Safer Crowds, Safer Venues:

Good Practice for Crowd Management in UK Performance & Licensed Spaces

supported by

UKCMA

NTIA | NIGHT TIME INDUSTRIES ASSOCIATION

Live music Industry Venues and Entertainment

Contents

Acknowledgements

Sincere thanks and respect to everyone who worked together to make this project the valuable resource it has become. This has been a truly collaborative effort, written by the industry for the industry.

To the authors:

- Anne Marie Chebib
- Eric Stuart
- Gary Simpson
- Ise Murphy-Morris
- Julie Tippins
- Luke Laws
- Mark Mcquade
- Ric Robins
- Russ Phillips
- Sam Spencer
- Tim Chambers
- Tom Devine

To the editorial team, reviewers and supporters:

- Aoife Hunt MBE (Dr)
- Ashley Frank
- Ben Kidd
- Cathy Long
- Chris Hall
- Dan Baldwin
- Douglas Lethbridge
- G Keith Still (Prof Dr)
- Gerard Forlin KC
- Graeme Timms
- Jon Collins
- Kate Bunyan (Dr)
- KT Sonnen
- Michael Kill
- Miriam Stone
- Paul Donnelly
- Philip Kolvin KC
- Satia Rai
- Tim Roberts

And to our stakeholders from the organisations and individuals who have supported us:

- Event Industry Forum (EIF)
- Football Safety Officers Association (FSOA)
- Global Crowd Management Alliance (GCMA)
- Greater London Authority (GLA)
- Institute of Licensing (IoL)
- International Professional Security Association (IPSA)
- Local Regulators Expert Events Panel (LAREEP)
- LIVE (Live music Industry Venues & Entertainment)
- Local Authority Event Organisers' Group (LAEOG)
- Night Time Industries Association (NTIA)
- The Security Institute (Protecting People in Crowded Places Special Interest Group)
- The Security Industry Authority
- United Kingdom Crowd Management Association (UKCMA)
- United Kingdom Door Security Association (UKDSA)

Front cover photograph by Harrison Haines.

1. Purpose of the Document

In recent years there have been several high-profile incidents which have resulted in loss of life or serious injury due to failings with operational crowd management. The purpose of this supporting document is to provide venue operators, organisers and their stakeholders with a general outline document of what currently constitutes accepted good practice in terms of crowd management for performance spaces and licensed venues in the United Kingdom.

The chapters suggest a framework for the safety, security and optimal experience of attendees in indoor spaces that are smaller than arenas, for which there was previously no dedicated framework.

This document is a combination of accepted good practices written by experienced individuals which will assist in the process towards safe operations. These should be read as 'insight and opinion' pieces by those individuals each with specific areas of expertise. As chapters are written by a number of authors, each author will bring their own voice to the work. As such, it is accepted that throughout the document there will be different writing styles.

Suffice to say, this supporting document is not intended to be interpreted or used by responsible authorities as a regulatory tool, or as official guidance. It exists to assist small to medium sized venues, to try and protect their patrons and staff, with the most current specialist knowledge, yielded from the most recent experience in the field of crowd management.

This document relates to safe and successful operations in spaces including, but not limited to: concert venues, theatres, nightclubs, bars, pubs, restaurants and comedy clubs which host cultural and entertainment events.

This document will not be relevant for arenas over 5,000 seated capacity, which is covered in The A-Guide, published by the National Arenas Association. It will not be discussing outdoor events, as these are covered in The Purple Guide to Health, Safety and Welfare at Outdoor Events, published by the Events Industry Forum. Neither will it cover sports grounds, for which there is The Guide to Safety at Sports Grounds 'Green Guide', published by the Sports Ground Safety Authority.

Whatever the venue's size, crowd management should be at the heart of safe practice. Venues should consider every stage of their venture, from the planning process through to their audiences' safe departure. Invariably, these considerations involve using a number of factors including risk assessment. All venues should know what their responsibility and liability is and how to ensure they manage their venue, event and crowd safely, both for their current audiences and future proofing and growth, such as understanding vibrancy and sustainability, alongside integration with the local community.

Concepts of accepted crowd management good practice are applicable to all venues within the scope, however measures to be taken following risk assessment will vary widely from case to case. For example, measures that are appropriate for a world class pop star performing in a large standing concert hall may not be the same for a punk night at a pub or for a jazz duo's performance in an intimate wine bar.

In addition to the risk based approach, other common themes throughout this document include: the consideration of time as a factor, how crowd activity is rarely static and the different phases of the activity affect the risk involved. We consider the importance of diligent planning and pre-planning, including the identification of and early engagement with key stakeholders. We discuss the importance of thinking widely, beyond the venue's perimeter, to impacts in public space and beyond. We explore the reasons why the impact of weather should be considered, even for indoor spaces.

Every effort has been made to ensure that the information contained in this document reflects industry-recognised and accepted good practice at the time of publication. However, it must be accepted that due to the nature of the document certain elements may be subject to change at short notice. When printed or saved locally, assume this is an uncontrolled version. Please check document control and only use officially issued versions of this document. This document may not be edited without permission.

In short, this document should not be considered wholesale as a 'one size fits all' solution and nor should it be the basis for a licence condition or conditions. It is neither definitive nor exhaustive.

Furthermore, the information within the document should not be applied selectively and users of this document may be considered competent if they have understood the document in its entirety, alongside statutory duties and they are sufficiently trained and experienced to perform their roles.

Finally, this document is not intended to be definitive or act as legal advice; it is merely attempting to act as an aide memoire to assist organisers and operators. Appropriate, specific and legal advice should be taken prior to acting on any points raised in the paper and generally.

Chapter Author- Anne Marie Chebib
Looking after people who look after people in all roles for over 25 years.

- Secretary of the United Kingdom Crowd Management Association (UKCMA)
- Secretariat of the Global Crowd Management Alliance (GCMA)
- Managing Director of Select Security & Stewarding Ltd

2. What is Crowd Management?

Crowd management is "*the systematic planning for, and supervision of, the orderly movement and assembly of people*". The safe management of crowds is an evolving discipline as the entertainment industry grows across a hyper connected globe. The intention of all those who work in crowd safety is to keep people safe from harm and facilitate their positive experience. This requires a constant balancing of safety, security and service.

Crowds occur frequently in our modern world, usually without serious issues. However, their potential is lethal and they occur in places where we are most vulnerable to attack and emergency. The study of crowds is a relatively young subject area and has developed over time through disciplines including:

- Mathematics: understanding crowd flows rates and calculating safe densities.
- Physics: relating to structural support for crowds, such as barriers and fencing to understand their strengths, weaknesses and tipping points.
- Civil engineering: understanding how building design and signage can impact crowds.
- Psychology: understanding the crowd and individual motivation in complex environments.
- Heuristics: understanding the 'learned behaviours' of humans, such as the frequency by which humans return via routes they are familiar with and so sometimes avoid better exit routes.
- Sociology: how crowds react to each other, to messaging and to stimuli from artists, crowd managers, security and police.

It is important to define "crowd management" and "crowd control" from the perspective of licensed premises, entertainment venues and the events industry, to clarify the differences in approach and understanding. Crowd management is defined above as the "*the systematic planning for, and supervision of, the orderly movement and assembly of people*" and crowd control is "*the restriction or limitation of group behaviour*".[1]

In the entertainments industry, crowd management and crowd control are two distinct, yet interrelated subjects. Crowd control is reactive, whereas crowd management is proactive. Most issues regarding crowds can be quickly resolved or prevented with effective preparation for management. Crowd safety encompasses both crowd management and crowd control, from the perspective of developing a holistic plan, as well as contingency plans for when emergency services' core responsibilities are activated.

Evolution of Crowd Safety

Crowd safety involves conducting crowd safety risk assessments in the design, planning, licensing and delivery of a project. Academics and teachers in the industry have designed models such as Still[2] DIM-ICE (Design, Information Management - Ingress, Circulation, Egress) and RAMP (Routes Area Movement Profile) Analysis and Fruin[3] FIST (Force, Information, Space, Time) Analysis. There are now educational opportunities available with qualifications on level 5, 6 and 7 on the Regulated Qualification Framework (RQF). These changes combined have helped to increase competency of those working in crowd safety, and professionalised the private industry. (See Chapter 3. Event Phases.)

In 2023, the UK signed into law the Saint-Denis Convention on an Integrated Safety, Security and Service approach at football matches and other sport events as it acknowledged this shift and need for

[1] Fruin, J. J. (1993) "The Causes and Prevention of Crowd Disasters." *Engineering for Crowd Safety*. (Elsevier), pp. 99–108.
[2] Still, G.K. (2014) *Introduction to Crowd Science*, London: CRC Press.
[3] Fruin, J. J. (1993) "The Causes and Prevention of Crowd Disasters." *Engineering for Crowd Safety*. (Elsevier), pp. 99–108.

considering a holistic approach to crowd management, balancing safety, security and service as well as recognising the importance of agency and stakeholder relationships.

Crowd Management Planning

At most venues, the organiser or manager is responsible for crowd management, and works with professional security and safety teams to develop a plan to manage the safety of their crowd. Crowd management plans also require contingency and emergency protocols to be developed in response to risks identified in the crowd safety risk assessment. These plans can include, for example, communications strategy, transport plans, signage and wayfinding, crowd management protocols, direction and redirection of crowd flow, queueing systems and full, filter, and hold and release cordons. They would also include full evacuation, partial evacuation and invacuation plans. Depending on the type and scale of the activity, these plans would be formed in partnership with, or reviewed by, the relevant emergency services (who may or may not be present during implementation).

The above elements will be elaborated on within this document, to support venue management and organisers in effectively planning and managing the safety of their crowds, from their arrival to their departure.

Chapter Author- Íse Murphy-Morris MSc

Íse Murphy-Morris MSc is an events consultant specialising in crowd safety, event transport and zone ex within major sport events, public events and festivals. Her work focuses on zone ex where risk often increases to crowd dynamics. She is currently an Associate Lecturer in Crowd Behaviour and Managing Event Safety at the University of Plymouth. She is committed to combining research with industry practice, facilitating conversation and working with others to improve crowd safety for all.

3. Event Phases

This section only relates to the temporal phases of an event. Refer to Chapter 4. Planning and Preparation for information related to crowd safety risk assessments.

Typically, an event or venue would consist of the following phases which would need to be considered.

- Planning
- Build / Construction
- Overlay / Fit-out
- Live / Open Event
- De-rig / Breakdown
- Debrief

At each phase, the risk profile and those at risk will change and this needs to be considered in planning. A venue should consider the applicability of the phases to their own operation.

When planning for crowds, we turn our attention to the Live / Open Event Phase. During normal operation, this Phase breaks down into three discreet phases: ingress, circulation and egress. These apply regardless of the size, location and type of event. They constitute the three main areas of focus for organisers when planning.

These well-established principles, based on work by Prof Dr G Keith Still are known as DIM-ICE or: Design, Information and Management (DIM) during Ingress, Circulation and Egress (ICE). This section explores these phases and how they affect and impact crowds and their behaviour, including if an emergency occurs, and evacuation or other emergency action is necessary.

Planners should consider their events in terms of phases, influences and modes:

- Three primary phases of crowd behaviour - Ingress, Circulation and Egress (ICE)
- Three primary influences on crowd behaviour - Design, Information and Management (DIM)
- Two primary modes of crowd behaviour - Normal and Emergency

Understanding and planning for the phases will inform the venue's risk assessments and operational plans as they impact customer behaviour during the journey to, through and from the venue.

At times, the phases will occur concurrently, with some people arriving when others have already been present for a long period of time. Potentially, some people will start leaving as others are still arriving and yet more remain within the space, so the three phases may overlap completely. Understanding these phases will help to formulate briefings, determine resources (numbers, skill set, qualifications), and enhance visitor experience.

- More information on these elements can be found in the following chapters of this document: Chapter 4 – Planning and Preparation
- Chapter 5 – Pre Doors
- Chapter 6 – Staffing
- Chapter 12 – Safeguarding, Welfare and Accessibility
- Chapter 10 – Zone Ex

The three phases are explained in more detail below.

Ingress

(For more detail, please see Chapter 7- Ingress)

This phase is the period of time when people arrive in the area and ultimately enter the venue. The ingress phase happens in several stages and locations that can broadly be categorised in the following subsections:

- **Arrival** – this element relates to people travelling into the locality. Their routes, means of transport and last mode of transport hub before they begin the pedestrian phase to the event/venue: Bus stops, Train and Tram Stations, Car parks or PUDO (Pick Up and Drop Off) are some of these locations. Some people may arrive directly outside the venue if travelling by taxi or as a passenger in a car.
- **Zone Ex** (often referred to as the Last Mile) – The route between the arrival point, and the venue queuing or entry system. Zone Ex is often considered as "Grey Space" i.e. where there is often a lack of clarity around who is responsible for crowd management - a mix of stakeholders is usually involved such as land owners, local authorities, asset owners, transport providers, etc (For more detail, please see Chapter 10 - Zone Ex.)
- **Entry** – the final stage of ingress. This phase may include: queuing, soft ticket checks, search and screening, hard ticket checks, ticket purchasing, ID checking, bag and or coat check in.

Circulation / The Show

(For more information, please see Chapter 8 – The Show.)

This is the entertainment phase, where people engage in a range of activities - be it dancing, listening to music, watching comedians, or just consuming food and / or beverages. It includes audience movement around and inside the venue, perhaps between a performance area, dance floor, toilets, smoking areas, bars or elsewhere, and any combination of movements within the venue.

Circulation covers movement into/ out of and around the site during the entertainment. There is a need to differentiate between the venues that come and go, those that load, stand, leave and those that load, move around (area to area), and then leave as having different dynamics and hence, different types of consideration for crowd risk.

Egress

(For more information, please see Chapter 9 – Egress.)

This is the departure phase, when the crowd leaves the venue and ultimately, the vicinity to head home or onwards to other destinations. It can be useful to split this phase into two subsections:

- **Exit**– the movement of people leaving the venue into a public or 'Zone Ex' area. As upon arrival, this is generally to a transport facility, which may be directly outside in the case of taxi pickups, or further away for bus, tram or train travel. This area should be defined via negotiation and agreement with stakeholders and authorities. It has no clear delineation and whilst some responsibility for safety can be apportioned to venues (permitting mass exit onto a dual carriageway for instance would not be safe), the land may be in the public realm, limiting the options available to the venue and powers available to security or others. It is generally agreed that shared responsibility through negotiation with authorities is essential in this space (For more detail, please see Chapter 10 - Zone Ex.)
- **Dispersal** – the departure of people from the immediate vicinity of the venue.

During these phases, there are three primary factors that organisers must consider and plan carefully, each of which will impact on crowd safety, and their behaviours.

- **Design**
  - This will significantly impact all phases of activity. The physical layout of the venue, doors and accessibility through them, queue design and appropriate barrier use are all examples of the design aspect, some of which can be changed (barriers) and some of which are more challenging (the physical layout of older buildings).
- **Information**
  - This includes communication with customers, staff and agencies/authorities. For customers this is often from the point of advertising and sale to set expectations and behaviour. It will include items which are permissible but emphasise those which are prohibited. It will include messaging, signage and advice to patrons regarding entry points for certain ticket-holders but also areas that are out of bounds. It will include transport options for arrival and departure.
  - Information to share with staff will include start times for shifts, briefings and sometimes 'handouts' or action cards. Sharing information will require the use of communication systems, such as radios or other devices to aid communication. Written logs may be maintained to capture, debrief and learn from incidents.
  - Information shared from the agencies might include knowledge of common challenges, when spaces are likely to be busier than usual, or complications which may take place outside normal operating hours, or days.
- **Management**
  - This is the use of staff, volunteers, security and/or stewards to support the crowd management plan, to reinforce the messaging by verbal communication with the crowd and prevent unlawful behaviour in the venue and unlawful access to the venue or parts of it.

From these phases and influences on behaviour, it is possible to then compile an easy-to-interpret plan in the form of a DIM-ICE table. Examples can be found at [DIM-ICE: Event Meta-Model | Prof. Dr. G. Keith Still (gkstill.com)](gkstill.com).

This simple model can potentially serve as a summary of a venue's Operational Plans and particularly the crowd management plans.

Overlapping phases are not uncommon and these need to be examined to ascertain which areas need the keenest focus for management attention and resources at particular times.

PTO

DIM-ICE Event Meta-Modelling

Normal	Ingress	Circulation	Egress
Design			
Information			
Management			

Emergency	Ingress	Circulation	Egress
Design			
Information			
Management			

This example must be adjusted to the venue and should not be considered as a template for all venues. The duration, timings and risk factors should be adjusted based upon the venue, the crowd demographic and even weather factors that might lead to an early or late 'walk up'. DIM-ICE is a local area model, not an entire site model. It is based on the history of failures specific to local sections of a site.

It is important to note that there are two versions of the model: for 'Normal' and 'Emergency' situations.

There are several variations on this model in other literature. Such models should be evidence based, peer reviewed and extensively tested. Examples include:

An additional E for Evacuation is sometimes used to make the model DIM-ICEE. Another example is the DIM–ALICED model as used by some operators (ALICED = Arrival, Last Mile (Zone Ex), Ingress, Circulation (show), Egress, Dispersal). In the U.S., a 2020 publication by the American National Standards Institute (ANSI), added an 'E' to create a DIME-ICE model where the 'E' related to the expectations of both the crowd, and the organiser. This standard can be found at ANSI ES1.9-2020.pdf (esta.org) and credits both Professor Still and Professor Fruin for their work in these fields. During Covid and the recovery period, it was also useful to discuss the 'Expectations' of the authorities during planning and delivery, which were often misaligned with what organisers thought safe and were able to deliver.

These models can suggest a likely pattern of anticipated peak areas of focus but cannot be solely relied upon. For example, a transport failure or a message from an artist suggesting a delayed show may lead to a much later arrival than anticipated. Plans will need to be adjusted accordingly through dynamic risk assessment when circumstances change.

Chapter Author- Luke Laws

- Operations Director – fabric
- Level 5 Crowd Science and Risk Analysis
- London

4. Planning & Preparation

Risk Analysis

Developing a crowd management plan for a venue begins with a risk analysis process. This process considers:

- The venue, including its challenges and restrictions.
- The neighbouring buildings' type and use, specifically any similar venues and their occupancy. This is particularly relevant for small / medium venues, where they will likely cohabit, cluster or have venues within venues, which may influence planning & coordination of scheduling.
- The landscape around the venue: roads, residential areas, business areas, construction sites, fields, emergency service headquarters, hospitals etc.
- The modes of transport nearby the venue that people would ordinarily use to arrive and depart.
- The capacity of the venue.
- The nature of activities within the venue and if they often deviate from the norm.
- How crowds will arrive to the venue from their chosen mode of transport.
- How crowds will interact with the venue design and management.
- Threats to crowd safety.

See Chapter 8 – The Show for crowd monitoring and dynamic risk assessment strategies.

Venue

Venues that welcome crowds for entertainment purposes or social activities can be purpose built, repurposed or blank canvases. Venues that offer the most amount of character and enjoyment for crowds can be the most difficult for venue management to keep safe. Regardless of building design, every venue has its limitations and challenges regarding crowd movement and can also influence crowd behaviour unintentionally. For example, a parapet wall may entice people to jump over it in order to skip a queue on the other side of the building, or line of sight inside the building may entice people to skip a toilet or bar queue. Taking the journey of the crowd or an individual attendee into, around and out of the venue can often highlight opportunities and challenges that may not have been apparent otherwise.

A crowd management plan should plan for the safe management of crowds on ingress, circulation and egress. Applying the DIM-ICE model to assess the proposed activity within the venue can highlight crowd safety risks that can be addressed before designing the crowd management plan.

Sometimes there may be planning regulations applied to a venue that prevents temporary crowd management strategies such as barrier lines or queueing systems from being deployed and these must be checked. If a venue cannot be adapted sufficiently, it should not be used as an entertainment space.

Landscape

The landscape surrounding the venue can impact crowd safety as it can influence crowd movement (dynamics) or behaviour. For example, is there a busy road next to the venue that crowds may try to cross unsafely to get to the venue quicker? Or is there an A&E access to a hospital that a potential queueing system may impede?

Crowd Safety Risk Analysis Tools

Crowd risk analysis tools help to identify risk to crowd safety that conventional risk assessments may not be able to highlight.

There are a number of crowd safety risk analysis tools available. These include, but are not limited to:

- Still's crowd risk models
  - DIM-ICE (Design, Information, Management-Ingress, Circulation, Egress)
  - RAMP Analysis (Route, Area, Movement, Profile)
  - Congestion Mapping
  - Decision Support Tools
  - See Chapter 3. Event Phases for more information on these models
- Fruin's FIST (Force, Information, Space, Time)
- Graham's Family of Risk (External, Legal & Regulatory, Strategic, Organisational, Operational, Information, Human Resource, Technology, Financial, Political)

Professional support is available and it is wise to consider external expertise for risk assessments.

More useful information on Risk Analysis can be found here Health & Safety Executive- Assess crowd safety risks and identify hazards

Capacity

It is important to understand what density looks like and how the crowd moves within the venue, in specific areas. Further detail is available here- https://www.crowdrisks.com/support.html

Typical guidance implies 4 people per square metre but Building Code Occupancy states the legal requirement for the upper limits. See Approved Document B (fire safety) volume 2: Buildings other than dwellings, 2019 edition incorporating 2020 and 2022 amendments . See also Table D1- Floor space factors which suggests standing density of 2 people per square metre.

Although the venue's licence may already prescribe a set capacity, this may alter depending on the type of activity and how it influences crowd dynamics (early or late walk up or departure, high movement within the crowd due to music etc., crowd reacting to external influence such as a prize giveaway, or promotional or other incentives to attend the event such as through increasing ticket sales.).

Capacities need to be calculated for every phase of activity, for each of the risk profiles and for the range of demographic or purpose of the group likely to be impacted. Additionally, both normal and emergency scenarios need to be considered to ensure that the capacities are inclusive of floor factor density, holding capacity and that entry and exit widths are sufficient to ensure the safety of those in attendance.

Those involved in the planning of events must understand the impact and influence of making changes to the normal use and capacity of an event space. Any addition to the event space or reduction in exit width e.g., an extra feature bar, may affect the capacity. Do note that regulation around holding capacities also relates to toilet provision and emergency egress capacity; professional advice should be sought.

Also, when planning for emergencies, it is important to consider where evacuated persons are to be located, that there is sufficient holding capacity as well as circulation capacity in the evacuation routes and resources for those evacuated and that plans for onward evacuation and dispersal are also captured.

Capacities can be monitored by staff with clickers, or ticket scanning systems, one person counting people as they enter a room, the other people counting people as they exit. Capacities can also be monitored by experienced crowd managers constantly observing room capacities either on the ground or supported by CCTV in a control room (if applicable). Whilst a room may have sufficient capacity, the density of the crowd needs constant monitoring to ensure it does not increase above a safe threshold.

Crowd capacity and density can be influenced by the following considerations, not limited to:

- All seated
- All standing
- Type of act / music genre and audience profile
- Standing and seated dual capacity
- Line of sight from available seats/standing
- Barrier design
- Stage design
- Lighting / Sound (Mixer desks, speakers, truss)
- Special effects (Safety distances)
- Floor conditions (carpeted, concrete, broken or smooth surface)
- Facilities including bar, concessions, merchandise, activities, toilets
- Routes around the venue

Crowd capacity for a venue or room with seats will vary from its standing only capacity. Consider the number of available seats with line of sight to the activity.

For more information on calculating indoor venue capacity, please see Fire safety risk assessment: small and medium places of assembly

Crowd Management Plan

A crowd management plan should include but not be limited to, the following elements:

Element	Description	Reference (if applicable)
Statement of Intent	Describe the intention of the crowd management plan and its purpose within the overall venue management plan	
Policies & Procedures	Search policy, ticketing policy, conditions of entry, show stop policy, alcohol policy	See Appendices
Roles & Responsibilities	Detail the role title and responsibilities of all those who work in crowd management, including the decision maker for the venue to confirm the authorised person in charge and what control they do/do not have	See Chapter 6 – Staffing
Capacity	The calculated capacity for the venue/activity demonstrating how the capacity was calculated. Ticketing information related to capacity and how this is managed including information on tickets, queueing systems, ticket scanning systems etc	See Chapter 7- Ingress

Element	Description	Reference (if applicable)
Site Plan	Site plan of the venue and its surroundings to demonstrate queue systems and any other crowd management strategies deployed	
Crowd Safety Risk Analysis	Conduct a risk analysis using tools including; DIM-ICE Model, RAMP (Route, Area, Movement, Profile) Analysis Model, FIST (Force, Information, Space, Time) Model, congestion mapping, decision support, threat analysis (accidental fire, arson, attack, weather, deviant behaviour, external communications)	Risk management: The effect of FIST on perceived safety in crowded large space buildings - ScienceDirect
Ingress and Egress Plans	The process of people arriving at and departing from the venue, including all forms of interaction with venue staff, venue design and elements in Zone Ex	
Security & Stewarding Plan	Who the contractor is (if applicable), the roles and competencies of staff they provide, the staff schedule, the dot plan (where they are positioned for each phase of crowd movement)	
Protective Measures	Detail the measures put in place to prevent a premeditated or even spontaneous attack by a person or group	See Chapter 11. Counter Terrorism
Contingency & Emergency Plans	Partial evacuation plans, full evacuation plans, invacuation plans. Contingency plans include show stop or show pause, redirecting or holding the crowd, holding the doors, PA (Public Address) messaging, dealing with contraband or banned items, postponement & cancellation. Plans to consider for threats: fire (accidental or arson), inclement weather, deviant behaviour, attack, external communication (someone shouting, a viral social media post or a loud bang)	
Briefing & Debriefs	Briefing documents and debrief forms for staff to complete and to capture management debrief meetings	See Chapter 15. Post Event

Competency

It is imperative that everyone appointed to support in delivery, including the organisers, are competent to do so. Competency is defined in many pieces of legislation, guidance, and industry best practice. It can be summarised as any person who has the skills, knowledge, attitude/aptitude, training, and experience relevant to the subject matter. Where such competency is not available internally, an external resource can be brought in to fill the skills gap. However, whilst the responsibility for the completion of certain tasks and activities can be delegated to others, ultimate accountability rests with those in control of the premises or area where the activity is taking place. This can be the owners, organisers or a combination thereof depending on the specifics, and the contracts / agreements in place.

Stakeholder Engagement

It will be necessary to engage with a range of stakeholders, both internally and externally. The number and identity of these third parties will vary according to the location, venue, and nature of the activity.

Examples of internal stakeholders are Health & Safety, Event Management, Catering, Marketing, Ticketing and Venue Staff. Contractors providing certain key services should be considered as stakeholders, such as Security and Stewarding, Medical and Traffic Management.

External stakeholders may include Local Authority (Safety Advisory Groups, Environmental Health Officer, Licensing), Health and Safety, Regulatory Bodies, Blue Light Services (Police, Fire & Rescue, Ambulance, NHS), Local Highway Authority, Local and Regional Transport Operators / Hubs and Local Community Groups and Businesses.

Check with the Local Authority about any placement of barriers, street furniture or operators in areas that are not within the venue boundary.

Safety Advisory Groups (SAGs)

SAGs are usually co-ordinated by a Local Authority (LA) and made up of representatives from the LA, emergency services, other relevant bodies and the organiser. They are usually held when it is considered that a venue or event presents a significant public safety risk (whether in terms of numbers and profile of people attending or the nature of the activity and/or the challenge of the environment).

The purpose of a SAG is to provide a forum for discussing and advising on public safety. They aim to help organisers with planning, and management and to encourage cooperation and coordination between all relevant agencies. They are non-statutory bodies and so do not have legal powers or responsibilities and are not empowered to approve or prohibit activity from taking place. However, certain organisations on the SAG such as the police, may decide to object where there are concerns for public safety and/or public disorder. Organisers and others involved in management retain the principal legal duties for ensuring public safety.

The Emergency Planning College (EPC) has produced the UK Good Practice Guide to working in Safety Advisory Groups part 1 and part 2 (both parts of the guide are currently being reviewed).

Testing Plans

Once written, plans should be tested. Testing plans has three main purposes:

1. To validate plans (validation).
2. To develop competency of employees and others engaged in delivery and give them practice in carrying out their roles within the plans (training).
3. To test procedures (testing).

This will allow measurement of the understanding and effectiveness of the plans, providing learning opportunities to enhance and make them more robust.

There are three main types of exercise that can be used to test plans, and in particular emergency plans. These include:

a. Discussion-based exercises are more often based on completed plans and are used to develop awareness about the plan through discussion. In this respect, they are often used for training purposes.
b. Tabletop exercises are based on simulation, not necessarily literally around a tabletop. Usually, they involve a number of realistic scenarios and a timeline. This type of exercise usually involves multiple stakeholders both internal and external.
   Usually tabletops are run in a single room, or in a series of linked rooms which simulate the divisions between responders who need to communicate and be coordinated. Participants are expected to be familiar with the plan and their roles within it, and they are invited to test its functionality as the scenario unfolds.
   This type of exercise is particularly useful for validation purposes, particularly for exploring weaknesses within the plan and proposed procedures.
c. Live exercises are a live rehearsal for implementing a plan. Such exercises are particularly useful for testing logistics, communications, resources and physical capabilities.
   They also make excellent training events from the point of view of experiential learning, helping participants develop confidence in their skills and providing experience of what it would be like to use the plan's procedures in a real setting. It is essentially a training exercise or practice drill.

When testing emergency plans, and indeed when managing operations or an incident, the principles for joint working as outlined within the Joint Emergency Service Interoperability Program (JESIP) provides a good framework on which to build the plans.

5. Pre Doors

Pre Venue Checks

Because there are so many variables involved, careful preparation, thorough inspections and effective communication are necessary. This section explores the many facets of crowd safety, including pre-doors safety evaluations, personnel briefings, emergency protocols and equipment inspections.

Ensuring crowd safety at venues requires a holistic approach encompassing thorough preparation, clear communication, and swift response to emergencies. Adhering to the outlined measures below and continually reviewing and updating the safety protocols can significantly enhance the safety and success of crowd management activities in a venue.

Staff Briefing

Staff briefings are indispensable, driving both safety and operational efficiency. These sessions convey vital information: safety protocol confirmation, details of activity and role expectations. Through them, staff grasp emergency procedures, become familiar with venue layout, and understand their individual roles within the broader command structure. Effective communication channels are clarified, facilitating coordinated interactions and incident reporting. Where possible, hands-on demonstrations enhance understanding, and staff receive summarised reference materials, for quick recall.

During briefings, safety and security teams are provided with guidelines. Recognising the nature of the activity and host venue guides the formulation of specific safety protocols. Factors like duration, the inclusion of alcohol and scheduled activities all play roles in shaping these safety measures and informing the staff allows coordinated delivery.

Anticipating the expected number of attendees provides insights for effective resource allocation. An awareness of attendee demographics, coupled with the identification of peak times, greatly aids in crafting effective crowd management strategies. A familiarity with the venue's layout directly informs decisions regarding the optimal placement of barriers, emergency exits and medical facilities. Areas prone to congestion should be indicated, based on a timeline of attendee movement.

Engaging with key stakeholders, particularly local authorities and emergency services, offers indispensable insights to be included. Drawing on historical data from similar shows provides valuable benchmarks and assists in predicting potential challenges.

Taking staff demographics into account is important when delivering briefings, such as the ability to hear, read or understand briefings, and grasp of technical jargon.

The process of briefing should include knowledge checks and records should be kept to ensure staff have both heard/ read and understood the information given to them.

PTO

Briefing Content

To include but not limited to

- Timings
- Attendance Numbers
- Artist Information
- Audience Demographics
- Venue Configuration
- Command Structure
- Forward Intelligence
- Local Intelligence
- Areas of Risk
- Safety Protocols
- Duties
- Medical and Emergency Procedures
- Communication Process

Emergency Procedures

The development of comprehensive emergency procedures is required for safe practice. These are communicated to the staff via documentation and training. Proper documentation- detailing roles, actions, and communication protocols - provides clarity during crises. This should include clear communication channels, both internal and external, facilitating rapid information dissemination. Regular staff training and rehearsal drills ensure familiarity with procedures and test their efficacy.

Effective public address systems, security/stewarding and clear signage direct attendees during emergencies. Control centres, dedicated to monitoring and coordination, centralise crisis management and will vary in capacity depending on the venue. Staff should have an operational understanding of the emergency procedures and training records that have been produced. Consider the following procedures

- Fire Evacuation Plan
- Assignment Instructions
- Emergency Roles and Responsibilities
- Show Pause/ Stop Procedure (see Appendix A – Show Stop Policy)
- Queue Management Plan
- Person Search Plan
- Zonal Clearance Plan
- Invacuation Plan

Pre-Doors Safety Checks

Prior to opening, comprehensive safety checks are essential to ensure a secure environment. Such assessments involve a detailed inspection of the venue, confirming the operational integrity of safety installations, equipment and signage.

Key areas, such as internal spaces and queuing areas, must be free from trip hazards, obstructions or items that can cause harm. The stability and positioning of barriers, crucial for crowd management, require validation. Entrances and exits should be signposted, accessible, and adequately staffed, with special attention to emergency exits to ensure unobstructed routes both internally and externally.

Pre-doors safety sweeps, identifying and rectifying potential hazards, are required. All checks should be documented, capturing details such as date, time, area and resolutions. Utilising checklists guarantees

thoroughness, while staff involvement fosters collective safety awareness. Following all assessments, obtaining approval from management to confirm the venue's readiness is required prior to opening.Checklist to include

- Queue Area
- Internal Circulation Areas
- Toilets
- Exits - Internal and External
- Lighting
- Fire Exit Doors
- Secure Doors to Back of House
- Fire Extinguishers
- Barrier - Internal and External
- Fire Panel
- PA System

CCTV Command Structure & Roles

The provision of a precise command and control framework is essential for effective operations and safety. At its core, a detailed organisational structure delineates communication channels, hierarchy and decision-making paths. This structure ensures swift information flow, minimises miscommunication, and harmonises team efforts between management, venue team and security. This information should be provided at staff briefings and in training materials.

Clear definitions of roles and responsibilities impart accountability among staff and stakeholders. This clarity streamlines operations, fostering a cohesive approach towards safety. The structure and roles should be widely understood by the staff with reporting to a central command post. Where possible, this command post should have the facility to monitor CCTV feeds for real time situational awareness.

Consider if a control room is required and appropriate for the venue or planned activities. A control room may support crowd management by coordinating communications, documenting activities, monitoring CCTV and coordinating response in the event of an emergency.

- Structure & Roles
- Security Chain of Command
- Venue Management Structure
- Show or Artist Organisation Structure

Show Stop Command Structure Communication Framework

Efficient communication is foundational for the safe delivery of crowd management. This entails both internal coordination among teams and external dissemination to the public. For personnel, clear channels, encompassing radios, duty phones, and digital platforms, ensure consistent connectivity (see Chapter 8 – The Show). Defined protocols combined with proper training underpin this internal communication, while a centralised command and control hub facilitates real-time coordination.

Concurrently, engaging the public is required. Pre-doors information, disseminated via social media, emails, and website, readies attendees. During the show, clear signage and staffing and/or public address announcements guide participants, and ticketing information conveys essential rules and guidelines. (See Chapter 7- Ingress for more on ticketing.) To cater to a diverse audience, accessibility in communications, including multilingual options, may be required.

- Communication Framework Checklist Control Point Set Up
- Radio Channels

- Landline Contact Numbers
- Mobile Phone Numbers
- Messaging Groups Created
- Confirmed Attendee Messaging
- Provided Ticketing Information
- Prohibited Items
- Policies

Intelligence Gathering & Risk Assessment Adjustment

For successful crowd management, intelligence gathering is indispensable. This proactive approach, focusing on a show or artist's history and expected audience dynamics, illuminates potential risks. Analysis of past shows, combined with interaction with the show or artist's management, provides insights into probable challenges. Understanding audience demographics and behavioural tendencies aids in forecasting crowd dynamics.

Collaboration with external entities, like local authorities and police, enriches the intelligence pool. This information serves to adjust risk assessments, with new risks identified and mitigation strategies updated. Clear documentation of these findings and prompt communication to stakeholders is paramount to ensure alignment in safety strategies.

Any intelligence gathered pre-doors should be used to adjust the risk assessment and operational procedures and deployment, including pertinent information in staff briefings will assist with this.

Equipment Checks

The examination of equipment is vital to any safety preparations. These checks begin with a detailed inventory list, categorising equipment based on purpose and detailing specifications. Functionality checks, encompassing operational and maintenance assessments, ensure each equipment piece functions optimally. Equipment must be stored strategically, ensuring swift accessibility during situations, with clear signage indicating the location of critical items.

Staff training is a key aspect of these checks, ensuring they are adept at using the equipment and are familiar with its positioning. Documentation, in the form of checklists and records, provides a reference point for accountability and future evaluations. Continuous real-time monitoring and post-operations evaluations ensure equipment remains functional and strategies are refined for future reference.

- EquipmentUniform
- Hi Visibility Clothing
- Radios
- Search Equipment
- Ticket Check equipment
- Barriers
- CCTV
- Torches
- Body Worn Video
- Loud Hailers
- Medical Grab Bags
- Evacuation Grab Bags
- Defibrillator
- Briefing Notes
- Ear Defenders

Chapter Author- Mark McQuade
FGH Security Senior Operations Manager
Glasgow, Scotland.
Working With Crowds Founder and curator

- Level 4 Spectator Safety
- FdA Crowd Safety Management
- BA (Hons) Crowd Safety Management
- MSc Crowded Places and Public Safety Management

6. Staffing

The levels of staff deployed at a venue as well as their skillset, professionalism and attitude will impact the customer's journey before, during and after the show. This section focuses on staffing primarily related to crowd management. However it is recognised that those working throughout a venue benefit from an understanding of crowd management also.

Crowd Management Staffing Roles

The most recognised roles in relation to crowd management are those of security staff. The primary duty of security is to protect people and property. However, in recent years, their role has evolved to place more emphasis on customer service, first aid response, welfare support, and crowd management - making them a critical part of any structure.

The Private Security Industry Act 2001 provides legal definitions for roles of Security. In the UK, The Security Industry Authority (SIA) is the organisation responsible for regulating the private security industry. Those working in the role of security at a licensed premises will need to have a Security Industry Authority (SIA) door supervision licence, including if they work in-house. Role descriptions can be found on the SIA website. Remember, if security is employed in-house, the manager will also require a licence.

The determining factor in whether or not a role requires a licence is the activities the individual undertakes. Examples of licensable and non-licensable activity can be found in the SIA Events guidance for suppliers of security.

However, in addition to SIA licensed security, there are other staff who work to support crowd management. Roles include but are not limited to:

Role	Responsibilities include	Competencies/ License requirement
Crowd Manager	Managing the team that manages the crowd. Develop and deploy the crowd management plan. Either on the ground or in control if applicable, to manage ingress, circulation and egress, enacting contingency or emergency plans as appropriate.	Qualified, experienced and competent to carry out the role. Experience of safely managing venues of a similar size, or has trained under a crowd manager who has.
Supervisor	Responsible for implementing the crowd management plan and ensuring the welfare of their team. Supervisors should hold higher qualifications than a standard Security Officer as they hold more responsibility and accountability as their role includes decision making. This must be made clear to the individuals before they accept this role.	Licensed by SIA, experienced in their role. Can also be qualified under Level 3 Spectator Safety which is required for those working as crowd safety supervisors at sports grounds.
Control Room Staff	Their role is to record all radio communications, direct security and medical teams to incident locations, monitor and/or	CCTV operators are licensed under the SIA (unless in-house, where the SIA LLQ training is strongly recommended).

Role	Responsibilities include	Competencies/ License requirement
	operate CCTV, and liaise with the emergency services.	Experience of working under pressure, including accuracy and brevity within communications.
SIA Security	Security staff will be responsible for the safe ingress of customers, searching on entry (licensable activity), safeguarding of customers and staff, removal of customers not acting in accordance with the venue guidelines, and protection of assets.	Licensed by SIA.
Steward	Normal Operations: Wayfinding, helping audience with directions, customer service etc. Emergency: Assume allocated position to direct people out and away safely, open emergency exit doors, communicate instructions to the audience.	Can be qualified under Level 2 Spectator Safety (football grounds) or trained and briefed by venue Can be paid or volunteer.
Response Teams	Dedicated team roaming an area or entire venue to support static staff if needed and can be deployed by manager/ control to address a crowd safety related issue.	Licensed by SIA. Additional training in conflict management, physical intervention and role-specific duties is recommended.
Security Dog Unit	Deployed to security sweep venue before doors open. Deployed to search people on entry.	Licensed by SIA, most likely as security guards. Recommended NCTAS-P accreditation for explosive detection dogs and NASDU qualifications for drug/ general purpose dog teams.
Traffic Marshall	Deployed to manage road closures, direct traffic and help facilitate arriving/departing passenger vehicles.	Needs to be a qualified Traffic Management Operative if deploying and managing full or partial road closures. There are two types of qualifications that are needed to do traffic management on the roads: 1. NRSWA Streetworks Signing, Lighting and Guarding Units O1/S1 (previously known as Unit 2/10) 2. Lantra NHSS Scheme 12 (covers TTMBC, 12A/B/C/D).

Role	Responsibilities include	Competencies/ License requirement
Volunteers	Including volunteers in a crowd management plan can be a rewarding experience as they can support security and stewarding staff with welcoming people, offering information, providing wayfinding and helping to prepare for search and ticket scanning.	If choosing to use volunteers, consider the organisation's responsibility for them. Further detail can be found here- Voluntary work - Health and safety law: Your duties to protect volunteers - HSE

The SIA Approved Contractor Scheme (ACS) ensures that a business is fit and proper (which includes criminality checks) and has been assessed as meeting the specified quality standards. Businesses may apply on a voluntary basis to become approved contractors and be assessed against a range of criteria.

Planning

Overview

The type of activity will determine the audience overview and in turn the deployment levels of staff required. For example, the level of security deployed at certain high risk events will differ from the amount of security required for a conference or exhibition. Whilst there are exceptions to this rule, the audience profile will shape the determination of the amount of staff required and the deployment plan.

Audience Overview

The audience profile must be considered in order to provide a robust plan for staffing levels at a venue. The amount of security required during Ingress will be in part dictated by the level of searching that is implemented, which will be determined by the audience type and genre. Where customers are required to be fully searched on entry, this will require additional staffing compared to when no searching is required.

Crowd Management Plan

See Chapter 3 - Event Phases and Chapter 4 - Planning and Preparation for information on developing the crowd management plan that will inform the staffing levels and type of resource required.

Dot Plans

To determine deployment locations for staff, it is accepted good practice to implement the use of a dot plan. This process involves either printing a plan of the venue or completion using an electronic device. The manager and staffing provider should then place markers on all locations where personnel are required during the show which will inform deployment levels. It may be required to have different dot plans for each phase, i.e. Ingress, Circulation, Egress and Dispersal, depending on staffing levels.

Training

SIA-licensed security staff receive very limited training specific to crowd management and crowd behaviour within their qualification, however how to respond to emergencies is partially covered in the qualification. In addition, stewards, unless they have studied a Level 2 or 3 Spectator Safety qualification, will also have received little crowd management specific training. Therefore it is imperative they receive crowd management and venue specific training before carrying out their role.

On-site training and preparation is crucial to ensuring plans are enacted as expected. If staff are not familiar with a venue they should be provided with the following at the very least:

- Familiarisation Walkthrough
- Management Meet and Greet
- On Site Induction
- On Site Scenario Testing including Full Emergency Evacuation
- Role Specific Briefing
- Safety Equipment Deployment Training

There are training courses available within crowd management and spectator safety (sports grounds) that are listed on the Regulated Qualification Framework (RQF).

In addition to the venue's responsibility, if working with a security or stewarding provider, they are also responsible for ensuring their staff are qualified and competent to carry out the roles they are supplying to the venue. Choose the provider carefully to ensure competence. A starting place to consider when sourcing providers is the membership of the United Kingdom Crowd Management Association (UKCMA).

Ensure any training records are documented and kept up to date, and consider audits on training procedures as accepted good practice.

Briefings

Before each show, Supervisors and Managers should hold briefings with their staff to ensure they have a full understanding of the activity, crowd and deployment plans. Any changes from the crowd management plan since its completion should be disseminated to the team during the briefing. It is also an opportunity for members of staff to raise any concerns or questions.
For more information on briefings, see Chapter 5 – Pre Doors.

Searching

See Appendix C – Search Policy

Ejection/Removal of Customers

The removal of customers should be at the instruction of a Supervisor or Manager. It is the responsibility of the staffing supplier and/or the venue to ensure the security team are trained in conflict management, physical intervention, and de-escalation techniques to be able to perform a safe and systematic ejection.

The driving principles for an eviction policy are safety and transparency:

- To ensure crowd safety and enable appropriate action to be taken against customers whose behaviour breaches regulations.
- To facilitate the safe and secure removal of customers who through their actions have breached their right to continued attendance.
- To facilitate gathering of evidence and the maintenance of valid audit trails when dealing with the removal of the customer.
- To increase the confidence of venue management and customers, encouraging their support to enable the client and partners to tackle serious breaches of regulations and behaviour, and to ensure crowd safety.

Ejections and removals should always be logged, and records kept securely.

Careful consideration should be given to general post ejection welfare into any public space.

Vulnerable persons must be specifically considered- See Chapter 12 - Safeguarding, Welfare & Accessibility..

Staff Welfare

All workplaces require suitable and sufficient sanitary and welfare facilities to be available for employees and, if appropriate, visitors or customers. This will include access to toilets, rest and eating facilities and drinking water.

Under the Health and Safety at Work, etc Act 1974 employers have a general duty to ensure the health, safety and welfare of their employees as well as any visitors to their premises including non-employees or members of the public. The Management of Health & Safety Regulations 1999 was introduced to reinforce the Health & Safety at Work Act 1974, requiring employers to conduct risk assessments to identify hazards to employee health and safety.

The Workplace (Health, Safety & Welfare) Regulations 1992 expand on this duty and require employers to make certain provisions to ensure the health, safety and welfare of employees with regard to the workplace environment. The Approved Code of Practice to the regulations gives practical guidance on the legal requirements. These provisions include details of toilet and washing facilities and eating and rest facilities. Risk Assessments will be required.

Considerations for staff welfare must be included in the planning phase and budget. Considerations can include, but are not limited to, the following:

- Protection from Weather (if stationed outside)
- Access to a Break Room
- Access to Water and Food
- Personal Protective Equipment
- Other Equipment appropriate to enable their role

In addition, personnel records which include Next of Kin details for all staff must be kept up to date.

For audience welfare, see also Chapter 12 - Safeguarding, Welfare & Accessibility.

Uniform & Equipment

Crowd safety staff need to be equipped with clothing that is uniform, easily identifiable and highly visible, stating their role as required, as in the event of an emergency they need to be easily seen by the crowd so their instructions are easily followed.

See more information in Chapter 5 – Pre Doors.

Evidence Gathering/ Body Worn Video Cameras

Evidence Gathering Cameras (EGC), also referred to as Body Worn Video Cameras, can be a very helpful tool in supporting security teams to deal with crowd management issues or isolated acts of aggression. When staff are deployed with an EGC, they should be reminded of the policy for the deployment of EGC. It is expected that all users have been trained in the use and requirements of bodycam footage. When used effectively EGCs allow first person audio and visual images to be captured to provide a clear and irrefutable record of events. EGCs must not be used covertly and the public should be informed when they are being

used. Footage should only be viewed by appropriately licensed persons and should be kept or used under chain of evidence records.

With proper use the introduction of this technology may assist with:

- A more detailed examination of the events leading up to and the management of incidents
- Enhancing evidence capture
- Promoting positive behaviour and interaction between staff and customers
- Prevention and detection of crime
- Recording instances of anti-social behaviour
- Acting as a deterrent for anti-social behaviour
- Moderation of a person's behaviour
- Evidencing behaviour of SIA licensed staff during confrontation
- Preservation of evidence (including crime scenes) and assistance with investigations
- Reduction of complaints

In short, the use of body-worn video has the potential to significantly improve the quality of evidence provided within the criminal justice system in the drive to reduce crime and the fear of crime and increase the proportion of offenders brought to justice.

There is no legal prohibition on the overt gathering of photographic and video evidence, provided such evidence is obtained and used for legitimate purposes, carried out in an appropriate manner, and in pursuance of a recognised and documented purpose.

Body Worn Video has very little specific legislation and guidance associated with its use but in general, it can be regarded as being similar to CCTV. This document does not attempt to condense all the information and guidance on the usage of CCTV equipment in general, much of which is covered by the Information Commissioner Website**.**

Implementation

The successful deployment of staff at the venue will depend on every member of the team understanding their roles, having sufficient training, and receiving a robust briefing. This responsibility sits with the manager and designated supervisors to continually assess and manage the staffing during every phase. If an outside factor changes any part of the crowd management or deployment plan it is critical that this information is communicated to every member of staff.

Chapter Author- Tom Devine
Ashford, Kent
- Managing Director of TMS Protection Ltd
- Director of the Events Industry Forum
- UK Crowd Management Association Member
- Level 5 in Crowd Management

7. Ingress (Arrival)

Principals

Ingress to a venue is a key stage of a successful operation at every venue. It is the first point of contact with the premises and staff, and will leave a lasting impression with customers. If it is a negative experience, it sets the tone for the customer, can impact on their behaviour and they are likely to remember it for some time. The success or failure of managing ingress can be affected by external factors that are difficult to predict or control, but that is not an excuse to not try to do so.

Most venues are designed with one major entrance and, in many historic buildings, these, or the approaches to them, may need to be redesigned or adapted to manage 'modern' crowds compared to those they were designed for.

This chapter aims to highlight areas for improvement that can be made to the design and implementation of the ingress procedure which will protect the public, reduce the risk of harm and enhance the overall experience of entry to a venue.

Responsibilities

Even if an incident occurs outside of the venue and in a public area, the venue operator may still have liability and responsibility to its customers and staff to ensure they are safe. S3 of the Health and Safety at Work etc. Act 1974 (legislation.gov.uk) details the responsibilities of employers and the self-employed to third parties not employed by them to ensure that persons (audience included) are not exposed to risks to their health and safety.

Please also see Chapter 4 – Planning and Preparation.

"Zone Ex" requires particular consideration regarding duty of care and responsibility. See Chapter 10 - Zone Ex, the spaces outside the venue and approaches to and from it.

Ingress Planning

Whilst there should be a plan for ingress at the venue, this should be reviewed regularly, dependent upon the demographic of crowd that is attending, ticket and entry methods, crowd arrival profile, searching and the design of ingress and staffing arrangements. Wider factors such as the impact of terrorist incidents must also be considered. See also Chapter 11 - Counter Terrorism)

Crowd Demographic

The genre will indicate the demographic (profile) of the crowd, which will determine some aspects of ingress into the venue. All audiences involve an element of risk, but each is different and should be planned accordingly taking into account 'reasonably foreseeable' incidents, with contingency plans prepared and briefings undertaken. Research on the show/artists is essential to reveal issues that may have occurred previously. This could include talking to previous venues, hosts or security companies and not just relying on the artist or promoters to identify problems that may have occurred.

The arrival and ingress phases vary widely from venue to venue and between audiences. A 'Standard' arrival and ingress will start slowly with those keen to be first, peaking later when the masses arrive, and then tailing off, sometimes around the start of any specific artist or performance if one is being held, or just before or

afterwards. Some audiences will arrive very early, some very late and en masse. Plans should be in place to understand the likely arrival profile and manage it. The majority of these profiles are predictable to some extent. Some venues will have simultaneous ingress and egress so careful planning will be needed if using the same routes for both.

It is important to remember that crowd behaviour can change at short notice if prompted by external influences (a change in weather for instance). If a show is sold out quickly, it is likely that some members of the public will arrive in the hope of obtaining spare, last minute cancellation tickets. Similarly touts will seek to take advantage by selling tickets they have obtained legally or, fake tickets. If large numbers of people with fake or bogus tickets attend additional measures may need to be considered, including specialist security companies who engage with touts and prevent their operation whenever possible. However, those who are frustrated and unable to gain access may escalate their behaviour and trigger frustration within the crowd.

Crowd Transportation Methods

The methods of transport used by customers will affect the arrival and service rate of ingress planning. These are detailed in Chapter 10 - Zone Ex.

Ticketing Methods

Methods of ticketing will affect flow rates into the venue and so, queueing times. Venues that operate a "cashless" entry system may have a quicker ingress than a venue that is accepting cash payments. Cash/card payments can lead to delays at doors, especially if change is required.

Venues which provide pre-show ticket sales should consider how the customer can present their ticket at the entry point. Options for venues which operate this system include, but are not limited to:

- Paper Tickets which require the customer to print beforehand
- E-tickets with a QR code
- E-tickets without a QR code
- Collection Number to be quoted at entry
- A List of Names of persons with a ticket
- Student Card with the ticket loaded on their ID

Venues that wish to use a ticket scanning system must then ensure the following:

- Adequate technology to scan the tickets and training for staff to operate them
- Sufficient internet access (wired, wireless or cellular internet access) to operate speedily
- Backup method(s) to manually check tickets should the technology fail

PTO

Soft Ticket Checks

For higher profile and some sold out venues/ spaces, where ticket fraud or duplication is feasible, a soft ticket check prior to main queues may be appropriate. This area should be carefully chosen and may be in Zone Ex, thus requiring permissions from other landowners or Local Authorities. There needs to be sufficient space for crowds to flow through the soft ticket check and then directly into queue lanes for the hard/counted ticket check. The process must be sufficiently staffed and appropriate barrier systems applied. It is essential that this area between soft and hard ticket checks cannot be infiltrated by those who have not first been processed through the soft ticket check.

The soft ticket check is where most ticketing problems and non-compliant individuals can be managed without the risk of disorder or 'rushing' directly at the front doors. Keeping such issues away from the main doors also gives an opportunity to 'lock down' the front doors in case of any disorder.

Ingress Design

The design of ingress and any search regime, will ultimately determine the speed and safety of how customers can enter the venue. There is no "one size fits all" methodology that can be applied to every venue, there are many variations of ingress systems that can be adopted and adapted for the venue.

Within the ingress design it may be necessary to include counting systems to understand the actual capacity of the venue at any one time, especially if cash or other methods of ticketing apply other than scanners. If scanners fail, a contingency to count will be necessary. These need not be elaborate, a £1 clicker is very effective. Recording the numbers also has additional benefits in understanding future peak flows and capacities.

Some venues have to share foyer space with ticket sales, box office, ticket checking, search, bars, and merchandise. The smaller the space and complexity of operations, the more careful the planning necessary, with absolute clarity needed as to who is in charge overall, in case of conflicting demands.

Design of Queuing Systems

Any queue that is implemented must be constructed in a way that is secure, safe and fit for purpose. There must be sufficient space to accommodate the amount of people who are predicted to arrive.

Queuing systems should be designed by a competent person and those responsible for building the system should be sufficiently briefed.

Types of queuing systems/operations include:

- Disney Queues
- Linear Queue
- Priority Queues (VIP, Guestlist, Artist, ticket and non-ticket holders)
- First in First Out (FIFO)
- One for One (when a venue is at or near capacity)

Ensure to check with the Local Authority about any placement of barriers, street furniture or operators in areas that are not within the boundary. A temporary traffic restriction order or highways licence may be necessary.

Barrier Use

The use and type of barriers is at the discretion of the venue and the person responsible for crowd safety. Some venues are able, based on crowd demographics, to use simple Tensa barriers for delineation between different queue lanes, or between queues and the public on the pavement. Others use either lightweight 'Pedestrian' (Bike rack) barriers or a heavier duty triangular footed 'Met' or 'Public Order' barrier or a combination of these two.

Guidance on these is available within the Institute of Structural Engineers' 'Temporary Demountable Structures Guidance 4th Edition: Temporary demountable structures: Guidance on procurement, design and use (Fourth edition) - The Institution of Structural Engineers (istructe.org).

However, none of the above barriers are weight loaded. 'Ped Barriers' tip easily and have no ability to withstand crowd pressure. They are suitable for delineation of an area and for light queueing systems where no pressure is reasonably anticipated. The Met barrier system has some ability to avoid tipping because of the triangular foot. However, it is still not intended as a front loading barrier and it will slide on concrete and tarmac if pushed with minimal force.

Both metal barriers described above need to be linked at the top and bottom to maintain their integrity. If any movement through these barriers is expected, either by staff, public or vehicles, then properly fitted gates should be used with wheels or rollers to allow easy opening. Barriers, once linked, are very difficult to relink properly if they are broken open to allow access to other areas.

Some venues own and maintain their own barrier stocks and deploy them, others 'dry hire' barriers and place them at the venue whilst others will seek a company to deliver and fit them. Whichever applies, barriers must be maintained and checked for damage. Lightweight pedestrian barriers in particular are prone to failure at welding points such as the feet or at the hooks and eyes that connect them. Damaged barriers must be repaired or replaced before use.

It must be emphasised that barriers that are not properly linked together at the top and bottom will have limited structural integrity and can lead to increased crowd dangers as they twist and buckle under pressure. It is worth noting that the building line itself is often used as one side of a queue lane and this is perfectly acceptable so long as measures are in place to prevent obstruction of any emergency exits from the venue or any other premises, e.g. by supervised queue breaks.

Layout

The ingress must be designed so that there are no restrictions, pinch points, or obstructions that can restrict the flow of people during entry. This also includes ensuring the queue does not obstruct members of the public, highways, other businesses, and emergency evacuation or invacuation paths. Obstructions can be caused by vendors, toilets, or pedestrian barriers being situated in the wrong place, resulting in queues blocking access routes. Lanes must be wide enough to permit access for wheelchair users or alternative arrangements made, where reasonably practicable.

Where possible, and with an excitable, aggressive or active crowd, queue lanes should not be aligned directly to doors, as doing so would permit surges or rushes at the doors.

Cloak Room Checks

As previously discussed, cloakroom check will impact upon ingress, egress and evacuation rates. Ideally they should be away from any queue lanes or evacuation routes and with obvious signage and messaging as to where people can collect items, rather than loitering in important egress and evacuation routes.

Queue Capacity Calculations: Flow Rates

This is a critical element of the ingress success and must be continually reviewed to ensure the plan is working. To ensure a safe and efficient ingress to any venue, the Arrival Rate must be as closely aligned to the Service Rate as is possible. This is described below.

- Arrival Rate – The number of people arriving and joining the queuing system per minute.
- Service Rate – The number of people 'processed' through the search/ticket check procedures.

For example:

Arrival Rate: 75 people/minute - Service Rate: 50 people/minute = Queue Growth Rate: 25 people/ minute (Note - this is a first-pass approximation - helpful in determining the "fit for its intended purpose" nature of the entry system.)

The venue requires appropriate queue space so that the surplus can be accommodated for the duration.

Many venues and security companies will have an understanding of flow rates but intermittent measurements are a useful 'sense check'. They can advise queues of expected delays and queue times by live monitoring using basic techniques, ie: manually timing an individual, or in larger queues, handing someone at the back of the queue a 'timed' token to return when they reach the front.

Search Regimes

As mentioned, the search regime will have a significant impact on ingress flow rates, but also on the mood of the crowd. Some will expect a search, others will not. Some individuals take comfort from a search, whilst others feel them unnecessary. Communication with the person is key. Explaining the search as 'company policy' is unlikely to gain favour with an audience whereas 'we just want to make sure everyone is safe' may be more appropriate.

Matters of note:

- Ensure the search is appropriate for the venue and audience: what is being searched for?
- Metal detectors and knife arches may be appropriate for some venues and crowds. However, if everyone is directed through them, this may significantly impact flow rates
- Where possible, search should be undertaken away from the front doors for larger crowds

The 'depth' of search will also impact upon ingress rates, be it:

- Random Searching
- Bag Check
- Body Pat Down Search
- Handheld Metal Detector Search
- Full Searching

All of the above will be affected by weather, clothing and the cooperation of the attendees.

See also Appendix C – Search Policy and Chapter 14. Weather.

Ingress Communication

Effective communication is vital for successful implementation. It may include:

Training – All members of staff operating should attend training as part of their employment with the company. The principles of safe ingress can be taught during training/induction.

Briefing – All staff working at the venue should attend briefings prior to opening time. It will include matters such as: ingress and search, evacuation and invacuation procedures, ejection policies.

Ticketing & Point of Sale - These can be used to communicate key crowd safety messages with attendees including search policy and prohibited items.

Social Media – Share any relevant information via social media outlets to assist visitors, providing this information is disclosable and will not jeopardise the security integrity of the operation.

Entry Regime/Re-entry Systems

Some venues permit exit and re-entry to premises. If so, it should be made clear and enforced that:

- Searches will be repeated at each re-entry
- If re-entry is permitted, policies should make clear that anyone attempting to re-enter who is found to be under the influence will not be permitted to re-enter
- Policies to prevent re-use of tickets by others are in place and are strictly enforced
- A further search may apply where smoking areas are outside the control of the premises and where such areas occur, steps should be taken to prevent illicit items being passed to smokers from outside the premises.

Implementation

Consider who is responsible for coordination of the plan within the venue. Any deviation from the plan will need to be made by a competent person and their actions must be recorded so that if required they can be explained in a debrief.

Contingency Plan

The venue needs the ability to consider alternative methods and routes of entry in the event of any incident, and the means to quickly stop ingress and clear queues if an evacuation is needed. Venues can 'tabletop' such scenarios for loss of certain doors for ingress, egress or evacuation. Testing the plans is recommended, (see Chapter 4 - Planning & Preparation).

Considerations

Planning:

- Ensure rules and responsibilities are clearly identified and documented
- A plan of how ingress will be operated is required, including any barrier layout plan
- Ticketing and security procedures will determine the service rate of the queue
- Transport methods used will affect the arrival rate
- The demographic of the crowd as well as other factors (weather) will affect both the service and arrival rates

Design:

- Variations of queue systems will affect the speed and safety of entry
- Briefings are necessary for staff to understand the entry systems
- Information should be provided pre-show to ticket holders about the ingress procedure
- Different methods of searching will affect the speed of entry to the venue

Chapter Author- Tom Devine
Ashford, Kent

- Managing Director of TMS Protection Ltd
- Director of the Events Industry Forum
- UK Crowd Management Association Member
- Level 5 in Crowd Management

8. The Show

Managing crowd safety during the show (live phase) is a meticulous task requiring careful planning and constant live monitoring.

The live phase may be referred to as 'circulation' in other available safety guides or crowd management advice because this is the time when all attendees are on site and circulating within the venue or space.

This chapter aims to provide insights into audience behaviour, patrols, incident response, and considerations within the context of crowd management, adhering to a risk-based approach and avoiding strict ratios and figures.

Due Diligence

Having a thorough understanding of the upcoming activity is key to its success during the live stage. When doing due diligence, consider the previous data. If this show has not happened before use all available data or information to anticipate the demographic. A profile of this demographic should be created ahead of time, to have a greater understanding of the expected audience, including but not limited to:

- Expected Mode of Transport
- Arrival Time. i.e. early / late arrival
- Artist Information
- Media and Social Media
- Security Risks
- Food & Beverage Requirements
- Likely emotional resilience/needs
- Higher than societal baseline of significant underlying pre-existing medical conditions

Once a profile has been created, share this information with all key suppliers and stakeholders to ensure all areas have been risk assessed. Refer to this profile during the live stage, noting that different audience behaviours may be observed during the live phase than expected, so risk should be assessed dynamically. Remember not to make assumptions about the expected audience without undertaking due diligence. This process should be carefully managed to avoid incorrectly cancelling shows, or making them unviable leading to cancellation.

See also Chapter 4 – Planning and Preparation.

Audience Behaviour

Understanding Crowd Behaviour

Recognising that the audience profile and diversity will change from show to show, understanding these diverse tolerance levels within crowds is key to effective crowd management. Post-COVID, comprehending the impact on crowd behaviour has become imperative for proactive planning; many crowds seem less patient, which is something we should be preparing for.

Briefings

Using a clear and concise briefing document to gather and share all the information across all the workforce, highlighting key data, will assist staff to be monitoring the correct areas when they need to be. Please note that any team is only as good as the information they have been given.

Consider having multiple briefings, such as leadership team meetings. The purpose of this is to keep the leadership team informed of changes, synced with the plan and to keep all aligned. Keep these meetings short and snappy where possible during the live phase. Consider how to document these. The outputs from any leadership meetings may require onward cascade briefings across operational frontline teams through team supervisors etc both before and during the event, so consider developing mechanisms for this when staff are deployed and working.

See also Chapter 5 – Pre Doors for further information on briefings.

Show / Circulation

Efficient design of spaces, multi-directional corridors, and strategic management of high-traffic areas align with accepted good practices for optimal crowd safety. Consider the following:

- how multi-directional corridors are likely to affect crowd density
- that the location of bars, toilets and merchandise concessions is likely to attract higher footfall and queues
- whether the venue's stairwells require a one way system to ensure safe movement
- smoking areas, what their capacities are, how to control re-entry and how these factors will impact on the design of the queuing system(s)

Queuing Systems

Queuing systems are central to crowd safety and demand a detailed approach.
See Chapter 7- Ingress for more detail.

Monitor all queuing systems during the live phase to enable efficient crowd movement across the licensed premises. Through the queueing system's design, identify how many people can be in the queue, which will assist in understanding live capacities in the system. Consider that all crowds have limited patience for queueing and their tolerances will vary depending on demographic and weather conditions

Understanding Timing

Recognise different time scales for crowd entry and exit from the performance spaces, addressing pressure on internal walkways and exits and 'Zone Ex'. An example may be a changeover after the support act finishes, the majority of the audience would be expected to leave the performance space for food and beverages, toilets, smoking and other dwell areas. Playing pre-recorded music in the performance area may help to alleviate the pressures of sound checks. Having an understanding of live phase timing before doors opening can also help appropriate scheduling of staff breaks.

Food & Beverage

If there is localised congestion at a food and beverage area consider closure and directing towards other areas or reducing the offering to facilitate speedy service and to assist with the localised congestion.

Systematic Design

Design queuing systems systematically, considering complex queues for large crowds and including shortcut routes for quieter periods. Internal queuing systems will be key for multi room spaces and will assist in managing crowd flow between spaces. Where possible have contingency plans devised and regularly exercised.

Patrols & Monitoring

What to Look For

Enhanced patrols and monitoring are critical components for identifying potential risks and ensuring proactive crowd safety measures. It is critical to have appropriately trained staff to recognise signs of concern, including those related to counter-terrorism and safeguarding. Continuous vigilance and an understanding of crowd dynamics contribute to a robust incident prevention strategy.

See further information in Chapter 11 - Counter Terrorism and Chapter 12 - Safeguarding, Welfare & Accessibility..

Safeguarding

Follow the Safeguarding and Welfare Plan to promote and protect the well-being of people attending the licensed premises or venue - especially children, young people and vulnerable adults. Have clear processes in place for all staff, contractors and subcontractors to protect such individuals from abuse, harm and neglect.

The policy should ensure everyone understands and has been briefed in their appropriate roles:

- How they are expected to behave
- Their safeguarding responsibilities, including a duty to report concerns
- The kinds of concerns that will require a response
- To whom and how concerns should be reported
- Sources of support

For more information on Safeguarding please refer to Chapter 12 - Safeguarding, Welfare & Accessibility..

Responding to Incidents

Dedicated training for staff should extend to various crowd dynamics and potential incidents. Responding swiftly and effectively to incidents requires a deep understanding of crowd behaviour and appropriate interventions. This section underscores the importance of continuous staff training and preparedness.

Responding to Incidents Within the Crowd

Not all of the incidents listed below will be relevant to all venues. Standing audiences are primarily considered.

What to watch out for and how to react:

Crowd Sway:
As crowd density reaches the point of everyone in close contact, the crowd can begin swaying.

- Early detection and communication
- Repositioning key staff for stabilisation

Crowd Collapse:
Any sudden movement in a high-density crowd can result in a surge and progressive crowd collapse.

- Alert medical provision
- Show stop or show pause highly likely

Crowd Surfing, Moshing, Circle Pits:

- Increased trained security and crowd management presence

Wall of Death:
A form of moshing which sees the audience divide down the middle into two halves either side of the venue, before each side runs towards the other, slamming the two sides together.

- Prevention through communication
- Intervention if formation occurs, through trained staff

Stage Invasion / Incursion:

- Security alert and intervention
- Barrier reinforcement and clear communication

Other Serious Crowd Issues:

- Tailored emergency protocols
- Regular staff training on protocols for a well-prepared response across all eventualities

It may be necessary to re-allocate resources such as security and medical from other parts of the venue should there be an incident. Consider in advance who would make that decision, where those resources would be allocated from and how they would be managed, without leaving other parts of the venue vulnerable. Response teams in mobile roles support such contingency plans.

Reacting to Incidents:

Artist Impact on Crowds
Understanding the impact of artist behaviour on audience conduct is vital for enhanced crowd safety. Working with the artists and their teams will assist when considering the potential influence of artists on the audience. Particular aspects that will impact upon the crowd may include, but are not limited to:

- Artist 'Walk Throughs' especially if they are a surprise for the crowd and more so if they are not expected by the venue.
- Crowd surfing over an audience.
- Inciting the crowd to particular behaviours (such as encouraging pyro or to join a stage invasion).
- Attempts by 'guest list' and others to attend backstage. Numbers may need to be restricted.
- Social media messaging by the artist, entourage, promoters or their social media reps.
- The search regime before anyone is permitted backstage, particularly of the artist entourage.
- Protocols and procedures agreed with the artist's team including promoters and artists reps.
- Protocols and procedures for contingencies and emergencies agreed with licensing and police, where appropriate.

Alcohol & Drug Management

See Chapter 12 - Safeguarding, Welfare & Accessibility. and Appendix B Alcohol Plan for more information.

Crowd Monitoring & Effective Intervention

Continuous monitoring of crowd dynamics is crucial. Identifying potential issues, such as aggressive behaviour or intoxication necessitates timely intervention. Methods of monitoring range from patrols within the event, remote observations using CCTV and the use of "spotters" focussed on pre-identified higher risk areas. Deployment of trained personnel, including security and medical staff helps maintain order and address issues promptly.

Heat & Hydration Management

During high temperatures, heat and hydration management is critical. Provide adequate water stations in multiple locations, shade, and information on staying hydrated. For indoor events consider pre-setting building HVAC systems to the most appropriate settings.

Medical Emergency Preparedness

Medical emergencies may be concealed when drugs or alcohol are involved. All staff should have an understanding and awareness of the medical implications of intoxicants, but also the changes in behaviour these may cause.

First Aid Stations & Accessibility

Where possible, placing publicly available medical stations or visible medical staff throughout the venue enhances crowd safety. They should be easily accessible, appropriately stocked, and staffed by trained medical professionals consistent with risk assessments. Clear signage directing attendees to the designated medical area is essential for quick response in case of medical emergencies.

See also Chapter 13 - Medical.

How to Communicate With The Audience:

The best way to keep crowds well managed is by the provision of accurate and timely information.
This may include:

- Pre-Event Communications via email or ticketing apps
- Public Address System (PA)
- Digital Screens/Signage
- Mobile Apps/SMS Alerts
- Social Media/ Website
- Staff Communication
- Emergency Alarms

In external spaces, PA or loudhailer systems might be used although these are sometimes prohibited in residential areas for non-emergency situations. In such cases, messages to the crowd given by security are often equally or more effective.

Chapter Author- Sam Spencer

- Head of Operations - Broadwick Live
- London
- 10 years in the events industry

9. Egress (Departure)

Egress is likely to be the phase with the largest mass movement of people and there will usually be many more exits open than entrances, thereby weakening a secure perimeter.

Methods to intervene in slowing or directing the flow of egress can be successful in managing crowd pressure during this vital unloading phase, but they should be considered carefully.

The audience focus will have shifted from anticipation and excitement towards the stresses and impatience of trying to get home or continue their evening elsewhere. Compliance with instruction is therefore likely to be lower during egress than it was during ingress and the show. Egress speed may be affected by stairs, ramps, or otherwise uneven ground.

Toilet facilities, merchandise stands, after show hospitality areas, cloakrooms and Customer Service desks should be monitored during egress. Although they can serve to slow the rate of egress they may also create bottlenecks and reduce egress widths if queues build and are not managed effectively.

Principles

- To maximise the egress widths and routes available
- To maintain a tight security perimeter in accordance with the Security and Counter Terrorism Plan, in order to continually observe for threats and prevent entry or re-entry
- To employ crowd management techniques such as diverts and filters in order to avoid cross flow (people moving in conflicting directions) and keep movement in the same direction as much as possible
- To use trained staff who understand the principles, can monitor flow and implement any changes necessary to facilitate smooth egress
- To respond quickly to hazards such as high density and bottlenecks
- To comply with licensing requirements regarding noise levels, alcohol leaving the premises or littering.
- To aid in effective onward travel, including directions and information on transport hubs, taxi ranks and the night time economy.
- To consider employing traffic management measures in order to manage vehicle egress from the site, where relevant
- To monitor hotspots such as Customer Service desks, merchandise stands, cloakrooms and car park ticketing machines where queues are likely to form

Exits

It is essential for all staff to understand which exits are in use for normal egress and an emergency. A simple table can be used, as per the example shown below

Exit Name	Ingress	Egress	Emergency
Main Exit 1	Yes	Yes	Yes
Main Exit 2	Yes	Yes	Yes
Floor Standing Exit	Yes	Yes	Yes
Hospitality Exit	Yes	No	Yes

Exit Name	Ingress	Egress	Emergency
Fire Exit 1	No	Yes	Yes
Fire Exit 2	No	Yes	Yes
Fire Exit 3	No	No	Yes

Routine Egress Operations

Pre-egress checks can include, but are not limited to:

- Ensuring all doors are unlocked and/open and staffed
- Security sweep of perimeter where crowds will leave from
- Ensuring egress routes are clear of obstruction
- Ensuring staff are in their egress positions

Routine crowd management operations during egress include:

- Maintenance of a secure perimeter
- Prevention of alcohol leaving the site
- Prevention of littering
- Prevention of admission/readmission
- Encouraging customers to move on/ not to loiter
- Noise management strategy
- Unofficial merchandise operation
- Onward travel advice and directions
- Ticket hand back (if standing tickets retained)
- Counter phone theft operation (show dependent)
- Venue sweep to clear
- Hotspot re-deployments to potential flashpoints
    - Customer Services
    - Cloakroom
    - Toilet Facilities
    - Merchandise Stands
    - Car Park ticketing machines
- Traffic Management Plan

Contingency Measures

Diverts

Crowd studies have shown that the majority of people prefer to leave via the exit through which they entered. However, this is not always conducive to a safe site dispersal. It may sometimes be necessary to implement internal diverts in order to 'steer' the crowd from a particular section to an alternative exit. This may be achieved using physical barriers and/or staff. The level of desired porosity of the diverts should be agreed in advance by management and clearly briefed to the staff.

Filters

Filtering those who choose not to obey the divert instructions through the line can reduce conflict and leave better perceptions of customer service for those leaving, whilst still influencing a portion of the crowd to use the alternative exit. Filters also reduce the likelihood of compounding other safety issues, such as separating parties and/or disrupting pick up arrangements.

Hold & Release

Hold and release operations during egress are much more challenging due to the factors mentioned previously. If utilised, the holding point and duration of the hold should be carefully considered. Good visibility of the issues ahead and short and consistent hold phases can aid in ensuring compliance. Communication is key during holding, as the longer customers are held without explanation the more frustrated they will become.

Emergency Evacuation

Plan escape routes and make sure they remain available and unobstructed. Make sure all doors leading to fire exits, as well as site exits themselves, are available for immediate use at all times. Consider signs for people unfamiliar with escape routes. If necessary, light all escape routes.

Evacuation routes should be planned on an assumption that a significant route may be unavailable. Such plans should assume that a fire, criminal incident or even terrorism incident is taking place that excludes use of some doors.

Policies, plans and briefings should ensure staff are aware of not permitting egress or evacuation through such routes where an emergency there makes evacuation unsafe.

Emergencies can develop very rapidly. Make sure staff are equipped to move the audience to a total or relative place of safety without delay.

Further details of actions that will help can be found on Health & Safety Executive- Planning for incidents & emergencies - Event Safety

It is also important to consider other emergency strategies including partial evacuation, invacuation and lockdown. See Chapter 11. Counter Terrorism for more information.

See also Chapter 11 - Counter Terrorism and Evacuation, invacuation, lockdown, protected spaces | ProtectUK

Chapter Authors- Gary Simpson and Tim Chambers

ASM Global

Gary Simpson Gary joined ASM Global in 2018 as Security Director with a background spanning military, police and commercial sector security. His career as a Chief Inspector with the Greater Manchester Police Force included managing large scale public events such as music festivals, sporting fixtures and highly charged political protests. At ASM Global, Gary works closely with venue managers and contracted security suppliers to develop sector leading safety and security policies and procedures, and he's also accountable for spectator safety, asset protection, counterterrorism mitigation, emergency management, risk and organisational resilience.

Tim Chambers. Venue Security Manager at AO Arena.

10. Zone Ex

Definition

Zone Ex is defined by the Sports Ground Safety Authority (SGSA) as "those areas, either in the public domain or under private ownership, considered to be integral to the circulation and safe management of people both arriving at the venue and dispersing afterwards. Typically, Zone Ex includes routes linking the venue with transport hubs, car parking areas and local amenities. However, in every location its extent and character will differ".

It is further defined in The Purple Guide to Health, Safety and Welfare at Outdoor Events as "Zone Ex (External Zone) is an area, within the public realm, between an event perimeter and ports of entry/exit, that is activated as event attendees, transiting as pedestrians arriving or departing the event, form a crowd, which may require crowd management resources to manage safety risks.".

Ownership of Zone Ex

Zone Ex is the area within which the premises operator harmonises and integrates with the local community and environment.

A venue operates a health and safety policy for members of the public (Health and Safety at Work Act, Occupiers Liability Act, Corporate Manslaughter and Homicide Act.) within their venue boundaries. The local authority is responsible for the health and safety of members of the public on their territory. If the venue works or uses space outside its boundaries, the relevant permissions to do so must be obtained. Any venue working within the common domain will be responsible and liable for the activity they undertake.

This space can be owned by private or public organisations, private individuals or the local authority. Public Space or Public Realm is space accessed by the public and managed by the state on the public's behalf[4] and accessibility is the key word here, as it refers to the dimension of ownership which distinguishes between private and public[5].

While Venue Management, Agencies and stakeholders operating within Zone Ex are responsible for delivering their agreed role, they do not assume full responsibility for the entire geographic area which includes, for example: private residences, commercial properties, private land, or public spaces. However, they do hold a responsibility to each other in coordinating plans and communication strategies. There may be other Agencies or stakeholders within or surrounding Zone Ex who have related or separate responsibilities and objectives.

The lack of clarity of responsibility for Zone Ex has resulted in agencies being hesitant to take a coordinating role in developing plans to manage crowds, due to the fact they have little to no ownership of the space. This results in a gap in management plans for Zone Ex, which increases risk to crowd safety.

The hesitancy stems from the following considerations:

- Venue Management have direct control over activities within the venue secure perimeter and no control over publicly accessible land outside. How are they able to take control of crowd management operations in an area they do not own or have rights to or responsibility for? (However, they have a duty of care in ensuring the crowd arrives and departs safely.)

[4] Mitchell, D. (2003) *The right to the city: social justice and the fight for public space.* Guilford, New York, NY

[5] Madanipour, A. (2003) *Public and private spaces of the city.* Routledge, London, and New York, NY

- Local Authorities have responsibility for public safety from the perspective of managing public land, however they are not part of the venue management team and exert no control over activities within the venue, so would not take responsibility for a crowd management plan. They are responsible for ensuring the land is safe for the public to transit through and so hold an important role within the safe management of Zone Ex operations.)
- Police have responsibility for preventing crime and disorder as well as maintaining peace in public spaces, yet it is not within their remit to manage crowd safety. As the industry has evolved in the UK, police were often relied upon to support organisers with crowd management. However, this is changing as police withdraw this support to enable them to carry out their primary roles, while industry professionals are improving in competency and professionalism to take on the role of crowd management. (However, police are still responsible for public safety and can discharge powers in public space that organisers cannot. Therefore, they hold a critical role within the management of Zone Ex and must be included in Zone Ex operations.)

Although there may be a lack of clarity regarding ownership, agencies and stakeholders have clear lines of responsibilities for ensuring crowd safety depending on their role and legal obligation. If any crowd management activities are to be planned in Zone Ex, permission must be sought from the appropriate land owner or land user as well as engagements with agencies and stakeholders who may be impacted by these activities. The key strategies to keep people safe within Zone Ex are risk management and interoperability (collective working with agencies and stakeholders), and without one, the other cannot be delivered successfully.

Building stakeholder relationships, seeking permission and developing plans in consultation can take time to develop and coordinate (with some applications such as road closures requiring lead time) and so Zone Ex planning should not be left to the last minute.

Zone Ex Planning

Planning for Zone Ex is an important part of crowd management, as due to the dynamic and uncontrolled nature of the space, risks to crowd safety often increase, including;

- The inability to conduct security checks on people as they transit through the area, increasing the risk of deviant behaviour or an intentional attack.
- Open road networks and vehicle movements may interact with the crowd, either as an accident or an intentional attack.
- Inclement weather such as heavy rain, strong winds or high heat impact the health and safety of the crowd if they are waiting for long periods outside without shelter or welfare. See also Chapter 14 - Weather
- Lack of available and safe space for crowds to transit or queue when entering or transport mode.
- External factors influencing crowd dynamics, either suddenly triggering a change in crowd flow or density which could result in crowd collapse, turbulence or crushing.
- The hesitancy of agencies and stakeholders to take responsibility which can impede coordination and delay response time to crowd incidents in Zone Ex.

This chapter refers to other chapters in the document as well as the Purple Guide to Health, Safety & Welfare at Outdoor Events.

Legislation

Legislation that may impact activities taking place in Zone Ex include;

- Health & Safety at Work Act 1974
- Management of Health & Safety at Work Regulations 1999

- Occupier's Liability Act 1957
- Licensing Act 2003
- Duty of Care (Common Law)
- Road Traffic Regulations Act 1984 (Temporary Traffic Regulation Order)
- Public Order Act 1986 (Public Safety, Public Order)
- Anti-social Behaviour, Crime & Policing Act 2014 (Public Space Protection Orders)
- See also Chapter 11 - Counter Terrorism re: The Terrorism (Protection of Premises) Bill, aka Martyn's Law
- Saint-Denis Convention on integrated safety, Security and Service adopted into UK Law on 1st December 2023 but currently applicable only to football and sport

Transport

Assess how the crowd may intend on travelling and model that across the available transport options to determine suitability. Demand modelling may offer insights as to the effectiveness of current transport options and if new options must be considered including shuttle bus services, park and ride, park and walk or pick up/drop off (PUDO) zones. If transport behaviour needs to be altered or influenced, a Travel Demand Management (TDM) plan may be necessary. TDM should be incorporated into any communications plan to inform and help the crowd prepare to attend.

Consider the current train services and whether they are sufficient to carry the predicted capacities to and from the venue. For example, considerations must include the availability of track and platforms, the capacity of the trains, the frequency of trains and the capacity and accessibility of the stations.

Consider if shuttle buses are required to facilitate crowds to and from train stations, city/town centres or car parks. Shuttle buses are recommended when walking distance is not practical or the available pedestrian route is unsafe or inappropriate.

Consider if Park and Walk is an option for attendees and if so, consider available parking locations and if they are suitable to take the vehicle capacity and are accessible from major road networks. Also consider available pedestrian routes to and from the venue, capacity and feasibility of these routes e.g. crossing points, terrain, incline, accessibility.

Consider if Pick Up/Drop Off (PUDO) locations need to be agreed, including any requirement to geo fence private hire services, working with taxi providers to agree set down locations, mapping and communicating PUDO to private vehicles (family members etc.). Consider how crowds depart these services and join pedestrian routes to the venue.

Crowd Management

Ingress can be heavily impacted by the transport options that precede it and vice versa for egress. The arrival and departure profile can be modelled and risk to crowd density and flow can often be identified in this process.

Design queuing systems that sufficiently service access control areas with appropriate information in order to prepare for search, screen and ticket scanning. See Chapter 3 - Event Phases, Chapter 4 - Planning & Preparation and Chapter 7- Ingress for more information. If any crowd management activities or infrastructure (such as as barriers) are taking place in Zone Ex, permission may be required from the land owner or land user (such as the local authority) including consultations with agencies (e.g. emergency services) and stakeholders (e.g. neighbouring businesses) who may be impacted.

Queuing systems for transport modes on egress need to be designed to hold sufficient capacity to receive the oncoming crowd, direct them to their appropriate transport mode and route in a safe capacity. If there is

insufficient capacity at transport modes, strategies such as directed cordons should be implemented to “pulse” the crowd into the transport queueing system. See Chapter 9 - Egress for more information.

Signage & Wayfinding

To support the crowd in finding their way to the venue and back to relevant transport modes, a signage and wayfinding plan should be developed. Consideration to where signage is placed ensures the crowd can identify a sign in good time and decide the next part of their journey. Wayfinding can also include human resources such as ambassadors, stewards and volunteers to support the crowd in directing them along their route.

Traffic Management

The intent for traffic management is to reduce vehicle and pedestrian interaction insofar as is reasonably practicable, as well as often providing a space to control access for accredited vehicles. Temporary traffic management during venue operations may be required to facilitate the safe ingress and egress of crowds as well as production and performance groups.

There may be a requirement to close roads to facilitate crowd movement, queueing systems or increase security which requires a temporary traffic regulation order (TTRO).

Stakeholders and Agencies

It is important to understand all Agencies and stakeholders relating to land used for ingress and egress as permissions may be required to access land belonging to private organisations. In addition, Agencies will hold a variety of responsibilities that all impact crowd safety within Zone Ex.

A typical but not exclusive group of Agencies and stakeholders that may be invited to the Safety Advisory Group (SAG) could include: organisers, local authorities (emergency planning, licensing, environmental health, highways), police, fire service, ambulance, NHS, business improvement districts, transport authority and train operators.

The following stakeholders may also need to be consulted when planning crowd management activities, especially if their operations are impacting or need to change to support ingress or egress, such as bus operators, private landowners, retailers, taxi, private hire companies, Landowner and Landlord. Also consider any commercial agreement with the land user.

Define all stakeholders relating to land used for Zone Ex, as permissions may be required to access land belonging to private organisations. In addition, venue stakeholders will hold a variety of responsibilities that impact crowd safety within Zone Ex. Establish the roles and responsibilities for all applicable stakeholders within Zone Ex, which includes communication strategies, decision making principles and escalation process for both normal and emergency operations. Agree the handover of crowd management where the ownership of the operation moves from one stakeholder to another, at all recognised phases: pre-show, ingress, egress, post-show and reset back to business as usual.

Ensure to check with the Local Authority about any placement of barriers, street furniture or operators in areas that are not within the boundary.

Welfare & Protective Measures

It is important to ensure appropriate provision of welfare facilities relative to the time the crowd are spending in Zone Ex before entering the venue or transport mode. See Chapter 12 - Safeguarding, Welfare & Accessibility.

As Zone Ex is outside the secure perimeter of a venue, the risk to crowd safety is potentially higher due to the inability to search and screen spaces and people. Considerations must be given to reduce the risk of a vehicle being used as a weapon and marauding terrorism, as well as prevention of crime and disorder from organised and opportunistic crime. See Chapter 11 - Counter Terrorism for more information.

Contingency Plans

Develop contingency plans for incidents including, but not limited to: failure of transport mode, rail strikes, weather, parallel venue activities, crowd dynamics on ingress and egress.

Summary

The creation of the Joint Emergency Services Interoperability Protocol (JESIP), underpinned by the Civil Contingencies Act 2004, demonstrates the importance of working together, and how the lack of collaboration carries serious repercussions. JESIP was set up after identifying that *collective working* was the most effective way of reducing death or injury during a disaster and needed to improve between emergency services. Their principles include *co-locate, communicate, co-ordinate, jointly understand risk* and *shared situational awareness.* These principles can easily be applied to managing Zone Ex, providing a baseline to develop protocols from.

The UK's Health & Safety at Work Act 1974 reminds of the collective responsibility for ensuring safety of ourselves and others, so far as *reasonably practicable.* The ambiguity around designation of responsibility and the level of responsibility within Zone Ex presents a significant challenge to crowd safety.

Through risk assessment, stakeholder and agency identification and engagement, communication design and command structure, Zone Ex can become a regulated and safer space to occupy.

Chapter Author- Íse Murphy-Morris MSc

Íse Murphy-Morris MSc is an events consultant specialising in crowd safety, event transport and zone ex within major sport events, public events and festivals. Her work focuses on zone ex where risk often increases to crowd dynamics. She is currently an Associate Lecturer in Crowd Behaviour and Managing Event Safety at the University of Plymouth. She is committed to combining research with industry practice, facilitating conversation and working with others to improve crowd safety for all.

11. Counter Terrorism

Although this document's main focus is on crowd management and the safe running of performances, counter terrorism must also be a consideration.

It is necessary to continuously remind those whose job includes being alert to the terrorist threat of the level of it and what that level means in relation to the possibility of an attack.
- Rt Hon Sir John Saunders – Chair of the Manchester Arena Enquiry

This quote was made following the inquiry into the attack in 2017 in the Manchester Arena where 22 people were killed. The Terrorism (Protection of Premises) Bill aka Martyn's Law, is a bill which at the time of writing is being prepared by the Home Office which aims to introduce a law to consider the threat from terrorism when planning and running events and venues to which the public have access. Regardless of the outcome of this work or time frames, employers still have a duty under the Health and Safety at Work Act 1974 to ensure that staff have a safe place to work and that all reasonable risks are considered. Considerations around terrorism should therefore not be reliant on the introduction of this bill, and good practice should be followed to consider the risk.

At the time of publication, information on the bill can be found at Martyn's Law overview and what you need to know | ProtectUK

Preparation

Terrorist attacks can be carried out in a number of ways. Terrorists can use knives, guns, explosives or even vehicles to kill or injure people. With this in mind it is worthwhile looking at how the staff and the venue can be more prepared against acts of terrorism

ProtectUK is a website which is run by The National Counter Terrorism Security Office (NaCTSO). This site contains a range of advice and guidance that can help to understand what the threats are and what can be done to assess and reduce risks.

Action Counters Terrorism (ACT) is a suite of E-learning training modules that heighten awareness of terrorism and the threat it poses. It is recommended that this should be undertaken annually.

The National Protective Security Authority (NPSA) has published the See, Check and Notify (SCaN) training modules that also advise people around attack planning and what can be done to make it harder for terrorists to achieve their aims.

The NPSA website contains a range of further advice and guidance and a number of training courses.

Both ACT and SCaN are free to access, and they should be considered essential training for anyone planning to run events or venues where the public have access.

Considerations

Counter terrorism and security go hand in hand. Much of what makes a good security plan goes a long way towards good counter terrorism. It is worth discussing with the security team if they have considered counter terrorism and ensuring they are aware of it.

The purpose of any activity carried out should be to DETER, DETECT, DELAY or MITIGATE acts of terrorism.

Examples might include, but are not limited to;

Searching. Does the current search plan include looking for items that could be used by a terrorist; knives, Improvised Explosive Device (IEDs) etc. Just as importantly do they have an appropriate response should something be found?

Suspicious Behaviour. Do the security team engage with people behaving suspiciously or out of character? This could be preparing an attack, a drug dealer or someone in need of assistance. It is important that teams are trained and empowered to deal with suspicious incidents and have the right plans, policies and procedures in place, alongside communications capability to inform others.

Queue Management. Does the security team try to manage the queue away from hazards such as fast roads, where they could become victims of a vehicle as a weapon attack. The length of queues and numbers of people in them should be minimised where possible. See also Chapter 7- Ingress.

Unattended Bags. Are the security team aware of the HOT protocols and how to investigate an unattended bag?

- H Has a deliberate attempt been made to HIDE the item?
- O Does the item have OBVIOUSLY suspicious characteristics?
- T Is the item TYPICAL of what would be expected in this type of location?

Are they also aware of the need for a controlled evacuation should an item be deemed to be suspicious? Suspicious in this instance refers to the example of the item being an IED. If this is the case then any actions should be undertaken as quickly as possible in order that any impact is minimised.
4 C's-

- Confirm the item is suspicious. (Using the HOT procedure)
- Clear the area.
- Communicate -Call 999 or inform the control room.
- Control access to the area.

CCTV. Does the current CCTV system cover the vulnerable areas of the venue that would give good notice of an attack happening? Are the operatives appropriately trained and licensed? Further detail can be found here CCTV | ProtectUK

See further below on Lockdown Plan.

Minimising the Impact

The above advice focuses on trying to prevent acts of terrorism from occurring. However, if an attack should happen then the following could be considered in order to reduce the impact of an attack. Having a simple plan in place is likely to save lives. This list is not exhaustive and further advice should be sought from;

- ProtectUK
- National Protective Security Authority (NPSA)
- .GOV Terrorism (Protection of premises) draft bill: overarching documents
- The Purple Guide to Health, Safety and Welfare at Outdoor Events

Everyone has their part to play. These activities require regular briefing for all teams and, where possible, rehearsing and testing to ensure they understand.

Lockdown Plan

Consider creating a plan tailored to the venue and scenario that deals with how to lockdown the venue in the event of an attack. Locking down a venue is designed to keep attackers out and keep possible victims safe inside and away from harm. Staff should be briefed to ensure they understand the plan and that they are fully conversant with the stay safe principles of RUN-HIDE-TELL. Get the staff to identify areas where they can hide if they need to and identify routes to those areas so that they can lead people to them.

Click here for short video created by the NPSA gives advice and guidance around the principles of locking down a venue in the event of an attack.

It is essential that people understand the purpose of the lockdown plan and do not implement it if it is likely to put people at risk of harm.

Lockdown, evacuation and invacuation should be considered together as to how to move people away from danger. See also Chapter 9 - Egress and Evacuation, invacuation, lockdown, protected spaces | ProtectUK Command and control structures should enable the right type of combination to be deployed.

Communications

In the event of an attack does the current system and process enable fast transmission of information in order to get people away from the attack and warn others that an attack is happening?

Develop a system with those other venues in the immediate vicinity in order that they can be advised of an incident or suspicious activity. Club watch or pub watch radio systems should enable this communication.

Medical Provision

Does the first aid assessment consider potential injuries from a terrorist attack? Are there sufficient, trained first aiders available for the venue? Do they know how to deal with lifesaving emergency first aid and is there equipment available to deal with more than one casualty at a time? It may not be possible to get ambulance staff to the scene straight away. Consider investing in bleed control kits for the venue as a back-up for serious injuries. Make sure people know where these are.

It is essential that any plan that is agreed and implemented is briefed to the staff who are expected to implement it. This briefing should happen regularly and whenever there are changes in staff.

These plans should also, where possible, be tested and exercised in order to identify weaknesses and learn from them.

The citizenAID App is a 'life-saving' app providing a step-by-step guide on how the public can act to stay safe and save the lives of the injured.

Guidance

The following are sources of guidance that can be consulted in order to further understand more about terrorism and what can be done to make the venue less vulnerable:

- ProtectUK
- NPSA
- The Purple Guide to Health, Safety and Welfare at Outdoor Events

The venue's local police Counter Terrorism Security Advisors will also be able to give guidance and assistance.

Chapter Author- Russ Phillips MSyI, LCGI.

Russ is Risk and Counter Terrorism Director at Crowdguard and Counter Terrorism Consultant and Island Site Protective. A risk management and counter terrorism professional with more than 18 years' counter terrorism experience gained during a 30-year police career, Russ is passionate about helping people understand threat and mitigate risk with appropriate and proportionate measures.

12. Safeguarding, Welfare & Accessibility

Vulnerability Definitions

Customers can be classed as vulnerable (using the two definitions below) either because of their characteristics or the state of consciousness they find themselves in and for some it can be a combination of both.

Being vulnerable is defined as in need of special care, support, or protection because of age, disability, risk of abuse or neglect (Vulnerabilities: Applying All Our Health)

A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation. (National-Vulnerability-Action-Plan-2020-2022)
An employer or premises operator's duty of care (as defined by Health & Safety at Work etc Act 1974) is to protect the health, safety and welfare (of amongst others) the public on their premises as far as is reasonably practicable.

There are hazards customers face in venues which may make them more vulnerable and measures need to be put in place to reduce the likelihood and potential of harm.

Intoxication Through Use of Alcohol and/or Drugs

Consciousness and mood altering substances such as alcohol, illegal drugs and misused prescription drugs are likely to be consumed by customers at licensed premises and venues. Those which are regulated can be as dangerous as illegal ones – especially if the person consuming them has little experience or understanding of the impact on their bodies of consumption. Briefing staff on spotting drunk customers at the bar and logging refusals is key to reducing vulnerability through alcohol intoxication, (see Appendix B Alcohol Plan).

Alcohol management is a major factor in ensuring crowd safety. Understanding the implications of alcohol and drugs on crowd behaviour is essential. Staff should be trained to identify signs of intoxication and respond accordingly. Alcohol and drugs can heighten alert levels or subdue them. People may overreact or underreact in emergencies and should be monitored for either of these taking place.

Medical health emergencies may not be obvious when drugs or alcohol have been used, so this possibility should be considered when managing heavily intoxicated people.

Consider that while the impact of drugs and alcohol on crowds is well known, new drugs and new mixtures occur frequently. How will the plan stay up to date with these changes and their implications for crowd management?

Sexual Harassment, Sexual Assault, Spiking

According to the 2020 Sexual Harassment Survey, most women (and to a lesser extent, men) have been victims of verbal or physical sexual harassment and assault. This may also include noxious substances being administered which stop the victim from defending themselves to facilitate these crimes – now referred to as spiking. Spiking can be carried out using alcohol, illegal or so called "date rape" drugs or vapes and the effect of spiking can make appear intoxicated . Find out more details on spiking at Stamp Out Spiking.

Hate Crime & Discrimination

Customers can be verbally or physically attacked because of their characteristics – e.g. racism, homophobia, transphobia, disability, misogyny, ageism – either by other customers or staff. Reports should be treated with utmost importance.

Further information can be found on the The Crown Prosecution Service (CPS) Website.

Protection of Children From Harm

Under 18s require a higher level of supervision and safeguarding due to their lack of life experience and being less perceptive of danger. They should not have access to alcohol. If the premises licence allows under 18s in, (sometimes licences permit those over 14 or 16 years) then they must have left the premises by the time stated on the premises licence, or by midnight at the latest.

Persons With Additional Needs

There has been an increase in the number of incidents in venues related to poor mental health and pre-existing conditions (which can also be disabilities) over the last ten years. Venues should understand the risks and how to assist customers in need and where appropriate make reasonable adjustments.

Staff Welfare & Vulnerabilities

Consider staff welfare as well as customers: serious incidents, violence, injuries and repeated abuse can impact workers – both immediately after and at a later point. Consider these options :

- Non-public quiet spaces (for staff to decompress)
- End of night debriefings for staff
- Follow up conversations with affected staff
- Signposting to MH Support, UKMusic, NTE
- Mental Health First Aiders

Risk Assess

Find out as much information as possible on the audience profiles and behaviours, and any incidents at similar or previous performances by the artist at the venue or other venues. Identify the hazards.

Useful Sources of Information:

- Promoters (internal or external)
- Other similar operators/venues
- Staff
- Social Media (artists, venues)
- Google and YouTube searches
- Trade bodies

Evaluate the risks to customers, staff (including security), neighbours and the public outside of the venue from the hazards identified.

See also Chapter 4 – Planning and Preparation on Risk Assessment

Controls That Can Reduce Impact:

Sign up to and use resources aimed at reducing and preventing harm to vulnerable customers:

- Good Night Out Toolkit: Good Night Out
- Manager and Staff training (see also Chapter 6 – Staffing)
    - Incorporate safeguarding into staff training. For awareness and measures to take - Wave Training , Night Safe Champion, Safer Nightlife, Attitude is everything
    - Specifically trained "Welfare Staff" for larger premises can provide effective support to help customers in distress (through alcohol, drugs, mental health crisis, victim of crime)
    - Designate one manager on duty as the Night Safe Champion and Welfare Engagement Officer – training for this can be done through NTIA (Night Safe Champion)
- Is there a room that could be used as a 'Safe Space' – a quiet space away from noisy, busy spaces? Access should be controlled by the venue, which can provide seating, heat blankets, sick bowls, drinking water, mobile phone chargers, access to a phone. This space can also be the triage space if the venue cannot accommodate a dedicated first aid room
- Does the venue have a public room that can be made void of any sensory stimuli – i.e. loud music, moving lights, crowd?. It should include comfortable furniture and calming lighting so those whose senses are over-stimulated have a place to chill and be calm
- Assess what First Aid, Mental Health First Aid, Welfare Staff (see Chapter 13 - Medical) is necessary based on previous experience, anticipated crowd demographics, industry accepted good practice and determined by a medical needs risk assessment
- Join the local pub/club watch to utilise the town or city's tools and best practice advice to keep staff and customers safe

Controls That Can Reduce Likelihood:

- Vetting/ engagement during ingress by security staff
- Searches by security staff prior to entry – checking for drugs or substances that can be used in Chapter 9 - spiking
- Information to customers on welfare help available
- Security and bar staff trained to spot vulnerable people and how to respond – including signposting to appropriate members of staff who can help them
- Enable anti-spiking measures (have cup and bottle covers available on request - Stamp Out Spiking), consider having drink test strips to identify date rape drugs in suspect drink. Liaise with local Police on what protocols they would like the venue to follow in cases of suspected spikings
- Use of industry safeguarding tools (eg Ask for Angela, Women's Safety Charter)

Policies & Protocols / Operating Procedures

Security may be briefed to remove customers who are vulnerable through alcohol or drugs from the venue to protect the venue licence, but this can be at odds with safeguarding. Draw up a policy and protocol for security and managers as part of the pre-planning showing how to manage vulnerable customers to avoid them not reaching home safely. This should include a recorded vulnerability assessment of the intoxicated individual(s) prior to them leaving the venue. This is where welfare training or welfare specific staff can take over care of these individuals as security staff may not be best placed to lead on this.

Set up arrangements with taxi firms who will take home customers who are intoxicated.

Ask the local Student Unions if they have taxi schemes for students to get home safely (see Safe Taxi Scheme)

Accessibility & Safeguarding

Remember not all disabilities are visible, needs vary across a range of conditions. Attitude is Everything (AIE) has advice and training available for operators and staff. Consider applying for an award in the AIE Live Events Charter.

Consider what will help customers with disabilities to stay safe at the premises as part of the pre-planning:

- Information about facilities on the website and how to get to and from the venue
- Entrance and Egress (are there steps and therefore is there a need to provide a temporary ramp for wheelchairs users?)
- Queues and crowded rooms (can the venue offer quiet places for customers who get overwhelmed in large crowds?)
- Bar Service (can wheelchair users make orders – consider lowered bars, or how they can attract attention of staff for service)
- Viewing Areas (for wheelchairs users, seating for customers with poor mobility)

Has evacuation of people with disabilities been incorporated into the plans for an emergency situation? (See Chapter 9 - Egress.)

Chapter Author- Julie Tippins

- Head of Risk Management at DHP Family
- 45 years experience in venues and events sector, NTIA Director, Grad IOSH

13. Medical

The general requirement for all workplaces to provide first aid or medical provision is governed by advice from The Health & Safety Executive (HSE) The HSE advice is not industry-specific and outlines generic guidance on how to assess the first aid needs of both workers and members of the public attending the premises.

For low-capacity venues (below 500), the HSE guidance and basic first aid provision may be adequate. For venues with a greater capacity, a more detailed medical needs risk assessment will be required.

Currently, there is no government or industry guidance intended specifically for indoor spaces such as those with a capacity below 5000, which this document is intended for.

The Purple Guide to Health, Safety & Welfare at Outdoor Events which is intended for outdoor events, and The Guide to Safety at Sports Grounds 'Green Guide', which is intended for stadiums, can nonetheless provide useful guidance for larger capacity or higher-risk activity. The consistent requirement between the HSE guidance, the Purple Guide, and the Green Guide is that a specific medical risk assessment should be completed.

The following paragraph is a helpful extract from the Purple Guide:

"Basic first aid may be sufficient for very low-risk events, but at larger ones, the greater capabilities of healthcare professionals will be needed. For this reason, the level of cover should be determined by a specific medical needs assessment for each event, taking into account what might happen, what skills and experience are needed to deal with it, and who is able to provide them."

Medical Risk Assessment

Whilst many shows will have similar medical risks, it is important that each is risk-assessed on its own merits. The type and number of medical resources needed should be based on a comprehensive risk assessment.

The medical risk assessment considers the following:

- Numbers Attending
- Audience Profile
- Configuration of the space
- Level of Alcohol Consumption
- Misuse of Drugs
- Likelihood of Disorder or Violence
- Terrorism Threat Level
- Activities on Site
- Location and Access to Site
- Expectations of Local Ambulance Service Response Times
- Duration/timings
- Specific Hazards
- Expected Medical Presentations
- Local Knowledge
- Availability of Local Resources, such as walk-in/ urgent treatment centres, or NTE "Safe Space" initiatives or equivalent

In addition to the specific risk, consideration should be given to the type and level of resource which would be required to manage the initial stages of a mass casualty incident before the arrival of the statutory ambulance service and their decision to enter the venue.

If there is uncertainty over whether first aid or medical resources are adequate, or if there are other impact factors which may increase the risk, such as likely drug intoxication, then advice should be sought from either a medical services provider or the statutory ambulance service.

Accepted Good Practice

Public Access Trauma (PAcT) First Aid Kits

The National Counter Terrorism Security Office (NaCTSO) recommends that venues should have Public Access Trauma (PAcT) First Aid Kits in areas to which the general public have access.

Further details including content storage and accessibility can be found on the ProtectUK website- Standards for Public Access Trauma (PAcT) First aid kits – equipment. Be aware that both Emergency First Aid at Work and First Aid at Work course content does not always include training for catastrophic haemorrhage (bleed) management.

Staff should be briefed to know the locations of both PAcT kits as well as the nearest defibrillator machine.

SIA Licensed Security Officer and First Aid Training

In 2021, the SIA introduced a requirement for all SIA Door Supervisors to have a minimum of an Emergency First Aid at Work qualification. While security officers trained in first aid can form part of the medical contingency plans, it does not negate the need to complete a medical risk assessment and have other first aid provision available. Consider how the security duties of this first aider will be backfilled should a medical incident become their immediate priority and similarly the expectation on the security officer if they are then required to leave the patient in favour of a security requirement. Additionally, if security is expected to have first aid responsibilities, it would be prudent to ensure that their qualification remains valid and fit for purpose.

Training and Competence of First Aiders

In the UK the term “medic” is unregulated and used to describe individuals with a wide range of qualifications. Individuals holding qualifications such as EFAW, FAW through to FREC3 and FREC4 should be considered as having an increasing amount of first aid knowledge, although the Purple Guide suggests that EFAW/FAW is no longer considered sufficient at licensed events, unless working as part of a larger team under direct

supervision. It is the venue or organiser's responsibility to confirm that the training and experience of those individuals meet requirements. Please remember: possession of a certificate does not always mean possession of competence.

Choosing a Medical Service Provider

When the venue's needs are more than that which a first aider can provide, look to appoint a competent Medical Service provider. Use appropriate due diligence to confirm the supplier is experienced in providing an appropriate response to the requirements identified by risk assessment. This may involve seeking references from other clients or observing the medical supplier working in other locations with similar needs. Always obtain evidence of medical malpractice insurance (which is distinctly different to public liability insurance) from any medical supplier along with evidence of skills and training of those individuals being supplied.

If the medical services provider is providing ambulances for patient transport services they should be registered with and regulated by the Care Quality Commission (CQC). This is not a requirement if a supplier is only using an ambulance as a means of transporting equipment between sites. A Medical Services provider may also require other category registrations with the CQC such as the treatment of disease, disorder or injury. Any medical services provider should be able to explain clearly the regulatory framework under which they are operating, and many will support venues and organisations through the medical risk assessment process

Please remember: ambulances are available for sale on eBay. Possession of equipment and vehicles does not always mean that a provider is competent.

Chapter Author- Gary Simpson

ASM Global

Gary joined ASM Global in 2018 as Security Director with a background spanning military, police and commercial sector security. His career as a Chief Inspector with the Greater Manchester Police Force included managing large scale public events such as music festivals, sporting fixtures and highly charged political protests. At ASM Global, Gary works closely with venue managers and contracted security suppliers to develop sector leading safety and security policies and procedures, and he's also accountable for spectator safety, asset protection, counterterrorism mitigation, emergency management, risk and organisational resilience.

14. Weather

This chapter is intended to focus attention on the impact of weather on those attending indoor venues. Whilst the venue itself may initially seem immune from weather impacts, the reality is that those arriving, leaving or having to evacuate will be impacted by weather, and may adapt their behaviour accordingly.

There is currently no guidance available relating to the impact of weather on indoor venues, although there is the existing Lightning Guidance for Outdoor Events from PLASA (The Professional Lighting and Sound Association). Some of its content would be relevant if queues were forming outside, or if an evacuation into open space was being considered. It is also worth noting that crowd managers as well as audio/visual equipment technical experts from PLASA were used during its preparation.

It must be noted that extremes of weather, unlike many noticed before, are becoming a regular occurrence in the UK. In 2022, every UK country recorded the highest temperatures since records began, and in England, those temperatures were 104.5F. Flash flooding, lightning and other extremes are on the rise and in 2023 many shows were cancelled before or during the show because of flooding, high winds or very wet ground conditions.

Monitoring of Weather Conditions

During the event's Planning and Preparation (See Chapter 4 – Planning and Preparation) it is prudent to identify responsibilities within the live show team for monitoring, establishing tolerance and action levels and decision making regarding weather. This may be in the form of an extensive wind management plan yet may also be as simple as having clarity should snow fall, who is responsible for clearing it from the front doors and that the snow clearance tools required to do so are on site.

In the age of mobile apps, everyone has their preferred source of weather forecasting. Whether this is a free service, paid app or site specific outlook from a forecasting provider, it is prudent to be clear in the plan as to what source of information will be used to inform decision making to avoid confusion.

Queuing

Even seemingly minor considerations should be reflected upon: people wearing large coats in winter take up more physical space than those in shirts, and people with raised umbrellas tend to be avoided by those seeking to avoid the 'runoff'. In either case, queues may need more space than would normally be the case.

Certainly, those arriving in cold or wet weather are likely to arrive later, closer to show time and perhaps with less tolerance for queuing outside.

In addition, audiences are not always as well prepared as they might be for weather or sudden weather changes. So, excess heat with unexpectedly long ingress delays may lead to medical conditions, especially where no shade or water is available. Sudden rain storms or an increase in wind may lead to those without adequate protection suffering from the cold and in extreme cases, developing hypothermia. Weather extremes reduce the resilience of an early walk-up audience who have chosen to queue for a number of hours pre-doors, so may amplify the frequency and severity of audience risk areas identified in pre-event planning.

Barriers

External barriers will slip more easily on wet or icy surfaces, so are less able to resist crowd pressure. There has been a reappearance in the last few years of 'bike rack' pedestrian barriers with flat aluminium feet rather than the angled bullhorn type, these slide more easily. In high winds, queue lane barriers that

have been 'scrimmed' or dressed in advertising or venue specific PVC or mesh banners can become vulnerable to wind and prone to blowing over. (See Chapter 7- Ingress.)

One aspect often forgotten is that in town/city centres, wind effects and loading are quite different from the localised forecast conditions. The funnelling of wind between buildings or temporary structures can amplify even light winds, into those capable of causing damage, especially to temporary structures, even lifting and moving barriers.

Ingress & Search

There are simple and obvious changes that will occur when the weather is different. Hot weather will see patrons arriving in less clothing making search easier and swifter, shortening queue lines and speeding up ingress flow rates. However, on such hot days, without water or shelter available, long queues in direct sunlight might lead to many carrying water (needing more disposal bins) or if not, risk medical emergencies such as heat stroke arising if delays occur before doors can be opened, or if attendees have arrived very early for a high-profile artist.

Conversely, cold and wet weather is likely to lead to venues further away from transport hubs, car parks or train stations seeing patrons arriving in multiple layers and/or heavy coats. Those adjoining or alongside transport hubs may be less susceptible to these variations if attendees think it is a short walk and wait time to the venue.

In wet or icy conditions, some may wear footwear to queue that they will wish to change out of at the venue before entering a dance hall. They may carry shoes in a bag that will need additional searching.

Surfaces just inside doors and venues may become wet and slippery as patrons with wet shoes, clothing and umbrellas enter, making hard surfaces such as stone, tile or marble style floors more dangerous to any crowd, particularly in an emergency. Mats in wells at entrances or carpeting can be very effective at removing water from shoes and so reduce potential for wet floors.

Inside the venue, cold or wet weather may continue to impact crowd movement, with larger queues at the cloakroom and/or more items of clothing being secreted around the venue. If umbrellas are not permitted inside the venue, the larger number of confiscations will require additional space for storage.

Searching

The immediate impact may be on search regimes and queue lanes, but these patrons may also loiter and require additional coat check/cloakroom. The ticket check and security search may no longer be the slowest part of the service element of the customer journey: taking and hanging coats whilst issuing a receipt and ensuring a rapid return of these during egress may take far longer.

In addition, guests may arrive with items such as umbrellas which they are unlikely to be allowed to retain, but would be unwilling to throw away, so they may ask the venue to store these as well.

See also Appendix C – Search Policy.

Egress

Perhaps most significantly, the challenge of keeping exits clear during both egress and evacuation will be considerably more difficult in inclement weather. During egress, there is often a tendency for those leaving a venue to loiter in or close to doorways. This may be to wait for pre booked taxis or App based 'ride hailing' services such as Uber, before they transit through the 'grey space' or 'zone ex' (see Chapter

9 – Egress) or while they wait for family of friends who may have stopped to use washroom facilities or collect coats. Indeed, if a busy cloakroom is not managed appropriately at the end of the show, it can have a significant impact on egress plans and should be taken into account.

Recent examples of high rainfall in short periods of time have led to flash flooding and where these have been at rail and underground stations, have led to torrents of water pouring down staircases to flood stations. This should be considered if these occur anywhere near egress or during evacuation where such structures might be the means of transport preferred by the audience.

Evacuation

In very cold/wet/snowy weather, even during evacuation guests may still be determined to collect coats before exiting the premises, especially if they have left items such as house or car keys within pockets. Venues should consider the practicalities of how they would manage such an evacuation, whilst potentially arguing with patrons and asking them to leave into what might be an apparently hostile environment of snow/wind/rain and cold temperatures. Evacuations in such circumstances might be taking people from a place of anticipated danger (fire alarms activated but with no confirmation of a fire), to places of actual danger of hypothermia.

Evacuating into snow, extreme cold, lightning, or other extremes of weather will need to be considered within the risk assessment of any evacuation. The fundamental principle of evacuation, the movement of people from a place of danger or imminent danger to a place of relative safety, may need to be reconsidered if the weather is hostile.

The impact of weather on safe evacuation routes should also be considered and addressed. Slip, trip and fall risk increases should emergency egress routes not have snow cleared and are not treated with grit to prevent ice build up. In such circumstances a fall at the head of the egress can lead to incidents, given high crowd densities.

Staff

It is vital that staff welfare is taken into account in extremes of weather, either heat, cold, rain, wind, snow or ice. the ability of staff to operate at maximum capacity when uncomfortable in such conditions is significantly reduced, especially over long periods. It is always useful to reference Maslow's Hierarchy of needs (Abraham Maslow 1908 - 1970) Abraham Maslow - Wikipedia who placed the physiological needs of food, warmth, comfort etc above all others and which are necessary for human beings to function properly and undertake other tasks.

Chapter Author- Eric Stuart QPM, BA Hons (Crowd Safety)

- Gentian Events: Crowd Safety Management
- Inaugural Chair Global Crowd Management Alliance
- Chair: United Kingdom Crowd Management Association
- A passionate supporter of all matters crowd safety: combining Maths, Physics, Psychology and Human Behavioural Traits to achieve safer spaces for human beings to relax, have fun and enjoy themselves.

Written-with the support of **Ric Robins**, head of business meteorology at the UK Met Office

15. Post Event

This chapter explores how we can learn and excel from our experiences. This stage is often neglected, yet should be treated with as much scrutiny as all the other stages. The learnings should pave the way to future success. Whilst navigating this stage, do not be discouraged if it feels like the plan is coming under negative scrutiny.

Remember that not all individuals in the business have gone through the same journey. Informing the wider operation is key to the future success of the business but also informs future activity: what to look for and how to create a safer space for all.

This chapter opens up the post-event stage, placing the spotlight on two key components. The **Hot Debrief** and the **In-Depth Debrief**. It is paramount to schedule this time to support informed decision-making, continuous improvement, and the evolution of safety protocols and crowd management strategies.

In the event of needing to communicate the findings to the wider Safety Advisory Group (SAG), this chapter will explore those stages.

This post-event reflection serves as the bridge between past success or failures and future endeavours, ensuring that future successes are led by safety protocols, crowd management strategies, and overall, a safe environment for all working personnel and audiences.

The areas identified should then give the backbone to a successful, open feedback session with SAG.

Hot Debrief

Aim: Immediate Insights for Initial Reflections

An immediate and concise feedback exercise is conducted promptly after the conclusion of the event. It acts as a quick examination, capturing the immediate highs and lows while they are still fresh in the minds of those involved. Where possible, record the meeting notes for future reference.

Time Allowance:

Swift and targeted, the Hot Debrief is conducted within a tight timeframe, ensuring the immediacy of insights. Make the agenda short and snappy. Remember the team has worked a full shift.

Hot Debrief Discussion:

Key personnel, immersed in critical roles during the show, engage in a dynamic dialogue, including front line staff.
The focus is on gathering immediate observations, acknowledging challenges, and celebrating standout successes. An open forum encourages unfiltered feedback, providing a real-time snapshot of the show's dynamics.

Sharing the Findings:

Immediate insights are noted into a quick summary, setting the full debrief up for broader analysis in the coming days. Findings are swiftly shared with relevant stakeholders, initiating the post-event reflection

process. Sharing these findings with the wider business, in the immediate post event, will allow for clear communication with all stakeholders.

Debrief

Aim: In-Depth Analysis for Future Planning

Beyond the immediate insights of the Hot Debrief brings the Debrief, a more comprehensive exploration conducted ideally within a week of conclusion. It seeks to unearth the nuances, analyse data, and dissect attendee feedback, forming the bedrock for informed decisions and future planning.

Time Allowance:

Scheduled within a week if possible, the Debrief strikes a balance, allowing for both immediacy and thorough analysis. Sufficient time is allocated for a comprehensive examination, ensuring no aspect is left unexplored. Ensuring to schedule the time to complete the full debrief with the team will give everyone the opportunity to grow, learn lessons and excel for future activity.

The Debrief Discussion:

A diverse assembly of stakeholders, representing various functions of execution, opens up an extensive and wide array of knowledge for the discussion. Ensuring representatives of all the key functions are present will determine the level of success and ensure a varied and well balanced range of feedback.

Data, incidents, supplier and stakeholder feedback and attendee feedback are scrutinised to 'sweat the small stuff'. This evaluation of the effectiveness of safety protocols, crowd management strategies, and communication methodologies will support a safe working environment ethos.

Sharing the Findings:

Detailed insights, lessons learned, and strategic recommendations form the backbone of a detailed debrief report. The report becomes a document of transparency, shared among stakeholders and team to foster accountability and continuous improvement. Findings from the Debrief shape future planning and risk mitigation strategies.

Sharing the Findings With the Safety Advisory Group (SAG):

Please see further information on SAGs in Chapter 4 – Planning and Preparation.

It is important to foster a great, open and honest relationship with the SAG. The SAG's core function is to advise on safety. Advice can not be given without feedback. During the communication process with stakeholders, consider the following:

Preparation:

- Establish and define the SAG terms of reference, scope and attendees
- Review submitted documentation
- Identify key insights for discussion

Presentation:

- Structure with a clear agenda
- Share data-driven insights to include observation, experience and feedback from the perspective of all stakeholder groups.
- Evaluate incidents and crowd management
- Evaluate significant aspects relating to public safety of previous events with the aim of continual improvement, to then aid the planning of future events.
- Present potential solutions
- Coordination between stakeholders & agencies.

Discussion:

- Allow Q&A for clarification
- Encourage collaborative problem-solving
- Establish a feedback loop

Post-Debrief Follow-Up:

- Distribute a report
- Seek additional feedback
- Plan for future collaboration

Chapter Author- Sam Spencer

- Head of Operations - Broadwick Live
- London
- 10 years in the events industry

Appendix A – Show Stop Policy

Venue operators are responsible for the safety and security of all visitors and staff visiting their facilities. Venues attract a wide and diverse variety of audiences through the range of activity on offer. This includes music concerts, family shows, sporting events, conferences, social activity and comedy performances, amongst others. On rare occasions it may be necessary to interrupt the performance or operation in order to halt activity and prevent risk to life. Venues should work closely with organisers, crowd management contractors and other local stakeholders in order to ensure that the process for this emergency intervention is clear and well documented.

Show Stop

'Show stop' in this document is the term used to describe the rapid and controlled interruption of a staged performance, licensed operation or event in order to prevent risk to life.

The Show Stop Procedure is a documented emergency response plan that must be distributed to all involved parties, agreed and understood by all in the Production Safety and Security Briefing and trained/rehearsed regularly.

Reasons for Initiating Show Stop

Reasons for initiating the Show Stop Procedure include but are not limited to:

- Crowd safety incidents (eg crowd collapse, excessive density, serious disorder)
- Dangerous artist incitement of the crowd (Wall of death, stage invasion)
- Performer safety incidents
- Serious medical incident in the pit and/or front of the crowd
- Structural collapse / failure of or movement of front of stage barrier
- Inclement weather e.g. flooding, lightning strikes, high winds
- Loss of critical building services (eg water, power, light)
- Gas leaks, fires, and electrical failures
- Security breach, terrorism or bomb threats

Depending on the nature of the catalyst incident the Show Stop Procedure may be a precursor to further action including:

- Informing the public and raising the alarms
- The provision of medical assistance and first aid
- Partial, full or zoned evacuation and/or lockdown procedures
- An emergency services response to the site

Show Stop Personnel

Personnel with the authority to implement Show Stop Procedures may be termed 'Designated Show Stop' and could include, but are not limited to:**The Show**

- Promoter Rep
- Production Manager
- Stage Manager
- Performer
- Tour Security

The Venue

- Duty Manager
- Head of Security
- Backstage Manager
- Pit Supervisor

Stage SpotterShow Stop Agreement

The venue and production show stop procedures should have already been exchanged as part of the show advance. Any significant issues between the two documents should be rectified at this stage wherever possible. In addition, designated Show Stop personnel from each organisation will meet prior to commencement to formally discuss and agree on the procedure for requesting and implementing a Show Stop.

Chapter Author- Gary Simpson and **Tim Chambers**

ASM Global

Gary Simpson Gary joined ASM Global in 2018 as Security Director with a background spanning military, police and commercial sector security. His career as a Chief Inspector with the Greater Manchester Police Force included managing large scale public events such as music festivals, sporting fixtures and highly charged political protests. At ASM Global, Gary works closely with venue managers and contracted security suppliers to develop sector leading safety and security policies and procedures, and he's also accountable for spectator safety, asset protection, counterterrorism mitigation, emergency management, risk and organisational resilience.

Tim Chambers. Venue Security Manager at AO Arena. AO Arena

Appendix B – Alcohol Plan

General Advice on Alcohol Provision

If licensable activity is planned, then either a Premises Licence or a TEN will be necessary. Both of these can have conditions attached which the Licence holder (usually the company) has to meet or it can be prosecuted, have its licence reviewed or revoked. Some of those conditions will probably relate to the selling of alcohol.It is imperative that venue operators and staff understand the responsibilities placed on premises licence holders, when undertaking licensable activities. See The Licensing Act 2003 for further information.

This link gives further information on laws relating to the selling of alcohol: UK Licensing Laws: Everything you need to know about selling alcohol in your bar or restaurant (legal measures, buy from a legitimate supplier, display tariffs).

Only sell alcohol bought from a wholesaler who is part of the The Alcohol Wholesaler Registration Scheme AWRS or an off licence with a premises licence. This will avoid selling any alcohol without duty paid in the UK (it is illegal to do so).

Develop a Plan to Answer the Following Questions:

Why? ***Who?*** ***What?*** ***When?*** ***Where?*** ***How?***

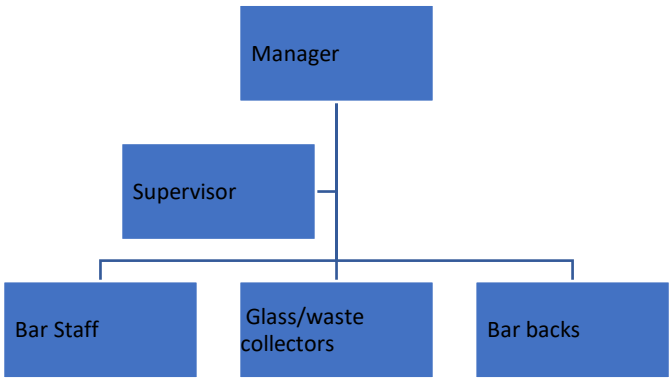
Why is an Alcohol Plan Necessary?

- A SAG may ask for an alcohol plan
- It may be necessary to provide evidence of responsible selling of alcohol by an authority as part of an application or review
- It will help to maintain service standards and compliance when managers and staff change

Who Should be Included in the Plan?

What is the staffing structure of all those involved in the sale of alcohol and whose actions protect the premises licence from review or revocation?

This should look like an organisational hierarchy - example :



Develop the alcohol plan to include all the staff (e.g. DPS, General Manager, any Duty Managers, Head of Security, Security Staff, PA & Lights Technicians, Medics etc).

Decide what training (in-house or from third parties) or qualifications each role needs (see Chapter 6 – Staffing). Support this decision with a training matrix.

Who will authorise selling of alcohol – has to be a personal licence holder but can be done in writing for each member of staff (Use an Authorisation to sell Alcohol Form – signed by a personal licence holder).

Who will vet and/or search customers on entry, if this is required?

- SIA Licensed security are legally able to do this. They can search for concealed alcohol and refuse entry to customers who are already drunk.

What Should My Alcohol Plan Include?

Staff Instructions

Each role should have written instructions on what tasks they will be doing and to what standard. Venues can have a set of simple instructions or a document more like a manual, this depends on the venue and type and frequency of activity and how often the staff work. Include relevant controls from the risk assessments.

For sale of alcohol – the instructions should be based on licensing objectives and how the bar staff will deliver them and service, so include:

Licence Conditions relating to sale of alcohol

ID Verification

Dispense rules (eg no glass handed over the bar)

Allergen Information

Service Standards

Refusal Guidance & Recording

Incident Management

Hygiene Rules

Product Range

Free drinking water

For further information, see Chapter 6 – Staffing.

When Will Alcohol be Sold?

The premises licence (or TEN) will specify the hours alcohol can be sold on and off the premises. Plan the staff start times to coincide with what tasks there are before and after the hours of sale:

- Before: prepare the bar, attend the staff briefing (or read it), set up tills, prep customer areas, etc
- After - clean down and destock after close, etc.

Staggering start and finish times can help keep staff costs down but only if there are regular busy periods. Too few staff will cost more in lost sales than the extra wages of too many staff!

Work out how to manage the rota to minimise no shows and procedure for filling last minute gaps and managing staff who are no shows.

Where Will Alcohol be Sold?

The premises licence includes a layout plan – it specifies where alcohol can be sold from (within the red line), mobile bars can be located anywhere within the red lined area. Consider how to restock bars while live- small secure stock rooms adjacent to service bars might be more appropriate than one single large cellar. Develop stocking plans for each bar and stockroom.

How Will Alcohol Service be Delivered?

Safety Considerations

To avoid overcrowding at bars, assess what length of bars (in total for the venue) are necessary to maximise sales and avoid overcrowding and frustrating customers. The often quoted rule is one metre (1m) of bar per 100 customers and staff numbers based on the same. This is dependent on the audience profile and type of show (e.g. at live music shows, demand may be very high during intervals and very low during band performances, whereas in a club demand may peak after any mass arrivals, then remain constant before trailing off.)

Accessibility

Is service at the bar accessible to customers with disabilities? (See also 11 - Safeguarding, Welfare & Accessibility).

Consider a lower section for wheelchairs users, drinks menus printed on A4 and service bells.

Payments

Consider if cash and cards will be accepted for payment, will either of these slow service and add to any overcrowding at bars? If using a wristband prepay system, has it been tested on site or at similar premises? Do the payment methods require Wi-Fi? Does the venue/site have suitable & sufficient Wi-Fi?

Contingencies

Consider contingency plans for any breakdown in internet access, digital till or payment systems that could create difficult situations in front of the bars – crowd, disorder etc.

Risk Assessments

Consider the following as part of the Risk Assessment:

- Drinks Promotions
- Types of Drink Containers (glass, tin, plastic, paper)
- Food Safety (staff hygiene)
- Violence towards staff
- Bulk Purchases (eg Bottles of spirits for booths)
- Drunkenness among customers
- Under 18s accessing alcohol
- Food Safety (allergens in drinks)
- Spiking (see 11 - Safeguarding, Welfare & Accessibility)

Controls from these risk assessments should be incorporated into instructions or staff manuals.

Chapter Author- Julie Tippins

- Head of Risk Management at DHP Family
- 45 years experience in venues and events sector, NTIA Director, Grad IOSH

Appendix C – Search Policy

It is not necessarily a legal requirement to have an entry and search policy although these are sometimes included in licensing conditions. The benefits of doing so are very clear:

- To demonstrate that the venue is committed to safeguarding the welfare of its customers
- To help the venue with current health and safety regulations by safeguarding the health, safety and welfare of everyone working
- To communicate the views of management to all staff and ensure that everyone understands the procedures and adheres to them
- To ensure that activity operates within the law
- To ensure that all areas of concern are addressed

If the venue requires customers entering to be the subject of a search from Security personnel, then the criteria of the search must be established and disseminated in the briefing. Advertising that searching is enforced both pre-show and in the ingress phase will ensure customers are aware that entry times will be slower, and their expected participation.

Note that there will be a difference between high-flow searching completed on entry, and individually-targeted, evidence-led searching of patrons who have already gained entry, which is typically more thorough.

It is imperative that security staff have the consent of the customer before commencing the search. If they refuse to consent then the customer should be refused admittance. Consideration should be made by the security staff to use metal detectors (either walk-through or hand-held), to search for items such as knives or other bladed articles.

Venue operators should, if possible, consider the benefit of having a safe and secure room that can be used for searches. If a member of security or stewarding staff suspects a customer of drug use or being involved in the distribution of drugs, it is their responsibility to inform the manager (via central control if one is in use), so that the person can be escorted to the secure searching area.

If a member of Security believes a customer is concealing weapons, drugs, or a prohibited item then they should perform a dynamic risk assessment to ascertain if it is safe to continue the search, and expected actions to be taken if the search is fruitful, both with the individual involved and the item confiscated Good policy is to have a ‘drop safe’ installed where a high number of confiscations can be expected, as well as a stock of evidence bags/ blade tubes, and a safe log.

Best practice would be to have all searches conducted within view of CCTV, including in a designated room. If this is not possible, a similar effect can be achieved with Body Worn Video, although this cannot usually be monitored in real time.

It is also best practice for individuals to be searched by someone of the same gender as themselves. Where this may be unclear, the security operative should ask the customer who they would feel most comfortable being searched by. From a queue management perspective, it is advisable to bear in mind the anticipated demographic profiles of the audience, in particular the expected male to female ratio, when assigning security staff to the role of searching.

Proficient searching, both of people and their belongings, is a skill subject to fade over time so steps should be taken to continue training. In addition, educating the team as to why certain items are prohibited (especially if

this changes from night to night) will mean they are better prepared when questioned by customers, leaving an increasingly positive overall impression.

Search Policy

Operational Requirement - Person & Bag Search

Venue search procedures should be developed with reference to PAS 127:2014 Checkpoint security screening of people and their belongings, and the advice and guidance documents on the National Protective Security Authority (NPSA) website.

The security requirements for every venue and show should be assessed on their own merits and an operational requirement for searching customers, workers and other visitors should be documented and determined by a comprehensive assessment of the risk. This assessment to determine the operational requirement for search and screening should be regularly reviewed. More frequent assessments may be necessary if there are any changes in circumstances such as the identification of new risks or from a counter-terrorism perspective.

Customer Search & Screening

Different types of activity present different levels of security risk e.g. a small wedding exhibition compared to a 5,000 capacity music concert or political conference.

Security contractors should ensure that all staff conducting searches are trained in search techniques and any associated equipment in accordance with PAS 127:2014 Checkpoint security screening of people and their belongings. In addition they should ensure that such staff hold an SIA Door Supervisor Licence and consider any health and safety requirement for staff conducting searches.

Each operation will be the subject of an specific security risk assessment which together with the overarching operational requirement will outline the searching and screening requirements .

Other considerations include:

- The required/expected customers flow rates into the venue*
- The physical locations available for screening
- Technology available for screening (such as walk-through metal detectors)
- Other associated security measures

The minimum level of venue search and screening should be to prevent or minimise significant harm from threats such as terrorism, violence and narcotics. The search procedures can be adapted to deter, detect or mitigate other threats such as:

- Illicit substances
- Items or materials that the organisation might wish to prohibit on safety or security grounds, such as alcohol or medicines;
- Items that may cause inconvenience or nuisance
- Theft of physical assets
- Industrial espionage
- Public disorder or criminal activity
- Chemical, Biological, Radiological, Nuclear (CBRN) materials

Understanding the crowd flows, arrival patterns and barrier configurations is essential to developing the appropriate search regime.

Where technology is utilised to facilitate high throughput, this should be appropriately chosen (the NPSA provides guidance on this Discriminative Metal Detection Systems Test Method | NPSA) regularly checked and calibrated, and the results recorded. It is important however that security does not rely on these to 'do their jobs for them' - a holistic approach of both is the ideal outcome.

Searching of Minors & Special Considerations

The security contractor responsible for searching should include within their operational plan their procedures for searching those under 18 years of age, those with mobility impairment or other disability as well as those whose religious beliefs may impact searching. In addition, consideration should be given to religious or cultural items that may be carried, such as the kirpan (a curved blade carried at all times by some Sikhs) and the Sgian dubh or (a Scottish dagger, traditionally carried in the sock).

The security contractor's operational plan should also include the specific layout, staffing, supervisory structure and actions to take upon finding for all search operations. Accepted good practice would have all pre-entry search prior to entering the building itself, with the queue system factoring a sterile search area into its design, whilst simultaneously maintaining clear routes in case of evacuation.

Chapter Author- Gary Simpson

Gary Simpson Gary joined ASM Global in 2018 as Security Director with a background spanning military, police and commercial sector security. His career as a Chief Inspector with the Greater Manchester Police Force included managing large scale public events such as music festivals, sporting fixtures and highly charged political protests. At ASM Global, Gary works closely with venue managers and contracted security suppliers to develop sector leading safety and security policies and procedures, and he's also accountable for spectator safety, asset protection, counterterrorism mitigation, emergency management, risk and organisational resilience.

Existing Guidance References

Some useful additional guidance is identified below. This is not an exhaustive list.

Formal Name	Also Known As	Guidance Weblink
Alternative Uses of Sports Grounds - SGSA	Alternative Uses	Alternative uses of sports grounds - Sports Grounds Safety AuthoritySports Grounds Safety Authority (sgsa.org.uk)
American National Standards Institute:	ANSI 1.9 ES	ANSI ES1.9-2020.pdf (esta.org)
CDM 2015 and the entertainment industry Construction (Design and Management) Regulations 2015 (CDM) and the entertainment industry	HSE - Guidance incl CDM regulation	Guidance on CDM 2015 and its application to the entertainment industry
Code of practice for running safer music festivals and events	Australia	MFE-guidelines-PDF.pdf (workingwithcrowds.com)
Code of Practice for the Management of Fire Safety in Places of Assembly	Ireland Guide for Managing Fire Safety	Code of Practice for the Management of Fire Safety in Places of Assembly
Crowd ingress in places of assembly: Summary and proceedings of an experts workshop	1981 - USA	Crowd ingress to Places of Assemb Summary and Proceedings of an Exper Workshop
eGuide		eGuide - AEV
Fire safety risk assessment: large places of assembly	UK GOV Fire Safety Guidance	Fire safety risk assessment: large places of assembly - GOV.UK
Guide to Safety at Sports Grounds	Green Guide	Guide to Safety at Sports Grounds 'Gre Guide'

Health and Safety Executive Guidance on running events safely	HSE Guide	Events health and safety
Managing crowds safely	Managing Crowds Safely - HSE	Event safety - Crowd management (hse.gov.uk)
NAA A-Guide	The A-Guide	Introducing the A-Guide
Publicly accessible locations guidance	Protect UK Crowded Places Guidance	Evacuation, invacuation, lockdown, protected spaces | ProtectUK
Purple Guide to Health, Safety and Welfare at Outdoor Events (The)	Purple Guide	The Purple Guide
Saint Denis Convention on sports (UK Legislation from 10/12/2023 regarding safety, Security and Service for Spectators)	St Denis Convention	168078aa91 (coe.int)
SG03 - Event Safety Guide SGSA	Previously 'The Pink Guide'	Event Safety Management - Sports Grounds Safety AuthoritySports Grounds Safety Authority (sgsa.org.uk)
Technical Standards for Places of Entertainment	ABTT Yellow Book	Technical Standards for Places of Entertainment (Hard-copy with online access to e-book) - Association of British Theatre Technicians
Temporary Demountable Structures (Some limited barriers guidance)	TDS Guidance	Temporary demountable structures: Guidance on procurement, design and use (Fourth edition) - The Institution of Structural Engineers (istructe.org)
US Event Safety Alliance - Guide	Event Safety Guide	The Event Safety Guide