protective equipment
- vii. the provision and resourcing, where appropriate, of any response teams (see [Section SG03 6.5](#))
- viii. the training, knowledge and authority to identify the point at which an incident becomes critical, as detailed in [Section SG03 6.6](#) and [Figure SG03 14](#), and therefore to determine when it will be necessary to revise standard operational procedures or implement contingency plans
- ix. the holding of exercises (see [Section SG03 7.17](#)).

#### d. Operational planning

It is the responsibility of the senior safety personnel to ensure that operational plans for investigating and responding to incidents meet the following requirements:

- i. the actions proposed should be proportionate, suitable and sufficient
- ii. it should be possible to investigate and respond rapidly
- iii. all those who investigate and respond must have a clear understanding of their allotted roles and must be capable of performing them
- iv. response plans should be flexible, to allow for changing circumstances
- v. those responding may not be able to return to their original duties and/or may need a period of rest or respite.

### SG03 6.3 Timing

Clearly the response to an incident, hazard or threat will vary according to *when* it occurs during the event cycle.

- a. **If an incident occurs or a hazard or threat arises *before* the start of an event**, senior members of the venue management and/or event organiser should assess:
  - i. Can the issue be managed before the event starts?
  - ii. If not, what changes in standard operational procedures are necessary to work around the problem?
  - iii. Should the event be delayed, rescheduled to another day, or relocated to another venue?
  - iv. If none of the above is possible, should the event be cancelled?



- b. If the incident occurs or a hazard or threat arises *during an event*** senior members of the venue management and/or event organiser should assess:
- i. Can the incident be managed, thereby allowing the event to continue, whilst maintaining standard operational procedures?
  - ii. Can the incident be managed but in such a way that standard operational procedures need to be revised in order for the event to continue?
  - iii. Should the appropriate contingency plan be activated?
  - iv. Should the event be halted temporarily?
  - v. Should the event be ended?
  - vi. Should spectators and non safety-related staff be evacuated or invacuated, fully or partially? (See [Section SG03 7.11](#) and Section 10.2 of the *Green Guide*.)

Note that if an incident occurs *during* an event, the responsibility for managing it will lie with the Safety Officer, in co-ordination with the relevant third parties and emergency services.

## SG03 6.4 Initial investigating and reporting procedures

The response to any incident, hazard or threat *during an event* will generally start with someone from within the safety management team – for example a Chief Steward or CCTV Operator – identifying a problem, conducting a rapid investigation of the situation and then, if further action is required, reporting to the control point.

This first report should be as clear and concise as possible, using pre-agreed terms or codes.

It should provide the Safety Officer with a clear assessment of the nature and severity of the incident, by answering the following questions:

**a. What is the exact nature and scale of the incident?**

For example, is it related to anti-social behaviour, congestion, the collapse of a structure, a fire, a flood, or a systems failure?

**b. What is the exact location of the incident?**

When reporting the location, the names or terms used should correspond exactly with those identified on the site plans and maps which form part of the *Operations Manual*, in relation to such features as roads, access routes, entrances, turnstile blocks, gates, stands, buildings or zones within venues.

The report should also make clear if there are any obstacles or impediments that might hinder those responding, or require them to approach from a particular route.

## SG03 6.5 Incident response

Whichever members of the safety management respond to an incident, their prime responsibilities are to:

- a.** conduct a rapid assessment of the incident and either report directly to the control point via radio, or ensure that another member of the safety management team reports to the control point



- b. respond to the incident as appropriate and in accordance with any agreed procedures
- c. ensure that the necessary crowd control measures are taken.

For larger venues or complex events, and in order to manage certain types of incident, it may be advisable to deploy specific personnel whose secondary role will be to act as members of one or more response teams, as and when needed.

## SG03 6.6 Incident response – assessing severity levels

A crucial skill in safety management is the ability to assess the severity level of an incident as it develops, and to make rapid, informed decisions as to the most appropriate response to the situation.

For example, if a litter bin catches fire, there should be sufficient control measures in place as the result of a risk assessment to ensure that the fire is identified (such as by the provision of a fire alarm system), and extinguished (such as by the provision of fire extinguishers) promptly, thereby allowing the event to continue uninterrupted. If, however, the fire spreads – for whatever reason – the safety management team must know when and how to escalate their response and, if necessary, to transition into contingency mode, in order to deal with what may now be a critical incident.

To develop this awareness and the ability to act under pressure will require that senior members of the safety management team have, as recommended in [Section SG03 5.1](#), a deep understanding of, and familiarity with the venue *and* the event in question, reinforced by testing and exercises (see [Section SG03 7.17](#)).

Experience shows that there are essentially three threshold levels for assessing severity:

- a. **Non-critical incidents that can clearly be responded to, and managed, without disrupting standard operational procedures.**

It may be helpful to think of a non-critical incident as a ‘small bang’ or a ‘flash’.

- b. **Incidents that in the first instance appear to be non-critical but which escalate to become more critical, therefore requiring additional resources.**

Such an incident might be described as a ‘rising tide’. If not managed effectively or resolved it could necessitate the implementation of a contingency plan.

- c. **A critical incident whose severity is immediately apparent and which therefore requires the immediate implementation of a contingency plan.**

This category of incident might be described as a ‘big bang’.

Figure SG03 14 illustrates how the responses to each will differ.

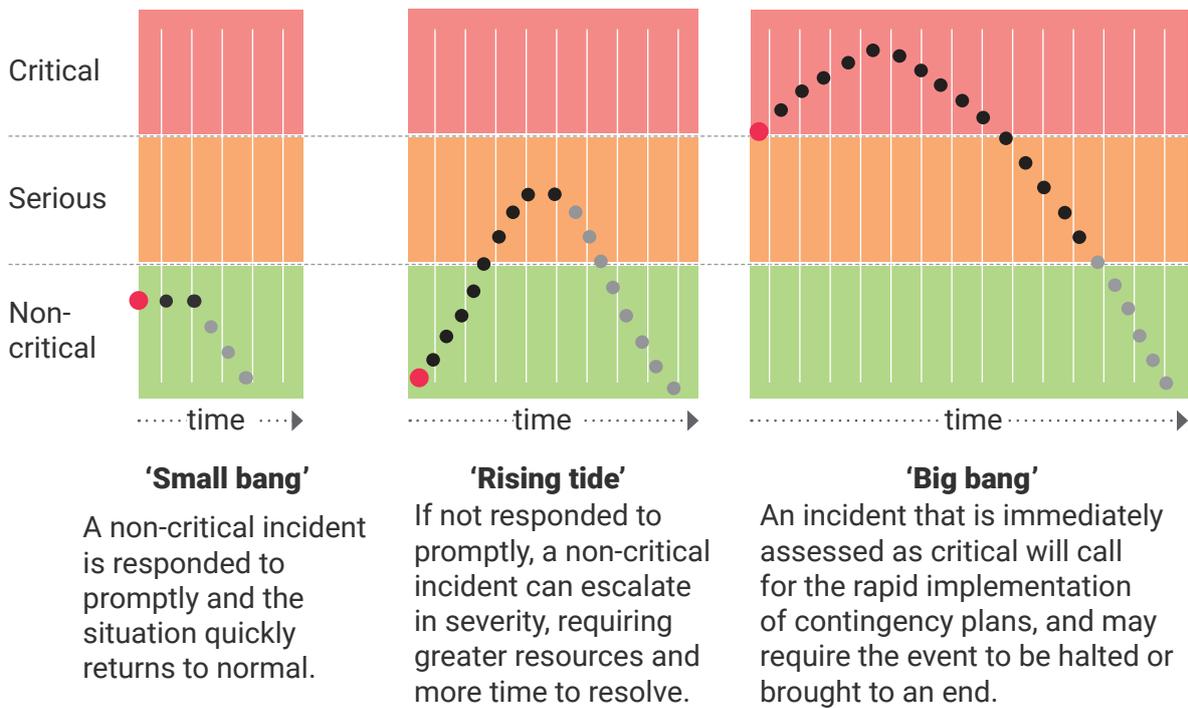
*Note that the terms ‘small bang’, ‘rising tide’ and ‘big bang’ are for illustrative purposes only and should not be used in operational communications.*

For more guidance on contingency planning, see [Chapter SG03 7.0](#).



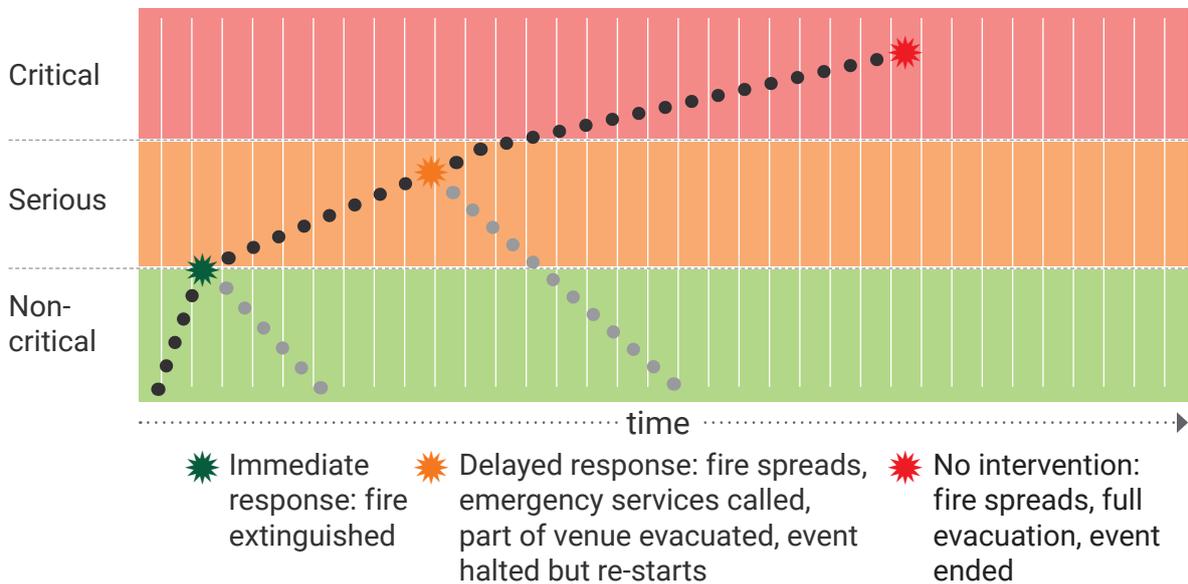
### Figure SG03 14 Assessing and responding to incidents according to severity levels

As stated in Section SG03 6.6 a crucial skill in safety management is the ability to assess the severity level of an incident as it unfolds, and to make what could be a rapid and informed decisions as to the most appropriate response.



*Note that the terms 'small bang', 'rising tide' and 'big bang' are for illustrative purposes only and should not be used in operational communications.*

**Example:** the below illustrates how an incident initially considered non-critical – in this case, the contents of a litter bin catching fire – can escalate if the response of the safety management team is delayed and/or inappropriate.





## SG03 6.7 Incident response – ongoing reporting and responding procedures

Having gathered information on the nature of the incident, its location and its severity, it will be for the Safety Officer to determine the response and deploy the appropriate personnel and resources.

The main considerations during this response period can be summarised as follows.

### a. Personnel and chain of command

All those who investigate and respond to incidents must have a clear understanding of:

- i. What action is to be taken?
- ii. Who is responsible for ensuring that action is taken?
- iii. Who is responsible for reporting back to the person in overall control?
- iv. Who is responsible for any follow-up action?

It is stressed that those in command should deploy only those members of the safety management team who have been trained to perform the roles allocated to them.

As stated in [Section SG03 6.2.b](#), those who respond should also know and understand the extent of their legal powers, obligations and responsibilities.

### b. Dynamic risk assessments

Throughout the response period, one member of the response team should be tasked to maintain communications with the control point and, where possible, provide ongoing or dynamic assessments of the situation.

These reports will seek to inform the Safety Officer of the following:

- i. Have any additional hazards or potential hazards been identified that might hinder those responding, require the deployment of additional resources or lead to the escalation of the incident?
- ii. Does the incident have the potential to escalate and therefore require contingency plans to be put on standby?
- iii. Is the incident now critical, thereby requiring the immediate implementation of contingency plans?
- iv. Is the incident sufficiently critical to be declared by the emergency services as 'a major incident' (as defined in [Section SG03 7.18](#))?

### c. Casualties

Those responding to an incident should report to the control point on an ongoing basis the number and condition of any casualties, using pre-agreed terms and classifications.

### d. Notifying the emergency services

Based on the nature of the incident and its severity, it will be for the Safety Officer to determine if and when the assistance of the emergency services should be sought.



If the emergency services do assist, command and control of the situation will generally remain with the Safety Officer. However, should it be necessary for command and control to be handed over, it should only be done in accordance with pre-agreed protocols (such as, in the case of the police, a *Statement of Intent*, see Section 3.24 of the *Green Guide*).

In the UK, it may be helpful to be familiar with the M/ETHANE reporting procedures used by the emergency services, as summarised in the [Joint Emergency Services Interoperability Principles](#) (JESIP).

## SG03 6.8 Incident management – communications

Throughout the response period, personnel in the control point should follow pre-agreed procedures as set out in the *Communications Plan*, which itself should form part of the *Operations Manual* (see Section SG03 8.11). These procedures should seek to ensure that the appropriate information is communicated to the appropriate individuals or stakeholders at the appropriate time, using, where desirable, pre-agreed and/or pre-scripted messaging.

**a. Communications within the safety management team** in relation to the incident should be limited only to those individuals and stakeholders who need to be kept informed. These may include, but not be limited to:

- i. members of the event management team, preferably using a dedicated command radio channel (see Section 16.14 of the *Green Guide*)
- ii. staff members
- iii. service providers
- iv. competition organisers or event promoters
- v. third parties, including in Zone Ex
- vi. media (including social media)
- vii. emergency services
- viii. local authorities.

**b. Emergency codes and messages**

To avoid causing discomfort or distress to spectators, the *Communications Plan* should set out clearly which emergency codes or messages will be used to communicate the nature of the incident to other members of the safety management team, event staff and/or any other relevant third parties.

These pre-agreed codes should make it immediately obvious whether the incident is, for example, a fire, a crowd-related incident, a medical incident, the discovery of a suspicious object or a terrorist incident.

All event staff need to be briefed as to the content of these messages and, where appropriate, trained to carry out any specific roles or duties in relation to the incident.

Emergency codes and messages should also be reproduced in any *Stewards' Safety Handbook* (see Section SG03 4.23) and be confirmed during the pre-event briefing session (see Section SG03 9.9).



### c. Verbal and visual communications with spectators

It is important to tell spectators what is happening and what is required of them. Such messaging will provide reassurance and, in turn, will reduce anxiety and increase co-operation.

If and when it becomes necessary to broadcast verbal messages and relay visual messages to spectators in relation to an incident, again the content should be clear, authoritative, and if appropriate, pre-scripted or even pre-recorded.

For more guidance on public address announcement procedures, see Section 16.19 of the *Green Guide*.

## SG03 6.9 Incident response – recording

As stated in Section SG03 10.2, an *Event Log* should be maintained throughout the duration of the event by a member of the safety management team, either in printed or digital form.

This log should include details of every incident reported to the control point, whether or not it prompts a response, as follows:

- a. time
- b. location
- c. name of person reporting the incident
- d. response to the incident, and who was responsible for making the decision
- e. action taken, and who was responsible for taking that action
- f. outcome.

For clarity it is recommended that each incident be allocated a reference number (see Figure SG03 25).

Note that it is also important to log each 'near miss'. As stated in the *Glossary*, a near miss is defined as an incident which has not caused any injury, damage or loss at the time, but which nevertheless had the potential to do so.

## SG03 6.10 Responding to threats

As stated in Section SG03 2.18.b, there are essentially two forms of threat.

The first is a statement, communicated directly or indirectly, expressing an intention to cause harm; be it physical harm to a structure or person (for example an attack on a specific or non-specific location), or financial, reputational or cyber harm.

In the UK, current national threat levels from terrorism are issued by the [Security Services](#).

The second form of threat is an individual or a group of people behaving in a threatening or suspicious manner, either in person at the venue or its environs, or online, by sharing threatening material.

In most instances the response to a threat will have to be dynamic, tailored to the nature of the threat and its timing.



If a threat is issued or identified *before* the start of the event, venue management and/or event organisers, in consultation with the police, will need to assess the risks and evaluate the potential impact in order to decide whether the risk can be eliminated or mitigated, and consequently whether the event should still take place.

If the event does proceed, or if a threat is issued or identified *during* an event, plans should be in place to manage the threat without endangering the safety of people present.

As such, the venue management and/or event organiser should:

- a. Train all personnel to remain alert throughout the event planning cycle. This will require training on:
  - i. the type of threats most likely to be forthcoming
  - ii. how to identify and report threats, and
  - iii. who needs to be informed.
- b. Based on risk assessments, draw up response plans for each of the most likely threats.
- c. Train all personnel to carry out those plans.

In the UK, advice on how to respond to terrorist or bomb threats is available from the [National Counter Terrorism Security Office](#).

### **SG03 6.11 Incident response – review process**

As is the case with risk assessments and contingency plans, the response to any incident, be it non-critical, critical or a near miss, should be reviewed after the event.

A record of all such incidents, and of all tests and exercises, plus any resulting amendments, should be kept.

Following each review which results in significant changes, the contingency plans and records should be presented to the senior executive, board of directors or equivalent body, for ratification.

### **SG03 6.12 Incident response – testing and exercises**

Underpinning all of the guidance in this chapter is the basic requirement that all staff should, as stated in [Section SG03 6.4](#), know and understand their allotted role during the response to an incident.

Such knowledge and understanding can be developed only by testing and conducting exercises. Indeed, the holding of such testing and exercises is, in the UK, a requirement of some safety certificates.

For more guidance on exercises, see [Annex SG03 B](#).



# SG03 7.0 Contingency planning

## SG03 7.1 Basic principles

The preceding chapters of this *Supplementary Guidance* offer advice to venue management and event organisers on the development of standard operational procedures that apply during the normal conditions.

However, there are some hazards or threats that may be categorised as 'critical'; that is, they have a greater potential to prejudice the safety of people and to disrupt standard operational procedures. They may even threaten the event itself, and potentially also the strategic objectives and reputation of the venue management and/or event organiser.

For each reasonably foreseeable high-level risk that might impact on the overall delivery of a safe event it is therefore necessary to draw up, in advance, a planned response known as a 'contingency plan'.

Once again it is important to understand that a contingency plan is not the same as a risk assessment.

## SG03 7.2 Management responsibility

It is the responsibility, and in some circumstances the legal duty of the venue management and/or event organiser, to draw up contingency plans.

Indeed, should an incident, hazard or threat arise that necessitates the implementation of a contingency plan, it is likely that the venue management and/or event organiser, and the plan itself will, subsequently, be subject to close public scrutiny.

Owing to their importance, it is therefore strongly recommended that contingency plans are drawn up by, or under the direction of, the Safety Officer, or another senior representative of the safety management team; that is, individuals who are deeply familiar with the venue, its layout and operation, and the characteristics of the event.

It may however be necessary to seek advice from third parties, such as technical experts, representatives of the emergency services and local and/or national authorities.



### SG03 7.3 Crisis Management Strategy

As stated in [Section SG03 3.4](#), it is recommended that the venue management and/or event organiser should appoint a Crisis Management Team, consisting of perhaps three or four senior personnel from within the organisation.

The role of this team is not to respond to a critical incident tactically or operationally, but, at the behest of the safety management team, to provide a strategic response to the outcome of the incident, for example by reporting to the media or dealing with requests for information from the public, as detailed in [Section SG03 6.8](#).

Further, this team should also be responsible for approving and/or securing additional human, financial and/or logistical resources required by those responding directly to the crisis.

As such, where a Crisis Management Team is in place, its members should draw up a set of procedures, that is, a *Crisis Management Strategy*, to manage their response. This should identify:

- a. the escalation levels – that is, as described in [Section SG03 6.6](#), at what point during an incident does the *Crisis Management Strategy* need to be activated
- b. who needs to be informed; for example, which emergency services, media outlets and platforms (including social media), local organisations, and parties in Zone Ex
- c. what information to impart, when, and who communicates that information
- d. the appropriate engagement required to prepare for longer term recovery and the return to normality.

Note also that, as stated in [Section SG03 3.4](#), members of the Crisis Management Team should participate in the testing and exercising of contingency plans, as and when appropriate.

### SG03 7.4 Tactical and operational considerations

In addition to the issues that need to be considered when managing incidents under standard operational conditions – as set out in [Section SG03 6.2](#) – the following additional tactical and operational considerations apply to contingency plans:

#### a. Resources and staffing

Wherever possible, the venue management and/or event organiser should have in place sufficient resources and staff to be able to initiate their contingency plans *without* the immediate need for assistance from the emergency services. This will require that each plan identifies:

- i. The type and level of resources that will be needed in response to the incident, hazard or threat, how these resources can be accessed, and by whom.
- ii. The number of safety staff that will be needed in order to respond to the incident, hazard or threat, how they can be deployed and under whose command.



- iii. If needed, the source of any additional resources and/or personnel, with estimates of how long they will take to arrive and under whose command will they be deployed.
- iv. During the implementation of a contingency plan, which individuals, and/or representatives of which emergency services or agencies, should be present in the control point.

**b. Site plans and maps**

For tactical and operational efficiency, site plans and maps should be attached to all contingency plans and placed within the *Operations Manual*, setting out the following information:

- i. the location of all key safety features at the venue
- ii. which routes should be used by emergency vehicles leading to and from all buildings and areas within the venue. These routes should be agreed in consultation with the relevant emergency services.

Note that where it is anticipated that the routes taken by emergency vehicles might conflict with the movement of people, consideration should be given to the provision of on-site parking areas for emergency vehicles.

For more guidance concerning site plans and maps for use under standard operational procedures, see [Figure SG03 19](#).

**c. Stewards' documentation**

It is recommended that for training purposes and for more effective incident management, abbreviated versions of the contingency plans may be included in the *Stewards' Safety Handbook*, or as part of the event management tools.

## **SG03 7.5 Categories of critical incidents, hazards or threats**

Incidents, hazards or threats that might trigger the implementation of contingency plans fall generally into one of two categories:

**a. A non-critical incident, hazard or threat that escalates, or has the potential to escalate, for whatever reason, to become critical.**

An example of this is worsening wet weather, cited in [Figure SG03 13](#), or a litter bin fire, cited in [Figure SG03 14](#).

As stated in [Section SG03 6.6](#), it may be helpful to consider such an incident as a 'rising tide'.

**b. An incident, hazard or threat that is immediately critical.**

An example of this is a structural failure, an explosion, or a terrorist attack.

As stated in [Section SG03 6.6](#), it may be helpful to consider such an incident as a 'big bang'. (Note that this terminology is for illustrative purposes only and should not be used in operational communications.)

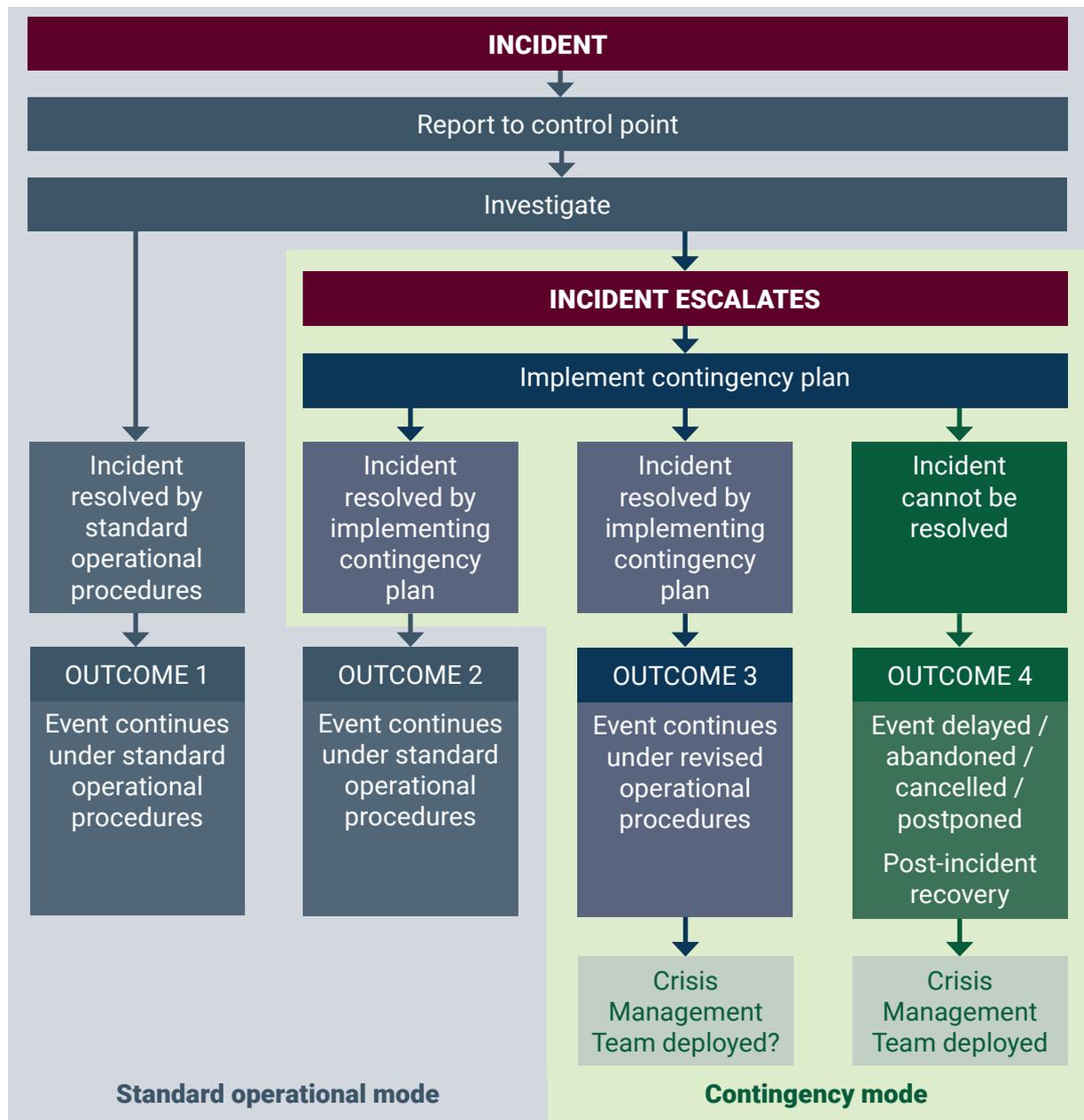
[Figure SG03 15](#) illustrates how incidents, hazards or threats with different levels of risk may or may not result in the implementation of contingency plans, leading to different potential outcomes.



### Figure SG03 15 Contingency plan implementation

There are typically four potential outcomes from an incident, hazard or threat (referred to here simply as the 'incident'):

- **Outcome 1:** the incident is managed without the need to interrupt the event or implement contingency plans.
- **Outcome 2:** the incident does escalate, is managed by implementing a contingency plan and the event continues under standard operational procedures.
- **Outcome 3:** the incident does escalate, is resolved by the contingency plan, but the event can continue only under revised operational procedures.
- **Outcome 4:** the incident cannot be resolved and it is impossible to continue under revised operational procedures. The event must be delayed, abandoned, cancelled or postponed and contingency plans implemented to manage the resultant situation.





## SG03 7.6 Contingency plans – main headings for consideration

As emphasised throughout this *Supplementary Guidance*, each venue differs in its scale, complexity, layout and setting, and each event has its own characteristics. Therefore, as is the case with risk assessments (see [Chapter SG03 5.0](#)), the venue management and/or event organiser should prepare plans to manage a full range of contingencies – that is, the critical incidents, hazards or threats that are most likely to arise at their venue and/or event.

To assist in this process, the following section identifies the main headings under which the majority of contingencies have arisen at venues in recent years. The list is summarised in [Figure SG03 16](#).

Note that although the list of main headings for contingency plans is the same as the list of main headings recommended for risk assessments (see [Figure SG03 11](#)), the sub-headings and contents of both sets of documents will differ.

Indeed, a contingency plan may be considered an extension of a risk assessment; seeking to identify what actions need to be taken if an incident escalates to become critical, or is immediately critical.

Note that it may be more practicable to draw up one comprehensive contingency plan for each of the main headings listed – plus any other headings considered appropriate for the venue or event – rather than draw up separate plans for each contingency listed under that heading.

All plans should aim to be straightforward, so that those implementing them know their role. The plans should also be flexible, to allow for a range of responses appropriate to the circumstances and to any dynamic risk assessments that may be necessary once the contingency plans are activated.



## Figure SG03 16 Contingency plans – main headings for consideration

Owing to the diverse scale and complexity of venues, and the diverse characteristics of events, it is not possible to provide a list of all the incidents, hazards and threats that may need to be considered when drawing up contingency plans. The majority will, however, fall under the following headings. For details of incidents, hazards and threats to be considered under each heading, see the section cited.

Note that while the headings listed here are the same as for risk assessments (see Figure SG03 11), the severity level of the issues under each heading differ.

Note also that this list is not offered in an order of priority, and that is the responsibility of the venue management and/or event organiser to assess the need for any further categories of contingency plans, appropriate to the venue, the event or the context in which it is to be staged.

### **Venue** (Section SG03 7.7.a)

including structural failure / Zone Ex

### **Event** (Section SG03 7.7.b)

including transport provision / impact of critical breakdown in ticketing

### **People** (Section SG03 7.7.c)

including congestion / absence of key personnel / exceptional egress

### **Systems and services** (Section SG03 7.7.d)

including loss of power / loss of control point / gas leaks

### **Security** (Section SG03 7.7.e)

including terrorist attack / cyber attack

### **Fire** (Section SG03 7.7.f)

including fires inside / outside venue / exceptional egress

### **Weather** (Section SG03 7.7.g)

including extreme weather / winds / temperatures



## SG03 7.7 Potential contingencies for consideration

As summarised in Figure SG03 16, it is recommended that contingency plans should be prepared under a series of main headings.

Contingencies to consider under each heading may include, but not be limited to:

### a. The venue

- i. a structural defect identified, pre-event or during the event
- ii. a critical structural failure, during the event
- iii. a critical incident in Zone Ex or the immediate environs, pre-event or during the event
- iv. a threat involving harm to the venue.

### b. The event

- i. the impact of critical incidents or hazards affecting the transport network and/or road access, in relation to the arrival and/or dispersal of spectators
- ii. a critical breakdown in ticketing procedures / checking
- iii. an on-site or off-site incident involving chemical, toxic or noxious substances
- iv. a threat involving harm to the event.

### c. People

- i. critical congestion in circulation areas and/or sections of the viewing accommodation
- ii. a mass unauthorised incursion onto the pitch or area of activity
- iii. a critical absence of key safety personnel
- iv. a critical shortage of safety personnel and/or event staff
- v. a critical medical occurrence, including the need for patient extraction
- vi. the movement of people under exceptional circumstances, necessitating full, partial and/or phased evacuation or invacuation
- vii. the management of people in lockdown
- viii. a threat involving harm to people at the event
- ix. an epidemic or pandemic or any other public health crisis which requires a revision of standard operational procedures and/or results in a critical shortage of safety personnel and/or event staff.

### d. Systems and services

- i. a loss of power, water, telecommunications, digital network
- ii. critical faults to key systems; including CCTV, public address system, fire detection / alarm systems, lighting (including floodlighting), digital networks
- iii. the loss of the control point
- iv. a failure of back-up power supplies



- v. a gas leak
- vi. a threat to any systems or services, including digital networks.

**e. Security**

- i. a critical incident, such as a terrorist attack or large-scale disorder, outside or inside the venue, pre-event or during the event, including during ingress and egress
- ii. the large-scale counterfeiting of tickets / accreditation passes or devices
- iii. a threat to security
- iv. a threat to the control point.

**f. Fire**

- i. a critical fire inside the venue that is beyond the firefighting resources of the venue, either pre-event or during the event, and which necessitates full, partial and/or phased evacuation or invacuation
- ii. a critical fire in Zone Ex or the immediate environs, pre-event or during the event and which necessitates full, partial and/or phased evacuation or invacuation, or lockdown.

**g. Weather**

- i. extreme weather likely to disrupt standard operational procedures and/or the continuation of the event
- ii. high winds affecting structures
- iii. extremes of temperature and the effects on access routes / circulation areas / systems and services
- iv. extremes of temperature and the effects upon people.

## **SG03 7.8 Implementation**

Contingency plans should be implemented when all standard operational responses – as laid down in [Chapter SG03 6.0](#) – fail to contain or control the incident or hazard in question.

That said, as stated in [Section SG03 6.3](#), it will still be necessary to tailor the response according to when, during the event cycle, the incident, hazard or threat arises.

Similarly, as stated in [Section SG03 6.6](#), it will still require the knowledge and judgement of the Safety Officer to determine at which point a non-critical incident escalates sufficiently to become critical, and therefore at which point a contingency plan is enacted.

Once a contingency plan is implemented, the Safety Officer must also dynamically assess the situation in order to determine what additional responses might become necessary and when.

For example, as stated in [Section SG03 6.7.d](#), it will remain the responsibility of the Safety Officer to determine if and when the assistance of the emergency services should be sought.



Note again that if the emergency services do assist, command and control of the situation should nevertheless remain with the Safety Officer, and should be handed over only according to pre-agreed protocols (such as, in the case of the police, a *Statement of Intent*, see Section 3.24 of the *Green Guide*).

### SG03 7.9 Initial investigating and reporting

The initial investigation and reporting of an incident that results in the implementation of a contingency plan should be the same as for any incident or hazard (see Sections SG03 6.4 and 6.7).

### SG03 7.10 Communications

The *Communications Plan* implemented alongside any contingency plan should be the same as for any incident or hazard (see Section SG03 6.8), but with additional emphasis on the need to avoid causing distress or discomfort amongst spectators.

### SG03 7.11 Evacuation, invacuation and lockdown

Section 10.2 of the *Green Guide* explains that there are three types of egress. The first is egress under normal conditions, during the egress phase of an event. The second is egress under emergency conditions, during *any* phase of an event. Planning for both these types of egress should form part of standard operational procedures.

For contingency planning, a third type of egress should be considered – that is, egress under exceptional conditions.

Exceptional egress is defined as *egress from, or movement within* a venue which, in response to exceptional circumstances – such as a terrorist incident, large-scale disorder occurring either inside or outside the venue or an external incident in the environs of Zone Ex– may require procedures other than those put in place under standard operational conditions.

Exceptional egress may take the form of either **evacuation** or **invacuation**.

Contingency plans should also take into consideration the potential need to impose a **lockdown**. As defined in the *Green Guide*, lockdown is a security measure requiring those inside a venue during an event to remain confined within it until the threat has lifted. The threat could be either from within the venue or from outside.

In each case, contingency plans should allow for the evacuation, invacuation or lockdown to be full, partial or phased, according to the scenario.

The plans should be subject to testing and exercising on a regular basis.

It should also be recognised that when implementing each stage of an evacuation, invacuation or lockdown, it will be necessary to adopt at all times a dynamic approach to decision making, based on the demands of the scenario as it unfolds. As such, tactical and operational decisions should be taken only by members of the safety management team who have a deep familiarity with both the venue, its layout and its circulation routes, along with the characteristics of Zone Ex. *Such decisions cannot be delegated to third parties or external agencies.*

When drawing up contingency plans, and/or when planning tests or exercises that involve evacuation, invacuation or lockdown, the following additional points should be considered:



**a. Security and protection**

- i. The CCTV system should provide sufficient coverage of all approaches to the venue with no blind spots. Where blind spots are identified they must be covered by alternative solutions or inspected by staff to ensure there are no threats in the area.
- ii. Measures should be in place for the protection of the control point during an evacuation, invacuation or lockdown, or for the activation of a secondary control point.
- iii. All locations within the venue and its environs identified as places of safety, or as places of reasonable safety, should be assessed to ensure they can provide protection for people if they are to be occupied as part of the response to a security threat or incident. (For the definitions of 'a place of safety', and 'a place of reasonable safety' see [Glossary](#).)

**b. Implementation**

- i. Contingency plans should identify which circulation routes are available, should a decision be made to implement an evacuation, invacuation or lockdown. These may include the use of the pitch or area of activity, but as always, should be subject to dynamic change according to circumstances.
- ii. Contingency plans should make clear which areas of the venue, including the pitch or area of activity, are to be used as holding areas (which should be places of reasonable safety), together with the maximum safe capacity of each of those areas, and the means of managing that capacity.
- iii. To ensure total compliance with the evacuation, invacuation or lockdown order, stewards should be deployed to search all affected areas of the spectator accommodation and all working areas.
- iv. Once the order for evacuation, invacuation or lockdown has been successfully implemented, all exit doors and access points should be staffed or closed, as appropriate, to prevent unauthorised movements.
- v. Contingency plans should provide for the protection and management of spectators who may, for whatever reason, who remain outside the venue during an invacuation or lockdown. Those spectators who are outside the venue at the point of lockdown should be encouraged to leave the area immediately.
- vi. Contingency plans for evacuation, invacuation or lockdown should take into account the needs and possible lengthier response times of disabled people.
- vii. Contingency plans for an invacuation or a lockdown should provide for the protection and management of staff working outside the secured zone, for example in car parks.
- viii. Contingency plans for a lockdown should take into consideration the time that it will take for the procedure to be implemented. To ascertain this, lockdown plans should be tested and exercised to gain a more accurate assessment, and to determine whether improvements can be made.



- ix. Contingency plans for an invacuation or lockdown should make clear if any facilities (such as catering outlets) or amenities (such as toilets and hospitality areas) are to remain in use. However, as in all instances of exceptional movement, the decision to make facilities available will need to be made on a dynamic basis to reflect the prevailing conditions.

**c. Communications**

- i. Whenever instructions for evacuation, invacuation or lockdown are to be implemented, members of the safety management team and, if appropriate, event staff, should be alerted by the use of pre-agreed codes or messages. All staff members should then carry out their designated role and/or take up their allotted position.
- ii. Contingency plans for evacuation or invacuation should provide for clear and authoritative communications, so that spectators, non-safety staff, athletes, performers and event officials know where to go and understand what is required of them. This is particularly important for those spectators who attend the venue on a regular basis and who might otherwise try to egress using their usual exit routes.
- iii. All communications in relation to evacuation, invacuation and lockdown should take into account the needs of disabled people, including those who are blind or partially sighted, or deaf or hard of hearing, as recommended in [Section SG03 3.9](#).
- iv. During a lockdown people should be kept informed as to the limits on their movements (for example, if they are to be required to remain in their seats, or gather in a particular concourse or holding area), and which, if any, facilities or amenities are to remain in use.
- v. Following an evacuation, the contingency plans should ensure that it will still be possible to communicate with people outside the venue (for example by the use of loud hailers and/or social media).
- vi. Contingency plans for evacuation, invacuation or lockdown should make provision for members of the Crisis Management Team to communicate with each other during the incident.
- vii. Contingency plans for evacuation, invacuation or lockdown should include a checklist of any staff and other contractors who remain outside the perimeter, and identify the means of communicating with those groups.

Sections 10.2 and 15.26 of the *Green Guide* provide additional guidance in relation to evacuation and invacuation procedures, and places of safety.

In addition, further information in relation to evacuation, invacuation and lockdown in protected spaces in the UK is available from the [National Counter Terrorism Security Office](#).

## **SG03 7.12 Public health and biosecurity**

Infectious disease is a hazard that can have a significant impact upon the staging of events and upon the safety of all people involved, including on the health of their families, friends, work colleagues and the wider community.



As such, venue management and event organisers should consider the potential impact of a public health crisis in their contingency planning, bearing in mind that firstly, such a crisis may lead to the cancellation or postponement of events, and secondly, that even if events can be staged, many standard operational procedures will need to be revised.

Thirdly, as stated earlier, the staging of events during a public health crisis might be severely hampered by shortages of key safety personnel, event staff and/or medical staff.

Owing to the unpredictable and ever-changing nature of such pandemics, and indeed more localised epidemics, particularly of respiratory viruses and gastrointestinal infections, it is clearly not possible to offer any detailed guidance on the drawing up of a *Biosecurity Plan* during a public health crisis, other than to emphasise that venue management and event organisers *must* defer at all times to governmental and international advice on all public health-related matters.

*Once again, the basic principle cited in Section SG03 2.1 is reiterated: that for all individuals involved in the management, organisation or hosting of an event – whatever their role, whatever the nature of the event, wherever the event is staged – the safety of all people present at that event must take precedence over every other concern.*

If, however, an event is to be staged during a period of contagion – when, for example, physical / social distancing and reduced capacities may be in force – it is clearly vital that, before implementing any contingency plans, the safety management team seeks professional advice from competent persons and organisations, and that their efforts receive maximum support from the venue management and/or event organiser.

This includes the provision of suitable cleaning materials and personal protective equipment.

For further guidance on these matters, see *Supplementary Guidance 02: Planning for Social Distancing at Sports Grounds*, available from the [SGSA website](#).

### **SG03 7.13 Events that are delayed, abandoned, postponed, cancelled or relocated**

Each contingency plan should set out a strategy to manage a number of potential outcomes for the event.

- a.** If the event has not yet started, those outcomes may include:
  - i. a delayed start
  - ii. postponement
  - iii. relocation
  - iv. cancellation.
- b.** If the event has started, the outcomes may include:
  - i. a temporary halt until the incident has been managed, followed by a restart, usually under revised operational procedures
  - ii. abandonment



- iii. postponement
- iv. relocation
- v. cancellation.

In each case it is vital that the appropriate operational plans are in place to deal with such issues as:

- c. communicating with spectators, including those in transit, to keep them informed
- d. communicating with transport providers and other parties likely to be affected by the decision, including in Zone Ex
- e. the safe dispersal of spectators and non-safety related staff
- f. the refund or re-issue of tickets, or distribution of vouchers
- g. communicating with all relevant media and social media outlets.

Note once again the important role of the Crisis Management Team in some or all of the actions listed above (see [Section SG03 7.3](#)).

## **SG03 7.14 Co-ordination with other agencies**

The contents of all contingency plans that require the involvement of the emergency services and/or other agencies should be discussed and agreed with those parties to ensure that there is a co-ordinated response, and no confusion or conflict as to the respective roles played by each party.

This will require the following:

- a. The contingency plans should be compatible with any arrangements or procedures put in place by the emergency services and other third parties in respect of:
  - i. the location of rendezvous points
  - ii. the use of traffic routes
  - iii. channels of communication
  - iv. the use of names or codes referring to specific routes, entrances, gates, turnstile blocks, stands, buildings and locations within or around the venue
  - v. egress routes from the venue
  - vi. any other known hazards in the vicinity, such as fuel or chemical storage facilities, rivers prone to flooding or airports.
- b. Where the venue management and/or event organiser consider it appropriate, copies of contingency plans should be shared with the local authority, emergency services, and any supplier of medical support at the venue.
- c. Representatives of the relevant emergency services and third parties should be briefed before the event on any specific arrangements that could apply to them, should the event be delayed, halted or abandoned.



## SG03 7.15 Post-incident recovery and procedures

Following the response to any incident that requires the implementation of a contingency plan, it will be necessary to carry out the following procedures:

- a. All those involved in the implementation of the contingency plans should not leave their posts until formally stood down.
- b. Other stakeholders who have been notified of the incident should be informed that the response is complete.
- c. A record should be made that the incident is now ended, with details of the outcomes recorded in the *Event Log*, as set out in Sections SG03 6.9 and 10.2.
- d. A senior member of the safety management team should conduct a short but immediate debrief – sometimes called a ‘hot debrief’ – with those involved, *before* staff leave the venue.

This should be succinct, last no longer than necessary, and seek to:

- i. check the welfare of all members of the response team, and ensure that any appropriate follow-up actions are taken
  - ii. establish what happened, as accurately as possible, whilst the details of the incident and the response are still fresh in the minds of those involved
  - iii. consider which aspects of the response went well, and which could have been done differently
  - iv. assign responsibility for any follow-up actions arising from the debrief.
- e. Depending on the nature of the incident and the response, it may also be necessary to conduct a more considered debrief at a later date. This may need to involve other stakeholders (including the local authority), representatives of senior management at the venue and/or the event organiser. Such a debrief may benefit from the involvement of a skilled and experienced external facilitator.

It should also result in a review of the relevant contingency plan at the earliest possible opportunity.

- f. In conjunction with members of the facility management team, checks should be conducted to ascertain whether, as a result of the incident:
  - i. any structures, installations or components are in need of repair or replacement, such as damaged seats, barriers or windows
  - ii. any items are in need of replacement or restocking, such as fire extinguishers, hazard tape or first aid equipment.

## SG03 7.16 Review process

As is the case with risk assessments, contingency plans should be reviewed after any incident, be it significant or a near miss. A log of all such incidents, and of all tests and exercises, plus any resulting amendments, should be kept.

Following each review which results in significant changes, the contingency plans should be presented to the senior executive, board of directors or equivalent body, for ratification.



## SG03 7.17 Testing and exercises

As stated in Section 3.21 of the *Green Guide*, it is not sufficient merely to draw up contingency plans. Venue and event staff must also be trained to understand and perform their roles under those plans, and, once trained, to participate in exercises. Indeed, the holding of such testing and exercises is, in the UK, a requirement of some safety certificates.

Exercises for contingency plans that involve the emergency services and/or other agencies should be carried out in consultation with those responders, and with local authorities.

Exercises for contingency plans have three main purposes:

- a. to validate the plans of all agencies and stakeholders
- b. to develop staff competencies and awareness, and give them practice in carrying out their roles in the plans
- c. to test well-established procedures.

All contingency plans should be tested, individually or collectively, by carrying out exercises – either desktop or live – over an agreed schedule, to suit the venue and the type of events it stages.

This schedule should ensure that at least one contingency plan is tested per year, and preferably all contingency plans tested over a three or four year cycle.

For temporary venues, or venues that host events on an irregular basis, it is strongly recommended that contingency plans are exercised prior to the event.

Similarly, if staging an event which differs in character from standard operational events at the venue – for example a concert staged at a sports venue for the first time – it is strongly recommended that contingency plans appropriate for the activity are exercised prior to the event.

However, there are a number of other factors which may prompt the holding of an exercise, regardless of any agreed schedule. These include, but are not limited to:

- d. a need identified by a risk assessment
- e. an incident or near miss, particularly if something similar has occurred previously
- f. changes to the physical structure or layout of the venue
- g. significant changes to the management structure, personnel, systems or routine
- h. factors outside the venue that may affect its safety or management
- i. a requirement under the terms of a safety certificate.

Further guidance on testing and exercises can be found in [Annex SG03 B](#).



## SG03 7.18 Emergency or major incident plans

In the UK, the [Civil Contingencies Act 2004](#) requires the emergency services, local authorities and certain other key public bodies to draw up and maintain an appropriate range of plans for responding to emergencies taking place in their local area. In the Act, these are called *Emergency Plans*, but the term *Major Incident Plans* is also used.

UK emergency services define a 'major incident' as an incident or situation which has a range of consequences sufficiently serious to require special arrangements to be implemented by one or more of the emergency services.

Note that it will be the emergency services themselves who will determine whether the situation merits being classified as a 'major incident', basing their decision on their own organisational threshold for such a declaration, on the severity of the situation, and on the likely impact it might have upon their own resources and commitments. No other parties or stakeholders can make that declaration.

Such an incident or situation is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security, and may therefore meet the definition of an emergency as set out in the Act. Examples include an explosion, a toxic release, a large fire or a terrorist incident. It could also include serious incidents arising from large crowds gathering in or around venues.

Depending on local circumstances, some emergency or major incident plans may take into consideration the presence of a venue and/or the likelihood of large crowds gathering for an event. In such cases it is vital that the contingency plans drawn up by the venue management and/or event organiser are at least compatible with the relevant emergency or major incident plans.

The venue management and/or event organiser should therefore reach agreement with the emergency services as to what the role of their own safety team will be, should a major incident or emergency be declared – whether the incident or situation arises within the venue or in its vicinity – plus any actions that should be taken.

At the same time, the venue management and/or event organiser should also discuss their own contingency plans with local emergency responders, and with the local authority's emergency planning department and other relevant agencies, to ensure that there is no confusion or conflict about their respective roles and plans.

# SG03 8.0 Operations Manual

## SG03 8.1 Basic principles

Throughout this *Supplementary Guidance* and the *Green Guide*, frequent reference is made to the need for the venue management and/or event organiser to compile an *Operations Manual*.

As its name suggests, the *Operations Manual* should contain all the documents considered necessary for the safe management of the event, such as policy and planning documents, risk assessments, contingency plans, operational plans and site plans.

A suggested list of those documents follows in [Section SG03 8.4](#) and is also summarised in [Figures SG03 17 and 18](#).

The *Operations Manual* serves two principal purposes: firstly, to act as a reference point and a prompt for key members of the safety management team during an event, and secondly, to act as a record of the event planning process, should it be necessary to review or question any of the actions taken.

The event specific element of the *Operations Manual* will be the *Event Management Plan*, which is summarised in [Chapter SG03 9.0](#).



## Figure SG03 17 Operations Manual – summary of contents

This page summarises the categories of documentation that should be combined to form an *Operations Manual*.

The starting point is the *Event Safety Policy*. The aim is to create an *Event Management Plan* for a specific event, as detailed in [Chapter SG03 9.0](#).





## Figure SG03 18 Operations Manual – detailed contents

Following on from Figure SG03 17, this figure summarises the contents of an *Operations Manual*. The main headings are listed in Section SG03 8.4.

<b>Operations Manual</b>		
<b>Event Safety Policy</b>		
<b>Chain of command</b> Section SG03 4.2	<b>Capacity calculations</b> Section SG03 2.9	<b>Site plans / drawings</b> Figure SG03 19
<b>Generic risk assessments: venue / event</b> Sections SG03 5.7 & 5.8	<b>Stewarding Plan</b> Section SG03 4.12	<b>Athletes and Performers Management Plan</b> Section SG03 8.7
<b>Memorandum of Understanding / Statement of Intent</b> <i>Green Guide</i> Section 3.24	<b>Security Plan</b> Section SG03 8.6	<b>Crowd Disorder and Anti-Social Behaviour Plan</b> <i>Green Guide</i> Section 3.27
<b>Accessibility Plan</b> Section SG03 3.9	<b>Segregation Policy</b> <i>Green Guide</i> Section 3.26	<b>Ticketing Plan</b> Section SG03 8.8
<b>Traffic Management Plan</b> Section SG03 8.9	<b>Safeguarding Plan</b> Section SG03 3.10	<b>Fire Safety Plan</b> <i>Green Guide</i> Section 15.6
<b>Communications Plan</b> Section SG03 8.11	<b>Zone Ex Co-ordination Plan</b> Section SG03 8.10	<b>Biosecurity Plan</b> Section SG03 7.12
<b>Event Management Plan</b>		
Plans within the green box are to be reviewed and, as necessary, amended for inclusion in the <i>Event Management Plan</i> and changes to the generic <i>Operations Manual</i> contents noted.		
<b>Contingency plans</b> Chapter SG03 7.0	<b>Planned Preventative Maintenance Schedule</b> Section SG03 8.12	<b>Details of testing and exercises</b> Section SG03 7.17



## SG03 8.2 Management responsibility

Once again it is the responsibility of the venue management and/or event organiser to ensure that an *Operations Manual* is compiled, updated and made available on event days.

This applies however small the venue or the event.

In many instances the responsibility to compile and manage the *Operations Manual* will be delegated to the Safety Officer or their operational equivalent. However, this individual should not be expected to write or update every section. Rather, each functional area within the venue should contribute as appropriate.

Nor should the *Operations Manual* be wholly based on a generic template, or one copied or adapted from the *Manual* of another venue. Instead, it should always be tailored specifically to the venue in question.

Given that the *Operations Manual* may contain sensitive information, those responsible for its circulation should be mindful of issues around security, data protection and freedom of information. For this reason, where a venue is subject to safety certification, before appending the *Operations Manual* to the certificate, as is the legal requirement, any sensitive material should be redacted accordingly.

## SG03 8.3 Administration and review

All parties involved in the compilation and maintenance of the *Operations Manual* should note the recommendations set out in [Section SG03 3.6](#) on the need for discipline in administrative matters.

The following issues are however worth emphasis.

- a. As stated in Section 3.4 of the *Green Guide*, whether compiled in printed or digital form, the *Operations Manual* should be presented in clearly defined sections or modules, so as to be easily updated and amended.
- b. Each document in the *Operations Manual* should indicate clearly:
  - i. the functional area responsible for that document (for example, the Safety Officer, facilities management, security, ticketing and so on)
  - ii. the person responsible for signing off the document, with their name and job title
  - iii. the date of the current signed version
  - iv. the reference number of the current signed version
  - v. the names of any external consultees.

In addition, any comments added to any part of any document within the *Operations Manual* should be attributed and dated.

- c. In order to maintain version control of the contents of the *Operations Manual*, some form of simple tracking system should be adopted, such as a spreadsheet.
- d. Those responsible for providing and presenting the contents of the *Operations Manual* should avoid the use of colour combinations and backgrounds that may lead to any of its contents being misunderstood by people with colour blindness (see [online Annex C](#) of the *Green Guide*).



## SG03 8.4 Summary of contents

Clearly the range of documents to be included in the *Operations Manual* will vary according to the venue and the event. Hence the following list, based on Section 3.4 of the *Green Guide*, is not intended to be exhaustive. Rather, it seeks to provide guidance on the range of documents most commonly required.

Moreover, the hierarchy and order in which the various documents appear within the *Operations Manual* should also be determined by those managing its compilation.

- a. The **Event Safety Policy** (see Section SG03 8.5 and Section 3.5 of the *Green Guide*).
- b. The safety management structure, or **chain of command** in place at the venue (see Section SG03 4.2 and Figure SG03 5).
- c. The **capacity calculations** for the venue (see Section SG03 2.9 and Chapter 2 of the *Green Guide*).
- d. A set of annotated **site plans** of the venue and its immediate environs (see Figure SG03 19).
- e. **Generic risk assessments** for:
  - i. the venue (see Section SG03 5.7)
  - ii. the event, including any regular pre-event activities (see Section SG03 5.8).  
(Note that the findings of all event specific risk assessments will be included within the *Event Management Plan*, see Chapter SG03 9.0.)
- f. The **Stewarding Plan**, based on a staffing risk assessment (see Sections SG03 4.12 to 4.13 and 5.9).
- g. All **contingency plans** (see Chapter SG03 7.0).
- h. The **Security Plan**, to include counter terrorism measures and the security of athletes, performers and VIPs (see Sections SG03 5.11 and 8.6, and Sections 3.18 and 3.19 of the *Green Guide*).
- i. The **Athletes and Performers Management Plan** (see Section SG03 8.7).
- j. Any **Memorandum of Understanding** or **Statement of Intent** in place, for example with service providers or the police, that has a bearing on event safety management (see Sections SG03 2.13 and 2.14 and Section 3.24 of the *Green Guide*).
- k. Details of **testing and exercises** (see Section SG03 7.17 and [Annex SG03 B](#)).
- l. Where applicable, the venue's **segregation policy** (see Section 3.26 of the *Green Guide*).
- m. The **Crowd Disorder and Anti-Social Behaviour Plan** (see Section 3.27 of the *Green Guide* and the [SGSA website](#) for a template plan).
- n. The **Accessibility Plan** (see Section SG03 3.9).
- o. The **Safeguarding Plan** (see Section SG03 3.10 and Section 3.28 of the *Green Guide*).



- p. The **Ticketing Plan** (see Section SG03 8.8 and Section 3.30 of the *Green Guide*).
- q. The **Traffic Management Plan** (see Section SG03 8.9).
- r. The **Zone Ex Co-ordination Plan** (see Section SG03 8.10 and Figure SG03 20).
- s. The **Fire Safety Plan** (see Section 15.6 of the *Green Guide*).
- t. The **Communications Plan** (see Section SG03 8.11 and Section 16.1 of the *Green Guide*).
- u. The **Planned Preventative Maintenance Schedule**, including tests and inspections (see Section SG03 8.12).
- v. The **Medical Plan** (see Section 18.5 of the *Green Guide*).
- w. The **Biosecurity Plan** (see Section SG03 7.12).
- x. The **Event Management Plan** (see Chapter SG03 9.0).

In every instance, the venue management and/or event organiser must consider carefully whether documents relating to any additional operational procedures, not listed above, should be included in the *Operations Manual*.

## SG03 8.5 Event Safety Policy

It is recommended that the venue management and/or event organiser include within its *Operations Manual* a written *Event Safety Policy*. (In effect, this policy will be an extension of that drawn up in respect of employees under the health and safety at work legislation referred to in Section 3.38 of the *Green Guide*.)

Such a policy demonstrates that management has devoted thought and effort towards the safety and welfare of all those present at the venue during an event. Having to write down the policy helps concentrate the mind. It also shows whether the policy has been fully thought out in practical terms.

When drawing up an *Event Safety Policy*, management should consider:

- a. The organisation's philosophy on safety culture and its safety objectives, thereby demonstrating that from the highest level of management downwards there is a positive attitude to public safety.
- b. The terms and wording used, which should be agreed by senior management.
- c. Personnel responsible, including:
  - i. confirmation that there is in place a chain of command within the safety management team  
(note that the details of this will form a separate document in the *Operations Manual*, see Section SG03 4.2 and Figure SG03 5)
  - ii. identifying the person who bears ultimate responsibility for safety at the venue, at a strategic level (see Section SG03 4.3)
  - iii. identifying the person to whom that responsibility is delegated, at an operational level, who will typically be the Safety Officer.



- d.** The creation of communication links and/or a forum in which all members of the organisation are kept informed as to:
  - i.** how they can add their own experiences and ideas to the formulation of the policy
  - ii.** how the policy is to be implemented and communicated (including, if applicable, to contract staff and volunteers)
  - iii.** how the policy is to be audited, by internal or external means, and reviewed.
- e.** The review process of the policy, which should be conducted by management on an annual basis and revised, as necessary, following any incident in which safety might have been compromised.
- f.** Consultation with the local authority, if a safety certificate is in place, to ensure that no aspect of the policy conflicts with any conditions set out within the safety certificate.

Once drawn up and agreed, as is the case for all documents within the *Operations Manual*, the *Event Safety Policy* and any subsequent revisions should be signed and dated by the person identified with ultimate responsibility on behalf of the venue management and/or event organiser.



## Figure SG03 19 Site plans and key point telephone index

Annotated site plans of the venue and Zone Ex – drawn, ideally, to a scale of 1:50 or 1:100, and no smaller than 1:200 – should be held and kept under review in the *Operations Manual*, whether printed or digital, supplemented by a printed copy displayed in the control point.

The plans should show the location of key safety-related features, which may include, but not be limited to:

### Venue site plans

- Control point / secondary control point
- Key steward location points
- Other control points including rendezvous points (RVPs)
- Vehicle parking areas
- Access routes agreed with emergency services
- Ingress / egress points
- Circulation routes for spectators
- Public drinking water stations
- Key telephone points (see below)
- Fire alarms, firefighting equipment and fire hydrants
- Refuge areas
- First aid points
- Any casualty handling areas
- Lift motor rooms
- Electrical sub-station
- Gas and water shut off valves
- Storage areas covered by the Control of Substances Hazardous to Health (COSHH) Regulations

As recommended in Section 16.15 of the *Green Guide*, an internal telephone system – which may be in addition to or, in certain cases, take the place of radio communications – should link the control point and Safety Officer directly to key individuals and services. This list should include, but not be limited to:

### Key point telephone index

- Event manager
- Facilities manager
- Ticketing manager
- Accreditation manager
- Athletes / performers / officials liaison
- CCTV engineer
- Turnstile entry system engineer
- Duty electrician
- Utility providers
- Police
- Fire service
- Ambulance service
- Crowd doctor
- Medical / first aid providers
- Broadcast teams
- Local hospitals
- Local transport providers
- Local authority



## SG03 8.6 Security Plan

Having conducted the security risk assessments as recommended in [Section SG03 5.11](#), the venue management and/or event organiser should draw up a *Security Plan* for inclusion in the *Operations Manual*.

This plan should be drawn up by a competent person who has a deep familiarity with the venue and its layout, including Zone Ex, and should complement any security procedures included within other plans in the *Operations Manual*, such as the *Traffic Management Plan* and the *Zone Ex Co-ordination Plan*.

All proposed security measures should be proportionate and relevant.

It is also stressed that the *Security Plan* should cover not only event days but also, crucially, non-event days. This, clearly, is to ensure that the business operation and the premises are secure and protected during normal working hours and when the premises are closed.

The need for 24 hour security extends also to temporary venues, including during the period of construction, and during the load-in and load-out phases.

The generic *Security Plan* should, as a minimum, provide clear and concise details of the following:

### a. For non-event days

- i. The type and extent of pre-engagement security checks carried out for all personnel (although personal information relating to individuals should be retained in separate files, not held within the *Operations Manual*).
- ii. A list of all security personnel employed or contracted at the venue, including details of where they are deployed and the extent of their duties and responsibilities.
- iii. Procedures for staff to respond to:
  - the delivery or presence of suspicious items or packages
  - the presence of unauthorised persons on-site.
- iv. Details of staff training on security and counter terrorism matters, including, where applicable, attendance at an appropriate Action Counters Terrorism (ACT) training session.
- v. Procedures for the screening and searching of:
  - staff and their belongings
  - contractors and visitors and their belongings.
- vi. Procedures for processing and checking vehicles carrying deliveries or supplies, including:
  - the issue of vehicle access permits
  - the routing of vehicles
  - the checking of vehicles at specific points and/or barriers.
- vii. Details of accreditation procedures for suppliers to the venue, including, where applicable, the provision of any satellite or off-site areas for the remote screening and checking of goods and materials.



- viii. Site plans showing any perimeter security arrangements in place, such as fences, walls, barriers and screening areas, and any hostile vehicle mitigation measures.

(Note that before installing any such security features, it is strongly recommended that a vehicle dynamics assessment should be conducted by competent persons.)

- ix. Where applicable, details of any security control points in or around the venue, including details of each point's list of responsibilities, its staffing levels and resources.
- x. Details of the scope and performance of the venue's CCTV system; that is, in addition to its prime purpose as an aid to crowd safety (see Sections 16.20 to 16.26 of the *Green Guide*), how the system also contributes to the security operation, in terms of monitoring the premises, being useful for evidence gathering, and its presence as a deterrent.
- xi. Procedures to ensure cyber security throughout the venue and in all aspects of the venue management and/or event organiser's business operation. Further guidance on this can be found in [Section SG03 3.11](#).

Note that these procedures should take into consideration potential issues arising from the use of plug-in devices by staff and visitors, and the need to protect commercial and sensitive information.

- xii. Procedures for securing the venue at the end of the working day.
- xiii. Procedures for conducting thorough searches of the venue.

#### **b. For event days**

For event days all the above security procedures should remain in place, supplemented by details of the following additional measures, which should also be recorded in the *Security Plan*:

- i. Accreditation procedures for all client groups, as detailed in [Sections SG03 4.29 to 4.32](#).  
This should include accreditation and security measures for athletes, performers and event officials (see [Section SG03 8.7](#)).
- ii. Accreditation / access procedures for all vehicles.
- iii. Searching and screening procedures, if any, for all people entering the venue, including, where applicable, the type and location of any pedestrian screening areas set up, and the use of specialist equipment.

As stated in Section 7.12 of the *Green Guide*, this part of the *Security Plan* should take into consideration the fact that slower rates of entry and/or a build-up of queues, either within the venue's perimeter or within Zone Ex, as a result of the searching and screening procedures are, in themselves, a potential safety hazard.

- iv. Searching and screening procedures for vehicles, contractors and suppliers, whether at the point of entry to the venue or through vehicle screening areas.



- v. A list of prohibited items, the details of which should be communicated to *all people* entering the venue on an event day, prior to entry, that is, not only ticket holders (see [Section SG03 8.11](#)).

The plan should also set out how such prohibited items will be stored (such as in designated surrender bins), disposed of, and/or returned to their owners, and also how event staff will process or manage the individuals responsible.

At events where spectators often arrive with large bags or luggage, it may also be necessary to provide some form of storage, such as lockers.

- vi. The procedures to be followed should an unmanned aerial vehicle, or drone, be sighted above or in the vicinity of the venue. (Note that contingency plans should also be in place to halt the event in such circumstances.)

In the UK, guidance on drawing up a strategy to counter potential threats from drones is available from the [Centre for the Protection of National Infrastructure](#).

While the *Security Plan* is a generic document, for use under standard operational conditions, it will be necessary to review and update the event day elements of the plan before every event, taking into consideration the current security threat levels and any other circumstances relating to the event and/or location.

This event specific *Security Plan* should form part of the *Event Management Plan* (see [Chapter SG03 9.0](#)). In the UK, the plan should also confirm that, before the event, the venue management and/or event organiser have met and shared any concerns with both their local Police Security Co-ordinator (SeCo) and their local Counter Terrorism Security Adviser (CTSA). If further advice is required, it is recommended that contact be made with the local CTSA.

## SG03 8.7 **Athletes and Performers Management Plan**

The *Athletes and Performers Management Plan* should include details of the arrival and departure of all athletes and performers (such as parking arrangements, circulation routes, access controls and timings), plus details of any accreditation procedures and/or security measures in place. The plan should also set out clear lines of responsibility.

Where athletes or performers are accompanied by their own close protection teams, or in order to take into account any threats or risks associated with any specific individuals, teams or groups, it is recommended that details of the plan are shared and agreed in advance with those close protection teams or the appropriate athlete or performer representatives.

The plan should further ensure that the safety management team maintains clear lines of communication with any such protection personnel or representatives from the time of arrival to the time of departure.

## SG03 8.8 **Ticketing Plan**

As stated in Section 3.30 of the *Green Guide*, a well-considered and comprehensive ticketing strategy can contribute significantly towards limiting the venue management and/or event organiser's exposure to risk, and help significantly towards the safe management of spectators.



For this reason, it is recommended that all elements of the *Ticketing Plan* which emerge from the strategy are reviewed before inclusion in the *Operations Manual* to ensure that they assist, rather than hinder the safety management operation, and that commercial considerations alone do not compromise the efforts of the safety management team.

When drawing up a *Ticketing Plan* it will be necessary to consider the issues raised in Section 3.30 of the *Green Guide*, and also the guidance on admission policies and printed materials provided in Sections 7.10 and 16.33 of the *Green Guide*.

For example, information provided either on tickets or at the time of purchase, should include the venue's regulations and a list of any articles that are prohibited (including the venue's policy on bags, alcohol and so on).

Bearing in mind the evolution and increased use of different forms of electronic ticketing, the following additional issues should also be considered:

- a. If e-tickets or contactless cards are to be issued, the *Ticketing Plan* should ensure that a sufficient number of scanners or card readers, including spare devices, are available at the appropriate entry points, and, if necessary, that charging points are available.

At venues where tickets stored on mobile devices are accepted, it may also be beneficial to provide charging points for spectators.

- b. Contingency plans should be in place to provide against:
  - i. a loss of power
  - ii. a software failure
  - iii. a failure of the wi-fi network.

In each instance the most likely contingency would be for a manual system of recording entries to be implemented. This might include the issue of manual counters and of regular updates to the control point, every 5 to 10 minutes, and/or by monitoring numbers on the turnstiles' in-built counters (where fitted).

- c. Procedures should be in place to deal with a range of ticket resolution issues, such as:
  - i. duplicates
  - ii. counterfeits
  - iii. lost tickets
  - iv. damaged tickets
  - v. refunds
  - vi. tickets that have been cancelled by the issuing party.

In addition, rather than expect staff or stewards by the entry point to resolve such issues, and to avoid a build-up of people at the entry point, a satellite ticket office or resolution point should be provided to manage any ticket-related customer care issues.



- d. Section 3.30.f of the *Green Guide* recommends that plans of the venue are included on the reverse side of printed tickets. Where e-tickets and/or print-at-home tickets are issued online, it is recommended that venue plans are made available digitally, at the time of issue, and that purchasers are encouraged to print the plans to take with them if they are unfamiliar with the venue.
- e. Print-at-home tickets which include barcodes or QR codes should be designed in such a way that the code will be clear and easily scannable, bearing in mind that many purchasers will fold the print-out.
- f. In addition to a barcode or QR code, the ticket should include other information that can be checked, such as a unique reference number, should scanning at the point of entry prove unsuccessful (for example because the print-at-home ticket has been damaged in transit). Again, the provision of a satellite ticket office or resolution point will assist in such circumstances.

While the *Ticketing Plan* is a generic document, for use under standard operational conditions, it may be necessary to review and update the plan to cater for an event which has its own specific ticketing issues or strategies. If this is the case, the event specific *Ticketing Plan* should form part of the *Event Management Plan* (see Chapter SG03 9.0).

## SG03 8.9 Traffic Management Plan

Managing traffic in and around the venue is a crucial part of safety management, and one that requires widespread consultation with other stakeholders.

The *Traffic Management Plan* should therefore include, but not be limited to:

- a. Site plans, which indicate clearly all vehicular routes, emergency vehicle 'red routes', one-way systems and any road restrictions or local enabling Traffic Regulation Orders in place around the venue.  
  
(Note that this part of the plan may need to be amended for the *Event Management Plan* to reflect any changes that may impact upon the specific event in question.)
- b. The same site plans should indicate the location of:
  - i. parking areas for vehicles belonging to venue staff, athletes or performers, event officials, media organisations, emergency services, disabled spectators and any other parties who require or have paid for parking spaces
  - ii. the location of any emergency rendezvous points (RVPs) identified by the emergency services
  - iii. the location of any hostile vehicle mitigation measures.
- c. All traffic movements, vehicle parking arrangements within the vicinity of the venue and, where applicable, within the venue itself, should be planned so that no vehicles obstruct any ingress or egress routes used by spectators or the emergency services, even temporarily. This includes media-related vehicles or broadcast units, mobile catering, merchandising or toilet units, and service vehicles transporting supplies to, or waste from, the venue.



When allocating spaces to mobile units, care should also be taken to ensure that any queues that might form do not obstruct circulation routes or emergency access.

- d.** Routes allocated for use by emergency vehicles should be kept clear at all times during an event.
- e.** As stated in Section 10.8.e of the *Green Guide*, where exit routes pass through car parks or other routes or pedestrian areas affected by, or shared with, vehicular movements, consideration should be given to suitable methods of traffic control, including the imposing of appropriate speed limits.
- f.** Just as it is necessary to accredit certain individuals entering the venue (see [Sections SG03 4.29 to 4.32](#)), it may also be necessary to accredit certain vehicles. Procedures set out in the *Traffic Management Plan* will therefore have to align exactly with any measures set out in the *Security Plan* (see [Section SG03 8.6](#)), for example in relation to:
  - i.** accrediting vehicles and/or their drivers in advance of the event
  - ii.** identifying and checking accredited vehicles at specified locations
  - iii.** providing routes and/or space for unaccredited vehicles to leave the area without causing disruption.
- g.** Transport links, public roads and pedestrian routes (including desire routes, as defined in the [Glossary](#)) running to and from the venue, and passing through Zone Ex, should be taken into consideration when drawing up the *Traffic Management Plan*. These might include routes, pick-up and drop-off points, and parking areas associated with:
  - i.** buses, trains and trams
  - ii.** private coaches used by teams, athletes, performers and event officials
  - iii.** private coaches used by spectators
  - iv.** private vehicles used by VIPs
  - v.** private vehicles used by athletes, performers and event officials
  - vi.** private vehicles used by spectators
  - vii.** private vehicles used by disabled people
  - viii.** bicycles
  - ix.** park and ride services
  - x.** taxis.
- h.** Event staff and other safety personnel deployed in areas immediately outside the venue and/or in Zone Ex, including any operatives sub-contracted from traffic management companies, should be trained and briefed so that they understand the *Traffic Management Plan* and have the authority to implement relevant orders when required.

They should also be provided with high visibility clothing and be equipped as is appropriate for their roles; for example, with wet weather protection, loud hailers, clipboards, radios and so on.



While the *Traffic Management Plan* is a generic document, for use under standard operational conditions, it may be necessary to adapt or supplement the plan to cater for a specific event which has its own traffic or transport issues or requirements. If this is the case, the event specific *Traffic Management Plan* should form part of the *Event Management Plan* (see [Chapter SG03 9.0](#)).

## SG03 8.10 **Zone Ex Co-ordination Plan**

No venue or event exists in isolation. This is why a further, crucial part of the *Operations Manual* is the plan for co-ordinating pre-event preparations and event day procedures within Zone Ex; that is, the areas that lie beyond the venue's outer perimeter (see [Section SG03 2.10](#)).

Although, as has been stressed, in most locations the routes or areas that make up Zone Ex fall *outside* the legal jurisdiction of the venue management and/or event organiser, it is nevertheless incumbent upon them to ensure that all safety, security and service arrangements within that zone are integrated, co-ordinated and agreed by all key stakeholders prior to the event (as listed in [Section SG03 3.12](#)).

This will require detailed consultation and should involve one or more representatives of the venue management and/or event organiser who have a deep familiarity with the venue and its surrounds, and also with the proposed event and its likely spectator profile.

It is also vital that the *Zone Ex Co-ordination Plan* should take into consideration any relevant or common details held with other sections of the *Operations Manual*, such as the *Security Plan*, the *Traffic Management Plan* and the *Communications Plan*, to ensure that no conflicting agreements, measures or procedures are in place.

Following consultation with the relevant stakeholders, the contents of a *Zone Ex Co-ordination Plan* should include, but not be limited to:

### **a. Site plans and maps**

Site plans and/or maps – a sample of which is illustrated in [Figure SG03 20](#) – showing the agreed geographical boundaries of Zone Ex, and the locations of key routes, open spaces, gathering points, buildings and facilities within the zone, for example:

- i. transport nodes, stations, bus or tram stops
- ii. transport routes
- iii. pedestrian routes
- iv. traffic controls
- v. car parks and coach parks
- vi. park and ride points
- vii. drop off and pick up points
- viii. hostile vehicle mitigation measures
- ix. vehicle screening areas
- x. fan zones



- xi. commercial activations
- xii. licensed premises
- xiii. sensitive community locations
- xiv. parking zones (for residents and visitors)
- xv. campsites.

The Zone Ex site plan or map should be consistent with those forming part of the *Security Plan* (see [Section SG03 8.6](#)) and the *Traffic Management Plan* (see [Section SG03 8.9](#)).

#### **b. Stakeholders within Zone Ex**

- i. A list of the key stakeholders actively engaged in Zone Ex and their contact details, to include any external control points (see [Section SG03 3.12](#)).
- ii. A brief summary of the roles and responsibilities of each stakeholder, including any *Memorandum of Understanding* or *Statement of Intent* in place, for example with service providers or the police, that has a bearing on safety management in Zone Ex (see [Sections SG03 2.13](#) and [2.14](#) and [Section 3.24](#) of the *Green Guide*).
- iii. Any agreed protocols regarding which individual(s) or stakeholder(s) will lead the event day Zone Ex co-ordination.

Note that, as stated in [Section SG03 3.12](#), at major events this lead role may be allocated to an individual representing one of the relevant stakeholders. However, in some circumstances the task may be assigned to a member of the venue's own safety management team.

- iv. Any agreed commitments, including *Memorandums of Understanding*, made by participating agencies to provide support, in terms of:
  - shared intelligence
  - extra personnel
  - administrative support
  - extra resources.
- v. Details of any agreed channels or forums which allow participating agencies to jointly discuss their own strategic objectives and priorities, and any potential conflicts and inconsistencies.

#### **c. Personnel within Zone Ex**

- i. Details of any stewards, marshals, volunteers, contractors, security personnel or similar personnel deployed in Zone Ex, including their number, location, roles and responsibilities (see also [Section SG03 4.25](#)).

(Where personnel are deployed by an agency, the plan should make clear whose command, control and communications network they will operate under.)
- ii. Details of any police presence.
- iii. Details of any medical provision.



#### **d. Resources within Zone Ex**

- i. Details of all CCTV within Zone Ex in terms of its coverage, and any protocols in place allowing or regulating shared access to images.
- ii. Details of any permanent or event day hostile vehicle mitigation measures, and how these are linked to the *Traffic Management Plan* and *Security Plan*, along with any local transport plan, and any access arrangements for emergency service vehicles.

Note should also be made of event day communication links with those agencies who control authorised access through hostile vehicle mitigation locations.

- iii. Details of any access points and agreed procedures for the searching and screening of people and vehicles within Zone Ex. These should include, where applicable, the use and management of surrender bins for prohibited items.

These details should include any agreed arrangements for the management of queues forming as a result of the searching and screening process.

- iv. Details of any medical resources deployed in Zone Ex, including arrangements governing which providers should respond to reported incidents.

#### **e. Co-ordinating communications**

- i. In addition to the standard methods used by the venue management and/or event organiser to communicate directly with ticket holders outside the venue, the *Zone Ex Co-ordination Plan* should set out details of any other channels of public facing communication that other stakeholders operating in Zone Ex plan to use, or might be able to offer.

This co-ordination of resources is important for two reasons. Firstly, the content of all communications should be consistent, and secondly, by sharing communication resources, any messages are more likely to have a greater impact.

For example, other stakeholders operating in Zone Ex might contribute permanent or temporary wayfinding markers and signs, route line banners and dot matrix or LED screens.

- ii. The plan should set out protocols whereby verbal communications issued by personnel deployed in Zone Ex, which may include volunteers, remain consistent with the agreed strategic and operational objectives of participating stakeholders; for example in respect of wayfinding, permitted activities and transport arrangements.

For larger or more complex events this may include the provision of public information points within Zone Ex.

- iii. The plan should set out how real time transport information is relayed to the Safety Officer or their operational equivalent within the venue.



#### **f. Agreed protocols**

The *Zone Ex Co-ordination Plan* should set out clearly which agency has overall responsibility for responding to, or managing, a range of circumstances and incidents, for example:

- i. the presence in Zone Ex of:
  - suspicious items or people
  - unauthorised vehicles
  - unauthorised traders
  - unauthorised ticket sellers
  - unauthorised film crews
  - unauthorised commercial activities
  - people infringing local by-laws or Public Space Protection Orders
  - drones (see [Section SG03 8.6.b](#))
- ii. unauthorised vehicle movements within a secure traffic controlled zone
- iii. the need for emergency vehicles to access the venue or neighbouring properties that may be situated within a secure traffic controlled zone.

#### **g. Crowd dynamics**

Events which attract large numbers of people can clearly impact upon the free flow of people in Zone Ex, whether they are ticket holders or members of the public. It is therefore recommended that, where necessary, observation and crowd modelling (as explained in Section 6.7 of the *Green Guide*) be used to consider how stakeholders operating within Zone Ex can, if able, assist in the safe management of crowd movements.

Such measures, to be recorded in the plan, might include staggering arrival and departure times, closing certain outlets at set times, removing obstructions or diverting traffic and/or pedestrians.

#### **h. Tests and exercises**

Within the *Zone Ex Co-ordination Plan* there should be provision for the testing of a range of contingencies within Zone Ex, such as crowd congestion, the suspension of transport routes, security alerts and/or systems failures.

More details on tests and exercises can be found in [Annex SG03 B](#).

Once again, it is stressed that the *Zone Ex Co-ordination Plan* is a generic document, for use under standard operational conditions. Accordingly, it may be necessary to adapt or supplement the plan to cater for a specific event which has its own issues or requirements affecting Zone Ex. If this is the case, the event specific *Zone Ex Co-ordination Plan* should form part of the *Event Management Plan* (see [Chapter SG03 9.0](#)).

In addition, attention is again drawn to the potential risks to which all parties might be exposed should issues in Zone Ex not be managed or co-ordinated effectively.

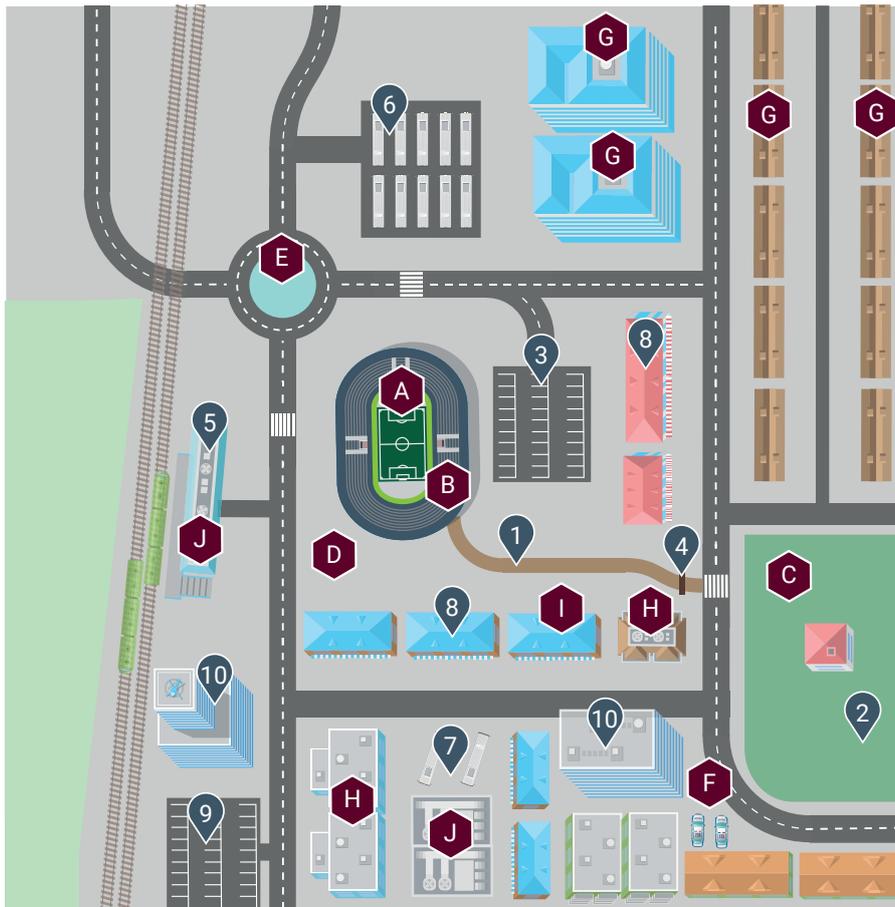
To repeat, no venue or event exists in isolation, and therefore it is incumbent upon all parties that the safety, security and service needs of those who live, work or pass through Zone Ex, must be taken into account in event safety management.



## Figure SG03 20 Zone Ex co-ordination

As recommended in Section SG03 8.10, in order to assist with the co-ordination of event day safety management in Zone Ex, site plans and/or maps should be drawn up showing the agreed geographical boundaries, and the locations of key routes, open spaces, gathering points, buildings and facilities within the zone. These plans or maps should also include the details of the key stakeholders within the zone.

The example below provides an illustration of potential stakeholders in Zone Ex.



### Key stakeholders

- A.** Venue management/event organiser
- B.** Spectators
- C.** Local authority
- D.** Land owner
- E.** Local highway authority
- F.** Police
- G.** Local residents
- H.** Local shop owners
- I.** Pub/restaurant owners
- J.** Transport operators

### Key locations

- 1.** Pedestrian route
- 2.** Fan zone
- 3.** Venue car park
- 4.** Hostile vehicle mitigations
- 5.** Train station
- 6.** Coach park
- 7.** Bus station
- 8.** Pubs/restaurants
- 9.** Public car park
- 10.** Local office buildings



## SG03 8.11 Communications Plan

Clear, efficient and reliable communications are an integral part of any event safety management operation, as stressed through this *Supplementary Guidance* and Chapter 16 of the *Green Guide*. As such, the venue management and/or event organiser should consider the guidance provided in [Section SG03 3.7](#), and draw up a *Communications Plan* for inclusion within the *Operations Manual*.

The four main areas for planning are as follows:

### a. Operational communications

These include the requirement to:

- i. Provide, operate and maintain all appropriate means of communication (see Section 16.3 of the *Green Guide*).
- ii. Ensure that all safety personnel and stewards are competent and suitably trained in the practice of good communications, with or without equipment (see Section 16.4 of the *Green Guide*). This could include the use of visual signals to communicate with staff who do not have radios.
- iii. Provide, equip, maintain and manage the operation of a control point (see Sections 16.5 to 16.13 of the *Green Guide* and [Annex SG03 C](#)).
- iv. Keep open and maintain all necessary lines of communication, in both normal and emergency conditions (see Section 16.13 of the *Green Guide*).
- v. Provide lines of communication between the control point and all relevant functional areas in the venue, such as hospitality, facilities management and refuge areas. This is so that the safety management team can be alerted to any incidents that might compromise safety, security or service, for example a kitchen fire or a toilet blockage.
- vi. Set out the procedures by which messages concerning crowd safety can interrupt routine communications issued via the public address system or via screens. This should include the pre-recording of scripted messages for emergency situations (with additional messages in the appropriate languages being prepared for international events).

### b. Pre-event communications with spectators

The *Communications Plan* should set out how the venue management and/or event organiser will communicate in advance of an event with ticket holders and other people attending, by using such methods as social media, emails, texts or letters, in order to relay important safety-related messages. These communications should include details of:

- i. prohibited items (see [Section SG03 8.6](#))
- ii. the venue's bag policy; that is, any restrictions on bag sizes or quantities allowable in the venue
- iii. any searching and screening measures in place.

Providing such guidance in advance should help to avoid customer care issues and the build-up of queues at entry points.



Pre-event communications can also include information on what spectators can expect on arrival at the venue; for example, a video demonstrating the ingress arrangements and circulation within the venue.

**c. Event day communications with spectators**

Using the same methods as above, the venue management and/or event organiser should maintain communications with spectators throughout the event day. This can be supplemented, if available, by push notifications via an app; for example, by providing early updates on transport issues or road closures during the period when spectators are in transit – sometimes known as the ‘fan journey’ – plus rolling information on queues at entry points, ticket checking procedures and so on.

**d. Accessible communications**

In all aspects of the *Communications Plan*, consideration must be given to the needs of spectators and staff who have cognitive or sensory impairments.

All printed and displayed messages should avoid the use of colour combinations or backgrounds that may lead to any of their contents being misunderstood by people who are colour blind (see [online Annex C](#) of the *Green Guide*).

Finally, once again the *Communications Plan* is a generic document for use under standard operational conditions. It may therefore be necessary to adapt or supplement the plan to cater for a specific event which has its own communications requirements. If this is the case, the event specific *Communications Plan* should form part of the *Event Management Plan* (see [Chapter SG03 9.0](#)).

## **SG03 8.12 Planned Preventative Maintenance Schedule**

Clearly it is vital for the safety of all people, on event days and non-event days, that all structures, mechanical and electrical installations, and components at a venue – including those forming part of the overlay – are properly maintained, and that those carrying out the maintenance are competent: that is, they have the appropriate qualifications, skills and experience, including a thorough understanding of the maintenance procedures in question.

It is also essential that records of all maintenance procedures, tests and inspections are retained for reference and audit purposes.

Accordingly, the venue management should prepare a *Planned Preventative Maintenance Schedule* for inclusion in the *Operations Manual*.

As stated in Section 17.2 of the *Green Guide*, the existence of such a schedule helps to demonstrate that the venue management is taking its responsibilities seriously. Moreover, the quality of its performance in this regard may be taken into account when the (P) factor at the venue is being assessed.

All planned preventative maintenance should be carried out in accordance with:

- a.** the instructions and schedules provided by the manufacturer, trade body or the principal building contractor, via the latest edition of Construction Design and Management (CDM) Regulations



- b.** the operator's manual provided by the installer
- c.** where appropriate, the relevant British Standards
- d.** where a risk-based safety certificate is in force, the requirements of that certificate, or where a prescriptive safety certificate is in force, the requirements of the local authority.

Note also that, as stated in Section 17.3 of the *Green Guide*, unless otherwise specified by the manufacturers' written instructions or any other relevant documentation, all mechanical and electrical installations should be inspected and tested *at least annually* by a competent qualified person, and an inspection certificate supplied to management. This also applies to structures, including demountable structures that may require additional inspections.

(Note that inspection and test certificates do not have to be included within the *Operations Manual* and should instead be retained separately.)

It is emphasised that where no specific manufacturers' or installers' schedules have been provided, or where no relevant standards apply, or where any ambiguities exist, instead of carrying out maintenance on a reactive basis – as and when faults or breakages are identified – it should be planned and carried out proactively, according to a pre-determined schedule which takes into account the service life and characteristics of the structure, installation or component in question.

By adopting this proactive approach, management should be able not only to reduce its long-term costs, but also reduce any potential liabilities arising from damages or faults.

That said, as part of the safety culture within the organisation (see [Section SG03 3.1](#)), staff members in all functional departments should still report to senior staff any faults, breakages or issues with any of the structures, installations or components in use at the venue, as promptly as operational conditions will allow.

Note that the *Planned Preventative Maintenance Schedule* for inclusion in the *Operations Manual* will be a generic document.

As stated in [Section SG03 9.6](#), it should therefore be supplemented, in the *Event Management Plan*, by an event specific checklist, firstly of any additional inspections and tests to be carried out during the 48 hour period immediately before the event (including in relation to any overlay), and secondly, on the event day itself.

[Figure SG03 21](#) offers a summary of the structures, installations and components that may be found at a typical venue, while [Annex SG03 D](#) offers templates for the recording of pre-event tests and inspections. Further guidance can also be found in Chapter 17 of the *Green Guide*.



## Figure SG03 21 Planned Preventative Maintenance Schedule

As stated in [Section SG03 8.12](#), the venue management should prepare a *Planned Preventative Maintenance Schedule* for inclusion in the *Operations Manual*. This should set out the timetable for inspections and tests; for example, annually (at the very least), six monthly, quarterly, monthly or weekly. Templates for recording the schedule can be found in [Annex SG03 D](#).

Below is a summary of the types of structures, installations and systems that should be subject to the schedule. As always, it is the responsibility of the venue management to draw up a full list and timetable, taking advice from facilities management staff, as well as from all other relevant functional departments.

### Communications

- CCTV system
- Public address system
- Radio systems
- Key point / emergency telephones  
(*Green Guide Sections 16.14 to 16.26*)

### Electrical installations

- Lighting
- Emergency lighting
- Passenger lifts
- Escalators
- Lightning conductors  
(*Green Guide Sections 17.9 to 17.11*)

### Electrical power supply

- Distribution boards
- Switchgear
- Auxiliary power systems  
(*Green Guide Section 16.34*)

### Entry / door systems

- Turnstiles
- Turnstile monitoring system
- Door release systems  
(*Green Guide Chapter 7 & Section 10.20*)

### Water systems

- Hot water pressurised vessels
- Legionella testing  
(*Green Guide Section 17.18*)

### Structures and fittings

- Stands
- Roofs
- Screens
- Floodlights
- Barriers
- Temporary structures
- Seats
- Floors / surfaces / treads / stairs  
(*Green Guide Sections 5.2 & 11.20 to 11.26*)

### Fire

- Fire detection and alarm systems
- Door closers and intumescent door seals
- Firefighting equipment
- Fire suppression systems
- Wet or dry risers  
(*Green Guide Sections 15.17, 15.20 & 15.24*)

### Gas

- Gas supply and distribution
- Gas boilers
- Gas appliances, including LPG
- Carbon monoxide detection  
(*Green Guide Section 17.14 & 17.15*)

### Ventilation systems

- Air conditioning units
- Mechanical ventilation systems
- Natural ventilation systems



# SG03 9.0 Event Management Plan

## SG03 9.1 Basic principles

As stated in [Section SG03 8.1](#) and illustrated in [Figures SG03 17 and 18](#), the final section of the *Operations Manual* to be prepared in advance is the *Event Management Plan*. This single document is, in essence, a summary of all the operational procedures to be put in place for a specific event.

As with other sections of the *Operations Manual*, the *Event Management Plan* serves firstly, to act as a reference point and prompt for the safety management team, and secondly, as a record of the event planning process, should it be necessary to review or question any of the actions taken during the event.

It is stressed that the *Event Management Plan* is a summary. Accordingly, it should be comprehensive, easy to read and easy to access. It is therefore recommended that whether or not the document is created in a digital form, a printed copy should always be available in the control point.

## SG03 9.2 Summary of headings

The contents of the *Event Management Plan* – as outlined in [Figure SG03 22](#) – will vary according to the venue and event. In every instance, therefore, the venue management and/or event organiser must consider carefully whether the headings listed are sufficient for operational purposes, or whether additional details will be necessary.

Moreover, the hierarchy and order in which the headings appear within the *Event Management Plan*, and the form in which they are presented – whether in printed or digital form, as a single spreadsheet, or as a series of sections – should also be determined by those managing its compilation.

The contents of an *Event Management Plan* will include, but not be limited to:

- a. Event information and procedures (see [Section SG03 9.3](#))
- b. Updates arising from event specific risk assessments (see [Section SG03 9.4](#))
- c. *Overlay Plan* (see [Section SG03 9.5](#))
- d. Inspections and tests preceding the event (see [Section SG03 9.6](#))
- e. Inspections during the event (see [Section SG03 9.7](#))
- f. Inspections after the event (see [Section SG03 9.8](#))
- g. Briefing and debriefing procedures (see [Section SG03 9.9](#)).



## Figure SG03 22 Event Management Plan – summary of contents

The last section of the *Operations Manual* to be prepared is the *Event Management Plan*. The main headings are listed in Section SG03 9.2 and detailed further in the sections cited.





## SG03 9.3 Event information

This section of the *Event Management Plan* summarises the key pieces of information that will help safety personnel to manage a specific event on the day.

- a. The **name of the event** and any relevant supporting information, such as its local, national or international significance and context.
- b. The **event timings** (as illustrated in [Figure SG03 23](#)) for the following actions, plus any others considered relevant.
  - i. **Timings during the 48 hour period prior to the event:**
    - the completion of any overlay
    - pre-event inspections and tests, including emergency assist alarms in accessible toilets, changing places and refuge areas, where provided
    - the preparation of event day safety management documentation, such as briefing notes.

Note that it is recognised that at some venues and events the recommended 48 hour timescale might not be practicable.

- ii. **Timings on the event day:**
      - activation of the control point
      - completion of preparations in Zone Ex
      - arrival of event staff / stewards
      - briefing of event staff / stewards
      - final pre-event safety checks
      - checking and opening of entrances / turnstiles
      - monitoring of ingress
      - arrival of athletes and participants
      - staging of pre-event entertainments
      - start time of main event / performance
      - closing of entrances / turnstiles
      - start and end times of any event breaks / intervals
      - end time of main event / performance
      - monitoring of egress
      - closing of venue to spectators
      - post-event checks
      - 'hot debrief' of event staff / stewards
      - deactivation of control point
      - securing of venue.
    - iii. **Post-event timings:**
      - post-event inspections
      - structured debrief of safety management team
      - review of event procedures
      - completion of the *Event Record*.



**c. The anticipated attendance:**

- i. the anticipated number of spectators
- ii. the spectator profile / demographic / gender ratio
- iii. any anticipated behavioural issues
- iv. any relevant intelligence
- v. the anticipated presence of children, young persons and vulnerable adults
- vi. the anticipated presence of VIPs or special guests.

**d. Chain of command**

- i. the names, roles and location of all key members of the safety management team
- ii. radio call signs
- iii. communication protocols between different agencies.

**e. Accessibility Plan**

This section should be included in the *Event Management Plan* if the event is a one-off, or if any arrangements are in place for the event that differ from standard operational procedures; for example, a sports venue that is hosting a concert. Typically, this information will include summaries of all procedures relating to accessibility, such as:

- i. transport and parking arrangements, including drop off and pick up points
- ii. the number and location of wheelchair spaces and amenity seats
- iii. strategies for ingress and egress, including refuges
- iv. accessible ticket offices
- v. accessible toilets and food / beverage outlets
- vi. details of induction loops / audio commentary
- vii. arrangements for guide and assistance dogs.

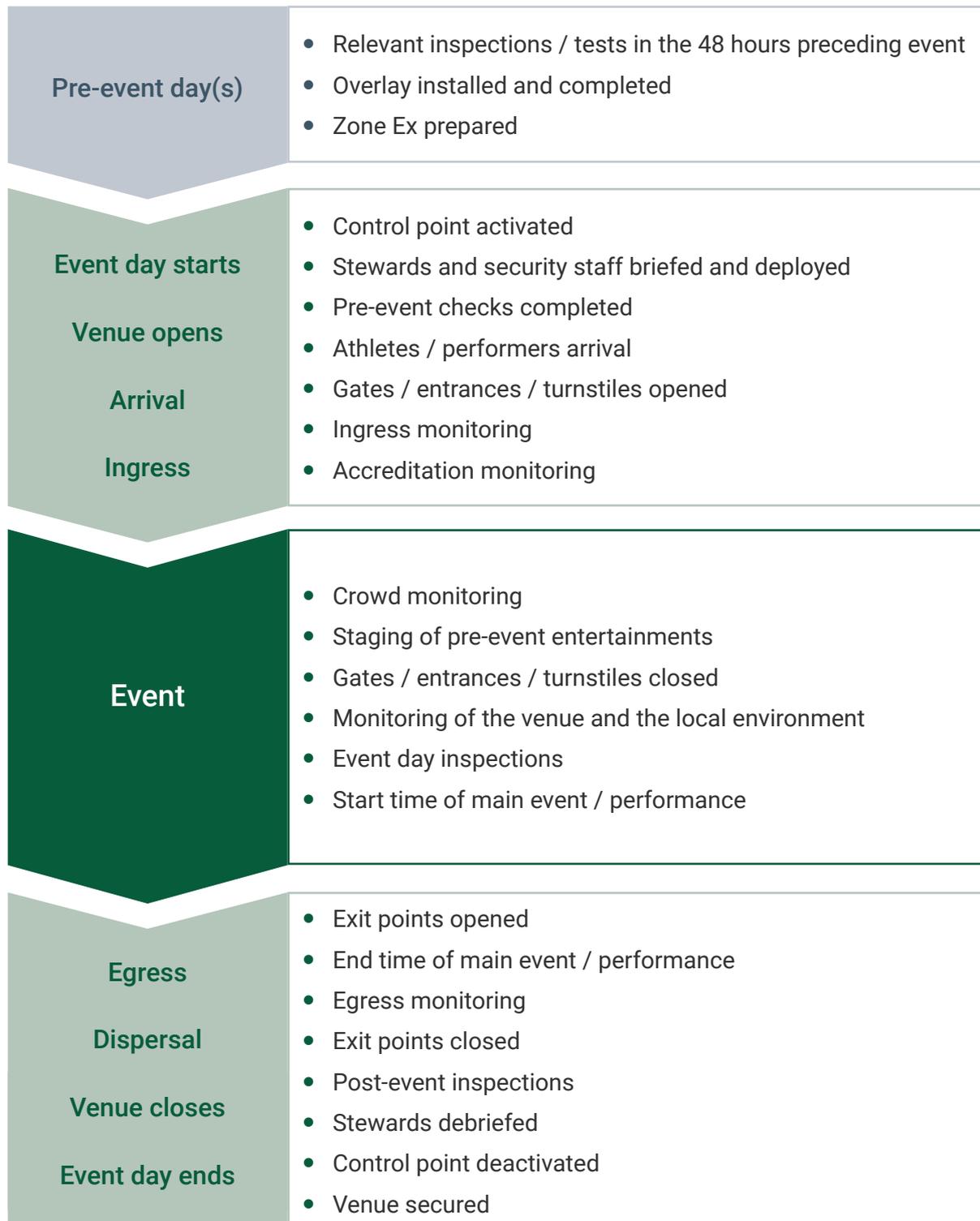
**f. Conditions of entry**

Again, this section should be included in the *Event Management Plan* if the event is a one-off, or if any arrangements are in place for the event that differ from standard operational procedures; for example, at venues which allow spectators to bring in alcohol for routine events, but which plan to prohibit this for the event in question.



### Figure SG03 23 Event day – safety management planning cycle

In the period leading up to the event day, and on the event day itself, a number of routine operational procedures should take place, the timings of which should be recorded in the *Event Management Plan*, as detailed in Section SG03 9.3. Here is a sample of those procedures at a typical event.





## SG03 9.4 Updated plans arising from event specific risk assessments

As stated in [Section SG03 5.3](#), generic risk assessments, conducted to consider potential incidents, hazards or threats when the venue is in standard operational mode, must be supplemented by event specific risk assessments.

This is because, as stated throughout this *Supplementary Guidance*, no two events, however outwardly similar, are completely identical. Each might attract a slightly different audience, or take place at a different time of the day, or year, or in different circumstances – such as under a heightened security threat level – or in different weather conditions.

Changes in standard operational procedures are also likely to be necessary if a near miss has occurred at a previous event (see [Section SG03 6.9](#)).

As such, any new or amended plans or procedures that arise from such event specific risk assessments should be recorded in the *Event Management Plan*.

## SG03 9.5 Overlay Plan

Following on from the previous section, it is to be expected that any overlay in place at a venue will vary from event to event.

Again, this will require an event specific *Overlay Plan* to be drawn up, by amending the existing site plans within the *Operations Manual* (see [Figure SG03 18](#)).

The *Overlay Plan* should include, but not be limited to:

- a. details of the location and function of any temporary structures, mobile vehicles or units, to include:
  - i. the identity of those responsible for their management (note this will include any temporary platforms to be used for presentational purposes on, or in the vicinity of, the pitch or area of activity)
  - ii. any necessary supporting approvals, such as for planning or licensing purposes
- b. details of changes to any pedestrian and vehicle routes, and circulation routes within the venue
- c. details of any changes to pedestrian and vehicle routes in Zone Ex
- d. details of any media-related installations; for example, the location of:
  - i. broadcast units, including catering units
  - ii. camera platforms
  - iii. commentary positions
  - iv. cable runs.

## SG03 9.6 Inspections and tests during the 48 hours preceding the event

As stated in [Section SG03 8.12](#), the venue management should prepare a *Planned Preventative Maintenance Schedule* for inclusion in the *Operations Manual*.

This should be supplemented, in the *Event Management Plan*, by a checklist of inspections and tests to be carried out during the 48 hour period leading up to the event day, and on the event day itself, to ensure that the venue is in a state of operational readiness.



Note that these inspections and tests should not replicate or replace any of those forming part of the *Planned Preventative Maintenance Schedule*. Rather, they are last minute checks intended to discover whether there has been any damage, or deterioration, or loosening of fixings, or failures to any systems since the previous event. These checks will also indicate whether it will be necessary to clear any circulation routes and/or clean any fixtures or fittings, such as seats.

*In determining which inspections are to be carried out, and when, management should always work to a timescale that will enable remedial action to be taken before spectators are admitted to the venue.*

If any of the structures, installations or components are not operating properly and if the faults cannot be rectified before the event, contingency plans should provide for the use of acceptable alternative measures. Failing this, the (P) and possibly (S) factors should be recalculated and agreed, thereby leading to a reduction in the capacity or, if necessary, the closure of the affected areas.

In the event of serious or multiple systems breakdown or equipment failure during the 24 hours before an event, the contingency plans should also allow for the postponement or cancellation of the event.

*Note also that certain pre-event and event day inspections, particularly of vulnerable points or areas within the venue, may need to be enhanced in response to a rise in the security threat level.*

These, and all other pre-event and event day inspections, should be listed in the *Event Management Plan* in the form of a checklist or spreadsheet, which should be updated and maintained in accordance with the schedule specified.

It may also be helpful to refer to the checklist in [Figure SG03 21](#) and to [Annex SG03 D](#). However, as listed below, and in Figure 5 of the *Green Guide*, there are additional areas, components and installations, such as first aid rooms, that should also form part of the pre-event inspections and tests.

As always, this checklist is not exhaustive and will vary from venue to venue:

**a. Structures**

Visual checks should be carried out to ensure that all structures in the venue, whether permanent, demountable or temporary, are free from any damage, corrosion or deformation that might create a potential danger to people.

**b. Circulation routes**

Checks should be carried out to ensure that:

- i. all ingress, egress and general circulation routes and gangways are clear of obstruction, clean, and free from trip or slip hazards
- ii. all entrances, doors and gates that need to be unlocked or kept open are fit for purpose
- iii. all areas to which public access will be prohibited during the event can be locked, or sealed off, at the appropriate moment.



**c. Installations and systems**

All safety-related installations and systems – such as fire alarms, the public address system and auxiliary power supply – should be tested according to the manufacturers' recommendations and, where appropriate, the requirement of the safety certificate.

**d. Materials**

Checks should be made to ensure that:

- i. there is no accumulation of combustible waste or litter, particularly in voids and other areas vulnerable to fire
- ii. containers used to store combustible waste or litter are secure
- iii. hazardous materials, such as chemicals or fuel, have been removed or safely stored, away from public areas
- iv. loose items, such as tools, which could be used as missiles, have been collected and stored securely.

**e. Components**

Checks should be made to ensure that:

- i. all seats are securely fixed, clean and in good order
- ii. all other fixtures and fittings (such as kiosks and temporary barriers) are in place and in good order
- iii. all signs (whether permanent or temporary) are in place, securely fitted, in good order and, where appropriate, illuminated
- iv. any barrier, fence, advertising hoarding or any obstruction that might impede the free flow of spectators onto the pitch or area of activity in an emergency can be quickly and easily moved aside.

**f. Amenities and services**

Checks should be made to ensure that the following amenities and services are functioning, clean, adequately equipped and supplied:

- i. toilet areas, changing places, refuge areas and catering outlets
- ii. first aid rooms and medical facilities
- iii. rest areas and/or changing rooms used by event staff
- iv. the control point.

**g. Safety-related equipment**

Checks should be made to ensure that all safety-related items of clothing and equipment are in place before event staff arrive, such as:

- i. personal protective equipment, including wet weather clothing
- ii. high visibility jackets, tabards and armbands
- iii. radios



- iv. loud hailers and torches for use in emergencies
- v. scanners and other mobile devices
- vi. devices to aid the egress of non-ambulant people in an emergency.

**h. Overlay**

Checks should be made to ensure that any temporary installations and components (such as broadcast installations) forming part of the overlay are:

- i. in place, as planned and approved, and ready for use
- ii. tested, where applicable, before the event commences.

**i. External areas / routes and Zone Ex**

Visual checks should be made to ensure that:

- i. areas or roads that are to be utilised for emergency vehicle and emergency rendezvous point access are clear of obstruction
- ii. no structures or installations impede pedestrian routes
- iii. event-related signage is in place.

## **SG03 9.7 Inspections during the event**

Also within the *Event Management Plan*, there should be a schedule of checks to be carried out at appropriate times during the event. This is in order to ensure that all ingress, egress, emergency egress, and general circulation routes remain clear of obstruction and free of any trip hazards, such as surface contamination.

These checks should also ensure that litter and waste is not allowed to accumulate during the event, and is removed to secure containers whenever possible, and that materials and supplies are stored safely.

Such checks should ensure that, in the period leading up to the conclusion of the event, all areas immediately outside the venue, where spectators egress and enter Zone Ex, are also clear of obstruction and of any other hazards (including the presence of any individuals behaving in a threatening or suspicious manner).

## **SG03 9.8 Inspections after the event**

If the event is a one-off, or if the venue is not scheduled for use the following day, post-event inspections may be delayed to a later date. However, if the venue is to stage another event the following day, it will be necessary to carry out further inspections immediately after the last spectators have departed.

In such instances, post-event inspections should also be listed in the *Event Management Plan*.

Such inspections may include, but not be limited to:

- a. a general visual inspection of the venue, to identify any signs of damage or deformation which might create a potential danger to people, with particular attention to the condition of seats, terraces, viewing slopes, barriers and stairways



- b. a detailed inspection to ensure that combustible waste and litter is cleared – particularly from voids – and either removed, or stored, in secure containers
- c. a detailed inspection of any outstanding matters of concern that may have been brought to the attention of the safety management or facilities management teams during the debriefing session (see following section).

## SG03 9.9 Event day briefing and debriefing

As reiterated throughout this *Supplementary Guidance* and in Sections 4.16 to 4.17 of the *Green Guide*, it is the responsibility of the venue management and/or event organiser to brief all personnel involved in safety management. This should take place on the event day, *before* spectators are admitted. Those personnel should also be debriefed on the same day, *after* all spectators have departed.

The details of these briefings and debriefings should be set out within the *Event Management Plan* and take into consideration the following issues:

### a. Who needs to be briefed and debriefed

Briefing and debriefing should include not only in-house stewards but also contract and agency stewards, visiting stewards, the medical team, turnstile operators, car park staff and hospitality staff.

### b. Where to conduct briefing and debriefing sessions

The location of briefing sessions will clearly be determined by the layout of the venue, the facilities available, and the numbers of personnel involved.

Thus, in some smaller venues it might be possible to brief all personnel in one location, whereas in larger venues with more event staff it will be necessary to conduct briefings in different groups, known as cascaded briefing, and in separate locations.

In all locations the following should be noted:

- i. it must be possible for everyone present to hear what is being said and for individuals to be able to ask questions
- ii. wherever possible the location should have adequate lighting or natural light, and offer shelter in the event of rain
- iii. wherever possible all personnel should be able to sit
- iv. the sessions should take place within the venue rather than off-site.

### c. When to conduct briefing sessions

Briefing sessions must be scheduled to allow sufficient time for all personnel to be in position *before* spectators are admitted to the venue. This might require earlier briefings to take place, for example:

- i. for personnel staffing car parks or hospitality areas
- ii. for personnel who may be unfamiliar with the venue and therefore need more information before the main briefing begins.

Where applicable, allowance should also be made for the arrival of personnel accompanying visiting supporters (see [Section SG03 4.26](#)).



#### **d. Preparation of briefing documents**

It is strongly recommended that the structure and content of all briefing sessions are set out in pre-prepared documents and, where appropriate, pre-scripted. This is particularly important where cascaded briefings are to take place – that is, in smaller groups – to ensure that all personnel hear the same core information as well as the details relevant to their own allocated locations or roles.

Pre-prepared briefing notes or scripts should be included within the *Event Management Plan*.

#### **e. Content of briefing sessions**

Clearly the content of briefing sessions will vary according to the venue and the event. However, as stated in Section 4.16 of the *Green Guide*, it is emphasised that briefing sessions are *not* a substitute for formal training. Rather, they are intended to provide safety personnel with whatever specific information and instructions they require in order to perform their functions at that particular event.

As such, the contents of the briefing should be relevant, concise and clear, and worded in a manner that avoids personnel being overloaded with information.

Care should also be taken not to replicate information that is already available in the *Stewards' Safety Handbook* (see [Section SG03 4.23](#) and [Figure SG03 7](#)), such as emergency call signs.

The typical range of information for a briefing session may include, but not be limited to:

- i. the type of event and, if applicable, its categorisation
- ii. the event's timings (see [Section SG03 9.3.b](#))
- iii. details of which key safety, security and medical personnel are in post, and where within the venue (these details may be in the form of a list or diagram, as illustrated in [Figure SG03 5](#))
- iv. details of any activities taking place before or after the main event or performance
- v. details of any security concerns
- vi. details of any VIPs or special guests in attendance (making sure that, if appropriate, this information is shared only with key personnel)
- vii. any other operational factors that may differ from previous events; for example, weather conditions, ticketing procedures or any transport or traffic management issues.

It is also recommended that whoever delivers the briefing session asks occasional questions of those attending, or asks individuals to repeat information, in order to test whether the brief has been fully understood.

#### **f. Use of digital communications**

Owing to the increased use of event management tools and digital communications, it is recognised that certain, basic elements of a typical event day briefing session can be delivered to safety personnel *in advance* of the actual event day briefing.



While this may save time on the day, and allow the recipients more time to absorb the details, it is stressed that briefings on the day will still be necessary.

This is to ensure that:

- i. any late changes in the *Event Management Plan* and any new intelligence can be communicated directly to staff and stewards
- ii. staff and stewards are able to ask questions in a group setting
- iii. those responsible for delivering the brief can make sure its contents have been read and understood; for example, by asking individuals to repeat information or answer questions.

#### **g. Debriefing sessions**

A debriefing session, sometimes known as a 'hot debrief' – that is, conducted while the details of the event are still fresh in people's minds – should be held as soon as possible after all spectators at the event have departed, or, where applicable, after an incident, in order to:

- i. assess the effectiveness of the safety management operation
- ii. identify any issues or deficiencies that may have arisen during the event
- iii. collect any incident reports that may have been completed by event staff, or to remind staff to offer feedback digitally
- iv. show the management's appreciation to all personnel involved.

If appropriate, representatives of external stakeholders such as medical providers, the fire service, police, local authority and competition organisers may also be invited to contribute their comments independently.

Note that all reports of incidents, faults or concerns raised during the debrief should be recorded within the *Event Record* (see [Chapter SG03 10.0](#)).

If required, following a significant incident, the event day 'hot debrief' may also be followed by a later debrief, sometimes known as a 'structured debrief', held, if possible, no more than a week after the event.

#### **h. Keeping records**

Records of all briefing and debriefing sessions must be kept and maintained as part of the *Event Record* (see [Chapter SG03 10.0](#)).

These records can be written, or recorded in either audio or video formats.

Such recordings serve to:

- i. help the safety management team to refine and improve the content and delivery of briefing and debriefing sessions
- ii. form a record for legal purposes, should a serious incident occur during the event
- iii. contribute towards the management's periodic safety audit (see [Section SG03 10.6](#)).

# SG03 10.0 Event Record, review and audit

## SG03 10.1 Event Record

Section SG03 2.12 provides examples of the records that the venue management and/or event organiser should maintain as part of their wider responsibility for safety management, accountability and certification compliance.

Such records include details of management decisions on health and safety issues, stewards' training and exercises, statutory risk assessments and the contents of a *Planned Preventative Maintenance Schedule*.

This final chapter focuses on the need to maintain records *for each event*, and to have in place robust reviewing and auditing procedures.

As shown in Figure SG03 24, an *Event Record* typically consists of the following:

- a. the **Event Management Plan** (see Chapter SG03 9.0)
- b. the **Event Log** (see following section)
- c. the **Event Data** (see Section SG03 10.4)
- d. notes, or where available recordings, of any relevant or significant **verbal communications** that are not recorded in the *Event Log*
- e. recordings of all event day **CCTV footage and photographs**, which should be saved, backed up and stored in accordance with laws on data protection and the management's retention and disposal policy, for use as evidence, if required, in legal proceedings.

*Again, it is emphasised that in all record keeping procedures, honesty, clarity and accuracy are essential.*

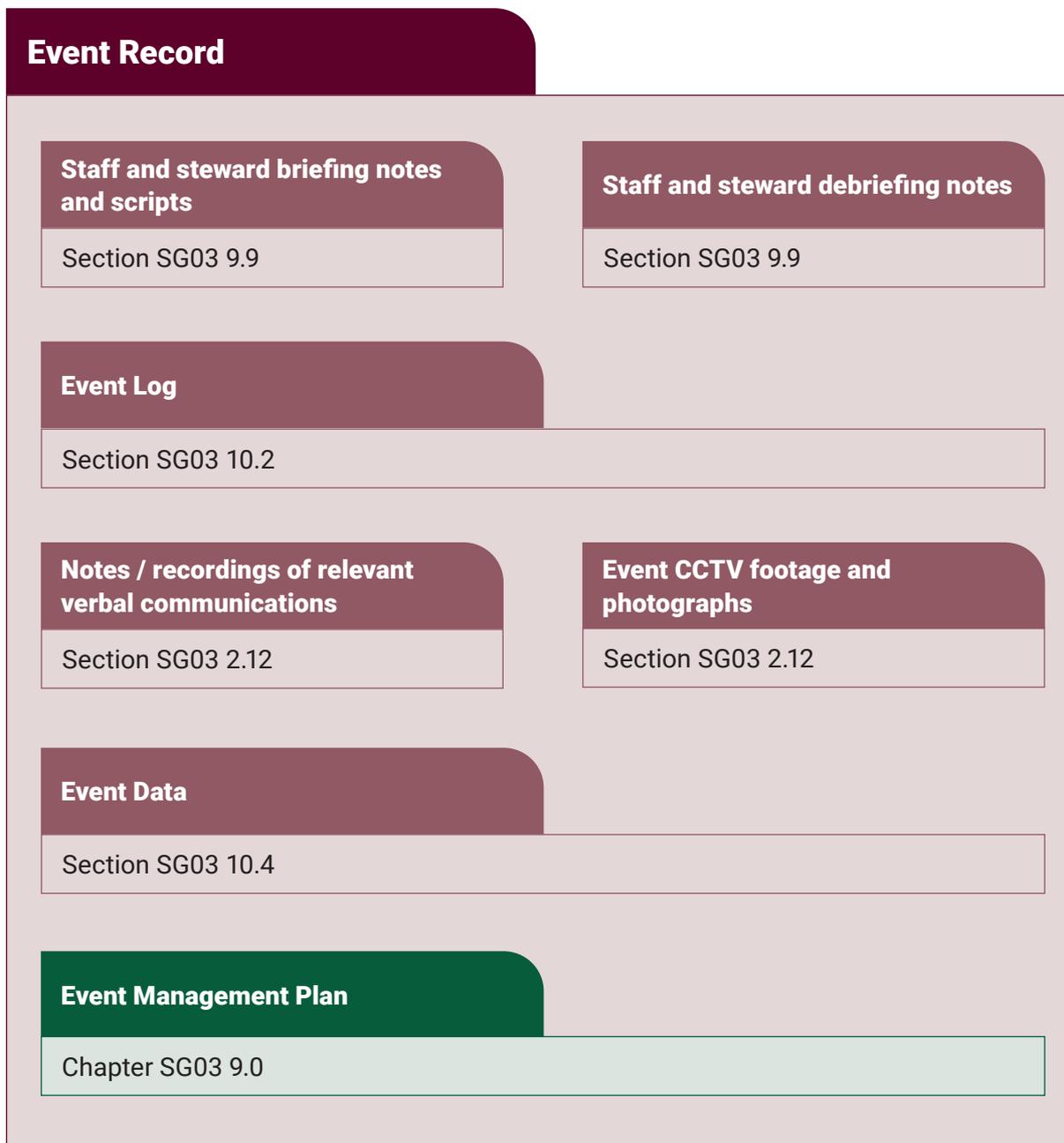
This is so that, firstly, lessons can be learnt and standards can be maintained or improved, and secondly, because full transparency in the recording, reviewing and auditing process offers confirmation and assurance that the safety management operation is properly planned and open to subsequent examination, should this be necessary for evidential purposes.



## Figure SG03 24 Event Record – summary of contents

At the conclusion of an event, the *Event Record* should be completed. The main headings are listed in [Section SG03 10.1](#) and detailed further in the sections cited.

Note that after the event the *Event Management Plan* should be extracted from the *Operations Manual* and placed within the *Event Record* for review and audit purposes.





## SG03 10.2 Event Log – administration

The *Event Log* is a contemporaneous record of every report received by personnel in the control point that is related to safety, security or service, together with a record of every decision, measure or instruction subsequently implemented.

It is to be expected that the *Event Log* will be compiled by a designated individual, located in the control point. This person may have other duties, such as radio operator or general administration. Owing to the level of concentration needed, however, for longer events it will be necessary to operate a shift system.

Note that the *Event Log* should be commenced when the control point is activated, at the start of the event day, and maintained until the time at which the control point is deactivated at the end of the event day (as shown in [Figure SG03 23](#)).

The *Event Log* itself should consist of a standard form, either printed or digital. If printed, staff should be instructed not to use the form for other notes, or to damage the form in any way.

The *Event Log* must also be tamper proof – that is, it must be designed, maintained and retained in such a way that its contents cannot be altered retrospectively. Again, this is important for both audit and evidential purposes.

Each entry in the *Event Log* should, as a minimum, record the following information (as illustrated in [Figure SG03 25](#)):

- a.** a unique reference number
- b.** the time at which the report was received in the control point
- c.** details of who is issuing the report (for example, the control point, facilities management, or a specific steward)
- d.** brief details of the incident or issue being reported, or the measure being implemented, and/or the decision or instruction made in response to the report, plus the identity of the person or agency implementing that decision or instruction
- e.** confirmation of whether the incident or issue has been closed (that is, resolved) or remains pending
- f.** the time at which the incident or issue is considered closed.



**Figure SG03 25 Sample Event Log**

Ref	Time reported	Reported by?	What has happened? What is the decision? Who is taking the action	Closed?	Time closed
001	10.00	Steward 81	Report of blocked WC in male toilets S/E corner, by turnstile block G		
002	10.02	Control point	Ref: 001 - Facilities team advised of WC issue		
003	10.05	Control point	Turnstiles advised to prepare to open at 10.15	✓	10.05
004	10.15	Control point	Turnstiles open	✓	10.15
005	10.18	Facilities	Ref 001 - Facilities report blocked WC cannot be cleared, effluent backing up onto concourse		
006	10.19	Control point	Safety Officer instructs closure of turnstiles in S/E corner - ticket holders to be redirected to other turnstiles	✓	10.20
007	10.19	Turnstile supervisor	Scanners at other turnstiles will not accept or override tickets issued for entry to S/E corner turnstiles. Ticket office manager advised to set up ticket resolution process.	✓	10.26
008	10.20	Steward 81	S/E corner turnstiles closed see Ref 006	✓	10.20
009	10.26	Ticket office manager	Confirmation that the ticket resolution system has been set up for ticket holders for S/E corner at mobile unit outside South Stand - see Ref 007	✓	10.26
010	10.27	South stand supervisor	Report of male slipping on wet floor outside WCs in S/E corner - serious head injury		
011	10.27	Medical controller	Medic 1 instructed to attend the incident in S/E corner		



### SG03 10.3 Event Log – entries

Clearly the type and nature of reports, incidents and issues to be recorded in the *Event Log* will vary according to the venue and the event but should include as a minimum all routine but relevant operational measures. As an example, these may include the opening of turnstiles, the closure of a ticket office or the entry of individuals to the control point.

Additional issues for reporting might include, but not be limited to:

- a. facilities, such as a damaged seat, barrier, light or sign
- b. safety procedures, such as the non-routine opening of an exit door or gate, or details of fires and fire alarm activations
- c. incidents involving spectators, such as:
  - i. people refused entry
  - ii. ejections
  - iii. arrests
  - iv. medical emergencies
- d. details of any accidents or incidents, including near misses
- e. details of any medical or first aid treatments (subject to confidentiality)
- f. details of any pyrotechnics discharged
- g. details of any emergency drills or evacuation exercises carried out
- h. reports of any safeguarding issues.

At the end of the event, the *Event Log* will form part of the overall *Event Record*.

### SG03 10.4 Event Data

The *Event Data* – some parts of which may be compiled after the event day – should be a summary of all the relevant data pertaining to the event.

Again, in common with the *Event Log*, whether in printed or digital form, the *Event Data* should be drawn up, maintained and retained in a format which is both secure and does not allow for any alterations to be made retrospectively.

Typically, the *Event Data* should include, but not be limited to:

- a. the total number of spectators attending, including in each section of the venue
- b. the number, names and location of all safety staff at the event deployed directly by the venue and/or event organiser
- c. the number of all safety staff at the event provided by agencies
- d. the number, names and location of all medical or first aid staff deployed directly by the venue and/or event organiser
- e. the number of all medical or first aid staff at the event provided by third parties
- f. details of any complaints received from spectators or other parties.

(Note that complaints will be easier to process and address if the records are kept not only in the *Event Record* but also collectively, in an easily retrievable form, such a computer database.)



When all this information has been collated, the *Event Data* will then form part of the overall *Event Record*.

Note also that, in addition to the written records, all event day CCTV footage, photographs and any recordings of relevant or significant verbal communications, should also be added to the *Event Record* (see [Section SG03 10.1](#)).

All of the above records and materials should be saved, backed up and stored in accordance with national laws on data protection. In the UK, information relating to this is available from the [Information Commissioner's Office](#).

It is further emphasised that the collation of these records is useful not only for providing a record of what happened on the event day, but also for facilitating analysis of the data over a number of events.

See [Annex SG03 E](#) for a sample spreadsheet containing this *Event Data*.

## SG03 10.5 **Monitoring process**

As stated in [Section SG03 2.12](#), all records relating to safety management, including the *Event Record*, should be subject to ongoing monitoring; that is:

- a. they should be subject to **review** on a regular basis by the venue management and/or event organiser, and
- b. they should be considered as part of the overall **safety audit** carried out for the entire safety management operation (see the following section).

Both parts of this process are particularly important where circumstances have changed significantly (for example, following new construction at the venue or changes in legislation) or when concerns have been raised about safety.

The venue management and/or event organiser should therefore draw up a formal review schedule. In turn, every member of the safety management team must understand why these formalities are important, and what is required of them.

Again, honesty, clarity and accuracy are vital to this monitoring process, so that lessons can be learnt and standards can be maintained or improved.

Full transparency in the review and safety audit process is also vital to ensure that the safety management operation is open to examination, and to demonstrate that the venue management and/or event organiser are embracing their responsibilities.

## SG03 10.6 **Safety audit**

Finally, as stressed throughout this *Supplementary Guidance*, effective event safety management requires that the venue management and/or event organiser conduct periodic safety audits. Section 3.22 of the *Green Guide* recommends that such audits are carried out at least once a year.

The intention of an audit is to make a deeper and more critical appraisal of all elements of the safety management system.

Such audits should be conducted by persons who are, preferably, independent of the procedures being audited, but who may be from within the organisation.

The findings of the safety audit should be documented and circulated to all concerned, to allow for any follow-up or remedial action to be taken.



The audit should consider carefully the following matters:

**a. Allocation of responsibility**

Is the safety management structure, or chain of command, clearly defined? Is it functioning? Do individuals understand their own roles and responsibilities?

**b. Integration**

Is an understanding of spectator safety, and health and safety, embedded within all sectors of the organisation, and not only those with specific safety roles?

**c. Employee involvement**

Is there in place an effective means or forum for all members of the organisation to contribute to the formulation and implementation of the *Event Safety Policy*?

**d. Risk assessment**

Are the results of all risk assessments and any follow-up measures being recorded and subjected to an annual review?

**e. Communication and documentation**

Is incoming information relating to safety being documented properly, and communicated effectively throughout the organisation?

**f. Inspections and tests**

Have the results of all safety-related inspections and tests been included within the audit?

**g. Competency and training**

Can it be shown that all staff forming part of the safety management structure, including contracted staff, are competent and have received the appropriate training, including participation in exercises?

The above list is for guidance only and is not intended to be comprehensive in all circumstances.

Management should also be aware that the findings of a safety audit could be taken into consideration when it comes to applying the (S) factor used in calculating capacities.

Not least, audits that have been well conducted and rigorous reflect the safety culture in place and demonstrate a proactive approach from within the organisation, rather than one that results only from external statutory monitoring or imposition.

In conclusion, safety management is both a discipline and a state of mind.

As stressed throughout this *Supplementary Guidance* and the *Green Guide*, its underlying principle is, and should always be, that:

**'for all individuals involved in the management, organisation or hosting of an event – whatever their role, whatever the nature of the event, wherever the event is staged – the safety of *all* people present at that event must take precedence over every other concern'.**





# Glossary

**Accessibility:** in the context of event management, the suitability and readiness of a venue and its staff to meet the safety, security and service needs of people with mobility, cognitive or sensory impairments.

**Accreditation:** the process by which certain individuals entering a venue, whether as spectators, visitors, workers or participants, are permitted access to certain zones and at certain times

**Area of activity:** the location where the main performance / activity takes place. In relation to sport, this could be a football, rugby or cricket pitch, an athletics or cycle track, a race or golf course, tennis court and so on. For non-sport activities, it could include a concert or performance stage.

**Chain of Command:** the hierarchical command and communication structure of the safety management team, including the names or numbers and job titles of its members.

**Circulation:** the free movement of people within a venue.

**Combustible:** able to burn.

**Competent:** a person shall be regarded as competent in an identified role where they have sufficient training and experience to meet the National Occupational Standards relevant to the tasks within that role. Competency includes an awareness of the limits of one's personal knowledge, skills or experience.

**Concourse:** a circulation area, covered or uncovered, that provides direct access to and from viewing accommodation, via stairways, ramps, vomitories, or level passageways, and serves as a milling area for spectators for the purposes of refreshment and entertainment, and/or provides access to toilet facilities, and which may also form part of the ingress and egress systems of the venue.

**Contingency plan:** a plan prepared by the management setting out the action to be taken in response to incidents, hazards or threats occurring at the venue that might prejudice public safety or disrupt standard operational procedures.

**Control point:** a designated room or area within the venue from which the safety management structure is controlled and operated. Also known as an 'event control' or 'control room'.

**Crisis Management Team:** A group of senior personnel within an organisation tasked with managing the strategic response to a critical incident.

**Demountable structure:** a structure, whether in situ temporarily or for an extended period of time, usually consisting of lightweight components, that is designed specifically to be erected and dismantled on many occasions.

**Desire route:** a pedestrian route, often a short cut, taken by people in preference to designated pedestrian walkways such as pavements or formal paths.

**Entry point:** any controlled entrance, such as a turnstile, door or gate, through which spectators enter a venue and are counted.

**Emergency plan:** a plan prepared and owned by the emergency services for dealing with a major incident at the venue or in the vicinity (for example, an explosion or large fire). Also known as an emergency procedure plan, or major incident plan.

**Event:** any event, whether it relates to sport, entertainment or any other form of gathering, to which the public is admitted. An 'event' (or 'event day') commences as soon as the first event staff enter the premises and ends only after the last event staff have departed.

**Event Data:** a post-event summary of all relevant data pertaining to an event.



**Event Log:** the contemporaneous record of every report received by personnel in the control point that is related to safety, security or service, together with a record of every decision, measure or instruction subsequently implemented.

**Event Record:** the post-event collation of information and documents referring to a specific event. This should include the *Event Data*, *Event Log* and *Event Management Plan*.

**Event Management Plan:** A single document that provides a summary of all the operational procedures in place for a specific event.

**Event specific:** any document, operational plan, risk assessment or policy which relates to a specific event and forms part of the Event Management Plan, rather than to its generic equivalent in another part of the Operations Manual.

**Exercise:** A management tool for assessing the effectiveness and suitability of arrangements and procedures within emergency, contingency or other relevant plans.

**Exit:** a doorway or other suitable opening giving access towards a place of safety.

**Exit route:** a circulation route that offers a route for spectators from Zone 3 to a place of safety.

**Facilities management:** the functional department within the venue management or event organiser which has responsibility for the provision, maintenance, cleaning and service of structures, components, systems and amenities at a venue.

**First aider:** a person who holds a current certificate in first aid competency, issued by an organisation that meets the necessary guidelines on first aid training.

**Guide to Safety at Sports Grounds (Green Guide):** the Green Guide assists sports ground owners and operators to calculate a safe capacity for their venue. It is used around the world as a best practice guide for the design and management of stadiums. The latest (sixth) edition was published in October 2018.

**Hazard:** something that has the potential to cause harm. This could be a physical element (such as a damaged fence), a material (such as unprotected glass), extreme weather, staff shortages, infectious disease or activities taking place at the venue.

**Hostile vehicle mitigation (HVM):** traffic calming measures and security barriers to potentially slow down and stop vehicles being used as weapons.

**Invacuation:** a security measure requiring people within a venue to move in response to an external threat.

**Key point telephone system:** an independent emergency telephone system located at strategic points around the venue.

**Local authority:** as defined by the Safety of Sports Grounds Act 1975.

**Lockdown:** a security measure requiring those inside the venue or section of a venue to remain confined within it until the threat has lifted.

**Major incident:** an event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency.

**Management:** person or persons in overall control of the premises whilst people are present, exercising this responsibility either in their own right, for example, as the owner, or by delegation (of statutory duty).

**Medical Co-ordinator:** also known as medical manager, appointed by the management to lead on operational matters.

**Means of escape:** means whereby safe routes are provided for persons to travel from any point in a building to a place of reasonable safety or a place of safety.

**Memorandum of Understanding:** a written agreement between the venue management and/or event organiser and one or more external parties, setting out what each party expects or requires from the other party/parties during an event, in terms of legal and operational responsibilities and boundaries, including what forms of information and intelligence can and/or should be shared. In the UK this form of document, when agreed with the police, is also called a Statement of Intent.

**M/ETHANE:** the recognised common model for passing incident information between services and their control rooms. The acronym stands for: Major incident declared?, Exact location, Type of incident, Hazards present or suspected, Access - routes that are safe to use, Number, type and severity of casualties, Emergency services present and those required.



**National Occupational Standards:** statements of the standards of performance individuals must achieve when carrying out functions in the workplace, together with specifications of the underpinning knowledge and understanding (as outlined by the UK Standards).

**Near miss:** an incident which has not caused any injury, damage or loss at the time, but which nevertheless had the potential to do so.

**Neurodiversity:** a term used to describe the natural diversity of cognitive functioning found within people. Neurodiverse conditions include Autism, Dyslexia, Dyspraxia and Tourette's Syndrome.

**Operations Manual:** a folder / digital file which comprises all of the operational plans necessary for a venue to operate in standard operational mode, supplemented by an Event Management Plan.

**Overlay:** the temporary installation of products (seating, tents, cabins, bridges, generators, etc.) required to stage an event.

**(P) factor:** the term used for the assessment of the physical condition of any area that accommodates spectators.

**Pitch:** see **Area of Activity**.

**Place of reasonable safety:** a place within a building or structure, such as an exit route or stairway, where, for a length of time – based on the fire resistance of the structure protecting the place, or any fire engineering solutions in place – people will have some protection from the effects of fire and smoke or other threats, allowing them to continue their evacuation to a place of safety.

**Place of safety:** a place where a person is no longer in danger from the effects of fire or other threats.

**Protected characteristics:** the protected characteristics outlined in the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

**Refuge:** a place of reasonable safety where a disabled person and others who may need assistance may rest, or wait for assistance, before proceeding via a fire-resisting escape route to a place of safety.

**Resilience:** a term to describe how effectively staff members are able to carry out the management's safety plans on an event day.

**Risk:** the likelihood that a hazard or a threat will cause actual harm.

**Risk assessment:** the identification and assessment of all reasonably foreseeable hazards and the identification of measures to mitigate the potential risks.

**Risk Register:** A document which outlines the strategic risks associated with an event.

**(S) factor:** the term used for the assessment of the safety management of any area that accommodates spectators.

**Safety Advisory Group (SAG):** a multi-agency group formed at local level to ensure that a venue remains compliant with the conditions of its safety certificate and with any other relevant national or international standards; typically consisting of representatives of the local authority, the venue management, the police, fire and ambulance services, the building authority and, where appropriate, supporter organisations.

**Safety certificate:** a certificate issued by the local authority under the Safety of Sports Grounds Act 1975, the Safety of Sports Grounds (Northern Ireland) Order 2006 or the Fire Safety and Safety of Places of Sport Act 1987, which contains such terms and conditions as the local authority considers necessary or expedient to secure reasonable safety at the venue when it is in use for the specified activity or activities.

**Spectator accommodation:** any area of a venue or structure in the venue provided for the use of spectators; including all circulation areas, concourses and the viewing accommodation.

**Sports ground:** any place where sports or other competitive activities take place in the open air and where accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose.

**Stadium:** a sports ground where a spectator will normally watch the event from a single view point, for example at football and rugby matches, in contrast to those where spectators are likely to be ambulatory, such as at racecourses and golf courses.



**Standard operational mode:** the state in which an event is managed under standard operational plans, rather than contingency plans.

**Statement of Intent:** a management document outlining the division of responsibilities and functions between the police and a venue.

**Threat:** a statement expressing the intention to cause harm. This could be a threat to cause physical harm to a structure or person, financial, reputational or cyber harm to an individual or organisation. It could also be a person behaving in a threatening or suspicious manner either in person at a venue or online by sharing threatening material.

**Venue:** a space where an event is staged. This could be a single building, or collection of buildings or structures, whether permanent or temporary. It could also be a stadium, sports ground, racecourse, area, town square, beach or any open space.

**Viewing accommodation:** any area of a venue or structure in the venue provided for spectators, either seated or standing, to view the event, also referred to as Zone 2.

**Zone Ex:** the external zone (also known as 'the last mile') which lies immediately beyond the outer perimeter of the venue, consisting of a network of routes or areas, often leading to transport hubs, and whose management is considered key to the safe and secure arrival and departure of spectators. This area may also be referred to as 'Grey Space'.



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For details of SGSA guidance notes and publications: [www.sgsa.org.uk](http://www.sgsa.org.uk)

or write to: Sports Grounds Safety Authority, 10 South Colonnade, London, E14 4PU.

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*This is Supplementary Guidance to the Guide to Safety at Sports Grounds (Green Guide).*

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