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PROJECT STADIA

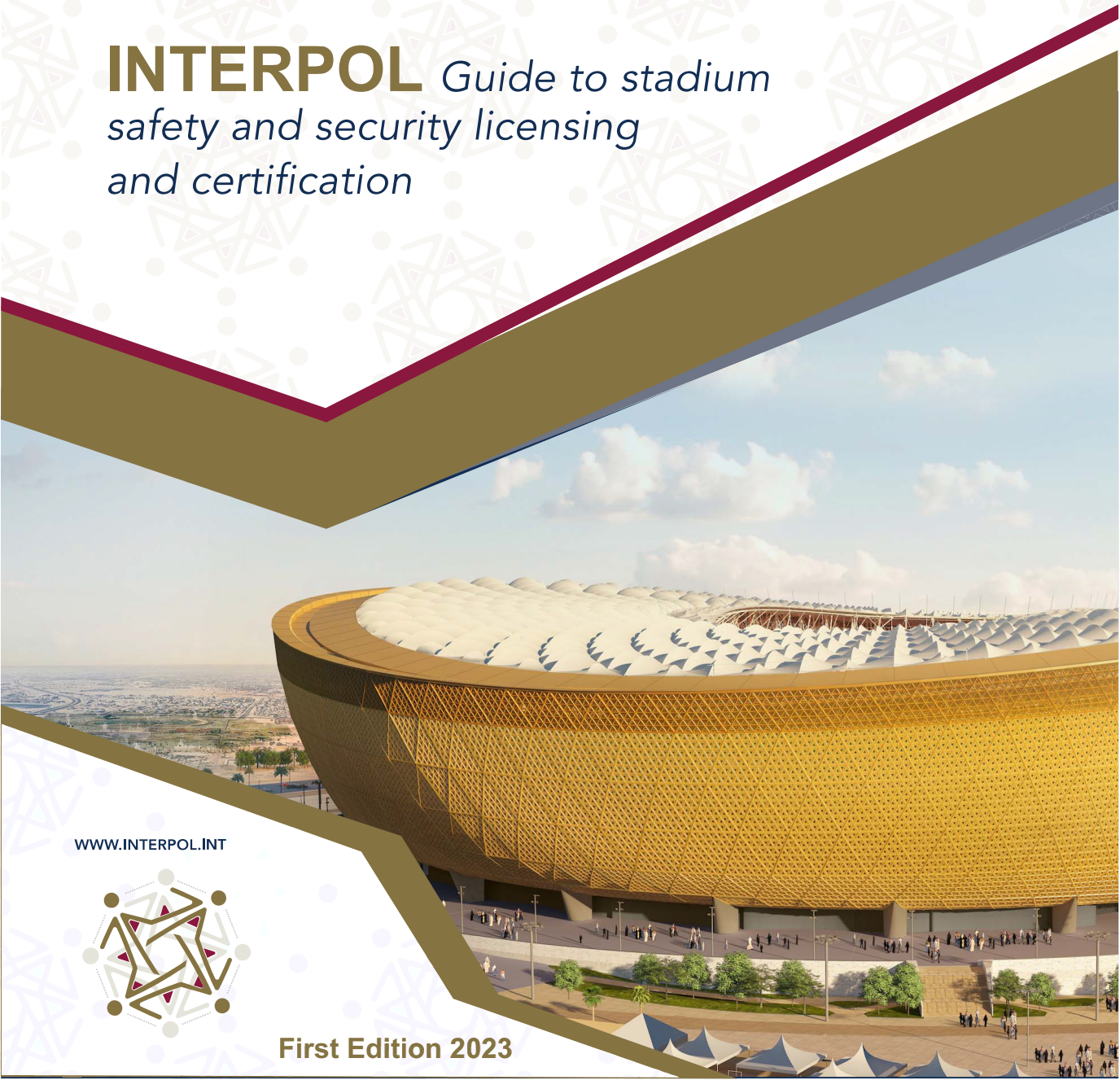
Safe & Secure Major Events

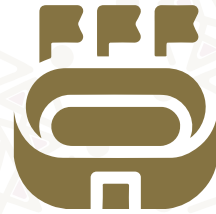
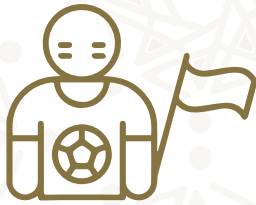
INTERPOL *Guide to stadium
safety and security licensing
and certification*

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About Project Stadia

In line with INTERPOL's vision of "Connecting Police to a Safer World", Project Stadia set out to draw on expertise from across the globe to contribute to the planning and execution of policing and security arrangements for major events. To further its objective, Project Stadia hosted expert group meetings with the key themes of physical security, crowd management, cyber security and many more. These meetings brought together global experts from law enforcement, event organizers, governments, the private sector, academia and civil society to explore state-of-the-art research and analysis and develop independent recommendations for planning and executing security arrangements for major international events. To capture good practices and lessons learned before, during and after major international events, Project Stadia also conducted observation and debriefing missions with designated security officials from both the public and private sectors who had direct responsibilities for policing and security operations. In addition, Project Stadia developed and delivered an accredited Safety and Security Training Programme for Major International Events. This training programme consists of six training courses covering a number of crucial topics for police commanders and incident management leaders involved in policing and securing major international events. Each course is designed to enhance the knowledge, skills, and capabilities of police commanders and incident management leaders who are responsible for policing and managing safety and security at major international events.

Established by INTERPOL in 2012 and funded by the Government of Qatar, Project Stadia has created a Centre of Excellence to help INTERPOL member countries in planning and executing policing and security operations for major events. Project Stadia has centralized the wealth of knowledge generated through nearly 60 expert group meetings, observation programmes and debriefing activities into our online Stadia Knowledge Management System (SKMS). The SKMS provides a lasting legacy for the world's law enforcement community when securing major events.



Purpose

This guide has been developed with the support of the UK Sports Grounds Safety Authority and is published by INTERPOL Project Stadia to provide a standardised understanding of the responsibilities of all parties involved in the process of sports ground safety and security licensing and certification.

Safety, security and service should be the overriding priority throughout each stage of hosting a successful football event. It should be a key focus from the arrival of visiting supporters in the host town or city to their homeward departure after the event.

From a safety certificate and licensing perspective, the sports ground safety management arrangements lie at the heart of event day operations and play the primary role in reducing risks and ensuring that the sports ground provides a safe, secure and welcoming environment for all people including the spectators, participants and staff.

The body ultimately responsible for issuing the safety certificate (or license) will require support and advice from a range of key partners who may include:

- Emergency services
- Sports ground safety management team
- Event organisers
- Transport providers
- Spectator representatives
- Infrastructure and local amenity representatives
- Relevant regulatory bodies
- Sports governing bodies.

Importantly, this Guide will set out how the combined efforts of all those involved can be best managed and planned to achieve the aim of successfully contributing to the delivery of safe, secure and enjoyable event.

Whilst it is vital that all parties plan and work together to achieve that common aim, it is also important that all parties understand their own and others' responsibilities. This shared understanding will ensure that no areas of responsibility are left unaddressed because of a lack of ownership.

This Guide outlines the measures that should be considered to identify, monitor, test and upgrade the facilities, operational plans and procedures which ultimately combine to ensure a successful event. It will signpost guidance and provide detailed checklists to assist in the development of the necessary safety management arrangements. Although most examples used in this Guide relate to football stadia, it will also be of value to all Governments or certifying authorities that issue safety certificates to other types of sports grounds. The arrangements are therefore considered equally applicable to all sports grounds and their associated stakeholders.

It is intended that it will assist a certifying authority to identify, apply and enforce the terms and conditions that are prescribed in the safety certificate. These are the terms and conditions that it considers necessary or expedient to secure reasonable safety, security and service at the sports ground.

The Guide will focus primarily on the headings below:

- Integrated approach
- Licensing and certification
- Safe capacities
- Safety Management



Although not a specific safety management guide, these above headings will provide the foundation for an understanding of the safety management arrangements from which safety certification can be developed and monitored.

Further information

The recommendations set out in this guidance will meet specific safety certification requirements of FIFA to deliver a World Cup, available via the [FIFA website](#).

Much of this guide reflects the Council of Europe [Recommendation Rec 2021 of the Standing Committee on Safety, Security and Service at Football Matches and other Sports Events](#), along with the recommended good practices within its associated annexes: [Annex A: Safety](#); [Annex B: Security](#) and [Annex C: Service](#).

Also, the UK Sports Grounds Safety Authority (SGSA) has published a number of relevant guidance documents, including:

- [Guide to Safety at Sports Grounds \(also known as the Green Guide\) sixth edition](#)
- [Supplementary Guidance 03 : Event Safety Management](#).
- [Guide to Safety Certification](#)

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Chapter 1: Integrated approach

Ensuring consistently safe, secure and welcoming sports grounds requires a fully integrated approach to a variety of legislative, policy and operational challenges that arise when hosting sporting events. This Chapter is intended to define the roles and responsibilities of the key agencies and partners engaged in this integrated approach. It should be noted that successful integration will run both vertically between national and local levels and horizontally across multi-agency partners and operational delivery teams.

[The Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events \(also known as the “Saint-Denis Convention”\)](#) entered into force on **1 November 2017**.

This convention is the only internationally binding instrument to establish an integrated approach based on safety, security and service. It also promotes co-operation between all public and private stakeholders: governments, municipal authorities, police, football authorities and also supporters, in order to provide a safe, secure and welcoming environment at football matches and other sports events, whether it be inside or outside the stadia.

The Council of Europe states:

“Experience demonstrates that spectators who feel respected, appreciated and are treated in a welcoming manner are more likely to perceive stadium safety management arrangements as proportionate which, in turn, is likely to encourage them to act in compliance with steward instructions and to regulate their own behaviour and that of their fellow supporters.

Moreover, experience also demonstrates that there can be a correlation between experiences outside stadia and behaviour inside, and vice versa. That is why it is important to extend the integrated approach to harmonise the way supporters are treated inside and outside of the stadium. This requires stadium safety officers and police commanders to co-operate and to embrace a multi-agency and holistic approach in which crowd management strategies, based on a dynamic risk assessment, proportionate operations and effective communication, are harmonised”. ([Recommendation Rec 2021, of the Saint-Denis Committee, Annex A - Safety, pp.11-12](#)).

1.1 Government role

Achieving high levels of safety at sports grounds requires strong leadership that starts at the national level and cascades throughout the system and down to event day operational delivery. Government should ensure that any legislative and regulatory responsibilities required of the sports ground management, emergency services or other authorities are set out clearly, and where specific roles and legal responsibilities exist these should be clearly defined. This legislative framework is crucial and supports the need for any stadia hosting an event to have access to qualified competent persons with specialist knowledge of sports ground structures, safety systems and safety management arrangements.

To ensure all the sports ground safety management responsibilities are met, a process of external verification through the issuing of a safety certificate is essential. Most countries have a process by which a safety certificate is issued by a certifying authority, however not all certificates are supported by a detailed monitoring and inspection regime. It is therefore important that the Government legislation demonstrates clearly the expectation for monitoring and inspection of the infrastructure and management of an event. It is also important that adequate resources are provided to ensure these oversight functions are developed.

The Council of Europe states:

“Whilst primary responsibility for safety should rest with the event organiser (stadium



management), the role of Government is crucial in providing a clear and unambiguous legislative and regulatory safety framework and in providing national, multi-agency co-ordination arrangements to facilitate practical application of the framework and consider all matters regarding football-related safety, security and service.

A national multi-faceted safety infrastructure should be designed and implemented to ensure that:

- a) the legal, regulatory and administrative framework provides clarity on the roles and responsibilities of the event organiser, stadium safety management, police, and other emergency services;
- b) the legal, regulatory and administrative framework obliges the designated stadium safety officer (on behalf of the organiser, club and/or stadium management) to provide a safe stadium environment for all participants and spectators;
- c) effective stadium licensing and safety certification arrangements are in place, applied, monitored and enforced by the competent public authorities;
- d) stadium design, infrastructure and associated safety management arrangements comply with national and international standards and good practices;
- e) stadia provide an inclusive and welcoming environment for all communities and the population generally and incorporate, inter-alia, the provision of appropriate sanitary and refreshment facilities along with good viewing arrangements for all spectators (including children, the elderly and disabled supporters);
- f) stadia safety management arrangements are comprehensive; make provision for effective liaison with the police, emergency services, and other partner agencies and incorporate clear policies and procedures on matters that might impact on crowd behaviour and associated safety and security risks; and
- g) the legal, regulatory and administrative framework provides clarity on respect roles and responsibilities of the municipal authorities, police, other emergency services and the organiser in respect of events held in public places outside of stadia.” (Recommendation Rec 2021, of the Saint-Denis Committee , Annex A - Safety, pp.3-4)

The Government should also provide a platform to liaise at a strategic level with the football/sports authorities, police and other partner agencies in determining and refining a range of in-stadia safety arrangements. This might include national policy and procedures on matters like ticketing, sale and consumption of alcohol, pyrotechnics, incursions onto the field of play, racist behaviours or other forms of hate crime, entry checks and controls, counter-terrorist measures, and threats posed by organised criminality (linked, for example, to counterfeit tickets and the unauthorised ticket sales).

This level of national co-ordination can be of particular value when determining the appropriate policies and procedures to be applied nationwide in respect of large tournaments using multiple host city venues that involve events in public and private spaces. The provision of nationally agreed policies and guidance for the planning, preparation and delivery of safe events is seen as essential for ensuring consistent, effective and proportionate operations across all areas of the visiting spectator's experience.

Experience indicates there is a need to have the legislation in place for a substantial period to allow it to become established before any new tournament.

A process map of the respective roles and responsibilities recommended by this Guide is show at the end of this chapter.

1.2 Purpose of legislation

When developing sports ground related legislation, the aim should be that:

- It will help to mitigate the threats and risks of serious incidents occurring at specific sports grounds by forbidding more spectators being admitted to that ground (or sections of that ground) than can be safely accommodated.
- It will make clear which sports grounds the legislation and associated safety certification processes are relevant to, for example, specifying:
 - the types of venues and sports that are included;
 - which Leagues are affected; and
 - the size of the sports ground – i.e. minimum spectator capacities.
- It will provide clarity on the terms and conditions that can be incorporated in the safety certificate in order to ensure the reasonable safety of all people present at the sports ground.
- It will empower the certifying authorities to prohibit public access to a sports ground (or sections thereof) if there are serious risks to the safety of spectators.
- It will produce a consistent standard of safety inspection at sports grounds.
- It will provide the public, participants and competition organisers with reassurance that the sporting event will be held in a safe, secure and welcoming environment.
- It may help dictate acceptable levels of behaviour such as making it an offence of pitch incursion or failing to follow the lawful instructions of stewards in an emergency.

1.3 National sports ground safety committee or licensing authority

It is recommended that at national level all lead representatives involved in the certification process collaborate by way of a formal committee and help develop the logistics of the certifying process and then to maintain an oversight of the arrangements, standards and good practice.

This committee is usually made up of government ministries involved in sports ground safety such as the Ministry of Sport and the Ministry of Interior (or equivalent), along with senior representatives of:

- national football police information point (NFIP);
- sports ground operators;
- sporting associations;
- safety and security officer associations;
- supporter groups;
- certifying authority groups;
- fire and ambulance authorities.

This group may help in setting acceptable standards for safety management, competence of safety personal and infrastructure standards.

Alternatively, the Government may establish a designated (independent) national body (Licensing Authority) to provide a source of expertise on stadia safety matters and to issue sports ground licenses.

Such a body could also undertake sports ground inspections and audits as part of its functions and oversee local safety certification arrangements in order to ensure that the certification process is effective, suitable, sufficient and consistent.



That same committee or body might also be useful to help address emerging safety issues such as drones, poor supporter behaviour, or pyrotechnics.

1.4 Certifying authority, local co-ordination and safety

It is likely that a certifying authority will be based locally to the sports ground and the requirements of certification, monitoring and inspection will therefore fall to them to deliver with the support of local partners.

The Council of Europe states:

“Multi-agency co-ordination arrangements (should) be established and implemented at local level to ensure that all local agencies recognise and act upon their responsibility to accord public safety the highest priority. Government should provide clear guidance on the composition, role and functions of local co-ordination committees and ensure that all key local agencies are represented at an appropriate (“influential” and decision making) level.

As a starting point, the local arrangements should ensure that a range of key safety imperatives are implemented. For example, ensuring that:

- local operating arrangements (inside and outside of stadia), are comprehensive and take full account of the principles enshrined in an integrated approach to safety, security and service;
- local safety strategies are reviewed and updated (where necessary) to reflect any refinements to the national approach and post-match analysis of events connected to previous matches;
- the respective roles and responsibilities of all personnel engaged in delivery of football related safety arrangements are clear, concise and widely understood;
- multi-agency preparations clarify roles, responsibilities and operational primacy;
- local liaison embraces all aspects of the wider integrated approach likely to impact on safety, notably policing strategies, ticketing, stewarding and other in-stadia safety arrangements; local hospitality; transport and other logistical factors; and crisis planning for emergency scenarios (inside and outside of stadia); and
- football supporter groups, Supporter Liaison Officers (SLOs), Disability Access Officers (DAOs), along with local communities and businesses, especially those located in the vicinity of football stadiums and city centre areas (where supporters are likely to gather before and after matches), are consulted and kept informed of the safety arrangements in public places.

Effective local multi-agency co-ordination arrangements also provide a means for key local public and private personnel to meet and share perspectives and concerns on a regular basis. This can help promote mutual understanding and support regarding a range of event-related safety arrangements, and engender a partnership approach between municipal authorities, event organisers, police and other key stakeholders. This mutual understanding can prove critical when confronted by emergencies and other major incidents posing a threat to public safety”. ([Recommendation Rec 2021, of the Saint-Denis Committee, Annex A - Safety, p.5](#))

The certifying authorities should have designated legislative and regulatory responsibilities for issuing sports ground safety certificates. A safety certificate, in general terms, specifies the number of spectators that may be admitted into a designated sports ground and the conditions under which



they may be admitted. Safety certificates are issued to those that the certifying authority determines to be the “responsible person” for the venue. This is a crucial process and certifying authorities should ensure that they have the necessary arrangements in place, including rights of access to sports grounds for qualified competent persons with specialist knowledge of sports ground structures and safety systems and safety management arrangements.

The competence of the certifying authority is considered in Chapter.

1.5 Sports governing bodies and associations

Sports Associations have a duty to ensure that all those attending their competitions are safe. There are also important reputational risks with allowing matches to be played under their jurisdiction in unsafe conditions. Sports associations can assist in improving safety, security and customer service through competition rules, advice, sports ground regulation and adopting its own inspection regime. Many football associations employ safety delegates for the purpose of match day visits to ensure compliance with their guidance and regulations.

1.6 Clubs and sports ground owners/operators

Dependent on each country’s laws, clubs and sports ground owners have a legal responsibility and duty to ensure the safety of everyone attending their matches or their sports ground. 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. It is important for a club that is playing fixtures at a sports ground that they do not own to understand that they are not absolved of responsibility for the safety of people attending their matches. In such circumstances, whilst they should work closely together, there should be absolute clarity in hire agreements or operational documents about the ultimate responsibility for different aspects of the operation between the club and the sports ground owner.

It is important that the club and sports ground owners identify who has the ultimate responsibility for ensuring the terms and conditions for a licence and/or safety certificate issued by the state or certifying authority are met in full.

While a lead role for certifying authorities is to ensure that due regard is paid to general principles and national guidance, the ground management may not necessarily be committed to all the specific requirements imposed under the safety certificate, especially if it considers them inappropriate for its particular circumstances. It is therefore far more preferable that the ground management is positively engaged in identifying and implementing appropriate conditions and safety procedures to which it can fully subscribe and that provide the appropriate safe environment.

It is therefore strongly recommended that the ground management should be required to commission or undertake risk assessments on all matters relating to the safe management of the ground and of spectators at events within the scope of the safety certificate. These should include, amongst other matters, arrangements for facilities maintenance, crowd management, crowd disorder and anti-social behaviour, stewarding, medical and first aid arrangements, counter terrorism and fire safety.

On the basis of the risk assessments, management should then produce a comprehensive Operations Manual (see SGSA’s [Supplementary Guidance 03: Event Safety Management](#)) setting out how it will achieve reasonable spectator safety at these events. Importantly, this should also include the proposed capacity for the whole and each area of the sports ground, along with assessment of: a) the physical condition of those areas and b) the quality and effectiveness of the safety management operation – known respectively as the **(P)** and **(S)** factors. It should submit this material to the certifying authority for scrutiny and acceptance.

While a comprehensive Operations Manual is essential, it is understood that this will not effectively address the dynamics of most incidents. As such, the manual must remain flexible to adaptation to the specific incident being faced. It is essential that the unified commanders be actively involved in the collaborative creation and evolution of the comprehensive Operations Manual. This will promote

timely and agile decision making and leadership under the dynamics of incidents.

The SGSA has developed a [list of indicative questions](#) which may help assessment of sports grounds P and S factors.

1.7 Emergency services (police, medical, fire and rescue)

The emergency services have skills and resources that may be unavailable elsewhere. The police have the ability and responsibility to assist with making a spectator's journeys to and from the sports ground and, on occasions, their attendance at the match a safe and secure experience. They will be able to bring useful intelligence and information to support event day planning.

The medical services are best placed to provide medical assistance to the operational management of the sports ground and to assist with the drawing up of contingency plans for emergencies. The fire and rescue service have unique training and experience in structural and ancillary fire precautions and will provide a vital input into emergency plans. It is important that whilst all parties should work closely together that there is clarity of roles and responsibilities, by the drawing up of a memorandum of understanding or statement of intent.

The safety certificate should be seen as part of a total, integrated system for managing health, safety, security and service at the sports ground. While the state or certifying authority alone is responsible for issuing the safety certificate, safety cannot be achieved by one agency acting in isolation. The state or certifying authority has a duty to consult with the chief officer of police and, with the fire authority and the building authority. It is good practice to consult the ambulance authority and to have regard to the views not merely of the certificate holder but to those of any other regular users of the sports ground and, where relevant, representative supporters of the club(s) concerned. Where relevant it may also need to consult the authorities responsible for traffic and transport, emergency planning etc.

1.8 Safety advisory group

To assist the certifying authority in exercising its functions, it should set up an advisory group consisting of appropriate members of its own staff, representatives of the police, fire, ambulance services and of the building authority, highways agency and other interested parties. The advisory group should consult representatives of the club and of a recognised supporters' organisation on a regular basis. The advisory group's terms of reference should encompass all matters concerned with crowd safety and should encourage members to take part in regular visits to the ground and attendance at matches. The advisory group should have a chairperson from the certifying authority, and effective procedures. Its resolutions should be recorded, and it should be required to produce regular reports for consideration by the relevant committees within the certifying authority.

The main role of the safety advisory group (SAG) is to provide specialist advice to the certifying authority to help it discharge its functions under either sports grounds or public events legislation. The group should also provide an overarching role to consider enhancing safety at sports grounds and public events by providing advice and assistance to certificate holders and licensees. The group should consider all matters within its remit and make recommendations to the appropriate committee/service of the certifying authority. The safety advisory group should operate within a defined (recorded) role so that it effectively carries out this function.

The group should meet on a regular, usually a quarterly, basis. Additionally, the group can be called together at short notice to consider any issue arising out of a recent match, perceived future risk or when any special measures are proposed for a forthcoming event.

The certifying authority would also be well advised to identify the responsibilities and potential liability of the SAG and its members. It may wish to lay down written procedures for them to follow if they observe or are alerted to a safety weakness either during an inspection of a sports ground or when they are present in the course of their normal duties.

Areas the **SAG** may want to consider:

- a) the annual inspection of the sports ground and the annual review of the safety certificate have been completed;
- b) any identified safety weaknesses in the ground and the contents or implementation of any Operations Manual have been analysed and addressed;
- c) quarterly briefing given by the stadium operations manager regarding continuous quality improvements to the safety and security plans to meet emerging risks, planning process, training, and operational exercises;
- d) participate in development and observation of annual functional exercises of the venue's multi-agency operations group.

1.9 Competition or tournament organiser and local organising committee

Major international tournament preparations can take many years and require intensive collaboration between host countries/cities and the competition or tournament organiser. The host country will be required to engage a local organising committee (LOC). The LOC and the relevant authorities need to work in partnership with private entities. Laws may need to be revised and strengthened so that the tournament can take place safely and securely.

National and local government departments, agencies, police and other emergency services, sports ground management, private security personnel, stewards and many other organisations must be capable of staging full-scale integrated safety and security operations over an extended period. The integrated safety, security and service concept must, however, consider the festive nature of the event. Safety and security should therefore be an integral part of the overall organisation from the very start of the planning process. The integrated safety and security concept for any tournament is based on the mutual understanding of the responsibilities and priorities of all those involved e.g. host city/state/venue, the LOC and Competition or Tournament Organiser.

Some of the tasks of the LOC may include:

- a) Facilitating and administering the safety concept including safety advisory group meetings, consultation with stakeholders (local community, armed forces, police, fire and ambulance, transport departments and local authorities);
- b) Assisting key partners in formally establishing the roles and responsibilities of each of the agencies and organisers engaged in the overall delivery of the event. The period of the event delivery extends from the arrival of supporters to the town/city through to their departure;
- c) Ensuring, where practicable, that nationally led policies and directives aimed at achieving a common 'look and feel' to the safety and security arrangements are implemented and maintained throughout the event period;
- d) Ticketing (ticketing policy, team allocation, segregation, ticket security, ticket distribution pickup points);
- e) Accreditation (event day staff, match delegates, media, safety team members, security staff and stewards);
- f) Overlay planning and oversight of associated crowd management requirements (fan zones, security cordons, searching regime, commercial and merchandise outlets, signage and wayfinding, spectator and staffing welfare arrangements, accessibility arrangements);
- g) The introduction and makeup of an operational central control point including communication and monitoring systems;
- h) The organisation of test events including the development and review of the exercise programme and implications for the external areas and transport links.

In fulfilling this responsibility, the LOC will need to guarantee to draft and develop, together with the host authorities, an integrated safety, security and service concept that addresses the situation throughout the host country (including, without limitation, at airports and railway stations, in host

cities and outside official sites) as well as inside each official site (including, without limitation, the sports grounds and any fan zones). Although the host association has overarching responsibility for safety and security, it is acknowledged that it will not be able to fulfil such responsibilities without the close cooperation and proactive involvement of the relevant authorities in the host country. As a result, LOC's and host authorities' integrated safety and security plans must outline the roles of national and local authorities, including police and other law enforcement and emergency services, sports ground management, private security personnel, stewards and volunteers.

Process of roles and responsibilities

Government role

- Draft certification legislation
- Define roles and responsibilities of stakeholders
- Set up nation safety committee to oversee implementation
- Allocate resource to implement process
- Develop communications protocols
- Establish licensing authority or national stadium safety committee

National stadium safety committee role

- Invite membership of relevant safety stakeholders (NFPI, Ministry of Sport, Certifying
- Draft a terms of reference for membership
- Develop agenda to investigate certification process
- Establish communications protocols with Government and Certifying Authority
- Establish meeting frequency, provide governance and allocate resources

Certifying authority role

- Implement and enforce certification legislation
- Develop certificate criteria for certificate application
- Develop policy and procedures for issuing a safety certificate
- Develop inspection, monitoring and enforcement regimes
- Set up safety advisory group to consult with interested parties
- Provide governance and allocate resource

Club / stadium operator role

- Engage with key event operational authorities (police, fire, ambulance, highways)
- Develop Operations Manual
- Develop match specific plan
- Consult certifying authority on changes to operational plan
- Ensure the adequate competent staffing and arrangements are in place for certificate

Emergency services role

- Support the Safety Advisory Group in setting relevant safety Standards
- Provide match day support and guidance to the club/stadium operator
- Report any safety related incidents or near misses to the Certifying Authority

Chapter 2: Licensing and certification

2.1 Sports ground Licensing, safety certification and inspection

The Council of Europe states:

“The national laws and regulations on sporting events should require stadia hosting designated football events to be licensed by the appropriate authority. Current practice for licensing stadia varies across Europe. In some cases, the license is issued by an independent national body, whereas in others the process is undertaken by a governmental agency or the national football authorities.

Whilst it is for each country to determine the arrangements it considers to be most appropriate, the aim should be to ensure that the licensing authority is independent and competent to determine if a stadium is fit for purpose, consistent with national standards, and in compliance with all relevant legal and regulatory requirements.

In parallel, the public authorities should designate national or local arrangements for assessing and certifying that a stadium’s physical infrastructure and safety management arrangements are sufficient to enable the stadium to safely host an event within the constraints of its designated maximum safe capacity.

In most countries, this safety certification responsibility falls to the local authorities, or is delegated to the local fire services or police. However, there are wide variations in the criteria applied in determining whether or not a stadium meets acceptable standards and equally wide variations in the content and obligations set out in national standards, if and where they exist.” ([Recommendation Rec \(2021\)](#), of the Saint-Denis Committee, Annex A - Safety, pp. 9-10)

2.2 Licensing

As discussed in the section above, in some countries it may be appropriate to operate both a national licensing scheme and a locally based safety certification process.

In general terms, a licensing process would be aimed strategically at ensuring:

- National standards and government policies are implemented, complied with, monitored and enforced.
- The recommendations and guidance produced by the national sports ground committee or independent licensing body can be acted upon in a timely and consistent manner.
- Additional oversight by way of monitoring and inspection of the certifying authorities.
- Continual review of the framework in which the safety certification process operates and nationally focussed analysis of emerging threats.
- The highest risk sports grounds are subject to a higher level of expert oversight and support.

2.3 Safety certification

This is a crucial area where the details of a sports grounds safety management operations are scrutinised. It is, therefore, vital that the safety certification process is accorded a high degree of credibility. For that reason, it is important for each sports ground safety certificate to be regularly reviewed and for the sports ground to be inspected to ensure its suitability to host football (and other sports) events. It is equally important for the certification process itself to be periodically reviewed to gauge if the existing arrangements comply with good practice and national and international standards.

A Model Safety Certificate is attached at Annex B, but any system of certification should reasonably contain the following:

- a) Identification of the issuing authority for the certificate;
- b) Identification of the responsible person who holds the certificate;
- c) Establish an organised multi-agency collaboration team representing all assisting agencies for event day operations. This team shall function as both the planning team as well as the event day operations unified command;
- d) Arrangements for consultation and involvement of other bodies with responsibility for sports ground safety;
- e) Minimum standards of construction for sports grounds;
- f) Terms and conditions relating to the minimum standards for safety management within the sports ground (including the requirement for an Operations Manual)
- g) Arrangements for calculating a safe capacity;
- h) Arrangements for dealing with unexpected incidents or emergencies;
- i) Monitoring, testing and inspection regime;
- j) Sanctions and penalties for non-compliance.

Sports ground design, physical infrastructure and associated technical facilities are continually evolving as is the criteria for determining the efficacy of safety management arrangements. The importance of developing national standards and good practices that can be refined in the light of these developments is crucial to assessing the safety of stadia and a pre-requisite to enabling the designated certifying body to undertake its task effectively.

Updates to the physical infrastructure and operational plans can and shall be mandated to mitigate vulnerabilities to an emerging threat. The multi-agency collaboration team shall at least annually benchmark against industry best practices, assess risks, and develop plans and/or physical adjustments to mitigate them.

There are a variety of options available to ensure the most up to date advice and guidance is made available to local certifying authorities.

Firstly, the government may rely on a national sports ground safety committee, however experience suggests that it is desirable to establish a designated (independent) national body to provide a source of expertise on stadia safety matters and to issue sports ground licenses.

Such a body could also undertake sports ground inspections and audits as part of its functions and oversee local safety certification arrangements in order to ensure that the certification process is:

- a) directly linked to national safety standards (**see Section 2.5**)
- b) comprised of model requirements to provide consistency in safety standards (**See Annex B**);
- c) linked to periodic and audited expert inspection, undertaken by an independent competent body (**See Annex C**); and
- d) credible and accountable in respect of meeting national standards.

Secondly, at a local level safety advisory groups (SAGs) can help by informing members of the latest requirements within their fields of expertise which will help to ensure that a sports ground is compliant with the conditions of its safety certificate and national standards and good practice.

2.4 Bio-secure sports grounds

Introduction

As a result of the COVID19- pandemic, sports grounds have now become familiarised with operating under pandemic conditions. This includes national government setting required restrictions which could include events without spectators (behind closed doors), with a specified number or percentage of spectators or capacities determined by physical/social distancing calculations. Although these requirements are set by government, it is usually the sports governing bodies that details the practicalities and protocols necessary.

The safety certification is the most appropriate process to monitor and enforce compliance with set Government requirements.

The SGSA has produced [guidance on how to calculate a sports ground capacity using a socially distancing methodology.](#)

Definition

For the purpose of this section “**no spectators**” is intended to mean the hosting of sporting events without admission to the general public.

It would however be anticipated that those admitted to the sports ground may include:

- Sporting participants
- Participants management and support staff.
- Event/match officials and assistants
- Essential employees of the sports ground, for example safety management and facilities management teams, ground staff and catering.
- Employees of emergency services but only where deemed to be essential to the safe running of the event.
- Accredited media staff, including TV, radio, press, photographers.
- Public bodies with relevant legislative powers to enter the sports ground for the purposes of ensuring compliance with sports grounds and health and safety legislation.
- Employees of the sports governing bodies charged with responsibilities for ensuring venue and participant compliance with relevant governmental and sport governing bodies protocols.

Those to be admitted should be issued with official accreditation specific to permitted access areas and limited to individual events.

General Safety Certificate

In some cases “no spectators” or reduced capacity events will be held within designated sports grounds (see Section 1.4). A safety certificate will therefore be in scope, which will, notwithstanding that the event will not be viewed by spectators or a reduced number, still contain requirements over all areas for which ground management has direct or indirect control. This could encompass restricted stand and concourse layout, offices or players’ facilities within a stand, media facilities, club or leisure facilities, satellite buildings and access and egress to and from car parks.

A key consideration is whether the terms and conditions contained within the certificate are scalable or otherwise able to be amended to reflect the lower numbers of people within the stadium in line with the requirement. This would be particularly in the areas of staffing levels for stewards and medical teams originally set in the certificate on the assumption of allowing entry to the maximum viewing spectators.

The numbers of those accredited for entry, as listed in the **bullet points above**, should be determined together with their expected viewing positions to enable amendment of the safety certificate and any

supporting Operations Manual and to assist in the development of an event specific Event Management Plan.

Consequently the safety certificate will require amendment to reflect the differing conditions of use of the sports ground as well as additional conditions to place a requirement upon the certificate holder to comply with Government and sport governing bodies protocols in relation to bio-security.

It is recommended that for sports grounds where a safety certificate is in force a bio-secure relative condition is inserted into safety certificates. (See Annex B – INTERPOL model safety certificate Condition 27.)

Consideration should be given where appropriate to the widening of invitations to safety advisory groups beyond the normal membership to include participation from specialist areas of expertise where it is felt that added value could be achieved or where regulatory overlap exists, such as public health officials.

Other regulatory oversight

It is accepted that there is no single approach to regulating sport events with “no spectators” and ensuring the reasonable safety in relation to the pandemic for those participating in or providing services in connection with such the events. It is anticipated however that competition organisers will reflect the protocols from this guidance within the rules of their competitions and require competition venue operators to confirm their adherence to them.

Safety and security considerations

As stated within the Guide to Safety at Sports Grounds (Green Guide) responsibility for all people in a sports ground during an event lies with the ground management.

Although this guidance has a focus on bio-security risks arising from a pandemic, attention is still needed to identify and mitigate other safety and security risks which are more commonly found within sports grounds.

Management should therefore conduct detailed risk assessments for any proposed “no spectators” event and develop new or amend existing plans to reflect the differing risks arising and append to the sports grounds Operations Manual.

The list of headings below highlight of some but not all areas of the Operations Manual where review and amendment of normal activity planning and delivery may be needed. The list is not exhaustive, recognising that review and amendment of each Operations Manual will be a matter for ground management, in consultation with the relevant certifying authority where appropriate:

- Event Safety Policy
- Health and Safety at Work Policy
- Risk register and any risk assessments arising
- Event Management Plan
- Stewarding Plan
- Counter Terrorism Plan
- Co-ordination plans for Zone Ex
- Fire Safety Plan and Risk Assessments
- Communications Plan
- Medical Plan
- Outside broadcast facilities within ground or secure external compound/perimeter.

Checks on structures, installations and components at the sports ground should be undertaken to

ensure that all relevant maintenance and safety checks of plant/life safety systems, stored and drinking water have been undertaken during the closedown period. Also that evidence of any inspections and tests required pre-event/event day/during event are undertaken and suitably qualified staff are in attendance during the event.

Signage should be clear inside of the sports ground showing those areas which are open for movement and those which are closed and therefore out of bounds.

Alternative means of escape should be identified to ensure the safety of those inside the sports ground in the event that egress cannot be achieved through normal routes. All doors on these emergency escape routes should be staffed by stewards to help facilitate and direct the movement to places of safety.

Communications and control should be maintained at all times that the sports ground is open to ensure the safety and security of all people inside. This can best be done by utilising the existing event control point. Event management should review the planning, operation and delivery of the following

- Communications plan – lines and means of communications
- Control point – organisations required in attendance
- Radio communications/PA/CCTV
- Fire detection and alarm systems – event day operation to be utilised with usual fire stewards in assistance.

Medical and first aid provision

The hosting of reduced capacity or “no spectators” events should not place an unreasonable burden upon local ambulance or voluntary services.

Any revised level of medical provision identified would be in addition to any provision arising from the requirements of governmental and sport governing bodies protocols.

Risks arising from the event including all workplace risks should be fully considered and evaluated before setting out in a revised medical plan to be agreed and supported by local resources.

Media provision

On the assumption that some sporting events are likely to be covered by television broadcast it is essential that the sports grounds event management team considers as part of its event day planning any additional or alternative proposals put forward by the television companies which differ from previously agreed, tried and tested arrangements. This may include for example additional advertising signage or new signage locations.

Normal pre-event planning and inspection should be carried out including for all television broadcast compound areas.

2.5 Meeting safety standards

Safety standards are set at a national or international level, most countries throughout the world adopt the SGSA's Green Guide, because it is a standard specific to sports grounds design and management. The principle European Standard on sports ground design and construction is provided by the European Committee for Standardisation (Comité Européen de Normalisation – CEN) in European standard EN **13200-1:2012** on “Spectator facilities Part 1: General characteristics for “spectator viewing areas” and EN **13200-08** Safety Management.

In more general terms, as part of the safety certificate, each ground may be required to have:

- a) a designated safety officer, responsible for the safety management operation at the sports ground on match days;



- b) competent stewards trained to a nationally-recognised standard;
- c) a computerised turnstile counting system, recording each spectator admission through every turnstile and immediately registering them on a display monitor in the sports ground control room. This system enables a safety officer to see, at any moment, the exact number of spectators in each area of the ground. Additionally, an alarm is signalled on the monitor when an area reaches a specified percentage of its allowed capacity;
- d) closed-circuit television (CCTV) cameras covering key areas of the ground;
- e) a sports ground control room with radio communication links to steward supervisors and police, CCTV display monitors, access to the public address system and a display monitor linked to the computerised turnstile counting system;
- f) redundancy for all systems identified in item e.) above; as well as emergency back-up and tertiary power capability to all critical systems including uninterrupted power supply to bridge the momentary lapse during power system transfer;
- g) contingency and evacuation plans (often forming part of the Operations Manual). These are drawn up by the club safety officer in conjunction with the emergency services. These plans shall be tested periodically, either by way of table-top exercises or by a practical evacuation exercise at the sports ground;
- h) provide an access audit to detail the accessibility provisions and plans for improvements.

In instances where a certifying authority is not entirely satisfied with the efficiency of the safety operations, the authority concerned may reduce the audience capacity of the whole sports ground, or specific areas of the sports ground, accordingly.

Accessibility

Accessibility for all, should also be a major consideration along with meeting equality standards. Physical barriers, structural constraints and management still keep people with alternative needs from attending sporting events, and designers/sports grounds managers must educate themselves on these precise issues. The gap of knowledge between club policies, and perceptions of accessibility by disabled people exists.

Although the good design of buildings is crucially important in improving the opportunities available to disabled people, good design alone will not remove all the barriers encountered by people with disabilities.

Any safety certificate should provide consideration to the standards set out by UEFA and the Centre for Access to Football in Europe (CAFÉ) in [Access for All – Good Practice Guide to Creating an Accessible Stadium and Matchday Experience](#).

In addition, the SGSA has published the [Accessible Stadia](#) guidance.

2.6 Monitoring and inspection

Once a certificate has been issued, it is imperative that compliance with any terms and conditions, especially those related to a safe capacity and safety tests/checks, is maintained through all events. Individuals in the certifying authority (and where appropriate the licensing body) should be identified who will have responsibility for carrying out regular monitoring and inspection to an agreed framework and a process should be put in place to ensure that any deficiencies are rectified as soon as possible, or where they are safety essential, immediately.

The monitoring policy and procedures should set out the frequency of inspections, both pre-scheduled inspections and surprise, unannounced inspections. It is important to recognise that the timescales set out in this guidance are a minimum and the actual frequency of any monitoring and inspection should be determined by the particular circumstances. One way of determining this would be for the certifying authority to require each venue it monitors to undertake an annual self-assessment.

The certifying authority can then take this into account, along with any other risk related factors, in particular the management's compliance with the safety certificate, or any Operations Manual required under the safety certificate.

The monitoring authority must be satisfied that the authorised officers are competent to carry out the inspections.

In addition to regular monitoring outlined below, there is a requirement for the certifying authority: to carry out a more detailed annual inspection that includes all life safety systems including, but not limited to:

- a) the certificates covering structural, barrier testing, dynamic performance and electrical tests;
- b) the records maintained by the management of the sports ground, of attendances, accidents, near misses, maintenance plans, servicing of equipment, equipment tests, steward training, risk assessments and contingency plans and contingency exercises;
- c) the condition of the sports ground and its fixtures and fittings; and
- d) lighting systems, public address systems, fire warning systems and entry control equipment, fire suppression systems.

Please refer to the detailed checklist for annual inspections at Annex C.

Although it will normally be sufficient for the certifying authority to inspect the structures and fittings once a year while the sports ground is empty, the sports ground management's performance during events will undoubtedly need to be checked more frequently. Without regular during performance inspections there is a risk of potentially hazardous situations developing unchallenged. The same considerations apply to the certifying authority's checks of the records of attendances, accidents, maintenance, steward training and contingency plans, though some of these could be carried out on non-event days. Such during performance inspections are equally important with regulated stands.

During performance inspections not only allow the certifying authority to monitor the certificate holder's general compliance with the safety certificate, or with any Operations Manual required under the safety certificate, but also provide an overview of the safety management and the appropriateness of the (S) factor.

The monitoring procedures should identify what the certifying authority will inspect and examine during the annual inspection and any during performance inspections.

Detailed checklists for during performance inspections are attached at Annex D.

2.7 Competence of monitoring and inspecting officials

Many certifying authorities have developed frameworks for technical and generic competencies, which relate to a broad range of desired skills and behaviours.

A team approach is usually a preferred option, as there are many specific technical variations of matchday operations and procedures that may need monitoring. This could include experience or expertise in policing, control and command, engineering and infrastructure, fire safety design, medical provision, occupational health and safety to name a few, which would be unlikely to be inherent in one individual.

These common functional areas for safety certificate management include:

- a) Developing calculation for a safe ground capacity (Including understanding (P) and (S) factors);
- b) experience managing a venue operation of comparable or greater spectator occupancy;
- c) Understanding and applying sports ground legislation;
- d) Working with safety advisory group (integrated approach);

- e) Chairing and delivering safety advisory group performance (leadership skills);
- f) Issuing safety certification for different sports and sizes of sports grounds;
- g) Developing policy and procedures for certifying authorities sports ground function;
- h) Monitoring certificate terms and conditions (annual Inspection, during performance inspection); and
- i) Negotiation and dispute resolution
- j) Enforcement

The training and assessment process attached in Annex G is a generic framework which can provide a useful starting point for evaluating an individual's potential for these monitoring and inspection roles.

It is important that succession plans need to be integrated with existing competency frameworks. However, there should not be an over-reliance on competencies because they may be too limiting and mechanistic to assess skills such as leadership. Moreover, they relate to the past and present rather than to the future, which is where succession planners need to look. Using this process, the succession planner can link the required competencies for the various roles carried out for the function, to more effective training needs analysis for individuals.

To demonstrate best practice in this aspect of safety certification, a certifying authority should be able to demonstrate that:

- a) business continuity plans are documented and regularly reviewed and tested to ensure resilience;
- b) competencies for the various jobs and roles are identified and quantified;
- c) staff are aware of what will be required of them to ensure continuity; and
- d) appropriate succession planning is in place to ensure that staff have the necessary training and experience to undertake the roles they could be expected to perform.

2.8 Audit trail

As part of its audit trail the certifying authority should maintain detailed records of all annual inspections and during performance inspections. The certifying authority monitoring procedures should identify who should receive copies of inspection reports and what follow up action is to be taken by officers where the inspection has identified either the need for remedial action by ground management or a contravention of the safety certificate.

Improvement plan shall identify who is responsible for each remedial action, and when the remedial action shall be complete.

2.9 Test events

When opening a new sports ground, or section of a ground, or when carrying out any major alterations or extensions, including any significant increase to the ground's capacity, management should stage test events. Such events need to demonstrate that the new infrastructure can accommodate all those at the ground safely, and that the safety management team has been prepared and briefed adequately.

Test events should include protective measures for emergencies such as emergency evacuation, partial evacuation, shelter in situ. It should also deal with disorder, medical emergencies and triggers for emergency response and need to cover the low frequency/high consequence incidents.

Where applicable, the test event will also need to meet the requirements of the certifying authority. Agreement should be reached in advance as to what percentage of the final capacity of the ground, or of the new or altered section, **should be occupied** during the test event, and whether additional test events with ramped up percentages will be necessary, before a final safety certificate can be issued.

Alternatively, an interim safety certificate may be issued with a reduced capacity for test events.

During test events, it is important for representatives of the certifying authority and, if possible, other members of the safety advisory group to assess all the new safety systems in place, and to observe how spectators interact with their new surroundings. This should include the monitoring of:

- a) flow rates through turnstiles or entry points;
- b) crowd flows through stairs, gangways and vomitories;
- c) the operation of all new safety systems (such as CCTV cameras, PA systems, communication systems and emergency lighting);
- d) the stewarding operation, control, command and communication of safety team;
- e) amenities (such as catering outlets, screens and toilets);
- f) the operation of lifts and escalators;
- g) the medical provision;
- h) crowd flows when spectators depart from or return to the viewing accommodation;
- i) crowd flows when spectators enter into exit routes;
- j) feedback from spectators; and
- k) feedback from members of the safety management team.

A full debrief of the test event should then take place prior to the issuing of a final safety certificate. For example:

- Formal debrief with key personnel.
- Debrief meeting with police, other emergency services and medical team representatives.
- Debrief meeting with police, other emergency services and medical team representatives.
- Establish if any structural or management issues which had been unforeseen.
- Check effectiveness of pre-event plans regarding management plans following risk assessments.
- Identify any incidents which resulted in the contingency plans being used.
- Identify any issues which may require a review of any particular contingency plan.
- Establish any breaches of ground regulations, any ejections or arrests.
- Ensure evidence and intelligence gathering processes have been effective.
- Establish any issues which have identified the need for further staff training.
- Review pre-event planning process to establish any failings and processes requiring further improvement.

2.10 Sanctions and penalties

The authority that issues the certificate should identify sanctions and penalties for non-compliance with any certificates or licences. Sanctions may range from closure of the sports ground or parts of the sports ground to capacity reductions and / or financial penalties.

An enforcement policy should set out the arrangements that the certifying authority has put in place for ensuring compliance with the relevant safety at sports grounds legislation. It should explain the certifying authority's powers and **approach** to enforcement activity, how a certifying authority expects to deal with sports grounds and **what happens** when infringements of the law are established. It should also ensure that any enforcement action taken is fair, open, consistent and clear.

The enforcement policy should not only identify what would constitute an offence but should also clearly identify the process and procedure the certifying authority will follow in considering what enforcement action would be appropriate when an offence has been committed and the role of individual officers in that process.

The enforcement policy and procedures should clearly set out how the certifying authority aims to ensure that enforcement is fairly applied. This can be evidenced by the following principles:

- **Proportionate** in applying sports ground law and ensuring compliance.
- **Consistency** of approach.
- **Targeted** enforcement action.
- **Transparent** about how the certifying authority operates and what those regulated may expect.
- **Accountable** for the certifying authority's actions.

2.11 Range of enforcement actions

The enforcement policy should identify all the choices of enforcement action that are available to the certifying authority and should also include such information as a description and explanation of how the enforcement action would affect the individual/organisation along with the possible results of the action taken. An example of each enforcement action may help the reader to understand the certifying authority's options.

Examples of enforcement action available include:

- Informal warning
- Prohibition notice
- Reduction in capacity
- Simple caution
- Prosecution

An example policy for the enforcement of a Safety Certificate is attached at Annex E.

2.12 Conflict of Interest

Where a certifying authority is the owner, or part owner of a sports ground for which it is also the enforcing authority there may be a potential for an actual or a perceived conflict of interest. In such cases enforcement policies should include a clear statement of the local authority approach to premises in which it may have an interest, such that it will carry out its enforcement policy and practice in exactly the same way that it does for all other premises and duty holders; and have arrangements in place to identify and resolve potential conflicts of interest.

It is also important that a local authority has plans and contingencies in place for dealing with those exceptional circumstances where a conflict of interest has come to light after an incident has occurred; and identifies whether any potential conflicts of interest are introduced or removed when governance arrangements change.

2.13 Fan zones

Fan zones for a specific tournament would normally be situated away from the sports ground and within a public space. The principle function of any certification process is to provide a series of conditions by which the sports ground owner/operator can safely manage and operate an event. Fan zones would not normally fit within this process and would normally be the responsibility of the local or state authority to ensure safety. However, fan zones should provide the same reasonable levels of safety for spectators and therefore many of the principles for sports ground monitoring and inspection will be equally applicable to the fan zone, even though it may be a temporary infrastructure layout.

The sports ground operators should be aware that fan zones may need to be linked to the stadium in terms of anticipating travel times and arrival times of mass groups of spectators.

Chapter 3 – Sports ground capacity

3.1 Capacity calculations – summary

The most important consideration for spectator safety at sports grounds is the setting of the maximum number of spectators that may be safely accommodated (safe capacity). Many of the disasters and near misses in history have resulted from overcrowding or an ignorance on behalf of the sports ground managers of how many people may be safely accommodated.

A safe capacity depends not merely on the available viewing accommodation but on the capacities of the entrances and exits and on the quality of the physical condition and safety management of the spectator facilities. Therefore, the safe capacity of a seated area may on occasions be lower than the number of seats within it.

Experience evidences that the number of spectators admitted into a sports ground, and individual sectors (viewing areas), should never exceed the designated maximum safe capacity. Determining the maximum safety capacity, therefore, is a fundamentally significant safety requirement for all football stadia.

The calculation of the safe capacity of a venue should be an integral component of the safety certificate or licence described here. Compliance with the safe capacity should be a major part of any inspection regime.

Calculations are not always a straightforward task, especially given wide variations in the age, design and infrastructure of stadia. Detailed guidance on this task is provided by the SGSA Guide to Safety at Sports Grounds (Green Guide). This Guide also reinforces the need for the calculation to be determined by a person competent to undertake the task. It also stresses the need for the outcome to be verified by an independent body, as part of a wider safety inspection of the sports ground, and by the authority designated with issuing a sports ground safety certificate.

The calculations take account of a number of factors:

- rates of entry and exit,
- number of usable seats,
- holding capacity for standing areas (where applicable), and
- the number of spectators who can reach a place of safety in eight minutes (or sooner in areas assessed as having a high or medium fire risk) during an emergency evacuation.

Also included in the equation is an assessment of both the sports ground's physical infrastructure ((P) factor) and its safety management arrangements ((S) factor).

The purpose of this chapter is to outline the main factors which must be considered when making an assessment of the final safe capacity of each section of the spectator viewing areas.

Once the final capacity of a section or of the whole spectator facilities is determined, in no circumstances should a larger number of spectators be admitted.

If the final capacity for the sports ground is set at lower than the level management would desire, it can only be raised after the necessary remedial works have been completed, and/or the quality of safety management improved. The area in question will then need to be re-assessed.

The SGSA has provided [a brief knowledge video on this subject](#).

3.2 Entry capacity

The entry capacity is the number of people who can pass through all the turnstiles and other entry

points serving a section of the ground within a period of one hour. Historical data may be used to determine a value. Any calculation of the entry capacity must use spectator flow rates from a recognised guide or standard.

According to the Guide to Safety at Sports Grounds (6th edition), the maximum rate of entry recommended for turnstiles or similar ticket validation points is **660** people per turnstile/lane per hour. Many new stadiums are now designed using a throughput rate of **550** people per turnstile per hour.

It is possible to have higher throughput rates at turnstiles, usually using bespoke electronic/automated ticket scanning systems. However, the application of such high rates is not recommended.

For security screening, the throughput rate depends largely on the screening process. For example, the Guide to Safety at Sports Grounds (6th edition) recommends basing calculations on the below throughput rates for different screening types

Type of screening	Level of risk	People per hour
Manual "pat down"	Low	600
	High	300
Metal detectors and bag checking	Low	500
	High	240
X-ray	Low	350
	High	230

3.3 Holding capacity

The holding capacity is the number of people that can be safely accommodated in each section of the spectator viewing areas.

In the case of seated areas, the holding capacity will normally be determined by the actual number of seats, minus any that cannot be used safely such as:

- seats that offer a seriously restricted view;
- seats that exceed the numbers permitted between radial gangways in each row, and
- seats that are damaged, unavailable for use or which do not meet the required standard.

In the case of a standing area, the calculation of a safe holding capacity is more complicated and will take account of several factors, including:

- the available viewing area;
- the density* of spectators permitted;
- crush barrier strengths and layouts;
- terrace stepping, and
- areas which offer restricted views.

* For the purposes of calculating the capacity of standing areas at sports grounds, the maximum number that can be applied is **47** persons per **10** square metres. However, experience has shown that at certain types of sports ground and in a variety of circumstances a lower number, ranging from between **40–47** persons per **10** square metres, or even lower, will be safer and more comfortable,

For example, in cold weather spectators are likely to wear bulkier clothes, in which case a density of **47** persons per **10** square metres may not be attainable, while for events at which a higher proportion of children might be in attendance, such a density is unlikely to be appropriate.

3.4 (P) and (S) factors

The design, maintenance and management of the spectator facilities will impact upon the safe capacity of any spectator viewing area and must be taken into account in developing the safe capacity calculations. A generally accepted method of reflecting these factors within the calculation is by the use of (P) and (S) factors.

If all structures, installations and safety-related components at the spectator facilities are maintained in good condition and working order, a (P) factor of **1.0** should be applied.

Where there are deficiencies, the (P) factor should be reduced accordingly, e.g. to 0.9 for minor deficiencies, even lower for more serious issues, and ultimately to 0 where an area is not at all safe for use.

The assessment of a sports ground capacity should also take into account the quality of safety management – that is the (S) factor. If all the management's safety-related responsibilities are fully met, and the stewarding is of a high standard, an (S) factor of **1.0** should be applied. Where there are deficiencies in any aspect of the safety management, the (S) factor should be reduced accordingly.

A single (P) factor and a single (S) factor should be set for each separate area of the spectator viewing facilities. Any final calculations should then use whichever is the lower to determine the capacity of that area by multiplying the factor by the holding capacity.

(P) and (S) factors must only be assessed by a competent person.

A list of [indicative questions which may help assessment of sports grounds \(P\) and \(S\) factors](#) can be found on the SGSA website.

3.5 Exit capacity

The exit capacity is the number of people that can safely exit from the viewing area of the section under normal conditions within an appropriate period. Any calculation of the exit capacity must use spectator flow rates from a recognised guide or standard.

3.6 Emergency evacuation capacity

The emergency evacuation capacity is determined by the emergency evacuation time, which is based largely on the level of risk of a section and its associated emergency evacuation routes.

The emergency evacuation capacity is the number of people that can safely negotiate the emergency evacuation routes and reach a place of safety within that set time. Any calculation of the emergency evacuation capacity must follow a recognised Guide or Standard.

Any exits in the sports ground designated for use in an emergency should be sufficiently wide, not only for spectators but for all other people present to be able to exit within the specified emergency evacuation time.

Therefore, when calculating the emergency exit capacity of the ground it will be necessary to factor in the numbers of any staff, event officials and any other people present in the ground.

3.7 Safe capacity calculation

The calculations for a safe capacity require a number of steps:

1. Identify all separate areas of the sports ground and then (for each area)
 - a) Calculate the entry capacity
 - b) Calculate the holding capacity (including an assessment of the (P) and (S) factors)
 - c) Calculate the exit capacity
 - d) Calculate the emergency exit capacity
2. Take the **lowest** of figure identified from a to d
3. This is the safe capacity for the area
4. When the safe capacity of all areas are added up that will provide the final capacity for the sports ground.

3.8 Computer modelling

It is becoming increasingly common for computer modelling to be used as a tool in the development of people movement assessment for the design or management of public entertainment venues. It is particularly valuable for determining how spectators/pedestrians will interact with the infrastructure and people around them and for identifying areas of possible congestion.

However, computer modelling does have some limitations and should be used to complement rather than replace the more robust static calculations described above. The limitation of computer modelling is that the outputs are only as good as the quality of the inputs.

3.9 Conclusion

Any calculation for a safe capacity should have the following characteristics:

- It should follow advice in approved guides and/or standards;
- It should be written, the calculations transparent and available for inspection;
- It should take account of the entry capacity, holding capacity, exit capacity, emergency exit capacity, physical condition and safety management of each section of the sports ground;
- The attendance should never exceed the calculated safe capacity.

Further information

Additional information is contained:

- FIFA publication [Football Stadiums Guidelines 2022](#)
- [FIFA Stadium Safety and Security Regulations and UEFA Safety and Security Regulations](#) which provide minimum standards for matches played in the respective competitions.
- The [Green Guide](#), which provides extensive information on sports ground physical infrastructural matters.



Chapter 4 – Safety Management

Efficient safety management will entail a safety culture that permeates through all levels of the sports ground management, including commercial and marketing departments, from the most senior level down to the stewards. Integrated multi-agency safety management is a concept whereby all parties

a consistent and coherent part in staging a safe and enjoyable event. This includes collaboration between the sports ground management, emergency services, local authorities and those stakeholders who have an interest in the event outcome, such as supporter groups, local communities, volunteer groups, etc.

It is recommended that the management of every spectator facility and/or the event organiser shall produce a written Spectator Safety Policy (also commonly referred to as an Event Safety Policy). This demonstrates that management has devoted thought and effort towards the safety and welfare of all those attending the event. Putting the policy in writing helps focus the mind and shows whether it has been fully thought out in practical terms.

The operating procedures or Operations Manual for the event will need to be collated and developed by the safety officer or facilities manager, in collaboration with the safety advisory group, and the final product will need to contain the following:

- a) planning before the event (including: the event risk assessment, stewarding organisation, Operations Manual, medical plan, traffic management plan, contingency plan, ground regulations, exercise planning, preventative briefing, checks and controls);
- b) checks and audits during the event; and
- c) results of checks and audits after the event and follow up actions from any debriefs.

4.1 Operations Manual

Irrespective of whether a sports ground is covered by a safety certificate or not, the ground management should draw up an Operations Manual which sets out in one place the procedures intended to ensure the reasonable safety of all people present during regular events held at the ground.

Rather than utilise a generic document, or one prepared for use at another ground, the Operations Manual must relate to the sports ground in question.

It is recommended that the Operations Manual be presented in clearly defined and version-controlled sections or modules, so as to be easily updated and amended.

Set out below are the key safety management plans and procedures that should be addressed in the Operations Manual. The list is not intended to be exhaustive but seeks to illustrate the level of detail expected from an Operations Manual.

- a) spectator safety, or event safety policy
- b) safety management structure, or chain of command
- c) detailed capacity calculations
- d) site plans/drawings
- e) risk assessments for the venue and regular events/pre-event activities and specific events or activities
- f) stewarding plan
- g) contingency plans

- h) security plan, to include counter terrorism measures
- i) athletes and performers management plan
- j) memorandum of understanding or Statement of Intent in place, for example with service providers or the policy
- k) training and exercising policy
- l) segregation policy
- m) crowd disorder and anti-social behaviour plan
- n) accessibility plan
- o) safeguarding plan
- p) ticketing strategy
- q) traffic management plan
- r) planning for external factors (Zone Ex)
- s) fire safety plan
- t) communications plan
- u) planned preventative maintenance/tests/inspections
- v) medical plan
- w) biosecurity plan
- x) protective movement plans (evacuation, shelter in place, relocation)
- y) parking/tailgating plans
- z) continuous quality improvement plan
- aa) event management plan

Operations leadership shall have a method for receiving after action reports from all working groups including first responders, stewards, concessionaires, gatekeepers, parkers, traffic management, etc.; evaluating, prioritizing, and implementing action items from these reports

It is further recommended that copies of the old versions of any sections of the Operations Manual be retained for an appropriate time period.

Further guidance on the contents of an Operations Manual can be found in [Supplementary Guidance 03: Event Safety Management](#), published by the SGSA.

4.2 External Factors (Zone Ex)

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 important to establish which organisation or agency has the lead responsibility for co-ordinating the management of Zone Ex on an event day, and it may be appropriate for this role owner to be recorded in the Operations Manual and in the ground's safety management structure.

At major events this may be a role allocated to an individual representing one of the relevant agencies, although in some circumstances the task may be assigned to a member of the ground's safety management team.

It is essential that lines of communication are established on event day between each spectator zone so that situational awareness can be shared in an immediate way. Operating on the same event management structure and system (web-based software or other system) is essential to facilitate this information sharing

The purpose of Zone Ex co-ordination is to:

- a) define the extent of Zone Ex
- b) identify the relevant agencies within that Zone
- c) provide projected and real time transport information to the safety officer
- d) agree the level of resource each agency will commit to the safety management plan, plus any associated command and control protocols
- e) allow scrutiny of the various agency plans to identify any potential conflicts and to achieve a shared understanding of each other's priorities, key activities and threats
- f) jointly consider crowd movement patterns, flows and timings, for both arrival and departure
- g) develop, harmonise and test contingencies relating to crowd numbers, movements, dynamics and behaviour within Zone Ex
- h) develop, harmonise and test contingencies for the failure or suspension of key elements of the pedestrian, vehicular or public transport plans.

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 further details and diagrams of Zone Ex see the SGSA's [Guide to Safety at Sports Grounds and Supplementary Guidance 03: Event Safety Management](#).

4.3 Control and communication

Effective communications within the sports ground complex is a pre-requisite of effective safety management arrangements. It is crucial for ensuring that: service provisions are being delivered appropriately; crowd behaviour is monitored in order to detect and respond appropriately in quick time to any emerging threats or tensions; and safety and security incidents, small or large, are dealt with effectively and proportionately and in accordance with the arrangements set out in sports ground contingency and emergency plans.

The safety management arrangements, including stewarding activities, should be co-ordinated from the sports grounds control room, which should maintain an efficient means of communication with senior stewards and, where appropriate, stewards.

Secondary and tertiary communications systems or procedures must be in place for each communication chain. Supplementing primary audible communication with visual and text communication is often necessary in very loud environments when critical messages are being sent.

For further guidance on control and communication see the SGSA's [Control Rooms](#) guide, available within the annexes of the Event Safety Management guidance.

4.4 Stewarding

All aspects of a sports ground's safety management arrangements are reliant upon the deployment of an appropriate number of well trained and suitably equipped safety and security personnel undertaking a wide range of functions designed to provide spectators and participants alike with a safe, secure and welcoming environment. Collectively, the activity of these personnel is most widely known as stewarding.

There are wide variations in practice across the world regarding the personnel undertaking stewarding functions. They can include:

- staff employed by sports ground management or by the event organiser
- staff provided under contract by a stewarding or security company,

- volunteers augmented by designated directly employed
- privately contracted security staff
- police officers undertaking stewarding tasks, particularly in respect of security functions.

Irrespective of national practice or preference, or the title and employment status of the personnel involved, they are all undertaking stewarding functions. Good practice guidance is crucial to set standards for the functions and the competencies, knowledge and skills required to undertake the tasks effectively.

Stewards provide an ongoing and direct interface between the sports ground safety officer (on behalf of sports ground management and/or event organiser) and spectators. That contact is crucial in terms of creating a safe, secure and, importantly, welcoming environment. Stewards are the operational and monitoring arm of the designated sports ground safety officer. The sports ground safety officer is largely reliant upon stewards to deliver the sports ground safety management arrangements. Their role is critical.

The sports ground safety management arrangements will dictate the various functions of the stewards and inform decisions regarding the minimum number of trained and equipped stewards necessary to deliver the designated activities effectively. The types, roles, numbers and locations of the stewarding team will form the foundation of the sports grounds stewarding plan. It must be recorded in a way that will provide clarity and understanding of not only their deployment profile but also any ability to flex resources in response to unforeseen or unexpected incidents.

Irrespective of their functions, stewards should always be aware of their wider role in ensuring the care, comfort and well-being of all categories of spectators. This is crucial given the extent to which this service function is delivered and can have a direct impact on spectator behaviour and associated safety and security risks. Experience demonstrates that spectators treated in a respectful, welcoming and professional manner will respond in kind and be more inclined to comply with stewarding instructions and manage their own behaviour and that of fellow spectators.

4.5 Safety training

It is essential to ensure that the sports ground safety officer, their deputies, senior stewards and stewards (whatever their title) have the competencies, skills, knowledge and training to undertake their tasks in a manner that will ensure effective delivery of sports ground safety arrangements.

In view of the extensive co-operation necessary between sports ground personnel and all the emergency services, especially in emergency situations, it is highly desirable for there to be a multi-agency approach to delivering customised training for key personnel involved in football-related safety arrangements, notably integrated training for police commanders, police officers undertaking specialist football roles, emergency service personnel, and sports ground safety officers and senior stewards.

It is the responsibility of the safety officer to ensure that all stewards, whether employed in-house or under contract, are competent and trained to undertake both their normal duties and their roles under the emergency or contingency plans. The training shall also cover the specific needs of people with special needs and young spectators.

It is recognised that, at any given time, some stewards or emergency personnel will probably not have had the opportunity to complete their training and assessment. However, no steward or emergency practitioner shall be deployed at the sports ground until they have undertaken all aspects of relevant familiarisation and induction training and then only under strict supervision until fully qualified.

However, training alone is not enough. Another essential ingredient is experience. It should never be assumed that stewards who have undertaken some training are necessarily competent. A record may be kept of their progress.

The basic steward duties can be summarised as follows:

- a) To assist with, and be **aware of the safety**, security and service needs of all spectators.
- b) To ensure compliance with the conditions of entry as set out in the ground regulations and, where applicable, any other requirements set out in the ground's safety certificate.
- c) To control or direct spectators who are entering or leaving the ground, to help achieve a safe, even flow of people in, to and from the viewing areas.
- d) To monitor crowd movements and density within viewing areas, so as to prevent overcrowding.
- e) To staff entrances, exits and other strategic points (for example, the field of play), and any exit doors or gates that are not continuously secured in the open position while the ground is in use.
- f) To identify and report any potential hazards; for example, trip hazards, defective services and fire hazards.
- g) To respond to conflict and, where appropriate, to alert the safety officer.
- h) To respond to incidents (such as the early stages of a fire, a medical incident, or structural defect); to communicate to event control and to take the necessary immediate action.
- i) To undertake specific duties in an emergency or as directed by the safety officer or the appropriate emergency service officer.
- j) To assist the emergency services as required.
- k) To have the ability and resources to describe accurately and record incidents that they have witnessed or experienced, for future reference.
- l) To be confident and competent in the use of technology and aids supplied by the management, such as radios, traffic wands, batons, tablets and megaphones.

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.

4.6 Contingency plans/emergency plans

The risk to spectator safety posed by a major incident or emergency should be minimised. The sports ground safety officer should, in co-operation with the police and emergency services, develop and test comprehensive contingency plans for responding effectively to sports grounds incidents and emergencies, including establishing emergency evacuation arrangements, evacuating or lockdown procedures.

Contingency planning is the process by which the management firstly identifies specific and reasonably foreseeable threats that might prejudice public safety or disrupt normal operations, and then draws up structured and appropriate plans to deal with those situations.

Contingency plans should not be confused with **emergency plans**, which are drawn up by local emergency responders.

An emergency plan (also known as an emergency procedure plan or major incident plan) is prepared and owned by the emergency services for dealing with a major incident occurring at the sports ground or in the vicinity (for example, an explosion, toxic release or large fire).

Although contingency plans are prepared by the sports ground safety officer and the emergency plan is prepared by the emergency services, the **two plans** should be compatible.

Consultation should therefore take place between safety officer, the police, fire and ambulance services, the local health authority and certifying authority, in order to produce an agreed plan of action, including access for emergency vehicles, for all foreseeable incidents.



The following recommendations should also be noted:

- a) It is essential that the management, the safety officer, deputy safety officer and relevant stewards have a full working knowledge of, and access to, all contingency plans.
- b) All other staff, including those with no safety related duties, should also be made aware of the procedures set out within contingency plans.
- c) Management should consult with local emergency responders to ensure that in the event of contingency plans being enacted, there would be no confusion or conflict about the respective roles played by each party.
- d) All contingency plans should be tested, individually or collectively, on a regular basis – and at least annually – by carrying out both desktop and live exercises. Where appropriate, these exercises should be carried out in consultation with the relevant authorities and emergency responders.
- e) 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.
- f) Following each review, the contingency plans and logs should be presented to the board of directors (or equivalent body) for ratification.
- g) For temporary sports grounds, or venues that host sports events on an irregular basis, it is strongly recommended that contingency plans are tested prior to the event.
- h) Contingency planning should include provision for dealing with disruptive incidents that may affect business continuity.

Contingency plans should cover all reasonably foreseeable incidents, whether large or small. These will vary according to the configuration of the spectator facilities and the sports events that it hosts. While this list does not purport to be comprehensive, the following have all arisen at spectator facilities in recent years. The sixth edition of the Green Guide suggests the headings for contingency planning, as outlined over page.

Structures

- Structural failure
- Structural corrosion
- Wind damage
- Impact
- Subsidence

Weather conditions

- heavy rain/lightning
- flooding
- high winds
- snow
- ice
- extreme heat

Equipment / systems

- fire detection /alarm systems
- emergency lighting
- CCTV system
- turnstile counting system
- electronic door release system
- floodlights
- lifts /escalators
- business continuity

Communication failures

- control point
- public address system
- external telecommunications
- internal telecommunications
- landlines /mobiles
- safety radio system
- electronic display system
- IP/digital infrastructure

Major incidents

- fire
- bomb threat
- suspect package
- gas leak
- chemical incident

Loss of services/utilities

- electricity
- emergency backup power
- gas
- water
- drainage issues

Crowd related incidents: internal

- crowd surging/crushing
- overcrowding in concourses
- unauthorised incursion onto pitch or area of activity
- persistent standing in seated areas
- crowd disorder
- medical incident
- lockdown owing to external factors

Crowd related incidents: external

- large-scale late arrivals
- large-scale ticket forgeries
- large-scale ticketless arrivals

Staffing

- absence of key safety personnel
- steward shortages

The success of any contingency plan will depend on safety management having a clear command and control structure. A pre-determined communications strategy and lines of responsibility should be prepared so that any action taken by safety management can be communicated to all relevant staff, agencies and organisations. This should include details of any action plans for use by the switchboard operator, public address announcer and steward controller.

An on-going programme and process of planning, testing, analysing, reviewing and planning shall be implemented.

4.7 Statement of intent

If there is to be a police presence in or at the sports ground, management should consult with the police in advance and draw up a statement of intent. This statement should set out the division of responsibilities and functions between the two parties and make clear who will assume responsibility in particular circumstances.

4.8 Counter terrorism plan

Increasingly, terrorist activities are impacting on daily life and, in recent years, have included attacks on sports grounds and other entertainment venues.

Sports ground management are responsible for the reasonable safety of people at their venue. Taking measures to protect those at the ground from terrorist attack and having plans in place to minimise the impact of any such attack are important elements of any day to day venue security plan, and the event day counter terrorism plan.

These stadium operator counter terrorism plans should not be confused, with any plans the emergency services may draw up and are specifically developed to help the operator understand the need for training staff in vulnerabilities of the sports ground and protocols and procedures for dealing with an attack.

It is vitally important that these plans are confidential as it may highlight vulnerabilities present

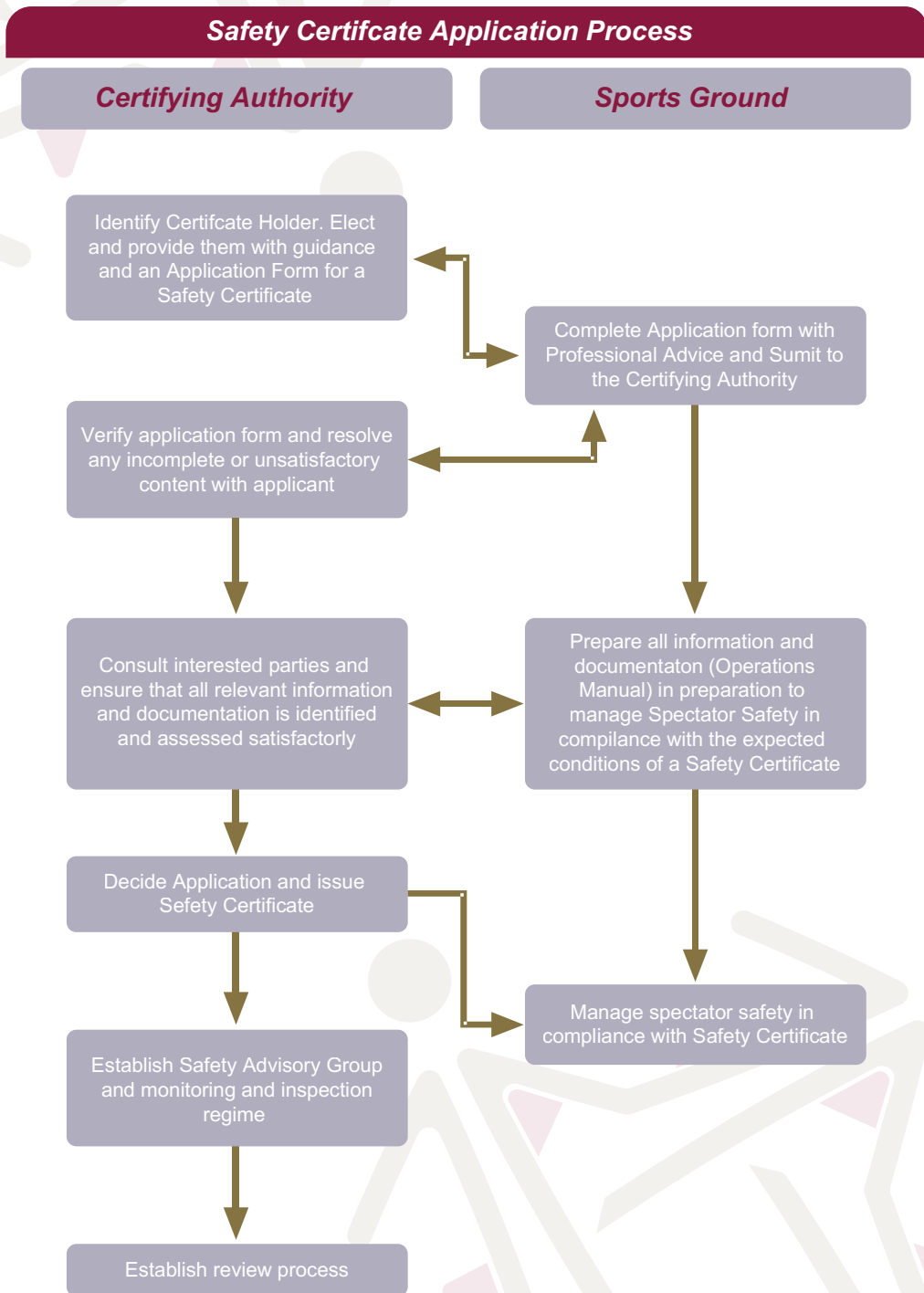
Before a bespoke counter terrorism plan is developed, sports ground management should always seek support from their police and security services who should be able to provide the necessary:

- Threat levels, and information on attack methodologies and mitigating measures
- Best practice guidance for the sports sector
- Tailored advice on prevention, deterrent, and response tactics

Advice on equipment and technology standards counter terrorism plans should provide for responses appropriate to the published threat level. In the UK, further advice on [sports ground counter terrorism matters](#) is available via the [gov.uk website](#), and Australia <https://www.nationalsecurity.gov.au/crowded-places-subsite/Files/australias-sfrategy-protecting-crowded-places-terrorism.pdf> .

Annex A – Certificate application process

Process for the issuing of a designated ground safety certificate



Annex B –Example model of safety certificate

[Issuing Authority]

**SAFETY CERTIFICATE
FOR A GROUND
KNOWN AS**

[name and address of the Sports Ground]

SAFETY CERTIFICATE CONTENTS

[INFORMATION]

SAFETY CERTIFICATE

APPENDIX 1 – Operations Manual

APPENDIX 2 – Permitted numbers of spectators

APPENDIX 3 – Specified activities

APPENDIX 4 – General ground arrangement drawings

APPENDIX 5 – Schedule of amendments to the safety certificate

APPENDIX 6 – Documents kept with the safety certificate

INFORMATION

[National Legislation Applicable to this Certificate]

(i) Right of entry and inspection

This gives to authorised officers the power to enter and inspect a sports ground and to make any inquiries as are considered necessary for the purposes of the monitoring. Authorised officers also have power to examine records of attendance at the ground and records relating to the maintenance of safety at the ground.

(ii) Alterations and extensions

This requires notice to be given to the State before work is begun on any proposed alteration or extension to the sports ground.

(iii) Offences and Penalties

For the following offences, that is to say:

- (a) Contravening any term or condition of this certificate (otherwise than in pursuance of a prohibition notice), admitting spectators to the sports ground at a time when no application for a safety certificate has been made or where a certificate does not relate to the current sports ground or has been withdrawn, surrendered or cancelled; or in contravention of a prohibition notice, the penalty is, on summary conviction, a fine not exceeding the statutory maximum or, on conviction on indictment, a fine or imprisonment for a term not exceeding two years, or both.
- (b) Knowingly or recklessly making a false statement or producing, signing, furnishing or otherwise making use of a document containing a false statement, or
- (c) Failing to give notice of an alteration or extension to the sports ground or obstructing an authorised officer, the penalty is on summary conviction, and a fine.

(iv) Prohibition Notices

This provides that if the certifying authority are of the opinion that the admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the ground or that part of the ground ought to be prohibited or restricted, the authority may serve a notice (referred to as a “prohibition notice”) on the Holder of the safety certificate or the person responsible for the management of the ground, prohibiting or restricting the admission of spectators.

(v) Appeals

This provides that an interested party may appeal to a Magistrates' Court against the inclusion of anything in, or the omission of anything from, a safety certificate.

(vi) Transfer of the Certificate

If the Holder of the safety certificate ceases to be the person responsible for the management of the ground, an application must be made to the State for the transfer of the certificate to some other responsible person.

(vii) Other legislation/guidance

The holder should be aware that apart from the legislation detailed in (i) above there may be other acts and guidance that apply to the sports ground. These include health and safety legislation, legislation relating to disabled people, civil contingencies legislation, fire safety legislation, guidance,



such as SGSA's Guide to Safety at Sports Grounds and its supplementary guidance and any other specific pieces of legislation or guidance that may have relevant safety implications.

NOTE: No temporary variation of the terms and conditions of the certificate will be permitted other than in accordance with the terms and conditions of any relevant letter of consent by the certifying authority

SAFETY CERTIFICATE

[name and address of the Sports ground]

1. [name of the issuing authority] (“the State”) hereby issues to:

[name of the Certificate Holder]

(“The Holder”), this Safety Certificate in respect of [name and address of the Sports ground], being a sports ground designated by Order of the State as requiring a Safety Certificate.

- 2.** This Certificate includes the Appendices and Drawings attached hereto.
- 3.** The words used in this Certificate and the appendices attached hereto shall have the meaning assigned to them by the current edition of the Guide to Safety at Sports Grounds.
- 4.** The Holder shall retain control over the whole and each part of the sports ground and shall take all necessary precautions for the reasonable safety of spectators admitted to the sports ground. The responsibility for the safety of spectators at the sports ground always lies with the Holder.
- 5.** The Holder shall inform the State of the name of the person at senior level in the organisation who is responsible for safety policy and its implementation, together with those of the safety officer and deputy safety officer who shall be of sufficient competence, status and authority to take responsibility for spectator safety and be able to authorise and supervise safety measures. Either the safety officer or a nominated deputy shall be present at any event during which spectators are admitted to the ground.
- 6.** Unless a nominated Safety Officer or Deputy Safety Officer whose appointment has been notified to the State, is present, the capacity of the sports ground will be zero.
- 7.** The Holder shall ensure compliance with the terms and conditions of this certificate at all times the sports ground is in use for a specified activity.
- 8.** The use of the sports ground for spectator events under this Safety Certificate is restricted to those activities specified in Appendix 3 and is subject to the terms and conditions set out in this Certificate. No ancillary activities, apart from those listed in Appendix 3, are permitted without the prior written consent of the State.
- 9.** The Holder shall produce and comply with a written statement of safety policy for spectators and employees, outlining the chain of command, and covering the safety objectives and the means of achieving them and take steps to ensure that it is known and understood by all staff and voluntary workers who may be involved in ground operations. The Holder shall also ensure that the policy is reviewed annually and revised as necessary. A copy shall be included in the Operations Manual and a copy of the policy shall be forwarded to the State.
- 10.** The Holder shall maintain and comply with all sections of the Operations Manual at appendix 1 which relates to the safety of spectators at the sports ground.



Note: It should include but not be limited to: the safety policy statement, the written spectator safety policy statement, the chain of command, the steward training policy, the stewarding plan, planned preventative maintenance schedule, medical plan, fire risk assessment, event day procedures, contingency plans, capacity calculations, on site vehicle movement and parking plan, the method of ensuring the safety of persons, site plans (which must include details and widths of all ingress/egress gates, doors and/or number of turnstiles) and details of safety equipment. The Operations Manual shall be forwarded to the State and emergency services and attached to this certificate.

11. The Holder shall ensure that the maximum number of spectators that may be admitted at any one time to the sports ground and to each part thereof shall not exceed the capacities specified in Appendix 2, and shall also ensure that any measures for managing crowds prescribed in the Operations Manual and this certificate are observed.
12. The Holder shall, on the basis of a risk assessment, identify and apply precautions to prevent the outbreak and spread of fire; measures to ensure the safety of spectators should fire break out; provision and maintenance of fire safety equipment and the training of staff to deal with an outbreak of fire. These shall be set out in a fire safety plan in [insert details of where this is to be found in the Operations Manual] of the Operations Manual, a copy of which is Appendix 1 to this Certificate.
13. The Holder shall undertake or commission a medical risk assessment from a competent person or organisation. In undertaking this assessment, the local ambulance, crowd doctor and first aid providers should be consulted. From the results of this assessment the Holder shall produce a medical plan defining the levels of medical and first aid provision for staff and spectators at the sports ground which shall be set out in [insert details of where the plan of action is to be found within the Operations Manual] of the Operations Manual, a copy of which is at Appendix 1 to this certificate.
14. After conducting all the necessary risk assessments, the holder shall produce detailed capacity calculations in accordance with the guidance set out in the current edition of the Guide to Safety at Sports Grounds. These calculations shall be reviewed at least once a year, after any structural changes made at the sports ground and/or after any incident that involves implementing the Holder's emergency plans. The calculations shall be submitted to the state. The Holder may within this document specify different capacities for different events that might be held within the Sports Ground.
15. The Holder shall, on the basis of a risk assessment, identify the equipment, permanent staff, safety management personnel, stewards and others necessary to monitor, direct, guide, manage and assist spectators during specified activities. Details of the equipment to be provided, the level of staffing and the training given to those staff shall be set out in [insert details of where this is to be found in the Operations Manual] of the Operations Manual, a copy of which is at Appendix 1 to this Certificate.
16. The Holder shall, on the basis of a risk assessment, identify the inspections and testing of structures, equipment and systems necessary to ensure the reasonable safety of spectators. The Holder shall set out the frequency of the inspection and testing in [insert details of where this is to be found in the Operations Manual] of the Operations Manual, a copy of which is at Appendix 1 to this certificate. The frequency of any such inspection and test shall not exceed the frequency indicated by the equipment manufacturer.

The Holder shall keep a record of all inspections and tests specified in the Operations Manual. These records shall be available for inspection by authorised officers at all reasonable times.
17. The Holder shall assess in writing, the risk of incidents prejudicing **public safety** or disrupting normal operations and produce a plan of action to deal with all contingencies. The plan of action shall be produced in consultation with the police, fire brigade, ambulance service and the State. The plan of action shall cover all reasonably foreseeable contingencies up to and including the need for partial and/or the need for total evacuation of the sports ground and shall identify appropriate individuals and their respective tasks. The Holder shall set out the plan of action in [insert details of where the plan of action is to be found in the operations manual] of the Operations Manual a copy of which is at Appendix 1 to this certificate. The plans shall be reviewed annually, after any incident, near miss or exercise.

18. The plan of action shall also be reviewed when any permanent or temporary change is made to the structures or installations at the ground. Where following any review the Holder revises the plan of action in [insert details of where the plan of action is to be found within the Operations Manual] of the Operations Manual, a copy of which is at Appendix 1 of this certificate details of the revisions should be forwarded to the state.
19. The Holder shall also carry out training exercises at least once a year so as to ensure the emergency procedures as set out in the “plan of action” operate correctly. The Holder shall notify the State, the police and the other emergency services not less than 14 days before a training exercise is to take place to enable them to observe the standards of staff training. Details of training exercises, including its duration, the instruction provided, and the personnel involved shall be entered in a log book.
20. The Holder shall use his or her best endeavours to agree a Statement of Intent with the police over their respective roles.
21. The Holder shall give not less than 35 days’ Notice to the State, Police, Fire Brigade and Ambulance Service of all forthcoming specified events, together with details of any activity that might require a change to this certificate and not less than three months’ Notice before the sports ground is used for Group C activities specified in Appendix 3. The 35 days’ notice can be waived by agreement with the State.
22. The Holder shall notify the State, in writing, at least 28 days before any change of circumstances affecting this certificate. Any changes, which may involve alterations or conditions at the ground, shall be accompanied by sufficient information:
 - a) Such information shall include two sets of drawings to an appropriate scale to clearly show the proposed works, capacity calculations and risk assessments and such other drawings as may be necessary,
 - b) Such calculations, risk assessments and other details as are necessary, or are further required by the state to enable them to undertake the necessary consultation and to make an informed decision on the application.
23. No alteration or addition shall be made to the sports ground or its structures or installations without the prior written consent of the State.
24. No specific activity, which is specially presented for children, shall take place until the State’s consent has been given in writing. At least 28 days notice in writing shall be given to the State of any intention to provide such a specified activity.
25. The Holder shall draw up and keep up to date plans showing the layout of the sports ground, buildings, equipment, and all details considered necessary by the State in connection with the Safety Certificate and shall upon request supply the State with copies.
26. This Certificate is issued without prejudice to other legislation controlling the construction or use of sports grounds or buildings or otherwise affecting the Holder and does not invalidate any statutory obligation upon the Holder. The specific requirements of this certificate shall not be regarded as the limit of the obligation placed on the Holder to take all necessary precautions for the reasonable safety of spectators admitted to the sports ground.

Pandemic competition venue operations plan, and a pandemic risk assessment and mitigation plan
27. The Holder, in collaboration with the sport organisation(s) governing body, will develop a bio-secure competition venue operations plan, and a bio-secure risk assessment and mitigation plan. These should include the following considerations as a minimum:
 - a) An appropriate education programme for all user groups with an emphasis on the maintenance of strict and frequent personal hygiene measures, particularly handwashing
 - b) Processes and activities where physical/social distancing cannot be easily maintained should be risk assessed and mitigated

- c) Limiting all non-essential activities, including catering, where possible
 - d) Agreeing measures with the public services, such as police and ambulance providers, to minimise potential calls on their resources
 - e) A map of the competition venue defining all areas/zones, routes and access/egress points
 - f) The maximum capacity and layout for each room/area/zone within the competition venue to allow physical/social distancing to be maintained
 - g) Information on the management, movement and scheduling of user groups and vehicles to allow physical/social distancing to be maintained, wherever possible. A one-way system for people and vehicles should be established, where possible, and measures implemented to reduce crossover of different user groups.
 - h) Broadcast and media management plan to ensure that physical/social distancing and hygiene requirements are met and minimise crossover with other user groups
 - i) A security plan, screening process and accreditation system that defines the access control system for the competition venue and the zones that are implemented to limit crossover between user groups.
 - j) Those to be admitted should be issued with official accreditation specific to permitted access areas and limited to individual matches.
 - k) Measures to ensure that plans do not conflict with the competition venues' existing security and emergency action plans, and fire regulations
 - l) A signage plan to support the implementation of the guidelines
 - m) A medical plan that ensures that an appropriate level of medical staffing is in place within the stadium to manage any injuries or illness and the demands of any bio secure screening process.
 - n) Measures to ensure any required practitioners or staff who have been assessed as requiring PPE will have access to it and are appropriately trained in their usage and disposal, as per the latest PHE guidance.
 - o) Arrangements for an isolation room and protocols to manage any person who becomes symptomatic at the competition venue, as per government guidelines for employers and businesses.
 - p) Arrangements to ensure that there is an uninterrupted supply of personal and hand hygiene equipment and consumables at the competition venue at all times
 - q) Measures to ensure that all areas of the competition venue are cleaned at the standard defined in the government guidance for post bio-secure case non-hospital facilities cleaning. High contact surfaces such as door handles, and light switches should be considered a priority for disinfection on a frequent basis.
 - r) Ensure compliance with statutory requirements, where relevant, including national legislation.
 - s) Periodically review their risk assessment and mitigation plans to assess their effectiveness, updating them for each competition.
28. The previous Certificate, effective from [insert date] is replaced by this Certificate with effect from [insert date]. The State will review this Certificate annually.

Enter name and address of Issuing Authority

Signed:

(The Officer appointed for this purpose)

Date:

APPENDIX 1 – Operations Manual

APPENDIX 2 – Permitted number of spectators

APPENDIX 3 – Specified activities

Activities covered by the certificate

The activities covered by this certificate are as follows:

[Insert list of sports and /or concerts]

NOTE: Attention is drawn to the requirement relating to Police attendance.

Any prematch entertainment, including live music and dancing, shall not be commenced until the gates to the sports ground have been opened for the admittance of the public to the activities listed above and covered by the terms and conditions of the certificate.

APPENDIX 4 – Ground arrangement drawings

List of drawings

Certificate drawing no.	Architects drawing no.	Description

APPENDIX 5 – Amendments to safety certificate

Date of issues

APPENDIX 6 – documents to be kept with the safety certificate

1. Statement of Intent
2. All risk assessments for the sports ground
3. Safety Officers Job Description
4. Copies of any State letters giving permission as required within this document

Annex C – Model checklist for annual inspection

Summary of the certificates, records, areas of the ground and equipment to be inspected as part of the Annual Inspection.

The inspection of the following certificates of testing as required under the conditions of the safety certificate:

- Strength/Loading tests carried out on crush barriers, guard rails, hand rails, balustrade, walls and fences
- Strength Stability of buildings and other structures
- Inspection and condition of electrical installations

The inspection of the following records as required under the conditions of the safety certificate

- Spectator attendances
- Accidents involving spectators
- Maintenance and other inspection of buildings, components and installations, together with deficiencies and remedial work
- Emergency lighting
- Public address system
- Fire fighting equipment
- Fire alarm/warning system
- Emergency evacuation procedures
- Steward training sessions

The inspection of the following areas of the ground

- Any part of the ground where an accident or incident resulting in a serious injury to a spectator has occurred since the last inspection.
- Any recorded defect or deficiency which has arisen since the last inspection which could lead to an accident resulting in a serious injury.
- Major remedial work carried out since the last inspection to ascertain that it is satisfactory.
- All public stairways for general condition, slip resistance, condition of handrails, trip hazards, lighting adequacy and structural fire separation.
- All public egress routes including emergency exits for obstructions, litter, operation of exit gates, adequacy of sign posting and lighting.
- Fire Fighting equipment and fire warning system.
- Any accumulation of litter within the ground.
- Emergency lighting system including generator or batteries.
- First aid facilities and equipment.
- **10 %** of any crush barriers, balustrade and hand rails for overt signs of weakness which might signal the need for further action.*
- **10 %** of the terraces or viewing slopes for general surface condition, evenness and slip resistance.*

- Anchorage and fastening of 10% of any fixed seating.*
- *if the above 3 questions give rise to serious concern of spectator safety the LA should go on and inspect all of the relevant part of the ground where the deficiencies were found.
- Any provision for the disabled.

Tests should if possible be carried out to confirm that the following are in working order:

- Lighting, particularly stairways and exit routes.
- Emergency Lighting.
- Public address system, including the function of zoning.
- Fire warning system.
- **10%** of any metering system for recording the admission of spectators to parts of the ground.

General Information

Name/address of sports ground	
Date of issue of last safety certificate	
Date of last inspection by certifying authority	
Date of current inspection	
Report compiled by	

Inspection team

Name	Organisation	Designation

Have the following certificates of testing as required under the conditions of the safety certificate been inspected?

Strength/Loading tests carried out on crush barriers, guard rails, hand rails, balustrade, walls and fences.

Date of certificate	
Comments/Action:	

Strength Stability of buildings and other structures.

Date of certificate	
---------------------	--

Comments/Action:

Inspection and condition of electrical installations

Date of certificate

Comments/Action:

Insert any further required certificates

Date of certificate

Comments/Action:

Has the following records as required under the conditions of the safety certificate been inspected? Yes/No

Spectator attendances

Comments/Action:

Accidents involving spectators

Comments/Action:

Maintenance and other inspection of buildings, components and installations, together with deficiencies and remedial work

Comments/Action:

Emergency lighting

Comments/Action:

Public address system

Comments/Action:

Firefighting equipment

Comments/Action:

Fire alarm/warning system

Comments/Action:

Emergency evacuation procedures including exercising contingency and emergency plans (table top/deployment)

Comments/Action:

Steward training sessions

Comments/Action:	
Insert any further required records	
Comments/Action:	

Has the inspection of the ground included the following areas	Yes/No
Any part of the ground where an accident or incident resulting in a serious injury to a spectator has occurred since the last inspection?	
Comments/Action:	
Any recorded defect or deficiency which has arisen since the last inspection which could lead to an accident resulting in a serious injury?	
Comments/Action:	
Major remedial work carried out since the last inspection to ascertain that it is satisfactory?	
Comments/Action:	
All public stairways for general condition, slip resistance, condition of handrails, trip hazards, lighting adequacy and structural fire separation?	
Comments/Action:	
All public egress routes including emergency exits for obstructions, litter, operation of exit gates, adequacy of sign posting and lighting?	
Comments/Action:	
Fire Fighting equipment and fire warning system?	
Comments/Action:	
Any accumulation of litter within the ground?	
Comments/Action:	
Emergency lighting system including generator or batteries?	
Comments/Action:	
First aid facilities and equipment?	
Comments/Action:	
10% of any crush barriers, balustrade and hand rails for overt signs of weakness which might signal the need for further action?*	
Comments/Action:	
10% of the terraces or viewing slopes for general surface condition, evenness and slip resistance?*	
Comments/Action:	

Anchorage and fastening of 10% of any fixed seating?*

Comments/Action:

*if the above 3 questions give rise to serious concern of spectator safety the LA should go on and inspect all of the relevant part of the ground where the deficiencies were found.

Comments/Action:

Any provision for the disabled?

Comments/Action:

Tests should if possible be carried out to confirm that the following are in working order Yes/No

Lighting, particularly stairways and exit routes?

Comments/Action:

Emergency Lighting?

Comments/Action:

Public address system, including the function of zoning?

Comments/Action:

Fire warning system?

Comments/Action:

10% of any metering system for recording the admission of spectators to parts of the ground?

Comments/Action:

Summary

Annex D – Model checklist for match inspection

Inspection report

In attendance

Club Safety Officer:	
Police Match Commander:	
Fire & Rescue Service Officer:	
Ambulance Service Officer:	
Other: i.e. FIFA, LOC	
Who has overall control of the event in terms of spectator safety?	
Does there appear to be a clear understanding of responsibilities? (e.g. is there Statement of Intent or equivalent in place?)	
Weather conditions:	
Score:	

Attendance (capacity)

Sports Ground	
Home	
Visitors	

Communications		Comments
Is the PA system consistent with recognised standards of best practice? (E.g. Is the PA clearly audible in all parts of the stands/ground/spectator area? Can the safety officer communicate directly with spectators?)	Y/N	
Is the CCTV consistent with recognised standards of best practice? (E.g., does the CCTV cover all parts of the ground and is it capable of operating in all lighting conditions?)	Y/N	
Is the CCTV being operated by trained personnel?	Y/N	
Are the stewards, supervisors, medical staff, and police radios working correctly?	Y/N	

Fire		Comments
Is there a fire detection system?	Y/N	
Has the fire alarm/system been checked? If so, by whom and when?	Y/N	
Is the fire alarm panel in the control room?	Y/N	
Designated fire doors/closing devices appear to be in good order?	Y/N	
Means of escape routes throughout the venue/stadium clear?	Y/N	
Exit doors/gates open without difficulty, observations on any holding devices?	Y/N	
Are emergency exits and exit route signage consistent with recognised standards of best practice?	Y/N	
Check condition of stairways – slip resistance, trip hazard, adequacy of lighting?	Y/N	
Are all areas clear of accumulated litter? Does provision for waste storage/disposal appear adequate?	Y/N	
Any observations on location/availability of fire safety items.	Y/N	

Ground conditions		Comments
Are the exit doors and gates clearly marked? (If plan is available, do they conform?)	Y/N	
Do barriers and separating elements appear sound and risk free?	Y/N	
Is the ground free of any potential missiles? If no, what action is being taken?	Y/N	
Do any structural elements appear defective?	Y/N	
Are there adequate lighting levels in all areas accessible to spectators?	Y/N	

Is pitch perimeter fencing in place? If so what provision is there to allow evacuation onto pitch?	Y/N	
Are there any access issues (Wheelchair spaces, facilities, refuges and evac-chairs, viewing restrictions)?	Y/N	

Medical provisions	Comments
---------------------------	-----------------

Is there a medical plan?	Y/N	
Are the facilities consistent with recognised standards of best practice?	Y/N	
Have medical staff been briefed?	Y/N	
Have medical staff been issued with designated roles?	Y/N	
Number of first aiders?		
Number of nurses/doctors?		
Are any first aid posts clearly identified?	Y/N	
What accident/injury records are kept?		

Attendance	Comments
-------------------	-----------------

Are observations / assessments made of the crowd waiting to enter?	Y/N	
Are the numbers of spectators admitted being recorded?		
To the ground	Y/N	
By each section of the ground		
Is the attendance within the permitted capacity?		
Stand / section	Y/N	
Ground		
Are turnstiles or method of monitoring entry working satisfactorily?	Y/N	

Stewards	Comments
-----------------	-----------------

Is there a stewarding plan?	Y/N	
Number (and type) of supervisors:	Y/N	
Number (and type) of stewards:		
Are stewards easily identified?	Y/N	
Is a record kept of stewards for later identification?	Y/N	
If stewarding plan provides details, are stewards in agreed positions?	Y/N	

Do steward positions appear to be consistent with recognised standards of best practice?	Y/N	
Are stewards:		
Trained		
Instructed & briefed	Y/N	
Aware of emergency alert system		
Aware of emergency actions		
Additional observations on the effectiveness of stewarding operation	Y/N	

Event log	Comments
------------------	-----------------

Has the Safety Officer carried out a pre-event safety check?	Y/N	
Paper check seen?	Y/N	
Comments made?	Y/N	
If any action is required has it been carried out?	Y/N	
Has action been checked? By whom?	Y/N	
Emergency power check carried out?	Y/N	
Has risk assessment has been carried out for the event?	Y/N	
Any observations on risk assessment?	Y/N	

Event monitoring	Comments
-------------------------	-----------------

Do entry flow rates appear satisfactory?	Y/N	
Are all gangways kept clear?	Y/N	
Are there any pinch points evident from crowd observation or plan?	Y/N	
Is there crowd segregation?	Y/N	
Are there any signs of overcrowding, crowd discomfort or unrest?	Y/N	
Are all persons seated in seated areas? (Is their persistent standing)	Y/N	
If no, what action is being taken?		
Are there restricted viewing or quality issues	Y/N	

Policies and documentation

Comments

Spectator safety policy?	Y/N		
Matchday operational plan (segregation, ticketing, traffic ,etc)?	Y/N		
Match specific risk assessments?	Y/N		
Contingency plan?	Y/N		
Emergency plan?	Y/N		

General observations

(including overview of safety management and any safety related issues that occur during the inspection)

Annex E – Enforcement policy

1. Introduction

This enforcement policy sets out the arrangements that (insert state/certifying authority name) has put in place for ensuring compliance with the relevant safety at sports grounds legislation. It explains the State's powers and approach to enforcement activity, how the State deals with businesses and the approach to be taken when infringements of the law are established. In applying this policy, the State's aim is to ensure that any enforcement action taken is proportionate, open, consistent and clear.

This document should be read in conjunction with the following policies:

(Insert relevant policies e.g. monitoring, inspection etc)

so as to provide a full understanding of the safety at sports ground role carried out by (insert certifying authority name).

2. Definitions

National legislation should define a sports ground as a place where sports and other competitive activities take place in the open air or enclosed arenas, where accommodation has been provided for spectators, consisting of artificial structures or natural structures artificially modified for the purpose.

The Safety Advisory Group (SAG) is a multi-agency advisory group consisting of (insert details of membership of SAG).

3. Legislation and guidance

The relevant legislation that applies to sports grounds safety enforcement and which should be read in conjunction with this policy are as follows:

(Insert national sports ground legislation)

4. Purpose

The State seeks to ensure that in enforcement and regulation, the interests of the public are protected.

The purpose of this policy is to ensure that the law is applied in a fair, equitable and consistent manner and to guide officers into taking the appropriate action.

In general, and where appropriate, consideration will be given to alternatives to prosecution, for example giving advice and assistance, or obtaining assurances about future conduct.

Before formal action is taken, officers will normally provide an opportunity to discuss the circumstances of the case and, if possible, resolve points of difference, unless immediate action is required (for example, in the interests of spectator safety, health and safety or to prevent evidence being destroyed.)

All decisions will be impartial and will not be influenced by race, politics, gender, sexual orientation, religious beliefs or any other belief or status of the alleged offender.

Officers will have due regard to the principles, and any other published and relevant guidance, including:

(List national relevant guidance)

The State will take into account the comments of any victim, injured party or other relevant person to establish:-

- his or her views about the circumstances in which enforcement action is deemed appropriate; and
- the nature and extent of any harm or loss, and its significance relative to the individual circumstances.

(Insert certifying authority name) is a public authority for the purposes of the Human Rights Officers will therefore apply the principles of the International Human Rights Convention.

5. Scope

The sports grounds primarily covered by these arrangements are:

(Insert list of grounds for which certifying authority has issued a safety certificate)

Under national legislation the State has the power to issue a prohibition notice to limit the capacity, or totally prohibit the admittance of spectators to any sports ground within (insert the name of the state, region etc.).

6. Delegated powers

The State has delegated its powers for the enforcement of the (Insert Legislation) to:

(Insert relevant lead officer/department with delegation power)

7. Consistency

The State will seek to ensure that enforcement is fairly applied by committing to the following principles of fairness:

Proportionate. Any action taken by the State, to achieve compliance or to bring regulated entities to account for non-compliance, will be proportionate to the risk to public safety, or to the severity of non-compliance, which includes any actual or potential harm arising from the failure under the law. We will seek to minimise the costs of compliance by ensuring that any action we require is in proportion to the risk.

Consistency. There will be a consistent approach from the State in relation to any advice given, enforcement action, prosecutions and in response to incidents and complaints. The State will discuss and compare enforcement decisions and policies amongst our own officers and, where appropriate, with other authorities and enforcement bodies.

Targeted. By adopting a risk-based system for prioritising regulatory action the State aims to make sure, through targeting, that the direction of regulatory effort takes into account the level of risk and ensure action will be targeted at those situations that give rise to the more serious risks or the least well controlled risks.

Transparent. The State will be open about how we set about our work and will provide information and advice in plain language. We will ensure we help those we regulate to understand the standards expected from them and the standards that they should expect from the certifying authority.

Accountable. The State will be able to justify all enforcement decisions and be accountable for the efficiency, effectiveness and cost. Consultation and feedback opportunities are given to stakeholders. The certifying authority will publish an annual report which will detail performance for the previous year.

8. Risk assessed approach to enforcement

(Insert certifying authority risk assessment approach)

NOTE: It is for the certifying authority to decide on how they will approach risk-based enforcement. This will be different for individual Certifying Authorities but should consider the combined effect of:

- the potential impact of non-compliance on regulatory outcomes; and
- the likelihood of non-compliance.

9. Enforcement considerations

The State's enforcement officers will consider a number of factors and questions before deciding when to act, these questions will include:

- The seriousness of compliance failure i.e. could the offence lead to a serious risk of injury or has serious injury or death already occurred, if the problem is not rectified will it lead to a significant risk?
- The degree of **wilfulness** involved i.e. does the individual or organisation concerned appear to be willing to carry out the necessary action immediately or in a specified time frame or has the problem resulted from a deliberately ignoring conditions or the law?
- The ground managements past performance and its current practice i.e. is this a recurring problem, has the business had a previous high standard of practice?
- The risks being controlled and their consequence – what type of risks are involved, and will they have serious consequences that could affect the public?
- Legal, official or professional guidance – Has all legislation and guidance been taken into consideration when taking a decision? Has the issue been referred to the certifying authority legal department for their consideration and interpretation?

10. Choices of enforcement action

There are several courses of action open to the state's enforcement officers depending on the different circumstances that may be encountered or apply to the situation. The choices of enforcement action are:

- Informal warning
- Reduction in capacity
- Prohibition notice
- Simple caution
- Prosecution

The following gives a more detailed explanation of each of the enforcement options:

Informal warning

Informal action includes offering advice, verbal warnings and requests for action, the use of letters/informal notices and reports. Informal action is appropriate where:

- the act or omission is not serious;
- it can reasonably be expected that informal action will achieve compliance;
- confidence in the business management is reasonably high; and
- the consequences of non-compliance will not pose a significant risk to health, safety or the public,

An informal warning will be in the form of a written letter that clearly and in plain language will:

- contain all information necessary to ensure that the club/organisation knows what is required and why it is necessary;
- indicate the regulations contravened and the measures that will achieve compliance with the legal requirements and that other means of compliance may be chosen;

- where recommendations of good practice are included make it clear that they are not legal requirements; and
- set out the timescales for compliance.

Reduction in capacity

Reducing the capacity of all, or part of, a sports ground is a formal action which would be appropriate in the following situations:

- if an incident suggests that the management of a sports ground is performing poorly; or
- if the State's inspecting personnel identify any deficiencies in the fabric, equipment, records or management systems, which the authority has not already taken into account when accepting or calculating the permitted capacity.

Any new capacity should be properly calculated having regard to the change in circumstances and the procedures to be followed will be the same as during the routine annual review of the safety certificate. Ground management should be invited to submit its proposed revised (P) or (S) factor, but the State reserve the right to overrule this if appropriate.

When reducing a capacity it is important that:

- officers act reasonably and in accordance with due process, not least because the certificate holder has a right of appeal against any reduction in capacity; and
- a formal amendment to the safety certificate is issued.

Once the remedial measures or improvements have been implemented consideration should be given to restoring the original capacity.

Prohibition notice

National legislation should empower the State to issue a prohibition notice in respect of all or part of any sports ground if it considers that "the admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious, that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the sports ground or that part of the sports ground ought to be prohibited or restricted". A prohibition notice is therefore a measure of last resort and should only be used where an amendment of the safety certificate (where issued) is not considered an effective way of dealing with the risk(s).

When issuing a prohibition notice consideration should be given as to whether the risk to spectators is or may be imminent and if so the notice should take effect as soon as it is served. In all other cases it should come into force at the end of the period specified in the notice.

A prohibition notice must specify:

- the nature of the risk to spectators; and
- the number of spectators that may be admitted to the sports ground, or any part of the sports ground, until appropriate steps have been taken to address those risks.

The notice may also include directions as to the steps which will have to be taken to reduce the risk to a reasonable level. A template notice is provided at Appendix A.

Simple cautions (formerly known as formal cautions)

A simple caution should only be issued for offences where there is no imminent risk or where the offence is readily admitted, and immediate action has removed the imminent risk. A caution can be used to:

- deal quickly and simply with less serious offenders
- to divert them from unnecessary appearance in the criminal courts and

- to reduce the chances of their re-offending

A record of the caution is required to be kept on the State's computer system.

If the offender commits a further offence, the caution may influence the decision to take a prosecution.

Simple cautions should not be used as an alternative to prosecutions where insufficient evidence is available. Officers should be prepared to prosecute where an individual or business refuses to accept a simple caution.

Prosecution

The decision to prosecute is very significant and must be related to risk. In general, it should be reserved for those who:

- blatantly disregard the law;
- refuse to implement basic legal requirements and who put the public at risk.

Factors to consider are:

- The seriousness of the offence, including the seriousness of the result of the offence.
- The previous history of the defendant/organisation.
- Availability, co-operation and reliability of witnesses.
- The willingness of persons involved to put matters right.
- The probable public benefit and importance of the case.
- Whether other action e.g. prohibition notices would be more effective (It may be appropriate in some circumstances to serve a prohibition notice as well as to prosecute if the risk to employees or the public remains high).
- Any explanation offered by the defendant/organisation.

Before deciding to proceed with a prosecution officers must be satisfied that there is relevant, admissible, substantial and reliable evidence that the offence has been committed by the defendant and that there is a realistic prospect of conviction. Any prosecutions should be brought without delay.

11. Appeals

Appeals against a reduction in capacity imposed by way of an amendment to a safety certificate or against a prohibition notice are to a certifying or national court. Where an appeal is made against an amendment to a safety certificate the amendment cannot take effect until the appeal is heard. However, in the case of an appeal against a prohibition notice any reduction in capacity remains in place until the appeal is heard.

12. Suitably trained and competent staff

Individual officers who undertake enforcement duties will be suitably trained and responsible to ensure their competency.

The State will ensure that:

- duties are specified in job descriptions and experience is built-up over time with provision made in individual appraisal for monitoring progress;
- all advisers have professional qualifications, experience in other sectors and are on CPD cycles as well a regular participation in sports grounds work and SAGs; and
- appropriate succession planning is in place to ensure that staff have the necessary training and experience to undertake the roles they may be expected to undertake.

13. Revisions to this document and review

This policy and procedures will **be reviewed** at intervals not exceeding **12** months and amended at any stage to reflect any changes that may occur in operation procedure or to current legislation.

Following any amendment, a complete replacement will be distributed.

Date of Issue –

Date of last review –

Reviewed by –

Appendix A – Template for a prohibition notice

(Inset certifying authority name) State

PROHIBITION NOTICE

Name (insert name of person on whom notice is being served)

Address (insert address at which it is intended to serve the notice)

Being:

*the holder of a safety certificate for (insert the name of sports ground)

*the holder of a special safety certificate for (insert the name of sports ground)

*the person who appears to the (insert certifying authority name) State to be responsible for the management of (insert the name of sports ground)

*a person who appears to the (insert certifying authority name) State to be responsible for organising an activity at (insert the name of sports ground) on (insert date of event covered by a special safety certificate to which the notice applies)

Notice is hereby given that (insert certifying authority name) State are of the opinion that the admission of spectators to *[the (insert name of sports ground) sports ground] *[parts of the (insert name of sports ground) sports ground which are] specified in the Schedule to this notice *[involves] *[will involve] a risk to them so serious that until steps have been taken to reduce it to a reasonable level the admission of spectators to *[the ground] *[that part of the ground] ought to be *[prohibited] *[restricted].

The matters which in the State's opinion *[give] *[will give] rise to that risk are as follows:

[insert detail]

The (insert certifying authority name) State hereby direct that *[no spectators] *[no more than the number of spectators specified in the schedule which forms part of this notice] shall be admitted to *[that sports ground] *[the parts of that sports ground specified in the schedule] until those matters detailed above have been remedied.

*The (insert certifying authority name) State believes the risk to spectators *[is] *[will be] imminent, and the *[prohibition] *[restriction] is to take effect immediately.

The *[prohibition] *[restriction] is to take effect after [insert date/time] and relates to the admission of spectators *[generally] *[on the occasion(s) specified in the schedule].

*The (insert certifying authority name) State further direct that the steps specified in the schedule which forms part of this notice will have to be taken to reduce the risk to a reasonable level.

Signature:

Date:

Name:

Position held in State:

***delete as appropriate**

Schedule

1.* No more than the following numbers of spectators may be admitted to the ground/the parts of the ground specified below*:

2.* The following steps must be taken to reduce the risk to spectators to a reasonable level:

3.* The prohibition/restriction* applies to the admission of spectators on the following occasions:

*delete as appropriate

NOTES

Offences

Contravention of any prohibition notice or restriction imposed by a prohibition notice is an offence provided by (*Insert national legislation*).

Appeals

Where an appeal is brought under this section against a prohibition notice or an amendment of it, the bringing of the appeal does not have the effect of suspending the operation of the notice.

Annex F – Typical Legislation examples

Definition of a sports ground

A “**sports ground**” means any place where—

- (a) sports or other competitive activities take place; and
- (b) accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose.

A “spectator” means any person occupying accommodation provided for spectators at a sports ground.

Designation of sports grounds

The sports grounds specified in the Schedule x (being sports grounds which in the opinion of the (Insert State Department) which have accommodation for more than **500** spectators) are hereby designated as sports grounds requiring a safety certificate. The safety certificate will be issued by the (insert state department) and shall include such conditions that are necessary to ensure safety of all spectators at the designated sports ground.

The (insert state department) in determining the conditions to be included in a safety certificate shall consult the certifying Authority, Building Authority, Police, Fire Authority and Ambulance Authority.

The designated sports ground owner is responsible for ensuring all conditions contained within the safety certificate are implemented in full and supplying the (insert state department) with all the requested information to determine compliance with the safety certificate.

The (insert state department or inspecting body) officers/staff reserve the right of entry the designated sports ground to inspect the infrastructure and safety documentation to ensure compliance with the conditions of the safety certificate.

(1) The Certifying Authority —

- (a) may estimate, by any means which it considers appropriate, for how many spectators a sports ground has accommodation; and
- (b) may require any person concerned with the management of a sports ground to provide the Certifying Authority within such reasonable time as it may specify with such information as it considers necessary for the purpose of making such an estimate.

(2) A safety certificate may be either—

- (a) a certificate issued by the Certifying Authority for the district in which a sports ground is situated in respect of the use of the sports ground for an activity or a number of activities specified in the certificate during an indefinite period commencing with a date so specified, or
- (b) a certificate issued by that Certifying Authority in respect of the use of the sports ground for an activity or a number of activities specified in the certificate on an occasion or series of occasions so specified.

(3) The Certifying Authority shall—

- (a) send a copy of an application for a safety certificate to the Police, Ambulance Service and the Fire and Rescue Service; and
- (b) consult each of them about the terms and conditions to be included in the certificate.

Contents of safety certificate

- (1) A safety certificate shall contain such terms and conditions as the Certifying Authority considers necessary or expedient to secure reasonable safety at the sports ground when it is in use for the specified activity or activities, and the terms and conditions may be such as to involve alterations or additions to the sports ground.
- (2) A safety certificate shall include such terms and conditions as may be provided for in the order.
- (3) No condition of a safety certificate shall require the provision of the services at the ground of any police officers unless the extent of the provision of their services is reserved for the determination by the Head of Police
- (4) Without prejudice to paragraph (1), a safety certificate may include a condition that records shall be kept—
 - (a) of the attendance of spectators at the sports ground; and
 - (b) relating to the maintenance of safety at the sports ground.
- (5) A safety certificate shall contain or have attached to it a plan of the sports ground and the terms and conditions in the certificate or in any special safety certificate issued for the sports ground shall be framed, where appropriate, by reference to that plan.
- (6) A safety certificate may include different terms and conditions in relation to different activities.

Powers of entry and inspection

An authorised person may, on production if so required of his authority, enter a sports ground at any reasonable time, and—

- (a) make such inspection of it and such inquiries relating to it as he considers necessary for the purposes safety certificate compliance, and in particular may—
 - (i) examine records of attendance at the ground and records relating to the maintenance of safety at the ground; and
 - (ii) take copies of such records;
- (b) make such inspection of the stands and such inquiries relating to them as he considers necessary for the purposes safety certificate compliance , and in particular may—
 - (i) examine records of the number of spectators accommodated, and the maintenance of safety, in the regulated stands at the ground; and
 - (ii) take copies of such records.

Enforcement

The (insert state department) may serve a Prohibition Notice if it considers that “the admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the ground or that part of the ground ought to be prohibited or restricted”. A Prohibition Notice may

prohibit or restrict the admission of spectators either generally or on a specified occasion.

A prohibition notice shall, *inter alia*, specify those matters which have given rise to the (insert state department) concerns, and shall either prohibit or restrict to a specified number the admission of spectators to either the whole ground or a specified part of the ground.

A Prohibition Notice may also include directions setting out the steps which the club must take to reduce the risks to a reasonable level.

Offences

Any responsible person and, if a safety certificate is in operation, the holder of the certificate, shall be guilty of an offence if—

- (a) spectators are admitted to a designated sports ground after the date on which the designation order relating to it comes into operation but at a time when no application for a safety certificate in respect of it has been made or such an application has been made but has been withdrawn or is deemed to have been withdrawn; or
- (b) when a safety certificate is in operation in respect of a sports ground spectators are admitted to the sports ground on an occasion when it is used for an activity to which neither the general certificate nor a special safety certificate relates; or
- (c) spectators are admitted to a designated sports ground on an occasion when, following the surrender or cancellation of a safety certificate, no safety certificate is in operation in respect of that sports ground; or
- (d) any term or condition of a safety certificate is contravened otherwise than in pursuance of a prohibition notice; or
- (e) spectators are admitted to a sports ground in contravention of a prohibition notice.

Power of entry for monitoring

The certifying authority – may, on production if so required of his authority, enter a sports ground at any reasonable time, and make such inspection of it and such inquiries relating to it as he considers necessary for the purposes of this Act, and in particular may examine records of attendance at the ground and records relating to the maintenance of safety at the ground, and take copies of such records.

Annex G – Practitioners training course

Key topics covered

- Understanding the Safety Certification process.
- Where to look for help and how related guidance can be of help.
- How to determine the safe capacity
- A detailed look at the material considerations that determine the setting of realistic P and S factors.
- A look Safety Certificates and the role of the Operations Manual
- Practical workshop – get involved in the activity to put the theory into practice in calculating the safe capacity of one specific area.
- Coaching – Evaluation of the Certifying Officer in their undertaking of the SAG Chair, monitoring certificate conditions and capacity calculations.

Learning outcomes

- Understanding of the legislative drivers for sports ground certification
- Understanding of an integrated approach to safety, security and service
- To equip Certifying Officers with the skills and knowledge to be able to carry out capacity assessments confidently, effectively and efficiently to reduce risk for spectators and their club.
- A greater understanding of the vast array of variables that form part of the material considerations when determining **P** and **S** factors.
- To take part in an interactive training.
- Gain an understanding of the main criteria for safety certification.

Day 1 – DATE TBC

Session	Time	Activity – Legislation and integrated approach	Delivered by
1	09.00	Registration	
2	09.00	Introductions, welcome, delegate expectations	Facilitated by
3	09.30	National Legislation, Regulation and Guidance that can be applied to sports grounds (and events)	
4	10.00	Role of the certifying authority at sports grounds and events responsibility of the venue owner or event organiser certification SAG process	A certifying authority
	11.00	Break	
5	11.15	Multi-agency working and the SAG – the challenges and the benefits. Stakeholders, partners and who does what?	
6	12.15	The SAG – its constitution, members and methods of working.	
	13.00	Lunch	
7	13.30	The SAG – role of the chair; required skills. Acting as/supporting the chair.	
	14.15	Break	
8	14.30	Designated grounds and non-certificated sports grounds: what it means, why it is done and what the implications are for public safety management and the work of a SAG	
	1600	Review and close	

Day 2 – DATE TBC (to be held at a ground)

Session	Time	Activity – understanding capacity calculations	Delivered by
9	09.30	Calculating the safe capacity for a sports ground using the principles of the Green Guide	
10	10.30	Factors that can change the safe capacity of a sports ground; identify the factors; consider the implications on the safe capacity	
	11.30	Break	
11	11.45	The use of Physical (P) and Safety (S) factors in calculating the safe capacity of the sports ground <ul style="list-style-type: none"> - determining P and S factors - the application of P and S factors - the impact of P and S factors 	
12	12.30	Scenario Desk top calculation of capacity using a scenario	
	13.00	Lunch	
13	13.30	Practical Part 1 undertaking site walk around to develop the capacity calculations for the sports ground	
	14.45	Break	
14	15.00	Practical Part 2	
	16.00	Review and close	

Day 3 – DATE TBC

Session	Time	Activity – understanding the importance of safety documents	Delivered by
15	09.30	Importance of developing a Statement of Intent (handover) between the police and club/ground to identify the roles and responsibilities of each agency regarding public safety and the preservation of safety, security and public order at sports grounds and events.	Police
16	10.30	Importance of introduction to Integrated Safety and Risk Management (Safety Security and service) developing integrated management strategies and plans	
	11.30	Break	
17	11.45	Developing event day plan / Operations Manual Risk based safety certification	
	13.00	Lunch	
18	13.30	Auditing and monitoring an Operations Manual:	
	14.15	Break	
19	14.30	Auditing event day plans: Security plan Stewarding plan Medical plan Crowd management plan	
	16.00	Review and close	

Day 4 – DATE TBC

Session	Time	Activity – understanding matchday operations	Delivered by
20	09.30	Annual, periodical and pre-event tests and inspections.	
		The importance of creating the safety management audit trail	
		What records are needed?	
		Who completes the records?	
		How are the recorded?	
21	10.30	How are they used/purpose?	
		Event day records	
		What records are needed?	
		Who completes the records?	
		How are they used?	
22	11.45	Purpose?	
		Break	
		Briefing and debriefing	
		Purpose of briefings	
		Effective briefing techniques	
23	13.30	Contents of briefings	
		Evidence	
		Lunch	
		Auditing competence of safety team and stewards	
		Break	
24	14.30	Control room management	
		Resources	
		Role of personnel and other agencies	
		Incident reporting	
		Review and close	

Day 5 – DATE TBC

Session	Time	Activity – Monitoring	Delivered by
30	09.30	Monitoring of the safety certificate	
31	10.30	Record keeping Enforcement: powers, limitations, process and liability.	
	11.30	Break	
32	11.45	Visits/Inspections Formal and informal visits	
	13.00	Lunch	
33	13.30	Tamper proof records/Audit forms Reports and documentation	
	14.15	Break	
34	14.30	Exercise using checklist	
	16.00	Review and close	

Annex H – Glossary

Barrier: any element of a sports ground, permanent or temporary, intended to prevent people from falling, and to retain, stop or guide people.

Circulation: the free movement of people within a sports ground

Competent: a person shall be regarded as occupationally competent where he or she has sufficient training and experience to meet the national occupational standards relevant to the tasks within their identified role. This includes knowing the limits of personal knowledge, skills and experience.

Concourse: a circulation area, covered or uncovered, that provides direct access to and from spectator 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 ground.

Contingency plan: a plan prepared by the management setting out the action to be taken in response to incidents occurring at the ground that might prejudice public safety or disrupt normal operations (for example, the loss of power to CCTV or PA systems).

Control room/point: a designated room or area within the sports ground from which the safety management structure is controlled and operated. Also known as an 'event control' 'match control' or 'sports ground control' room.

Crowd Doctor: A Registered Medical Practitioner who holds a current licence to practice and the appropriate professional indemnity, who has participated in one of the approved pre-hospital training and major incident courses, has participated in Major Incident Training, is trained to undertake major incident triage and has taken part in testing the management's contingency plans.

Crowd simulation modelling: also known as dynamic modelling, a tool using data analysis and software to investigate how spectators interact with their physical surrounds, and to investigate and visualise how their movements might be affected by their individual or collective decision making, or by their behaviour.

Crush barrier: a barrier which protects spectators from crushing, positioned in areas of standing accommodation.

Emergency plan: an emergency plan is prepared and owned by the emergency services for dealing with a major incident at the venue or in the vicinity (for example, an explosion, toxic release or large fire). Also known as an emergency procedure plan, or major incident plan.

Evacuation: protective action instigated by the sports ground safety officer or operations manager which may include simulations evacuation, partial evacuation, selective evacuation, relocation, and shelter in place or a sports ground lockdown

Evacuation time: the interval between the time at which a warning of a fire is transmitted to the occupants and the time at which all of the occupants are able to reach a place of safety

Event: any event at a sports ground, 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 doors or gates are opened to the public and ends only after the doors or gates are finally shut (or after the last member of the public has exited).

Exit: a doorway or other suitable opening giving access towards a place of safety.

Exit (or egress) system: a set of different types of exits, linked to form a means of passage for spectators.

Final capacity: the capacity total arrived at after completing all the calculations (note that this may be a lower figure than the actual number of seats or standing places available).

Fire resistance: the ability of a component of a building to resist fire for a stated period of time, when subjected to an appropriate test in accordance with the current relevant International Standard.

First aider: a person who holds the standard certificate of first aid issued to people working as first aiders

Handrail: a rail normally grasped by hand for guidance or support.

Key point telephone system: an independent emergency telephone system located at strategic points around the sports ground.

Landing: a level surface at the head, foot, or between flights of stairways, or ramps.

Major incident: an event or situation with a range of serious consequences which, once declared, requires special arrangements to be implemented by one or more emergency responder agency.

Management: the 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).

Means of escape: the means by which safe routes are provided for persons to travel from any point in a building to a place of safety.

Operations Manual: a Manual which sets out the way a sports ground operates on a daily basis. It should include but not be limited to the stewarding plan, medical plan, planned preventative maintenance schedule, fire risk assessment, event day procedures, contingency plans, capacity calculations, site plans and details of safety equipment.

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 an area of viewing accommodation and any circulation route serving that area of viewing accommodation

Place of safety: a place of safety is a place where a person is no longer in danger from the effects of fire or other threats.

Resilience: a term used to describe how effectively staff members are able to carry out the management's safety plans on an event day.

(S) factor: the term used for the assessment of the safety management of an area of viewing accommodation and any circulation route serving that area of viewing accommodation

Safety Advisory Group (SAG): a multi-agency group formed at local level to ensure that a sports ground remains compliant with the conditions of its safety certificate and with any other relevant national or international standards. Membership of a SAG typically consists of representatives of the certifying authority, the ground management, the police, fire and ambulance services, the building authority and, where appropriate, supporter organisations.

Safety certificate: a certificate, issued by the certifying authority under National Legislation, which contains such terms and conditions as the certifying authority considers necessary or expedient to secure reasonable safety at the sports ground when it is in use for the specified activity or activities.

Spectator accommodation: the area of a ground or structure in the ground 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 or indoor arena 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 point, for

example at football and rugby matches, in contrast to those where spectators are likely to be ambulatory, such as at horse racing and golf.

Stairway: that part of a structure which is not a radial gangway, but which comprises of at least one flight of steps, including the landings at the head and foot of steps and any landing between flights.

Stand: a structure providing viewing accommodation for spectators.

Temporary demountable structure: any structure erected on a temporary basis at a sports ground, such as stands, hospitality areas and media installations.

Terrace: an area of steps providing standing accommodation for spectators.

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'.

Annex I – References

Council of Europe documents

Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events: <https://www.coe.int/en/web/sport/safety-security-and-service-approach-convention>

Standing Committee on Safety, Security and Service at Football Matches and other Sports Events: <https://www.coe.int/en/web/sport/recommendation1-2021->

[Annex A: Safety – Recommended Good Practices](#)

[Annex B: Security – Recommended Good Practices](#)

[Annex C: Service – Recommended Good Practices](#)

FIFA documents

FIFA publication Football Stadiums Guidelines **2022**: <https://www.fifa.com/en/technical/stadium-guidelines>

FIFA Stadium Safety and Security Regulations <https://digitalhub.fifa.com/m/682f5864d03a756b/original/xycg4m3h1r1zudk7rnkb-pdf.pdf>

Sports Grounds Safety Authority (SGSA) documents

Guide to Safety at Sports Grounds (**Green Guide**): <https://sgsa.org.uk/greenguide/>

Worked Examples and Annexes, including indicative questions: <https://sgsa.org.uk/resource/green-guide-worked-examples-and-annexes/>

Supplementary Guidance **02**: Planning for social distancing at sports grounds: <https://sgsa.org.uk/sg-02planning-for-social-distancing-at-sports-grounds/>

Supplementary Guidance **03**: Event Safety Management: <https://sgsa.org.uk/safetymanagement/>

Annexes and templates: <https://sgsa.org.uk/resource/safetymanagement-annexes/>

Guide to Safety Certification: <https://sgsa.org.uk/safety-certification/>

Accessible Stadia: <https://sgsa.org.uk/accessible-stadia/>

Capacity calculations knowledge video: <https://sgsa.org.uk/capacity-calculations-sgsa-knowledge-series/>

UEFA documents

UEFA and the Centre for Access to Football in Europe (CAFÉ) in Access for All – Good Practice Guide to Creating an Accessible Stadium and Matchday Experience: https://www.uefa.com/MultimediaFiles/Download/EuroExperience/uefaorg/General/4/68/011684471/71/4_DOWNLOAD.pdf

UEFA Safety and Security Regulations: <https://documents.uefa.com/r/UPE·QDp~FJso7vSx8slqLQ/root>



Contributing Experts

Project Stadia is very grateful for the assistance and expertise provided by all those that contributed during our expert groups. Their knowledge has proved to be invaluable in the preparation of this document that will benefit law enforcement in all of our member countries. The below information reflects the attendees ranks and positions at the time of their participation in the respective expert groups.

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