

**COMMITTEE ON SAFETY AND SECURITY
AT SPORTS EVENTS (T-S4)**

COUNCIL OF EUROPE CONVENTION ON AN
INTEGRATED SAFETY, SECURITY AND SERVICE
APPROACH AT FOOTBALL MATCHES AND OTHER
SPORTS EVENTS (CETS No.218)



Recommendation Rec (2021) 1

**of the
Committee on Safety and Security
at Sports Events**

(adopted at the 1st meeting of the Committee on April 15, 2021)

ANNEX A on Safety

Recommended Good Practices

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Safety - Recommended Good Practices

A Introduction

1. This Annex provides a range of good practices on the safety component of a wider and overlapping integrated, multi-agency approach to football safety, security and service. The good practices herein are based on extensive European experience, and are intended to assist States adopt practices that are consistent with the content of the 2016 Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and other Sports Events (CETS No.218). An indication of the relevant Convention Article is provided in the thematic contents section below.
2. It must be stressed at the outset that this good practice cannot be considered in isolation from the guidance contained elsewhere in the Recommendation.
3. As stressed throughout this Recommendation, whilst the good practices have been established in respect of the delivery of football-related safety arrangements, the content can be adapted and applied to other sports where necessary or desirable.
4. Safety should be the overriding priority at every stage of hosting a football event - that is from the arrival of supporters in the host city to their homeward departure after the event. However, the primary focus of the good practices herein is on those aspects of the event where supporters are gathered in large numbers and where comprehensive and integrated safety, security and service arrangements should be prepared and implemented. In practice, this means fan zones and large screen viewing events in public places and, in particular, the stadium in which the main event is taking place.
5. This document outlines the key principles integral to providing spectators, participants, stadium personnel and others with a safe environment and places an extensive range of guidance at the disposal of national and municipal authorities, police and other emergency services, football authorities and football clubs and stadium managers.
6. It also aims to provide a thematic source of established good practices for stadium safety officers and other personnel engaged in stadium safety, along with other frontline practitioners with responsibility for safety and security in organised and spontaneous events in public spaces.
7. The good practices herein are not intended to be prescriptive or provide definitive models of application. That would be inappropriate and impossible given the extent to which football stadia across Europe vary in scale, age, design and available resources. Instead, the expectation is that, within the limits of their respective constitutional provisions, the key principles will be adopted and the good practices customised to reflect the circumstances in each State and in each stadium.

B Thematic Contents

8. For ease of reference, the recommended good practices herein are presented under the following, inter-related, thematic headings along with the relevant Convention Article:

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C National Co-ordination and Safety

9. European experience evidences that government led national co-ordination arrangements should be in place to ensure that an integrated, multi-agency safety, security and service strategy is developed, refined as necessary in the light of experience (good and bad), and implemented effectively at international, national and local level.

10. This imperative is especially important in terms of public safety which must always be accorded the highest priority at any event, inside and outside of stadia.

11. Whilst primary responsibility for safety at organised events, held inside or outside of stadia, should rest with the event organiser, the circumstances may vary significantly in terms of stadium ownership and event organisation. In organising an event in a venue which the organiser neither owns nor operates, it is not possible to ‘parachute’ a safety and security management structure into the venue for a one-off event. In such circumstances, the role of the organiser should be to ensure that the venue has in place a stadium safety certificate issued by an independent public authority and an in-situ safety and security structure and personnel,

notably a stadium safety officer. The role of a government-led national co-ordination arrangements is therefore crucial in providing a clear and unambiguous legislative and regulatory framework which empowers and enables the event organiser and stadium authorities alike to fulfil their obligations effectively. It is equally important for national co-ordination to oversee effective application of the provisions set out in the framework and to otherwise consider all strategic matters impacting on football-related safety.

12. To that end, a national multi-faceted safety infrastructure should be designed and implemented to ensure that:

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

13. The national co-ordination arrangements also provide a platform for all parties to work together at a strategic level in determining and refining a range of in-stadia safety arrangements, including national policies on matters like ticketing, sale and consumption of alcohol, preventing and countering violence, disorder and use of pyrotechnics, entry checks and controls, counter-terrorist measures, and threats posed by organised criminality (linked, for example, to counterfeit tickets and unauthorised ticket sales).

14. A further and specific area where national co-ordination can be of particular value centres on determining the appropriate policies and procedures to be applied nationwide in respect of

the organisation of football related events in public places. To that end, the provision of model procedures and guidance for the planning, preparations and safety arrangements should be considered.

D Local Co-ordination and Safety

15. European experience also demonstrates that it is equally important for multi-agency co-ordination arrangements to be established and implemented at a municipal level to ensure that all local agencies recognise and act upon their responsibility to accord public safety the highest priority. Government should provide clear guidance on the composition, role and functions of the local co-ordination arrangements and ensure that all key local agencies participate at an appropriate ("influential") level.

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

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

17. Effective local multi-agency co-ordination arrangements also provide a means for key local public and private personnel to meet and share perspectives and concerns on a regular basis. This can help promote widespread understanding regarding a range of key event-related safety measures. It can also help engender a partnership ethos between municipal authorities, event organisers, police and other key stakeholders, including Supporter Liaison Officers and supporter groups and supporter focused initiatives. This partnership ethos can prove critical when having to confront emergencies and other major incidents posing a threat to public safety.

E Municipal Authorities and Safety

18. The role of the municipal authorities will vary in accordance with the extent of their designated legislative and regulatory responsibilities. In many countries they are responsible for issuing stadium safety certificates (see Section J below and Appendix 20). This is a crucial role and the municipal authorities should ensure that they have the necessary arrangements in place, including access to qualified competent persons with specialist knowledge of stadium structures and safety systems and safety management arrangements. If this is not possible, then, within the limits of the constitutional provisions, the national coordination body should consider creating an independent public authority tasked with developing standards and issuing stadium safety certificates or putting in place regulations or arrangements to guarantee the effectiveness of stadium safety certification and licensing procedures.

19. In some States, the municipal authorities may own and manage football stadia. In such circumstances, it is crucial that there is a clear distinction between the role of the municipality in managing a public facility and their role in ensuring that the facility is compliant with safety certification and other safety imperatives.

F Events in Public Places

20. Municipal authorities also have a crucial role to play in respect of organised or spontaneous football related events in public places, notably but not exclusively, fan zones/parks and public viewing events. These types of events have become increasingly common and can manifest in a number of forms. Some events will be organised, either by the event organiser, a private company or the municipality itself, while others will be spontaneous (but predictable) gatherings of resident and visiting supporters in city squares and other service focused locations.

21. In terms of organised events, the role of the municipal authorities will vary in accordance with national and local laws and regulations, but such events, subject to a police risk assessment, should be encouraged and facilitated. Organised events should also be subject to a range of constraints and obligations, including the need to seek permissions and otherwise comply with the safety arrangements set out by the municipality, police and other emergency services. The guidance set out in Appendix 47 is designed to assist delivery of these important responsibilities.

22. In respect of anticipated but spontaneous supporter gatherings, the municipality should adopt a generally supportive and proactive role in the co-ordination of safety preparations, including:

- policing, fire and medical strategies;
- measures to ensure that the maximum safe capacity of the area is not exceeded;
- effective management of entry and exit arrangements and access and dispersal routes; and

- customised emergency plans.

23. Liaison with representatives of football supporter groups and supporter focused initiatives, and experts in supporter dynamics can assist in obtaining information on anticipated numbers, preferred meeting points (e.g. city centres) and the various services required by supporters.

G Football Authorities and Safety

24. National governing bodies of football, for example football federations and, if different, the relevant league and cup authorities, have an important role to play and a vested interest in making football stadia safe. Their role may vary across Europe but usually includes stadium licensing and other regulatory responsibilities. In terms of stadium safety management arrangements, the governing bodies should consider how best to ensure consistency in the approach adopted nationwide through the provision of guidance or instructions, for example:

- model stadium (ground) regulations setting out conditions of entry, behavioural codes of conduct for spectators, prohibited items and other information (see Appendix 16);
- minimum stadium safety standards and obligations;
- provision of advisory services for stadium safety officers; and
- model agreements between stadium safety officers and the police and other emergency services regarding respective roles and responsibilities.

25. The participation of the governing bodies in the national co-ordination arrangements should provide opportunity to identify and consider the merits of providing other infrastructural and advisory services and ensure that whatever is proposed is consistent with national laws and regulations and in harmony with the national multi-agency safety, security and service strategy.

H Key Safety Principles

26. As stressed throughout, safety should always be the top priority. This imperative must never be compromised. This principle caters for major security or other emergency scenarios given that the primary risk in such circumstances centres on public safety and the main objective is to minimise the impact of any possible safety risks.

27. In terms of football events, the ethos adopted throughout must centre on protecting the health and wellbeing of individuals, in their capacity as spectators, participants or employees at a stadium event, or members of the wider resident and business communities. The process necessary to achieve this objective centres on: identifying all potential safety risks; implementing measures designed to eliminate or reduce those risks; and having contingency arrangements in place for dealing with any incidents or emergencies.

28. This safety ethos should form the basis of all stadium operations along with a series of established key safety imperatives, including:

- avoiding any ambiguity in respect of roles and responsibilities - to provide essential clarity, a designated person (hereafter described as the stadium safety officer) should be responsible for implementing all in-stadia safety and security arrangements on behalf of the stadium management or the event organiser if different (see Appendix 33);
- spectators should never be exposed to unsafe physical structures or inoperable safety systems and equipment - all stadia should be licensed and subject to effective safety certification arrangements, and all structural and equipment components should meet national and international standards and be subject to regular inspection by qualified and competent persons (see Appendix 20);
- spectators should never be put at risk by ineffective safety measures - the stadium safety officer should be responsible for developing and implementing comprehensive stadium safety management arrangements, on behalf of stadium management or the event organiser depending upon the circumstances, which balance physical and dynamic safety provision, and which are regularly tested and refined on the basis of ongoing dynamic risk assessments (see Appendix 25);
- spectator safety should never be compromised by inadequate security measures and/or service failings - the impact of all stadium safety, security and service measures should be recognised as overlapping and inter-related and be integrated in comprehensive stadium safety management arrangements (see Appendix 8);
- spectators should never be exposed to overcrowding or crushing - the stadium safety officer should calculate the maximum safe capacity of a stadium and each of its sectors, have that calculation verified and enshrined within the stadium safety certificate or protocols with the public authorities, and ensure that stadium safety management arrangements prevent that capacity being exceeded (see Appendix 22); and
- the risk to spectator safety posed by a major incident or emergency should be minimised - the stadium safety officer should, in co-operation with the police and emergency services, develop and test comprehensive contingency plans for responding effectively to in-stadia incidents and emergencies, including establishing emergency evacuation arrangements (see Appendix 10).

29. In developing and applying arrangements designed to fulfil these and other crucial safety obligations full account should be taken of national and international good practices, including those explained in more depth in the accompanying appendices.

I Stadium Safety Terminology

30. A varied range of terminology is used across Europe to describe stadium safety and security measures. Terms like "stadium security operations" or "crowd management operations" are common. However, the term used throughout this Recommendation is "stadium safety management arrangements". There are a number of reasons for using the term. It is widely and increasingly used and understood; it places the emphasis on "safety", which must always be the top priority; and "management arrangements" reinforces the need for dynamic and fixed safety measures to be harmonised in a co-ordinated package that has to be managed effectively.

31. Similarly, there are wide variations across Europe regarding the circumstances and terminology used to describe the frontline personnel who perform safety and security functions stadium on behalf of stadium management or event organiser as appropriate to the circumstances. Whereas the stadium safety officer should be a directly employed by the stadium management, other safety and security operatives can be directly employed personnel, staff provided under contract by a stewarding or security company, volunteers augmented by privately contracted security guards, or various other combinations. However, irrespective of job title and/or employment status, they are all undertaking stewarding functions. The term used hereafter is "steward", in part for ease of reference but primarily because the term reflects European good practice and is widely and increasingly understood across Europe.

32. It is important to stress that whilst uniformity of terminology would be desirable, and an aid to effective communication, the emphasis herein is on the character of these stewarding functions and the competences, knowledge and skills required to ensure that stewards can undertake their tasks effectively.

J Stadium Licensing, Safety Certification and Inspection

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

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

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

36. In most countries, this safety certification responsibility falls to the local authorities, or is delegated to the local fire services or police. However, there are wide variations in the criteria

applied in determining whether or not a stadium meets acceptable standards and equally wide variations in the content and obligations set out in national standards, if and where they exist.

37. This is a crucial area and it is vital that the safety certification process warrants and is accorded credibility. For that reason, it is important that on a regular basis, each stadium safety certificate is reviewed, and the stadium inspected to ensure its suitability to host designated football (and other sports) events. It is equally important for the certification process itself to be periodically reviewed to gauge if the existing arrangements comply with European standards.

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

39. There are a variety of options available for meeting these objectives, but European experience suggests that it is desirable for each country to establish a designated (independent) national body to provide a source of expertise on stadium safety matters and to issue (or verify) stadium safety certificates.

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

- directly linked to minimum standards agreed at national level;
- comprised of model requirements designed to provide consistency in safety standards;
- linked to periodic and audited expert inspection, undertaken by an independent competent body;
- credible and accountable in terms of reflecting national and international standards; and
- designed to provide uniformity in application of standards and guidance.

41. European experience also evidences the desirability of establishing at a local level, multi-agency co-ordination arrangements to help ensure, on an ongoing basis, that a stadium is compliant with the conditions of its safety certificate and national and international standards.

K Stadium Capacity

42. European experiences evidences that the number of spectators admitted into a stadium, and individual sectors (viewing areas), should never exceed the designated maximum safe capacity. Determining the maximum safe capacity, therefore, is a fundamentally important safety requirement for all football stadia.

43. This is not always a straightforward task, especially given wide variations in the age, design and infrastructure of stadia. The good practices provided in Appendix 22 provide a series of calculations for determining the maximum safe capacity of a stadium and its component sectors. This good practice also reinforces the need for the calculation to be determined by a person competent to undertake the task and for the outcome to be verified by an independent body, as part of a wider safety inspection of the stadium, and by the authority designated with issuing a stadium safety certificate.

44. The calculations take account of a number of factors: speed of entry and exit, number of usable seats, holding capacity for standing areas (where applicable), and the number of spectators who can reach a place of safety in 8 minutes (or sooner in areas assessed as having a high or medium fire risk) during an emergency evacuation.

45. Once complete the calculation is adjusted to take account of the efficacy of the stadium safety management arrangements. This evidences the importance of achieving the right balance between a stadium's physical infrastructure and its safety management arrangements (see Appendix 25). These two crucial elements should therefore be complementary with the safety management arrangements designed to exploit the strengths of the physical infrastructure or compensate for any weaknesses. Achieving this objective can have a positive impact on the maximum safe capacity calculation.

L Stadium Integrated Approach

46. European experience demonstrates the importance of adopting an integrated approach in respect of stadium safety, security and service. Security and service measures are directly linked to safety risks. For example, measures taken to reduce a public order risk (like searching spectators on arrival) should always be balanced against the possibility of inadvertently generating or exacerbating safety risks. Delays on entry can increase tensions and result in frustrations which can lead to pushing and crowd congestion. Conversely, targeted searching by welcoming and sympathetic stewards, accompanied by friendly and explanatory communication to any people being delayed entry (especially those at the rear of queues), can assist reduce tensions and associated safety risks.

47. Experience demonstrates that spectators who feel respected, appreciated and are treated in a welcoming manner are more likely to perceive stadium safety management arrangements as proportionate which, in turn, is likely to encourage them to act in compliance with steward instructions and to regulate their own behaviour and that of their fellow supporters. If the police and stadium authorities consider there to be potential risk of a terrorist attack, then clearly the searching and other preventative measures, including the number of police personnel, may be enhanced. In such circumstances, an explanation prior to the event, coupled with a welcoming, explanatory and interactive approach by safety and security personnel on entry, should mitigate against any sense of irritation among spectators.

48. Moreover, experience also demonstrates that there can be a correlation between experiences outside a stadia and behaviour inside, and vice versa. That is why it is important

to extend the integrated approach to harmonise the manner in which supporters are treated inside and outside of the stadium. This requires stadium safety officers and police commanders to co-operate and to embrace a multi-agency and holistic approach in which crowd management strategies, based on a dynamic risk assessment, proportionate operations and effective communication, are harmonised.

M Inclusive Stadia

49. Football is a global sport for everyone to enjoy irrespective of their nationality, ethnicity, religion, gender, age, sexual orientation, or whether or not they have a disability (see below). Attending a live football match should be an inclusive experience for all. European countries have become increasingly multicultural and it is wholly desirable for football crowds to reflect that diversity. That is why racism and all other discriminatory behaviour should never be tolerated.

50. The need to strive to make stadia inclusive is not just an ethical or even a business imperative it is also a significant safety, security and service consideration. Experience evidences that diverse crowds, reflective of all communities and the population in general, can have a wholly positive impact on stadium dynamics, and help to provide a more tolerant and less confrontational environment.

51. In general, and in accordance with crowd dynamic research, spectators are more likely to be compliant with safety management arrangements if those arrangements are widely perceived to be proportionate, well communicated and aimed at making stadia safe, secure and welcoming for all supporters. Consideration could be given to encouraging supporters to proactively promote an inclusive stadium atmosphere, e.g. through facilitating supporter-led anti-discrimination displays or similar activities inside and outside the stadium.

52. As stressed in Annex C (Service - Recommended Good Practices), stadium management have a role to play in setting an example through taking steps to ensure that stadium personnel reflect the communities that live and work in the locality of the stadium. It is stressed that the presence of a workforce, reflective of the population generally, can have a major impact on the perspectives of spectators and provide reassurance to people whose expectations may have been distorted by negative publicity regarding any racist or other discriminatory behaviour associated with the football.

53. This approach can be of particular importance in terms of the recruitment of stewards and other personnel with safety and security responsibilities. The presence of a diverse stadium safety and security workforce, trained and assessed as competent to undertake their important duties, can assist in enhancing recognition among spectators that all communities have a shared and vested interest in providing a safe, secure and welcoming environment within football stadia.

N Political Extremism

54. Freedom of expression is an established legal right which should be protected unless it involves expressions that are prohibited under national law. However, the organiser of an event should ensure that certain types of behaviour witnessed in some stadia is prohibited, including racist insults and chanting, the flaunting of racist or political extremist banners and symbols and the wearing, distribution and selling of racist and other discriminatory banners, symbols, flags, leaflets or images. Before permitting the promotion or announcement of any political messages or other political actions inside, or in the immediate vicinity of a stadium, the organiser should seek to engage with partners and stakeholders in an effort to fully understand the possible impacts and risks associated with such activity. Event organisers should also seek to observe the requirements of the relevant authorities in relation to political activity at football events played under their auspices. This is especially the case in respect of matches played in UEFA competitions.

O Disabled Spectators

55. Football is a global sport for everyone to enjoy. However, for the estimated 100 million disabled people across Europe, tangible physical and crowd safety management measures are required to ensure that they are not denied access to the football experience (source: ([https://ec.europa.eu/eurostat/statistics-:Disability statistics-barriers to social integration](https://ec.europa.eu/eurostat/statistics-:Disability%20statistics-barriers%20to%20social%20integration))). To be truly inclusive, a stadium should be designed or adapted to be accessible to disabled spectators with a range of access requirements and stadium operating and safety management arrangements adjusted accordingly. It should also be recognised that whereas some people may be prevented from attending football matches due to physical barriers, others may be prevented due to sensory, intellectual and attitudinal barriers. It should also not be overlooked that some disabilities are non-visible, such as colour blindness (see Appendix 1).

P Stadium Physical Infrastructure

56. As indicated above, there are vast differences in the design and physical infrastructure of football stadia across Europe. Some stadia are new, others are undergoing gradual renovation, but many are old and constructed at a time when the concept of safety in football stadia was barely understood. That is why it is so important to rectify any physical infrastructural weaknesses and ensure that comprehensive stadium safety management arrangements are in place.

57. However, the importance of improving stadia to make its facilities more attractive to all potential spectators, irrespective of gender, is widely recognised as being a key safety and security consideration, given the extent to which comfortable stadia with good facilities and welcoming stewarding can have on crowd behaviour and compliance with stadium safety arrangements. It can also be a pre-requisite to encouraging a more diverse attendance at stadium events.

58. Whilst the resources available to upgrade stadia vary significantly across Europe, it is important to recognise that relatively modest investment can dramatically transform the stadium environment, enhance the experience for spectators, and reduce safety risks. There are

numerous models of what can be achieved in many European countries. There are also innovative examples available across Europe of how the funding for modest but important improvements can be obtained.

59. In upgrading existing or building new stadia, it is important to ensure that stadium design and infrastructure (and associated safety management arrangements) comply with national and international safety standards. Detailed guidance in respect of certain elements of a stadium's physical design and infrastructure is provided by CEN (European Committee for Standardisation or Comité Européen de Normalisation) which is the European Association of national standards bodies (NSBs). European Standards have a unique status since, once published, a European Standard automatically becomes a national standard in each of the 31 CEN member countries. CEN has published seven Standards on Spectator Safety covering:

- EN 13200-1:2012, Part 1: Layout criteria for spectator viewing
- CEN/TR 13200-2: 2005, Part 2: Layout criteria of service area
- N 13200-3:2005, Part 3: Separating elements
- EN 13200-4:2006, Part 4: Seats - Product characteristics
- EN 13200-5:2006, Part 5: Telescopic stands
- EN 13200-6:2012, Part 6: Demountable (temporary) stands
- EN 13200-7:2014, Part 7 Entry and exit elements and routes
- EN 13200-1:2019, General characteristics for spectator viewing area
- CEN/TR 15913:2009, Layout criteria for viewing area for spectators with special needs

60. Additional information can be found in the FIFA publication "Football Stadiums - Technical Recommendations and Requirements" and in FIFA Stadium Safety and Security Regulations and UEFA Safety and Security Regulations which provide minimum standards for matches played in the respective competitions. Further reading is also provided in the latest version of the Guide to Safety at Sports Grounds (Green Guide - available from the UK Sports Ground Safety Authority).

Q. Safety Training

61. The importance of ensuring that stadium safety officers, their deputies, senior stewards and stewards (whatever their title) have the competencies, skills, knowledge and training necessary to undertake their tasks effectively is stressed throughout the accompanying appendices. The good practices contained herein provide a clear indication of the generic and specialist training required, in particular Appendix 33 (stadium safety officers), Appendix 36 (senior stewards) and Appendix 41 (stewarding).

62. In view of the extensive co-operation necessary between stadium personnel and the police, especially in emergency situations, it is highly desirable for there to be a multi-agency approach to delivering customised training for key personnel involved in football-related safety

arrangements, notably integrated training for police commanders, police officers undertaking specialist football roles, and stadium safety officers and senior stewards. It is also important to link safety training with service considerations, such as ensuring that personnel are aware of the importance of effective communication with vulnerable and disabled persons through the development and training in, for example, searching arrangements for disabled spectators.

R Communication Strategy

63. In view of the extent to which spectator appreciation of stadium safety management arrangements can impact on safety and security risks, encourage increased attendances, and enhance self-regulation by spectators, it is crucial that stadium safety arrangements feature highly in stadium or football club promotional initiatives and communication strategies.

64. It is equally important for stadium management to exploit local media and other communication opportunities to relay important safety information and reassurance to resident and business communities in the vicinity of the stadium and beyond.

65. Of even greater importance is the need for stadium safety officers to consult and liaise with representatives of supporter groups and supporter focused initiatives regarding the rationale for the various components of the stadium safety management arrangements, and to initiate ways of obtaining feedback from spectators on their stadium experience. This should include obtaining supporter perspective on controversial and sensitive aspects of the arrangements, such as entry searching procedures. Much of this liaison can be undertaken with and through the designated Supporter Liaison Officer (SLO), if in place, but direct interaction with supporters can also help identify solutions to ongoing problems and provide a range of other benefits as well as challenges. Similarly, stadium safety officers should periodically liaise with the club's Disability Access Officer (DAO), where in place, and an expert on colour blindness, if different, (such as the UK NGO Colour Blind Awareness) to ensure that stadium safety management arrangements are inclusive.

66. It is also important for the stadium safety officer to oblige stewards to communicate effectively with supporters and adopt a welcoming and respectful demeanour, even in challenging circumstances. Senior stewards should be required to monitor delivery of these obligations and be reminded that experience demonstrates that a commitment to positive interaction with supporters can greatly assist in encouraging spectators to comply with safety instructions and self-manage their own behaviour and that of their peers.

67. Underpinning the importance of effective communication with supporters is recognition that whilst supporter behaviour may be the source of safety and security challenges, ultimately it will be supporter self-management that will provide a major part of the solution.

S Appendices

68 The aim of the accompanying appendices, listed below in alphabetical order for ease of reference, is to provide established good practices in a format that will be accessible to individuals and agencies involved in making football (and other major sports) events a safe and enjoyable experience, including governmental and local/municipal authorities and agencies; police and other emergency services, stadium owners, event organisers and, in particular, stadium safety officers and personnel involved in stadium (and public place) safety management arrangements.

69. As indicated throughout this Recommendation, whilst the primary focus is on football events, the good practice can also be applied in respect of other major sports events and venues. Much of the information provided in the accompanying appendices can be applied to indoor venues. However, there are additional safety related good practices that specifically relate to indoor venues which are set out in Appendix 18. The information contained therein should be considered in tandem with the generic considerations contained in the accompanying appendices.

Appendix	Subject	Convention Article(s)
Stadium Safety		
1	Access and disabled spectators	Article 5.4
2	Barriers (separating elements) - European standard	Article 5.3
3	Closed circuit television (CCTV)	Article 5.3, 5.5
4	Communications	Article 5.3, 8
5	Concourses and vomitories	Article 5.3
6	Control rooms	Article 5.3,5.5
7	Counter terrorism	Article 7
8	(Crowd) stadium safety management arrangements	Article 5.3
9	Drones - remotely piloted aircraft (RPAs)	Article 7
10	Emergency and contingency plans	Article 7
11	Emergency evacuation	Article 7
12	Entry arrangements	Article 5.3, 5.4
13	Entry and exit specifications - European standard	Article 5.3, 5.4
14	Fire safety plans and risk assessment	Article 5.3, 5.5
15	Food and beverages	Article 5.3, 5.4

16	Ground (stadium) regulations	Article 5.3
17	Inclusiveness, racism, and other discriminatory behaviour	Article 5.4, 5.5
18	Indoor venues	Article 5
19	Inspections	Article 5.2, 5.3
20	Licensing and safety certification	Article 5.2
21	Lighting	Article 5.3
22	Maximum safe capacity	Article 5.3
23	Medical plans	Article 5.3, 5.5
24	Operations manual	Article 5.3
25	(Balancing) physical infrastructure and safety management arrangements	Article 5.3
26	Pre-event and post-event checks and briefing	Article 5.3
27	Protecting the playing area	Article 5.3
28	Pyrotechnics	Article 5.5
29	Public address and visual communication systems	Article 5.3
30	Records and audit trails	Article 5.3
31	Risk assessments	Article 5.3, 5.5
32	Safety and security personnel - overview	Article 5.3,5.5,5.6
33	(Stadium) safety officer - role, functions, competencies and training	Article 5.3,5.5,5.6
34	Searching spectators	Article 5.3
35	Seats - European standards	Article 5.3
36	Senior stewards	Article 5.3,5.5,5.6
37	Signage	Article 5.3
38	Stadium design criteria - European standard	Article 5.2, 5.3
39	Stadium plans and specifications	Article 5.2, 5.3
40	Standing areas	Article 5.2, 5.3

41	Stewarding	Article 5.3,5.5,5.6
42	Temporary (demountable) and telescopic stands	Article 5.2, 5.3
43	Ticketing	Article 5.3
44	Traffic management	Article 5.3, 5.5
45	VIPs and other accredited persons	Article 5.3
46	Visiting stewards	Article 5.3,5.5,5.6

Events in Public Places

47	Fan zones (organised and spontaneous) and public viewing	Article 6
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70. It should be stressed that whilst the stadium-focused appendices are presented in a thematic way, purely for ease of access, their content should not be seen in isolation, given the extent to which all of the themes overlap in terms of content and potential impact on the stadium experience. It should also be stressed that while some of the technical content and recommended good practices may appear targeted at modern, well-resourced stadia, the principles enshrined can and should be applied to all football stadia, including those operating in modest circumstances. This obligation is consistent with overarching principle that safety should never be compromised.

Appendix 1

Access and disabled spectators

Attending a stadium to enjoy a football match (or other sport), and the highs and lows it brings to supporters, should be an inclusive experience for all. However, for the estimated 100 million disabled people across Europe, tangible physical and safety management measures are required to ensure that they are not denied access to the football experience. To be truly inclusive, stadia should be designed or adapted to be accessible to disabled spectators and stadium operating and safety management arrangements should be adjusted accordingly.

Definition of disability

The social model of disability says that disability is created by physical, sensory, intellectual, psychological and attitudinal barriers. The social model identifies solutions to remove these barriers within society, or the reduction of their effects, rather than trying to fix an individual's impairment or health condition. The social model is the preferred model for disabled people. It empowers disabled people and encourages society to be more inclusive.

In contrast the old medical model provided the notion that disability is caused by an individual's health condition or impairment. This is an outdated model that is disempowering and no longer supported by disabled people or their representative organisations.

It is important to remember that some disabled people face non-visible barriers and some may have multiple access requirements, but disabled people are limited only by the barriers they face.

For the purposes of disability legislation, it is widely accepted that a person has a disability if he or she has a physical or mental impairment that has a substantial and long-term effect on his or her ability to carry out normal day-to-day activities affecting one or more of the following categories:

- Mobility;
- Manual dexterity;
- Physical coordination;
- Continence;
- Ability to lift, carry or move everyday objects;
- Speech, hearing or eyesight;
- Memory or the ability to concentrate, learn or understand;
- Perception of the risk of physical danger.

However, it is important to recognise that people with a progressive impairment or one that is corrected by a prosthesis, medication or otherwise and those with a severe disfigurement may also be defined as disabled.

Non-visible disability

It is also important to recognise that many people live with non-visible disabilities which can affect their ability to fully participate in the stadium experience. For colour blindness (colour vision deficiency or CVD) in particular, See Annex C.

Moreover, a far greater number of spectators stand to benefit from infrastructural and service improvements designed to make stadia accessible to disabled supporters. A spectator may have a temporary injury and the numbers of older and younger spectators attending football events is increasing in many countries. Statistically, around 75% (source: Barnett et al 2012) of the ageing population will require more inclusive and accessible facilities and services, for example, to accommodate limited mobility and hearing loss. Similarly, according to the World Health Organisation 2001, one in four people will experience mental ill-health at some point during their lives.

Clearly, to be successful in making stadia inclusive it is essential that large sections of the population are not effectively excluded from the football experience, including parents with young children and people not conversant with the local language or dialect.

Good practice guide

That is why UEFA and CAFE (Centre for Access to Football in Europe) have jointly produced a comprehensive "Good practice Guide to Creating an Accessible Stadium and Matchday Experience – Access for All" (www.cafefootball.eu/en/access-all).

The Access for All Good Practice Guide provides a wide range of important technical and philosophical advice about making stadia accessible and the importance of embracing the ethos of inclusivity by stadium managers and safety officers consulting disabled spectators, the representatives of disabled people and qualified access professionals in their country/locality. Such consultation will foster a positive image and might result in unexpectedly creative solutions and processes.

New and refurbished stadia

New stadiums are continually being planned and built, all of which are different because of variations in their location, scale and site. In addition, existing stadiums are constantly being extended, adapted and modernised and every effort should be made to incorporate measures designed to assist and encourage disabled supporters to attend events at the stadium.

The Access for All Good Practice Guide also highlights that it is "a myth" that existing stadia cannot be improved without major and hugely expensive structural changes. Many smart, low-cost design and management solutions are already being implemented by progressive clubs and stadia across Europe: solutions that provide accessible facilities and services to ensure a more inclusive experience for disabled spectators.

An access audit of the existing facilities, and an agreed access plan or strategy, is the starting point of a process, which can then be carried through, to ensure the removal of existing barriers and to ensure the provision of reasonable adjustments.

The Good Practice Guide also provides detailed advice on all matters affecting the football stadium experience for disabled supporters, including:

- obtaining information from the stadium
- booking tickets
- approaching the stadium
- wayfinding and signage
- entry arrangements
- movement/circulation within the stadium
- location of easy access (with no or minimal stepped access for spectators with limited mobility), amenity seating (for spectators requiring extra legroom or attending with a guide or assistance dog) or wheelchair user spaces
- services for blind or partially sighted and deaf and hard of hearing supporters
- accompanying persons or companions and assistance or guide dogs
- catering and toilet facilities
- accessible services such as audio descriptive commentary and assistive listening devices
- exit arrangements
- emergency evacuation
- communications
- and more besides

European Standard

There is also a CEN European Standard (CEN/TR 15913:2009: E) "Spectator facilities - Layout criteria for viewing area for spectators with special needs" which provides technical design options for making spectator viewing areas suitable for disabled spectators, notably wheelchair users. It also suggests options designed to enhance the stadium experience for a range of disabled people.

Disability Access Officer

It is highly desirable for clubs and venues to appoint a Disability Access Officer (DAO), and obligatory under UEFA Club Licensing and Financial Fair Play Criterion (Article 35) for clubs competing in UEFA competitions to have a DAO). The DAO is responsible for supporting the club or venue in ensuring disabled spectators are able to enjoy an inclusive and welcoming football experience. DAOs should provide expert guidance and advice to the club or venue, based on local legislation, UEFA and CAFE standards, consultation with local experts and liaison with disabled spectators. The DAO should report to senior level and work with a number

of relevant departments, such as Ticketing, Marketing and Communications and Human Resources, in order to ensure accessible information, services and facilities are provided and to ensure that all staff are trained in disability inclusion and etiquette.

Standing accommodation

The Access for All Good Practice Guide and the CEN Standard are largely focused on stadium seating areas but it is important to remember that disabled spectators are also entitled to gain access to standing areas in existing or new stadia. There are particular issues to resolve for wheelchair users and other disabled spectators. Many stadia contain large areas of standing accommodation and there could therefore be an imbalance between the numbers of, say, wheelchair user spaces at an all-seated stadium and stadia with mainly standing areas.

National experts on stadium design and accessibility should be consulted about meeting the needs of disabled people in respect of standing areas. Accessible viewing areas should be provided for disabled supporters who wish to be located in standing areas alongside their fellow supporters and disabled seating and wheelchair user spaces should be provided to the same scales as those prescribed in seating areas.

It is essential that accessible seating included within standing accommodation maintains unobstructed sightlines of the pitch and surrounding areas.

Home and away viewing areas

Disabled supporters requiring accessible viewing areas should be able to sit with their own supporters. As such, accessible viewing areas, with sufficient wheelchair user spaces and easy access and amenity seating, should be provided in both home and away areas of the stadium. Further, disabled supporters should be provided with a choice of accessible viewing areas and across all areas of the stadium including general seating areas, and in hospitality and VIP areas.

Where possible, requests for family and friends to sit together with disabled people should be accommodated. For example, a disabled person may be a parent or sibling wishing to attend as part of a larger group. Where required, a complimentary companion ticket should be provided to assist a disabled spectator at the match or event. In some cases, more than one companion may be required e.g. to assist a disabled person using portable ventilation (breathing support) or oxygen requiring constant attendance.

Stadia should also permit disabled supporters to enter with guide or assistance dogs, as some stadiums still do not permit this, thus excluding some disabled people from their venue.

Accessible facilities (e.g. toilets, concessions) and services should also be provided for disabled supporters in the away section.

Appendix 2

Barriers ("separating elements") - European standard

Stadium design varies greatly across Europe and some new or refurbished stadia incorporate concourses in which the use of barriers to restrict freedom of movement is kept to a minimum. In such circumstances, the onus is on the designated stadium safety certification authority to determine if such areas of a stadium are safe and to designate them as such in the safety certificate.

This is important as barriers have long been felt to play an essential and multifunctional role in all stadia in terms of keeping spectators safe from accidents or, in more severe cases, crushing through overcrowding, by encouraging spectators to follow designated and safe routes within the stadia, preventing spectators from falling from high tiers of viewing sectors, and keeping rival supporters separated if necessary. As such barriers are an important component of the stadia physical infrastructure and the delivery of effective stadium safety management arrangements.

The European Standard for barriers in stadia is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European standard EN 13200-3:2005 "Spectator facilities Part 3: Separating elements - Requirements".

This Standard specifies design requirements for layout and product characteristics for separating elements (barriers) within stadia and other spectator venues. It incorporates minimum and recommended values for dimensions and loadings, though the document recognises that some countries may require different requirements under existing national legislation.

The types of barriers covered in the Standard include:

- a) external perimeter barriers
- b) activity (playing) area barriers
- c) segregation elements
- d) crush barriers
- e) barriers in front of and behind seating
- f) ingress and turnstiles
- h) exit doors and gates and
- g) temporary barriers.

The Standard stresses that where walls, glazing, or other elements are intended, at least in part, to perform the functions of a barrier, they should be designed to ensure that they satisfy the same dimensional and load bearing criteria and calculations set out for barriers, or for structures to be supplemented by the use of additional barriers meeting the Standard.

Barriers should have sufficient colour contrasting to enable them to be clearly seen and distinguished by colour blind and partially sighted spectators, employees and officials.

Appendix 3

Closed circuit television (CCTV)

The installation of adequate and effective closed-circuit television (CCTV) systems, complying with national and international standards, with monitor screens and control consoles located in the control room is a pre-requisite to delivery of an effective and integrated approach to safety, security and service within a stadium and its environs.

CCTV can be crucial for ensuring effective delivery of stadium safety management arrangements, notably because it enables the stadium safety officer to monitor live events, identify emerging safety risks and determine appropriate remedial actions before the safety scenario develops to the extent of putting the safety of spectators at risk (for example, any overcrowding at stadium entrances or exits or on concourses or in stands). It also ensures that the stadium safety officer, or designated representative, can monitor if stewarding activities are being undertaken in an appropriate way.

CCTV is equally crucial in terms of monitoring any actual or potential public order or other criminal incidents and determining an early and targeted response or other action designed to manage and reduce conflict scenarios. The image recording capability of effective CCTV systems are also vital in terms of assisting any post incident investigations and providing hard and convincing evidence of misbehaviour.

CCTV can also help monitor the demeanour and treatment of spectators. Are they being welcomed and responding willingly to safety and security instructions? Are refreshment and toilet facilities fulfilling their purpose effectively? Is the event being spoilt for some spectators by the behaviour of others or other interferences? Again, any emerging problems can be identified and corrected at an early stage to help ensure that spectators feel valued, welcomed and inclined to be compliant with the requests of safety and security personnel.

However, the potential to exploit the most sophisticated of CCTV systems is dependent upon images being continually monitored in the control room (see Appendix 6).

Good practice

CCTV should include coverage of the following areas:

- All entry and exit points;
- Approaches to the stadium;
- Spectator accommodation inside the stadium;
- Stairways and passageways;
- Concession/refreshment areas;
- Broadcast/TV compound;
- Player and officials drop-off and pick-up points;
- Corridors leading to players' and officials' dressing rooms;

- Player entrance onto the field of play;
- Other key facilities including on-site power generators;
- Other potential risk areas.

Personnel monitoring and operating the system should be suitably trained and, where appropriate, qualified in the operation of CCTV systems. They should also be trained in the interpretation, use and storage of the data in accordance with national operating and data protection laws and regulations.

CCTV equipment should be capable of being set up to meet the needs of disabled operators, including colour vision deficiencies.

An uninterruptible power supply (UPS) should be provided to ensure continued operation of the CCTV system even in the event of a power failure.

Any back-up power supply should be sufficient to enable the CCTV system to continue to function at full load in an emergency, such as a fire or a failure of the mains supply, for up to three hours.

The CCTV system should be inspected and tested, and be subject to an ongoing maintenance programme, on a regular basis.

Additional points which should be considered include:

- a wide range of CCTV options are available ranging from basic to highly sophisticated, but given the need for the images provided to be sufficiently clear and distinct to enable personnel in the control room to monitor effectively the areas covered, and submit as evidence in the event of any misbehaviour, care should be taken in selecting the appropriate system
- at the top end of the range, cameras and associated systems with a capability of delivering 30 frames per second and 220 pixels are available while the minimum quality of cameras generally considered sufficient to provide reasonable capability should be able to deliver 6 frames per second and 50 pixels per foot;
- the system should make provision for video recording and still photographs of all CCTV images;
- where a CCTV system is to be used for other purposes (for example, for 24 hour site security), care should be taken to ensure that the equipment is suitable for extended use, otherwise, this may result in the system's failure at a crucial period during an event;
- the positioning of monitors requires careful consideration to ensure that the images are not adversely affected by light or glare from windows or from overhead lighting;

- the equipment should be able to function effectively in all light and weather conditions and, for example, if there is safety netting in place behind the goals or other risk areas.

Detailed standards

CCTV recordings should be securely stored for a nationally defined period following a match. If there is an incident or accident occurring during a match, recordings shall be securely stored in a format that can be reviewed as required. Full account should be taken of national data protection obligations.

It may be desirable or necessary for the control room to have access to documentation certifying that the CCTV system and its operation complies with national legislation.

CCTV – assessment of need

If it is decided to install a new CCTV system, or upgrade an existing one, a detailed specification should be drawn up to meet the operational requirements of crowd management arrangements, and the police, before contractual negotiations and procurement commence.

CCTV – risk assessment

The primary risks associated with not having an effective CCTV system within a stadium centre on difficulties in monitoring and recording events in real time and responding immediately if and when potential problems or incidents are identified.

In order to establish which areas need to be covered by CCTV, a detailed risk assessment of every part of the stadium is required.

This assessment should identify the level of risk in each area. For example, a turnstile area at the end of a confined space may be assessed as a high risk, and a hospitality lounge a low risk.

The assessment should also take into account the nature of the risk, the likelihood of an incident occurring and the potential consequences.

Such an assessment will help the stadium safety officer establish the level of CCTV coverage required.

The risk assessment covers all parts of the stadium and its environs, identifying the following points for each area:

- the type of risk; for example, over-crowding, crushing or the existence of a steep slope or escalator;
- the image required for monitoring purposes in the control room; for example, a general view, long shot, or closer view showing head and shoulders;

- the number of images that might need to be viewed in detail and simultaneously, in the event of an incident or incidents (this may determine the number of cameras in a specific area);
- whether the image should be monochrome or colour;
- the levels and types of lighting in specific areas, in both normal and emergency conditions.

Generally, the risk assessment requires no technical knowledge of CCTV though access to technical expertise can add value. However, the risk assessment should be undertaken with the assistance of the relevant local authorities and other agencies, notably the body responsible for issuing the stadium safety certificate.

The findings of the risk assessment, together with a stadium plan indicating the location and coverage area of each camera, and any associated paperwork, should be combined to provide a clear statement of the CCTV system's operational requirement.

To avoid any uncertainty, stadium regulations and related signage should make clear to spectators that on entering the stadium, they are doing so in the knowledge that CCTV is in operation and that images of any criminal or other prohibited behaviour may be used by the relevant authorities.

Appendix 4

Communications

Effective communications within the stadium complex is a pre-requisite of effective safety management arrangements. It is a crucial for ensuring that: service provisions are being delivered appropriately; crowd behaviour is monitored in order to detect and respond appropriately in quick time to any emerging threats or tensions; and safety and security incidents, small or large, are dealt with effectively and proportionately and in accordance with the arrangements set out in stadium contingency plans (see Appendix 10).

Whereas the need for effective communications is self-evident in the event of a significant safety or security scenario, the actual need extends to ensuring that all aspects of the stadium safety management arrangements are working as planned. For example, effective communications are crucial in terms of responding to what might initially appear to be minor safety, security or service frustrations or tensions but which, without a quick and appropriate response, can escalate into more significant and inter-related challenges.

To maximise the operational benefit of good communications, it is crucial for there to be designated radio and/or telephone links between the control room and all stewarding operations. The risks of not having these links in place are manifold. The need to provide reassurance and instruction to stewarding personnel confronted with challenging situations cannot be over-estimated, given the extent to which scenarios can evolve and be transformed by an inappropriate and/or insensitive stewarding response. For example, the impact, say, of a delay on entry or a refreshment provision failure can quickly lead to: overcrowding; increasingly frustrated and irritated spectators; associated non-compliance with what might be perceived as inappropriate and disproportionate stewarding; and the exacerbation of a minor scenario into a major safety and security risk.

Communication links with the designated Supporter Liaison Officer, and representatives of supporter groups or supporter focused initiatives, and Disability Access Officer can also provide added value in helping to diffuse any increasing tensions and identify possible solutions to emerging problems.

It is equally crucial that the control room has effective and resilient communication links with the police, medical and fire services and all others with a role in the safety management arrangements.

Radio communications

Depending upon the scale of the stadium safety management arrangements, radio usually forms the main means of communication between the control room and stewards (or stewards' supervisors). If telephone links are not provided, radio might also be used for communication with other personnel such as the designated stadium medical team, turnstile controllers, members of the emergency services and car park or traffic controllers.

It is recommended that a licensed frequency should be used for radio communication. Unlicensed frequencies can be interrupted by external radio traffic and may compromise important safety messages. Advice on the use of licensed frequencies is available from the national governmental or other authority designated with responsibility for communication systems.

When considering radio communications, the following points should be taken into account:

- i) radio links may operate from either a radio base station or simply by hand held radios. Where appropriate, if a base station is provided, it should be located adjacent to the communicator's workstation, to assist in the exchange of information;
- ii) a separate command channel between the control room and key safety personnel, such as steward supervisors, may be desirable;
- iii) if possible, there should also be a backup radio channel within the system;
- iv) any police radio facilities available for the maintenance of public order should augment and not be regarded as a substitute for the stadium's own communications system;
- v) the police will advise on the extent of their radio requirements in the control room given, for example, the possible need for extra space to be allocated for more than one police communicator, and/or for the provision of a voice recording facility;
- vi) consideration should be given to the provision of space for any ambulance or voluntary aid organisations radio equipment, in the event of this equipment being operated from within the control room or from an adjacent room;
- vii) personnel who operate two-way radios require an environment in which they can hear comfortably and avoid having to raise their voices - good quality equipment, including the provision of appropriate headsets and microphones, should therefore be considered;
- viii) the location of aerials should take into account the possibility of radio interference.

Telephone communications

Ideally, but particularly at larger stadia, two forms of designated telephone systems should be provided: internal and external.

Telephone communications – internal

To complement radio communications, the internal telephone system should provide the link between the control room and key points around the stadium.

Where possible, the internal system should meet the following requirements:

- i) it should be independent of any other internal telephone system operating at the stadium;
- ii) it should be possible for the operator in the control room to select which line to talk to without being blocked by other calls;
- iii) telephone lines provided for emergency use should meet the relevant national standard; that is, persons who have need to use the system should not have to travel more than 30 metres to reach an emergency telephone;
- iv) it is essential for the control room to have telephone links with all key points in the stadium, including:
 - all entry and exit points and/or turnstile blocks
 - all stewarding operational rooms
 - public address operating booth
 - stadium management offices
 - referee or event official rooms
 - lighting control rooms
 - emergency power centres
 - medical rooms
 - police rooms
 - rendezvous points
 - ticket office
 - Supporter Liaison Officer (SLO)
 - Disability Access Officer (DAO)
- v) for safety related communications, the use of mobile telephones should be discouraged. In emergencies their use may not be possible owing to the network becoming overloaded.

Telephone communications – external

In addition to, and independent of, the internal system, telephone lines should also be available for direct and immediate telephone communication between the control room and the fire service and/or other emergency services.

External telephone lines designated for emergency use should not be used for any other purposes.

Intranet and internet communications

Expert advice should be obtained regarding the use of any stadium intranet or internet communication arrangements. Such systems should always be complementary and not a substitute for effective radio and telephone systems.

Checks and inspections

It is crucial for all communication systems and equipment to be checked and thoroughly inspected on a regular basis by a competent person and tested to the full in exercises.

Training

It is equally important for all key personnel to receive training and be tested on the use of communications equipment.

Appendix 5

Concourses and vomitories

A **concourse** is a circulation area that provides direct access to and from viewing accommodation to which it may be linked by vomitories, passageways, stairs or ramps. It serves as a milling area for spectators for access to refreshments, entertainment and toilets, and may also be part of the entry and exit routes.

A **vomitory** is an access route built into the gradient of a stand which directly links spectator accommodation to concourses, and/or routes for ingress, egress and emergency evacuation. Passage through a vomitory can be either level, or via stairways, and can flow either parallel or transverse rows of terraces or seats.

Concourses

Concourses play an important role in the stadia experience being the location where supporters gather to obtain refreshment, use the toilet facilities and otherwise socialise before, during (notably at half time) and after the event. They can also be a location for friction and confrontation in certain circumstances. The interaction between stewards and supporters (and those that represent or work with them) can be key in ensuring that concourses provide a controlled but comfortable environment designed to enhance the stadium experience.

Subject to a safety risk assessment, consideration can also be given for designated concourses to be used for temporary supporters' activities pre-match or post-match. The concourses are the place where supporters meet each other before, during and after the game and can engage in a positive manner.

However, concourses are also an integral part of the stadium circulation system and must therefore be monitored and managed at all times when spectators are in the ground.

As indicated, increasingly, concourses also form an important access route to facilities provided for the comfort and enjoyment of spectators. As such, it is important that neither the design nor stadium management arrangements in concourses adversely affect the safety of spectators. This can be a particular concern at older stadia where concourses, originally designed for general circulation only, have been fitted with additional facilities which considerably add to the usage of concourses during peak times.

Key concerns are the size of the concourse, the travel routes between the concourse and vomitories, and between the concourse and entry and exit and emergency evacuation routes.

In general, these routes should be as direct as possible.

Concourses and fire safety

The presence of commercial and catering facilities in concourses, particularly when these have been added to existing structures, also raises concerns about fire safety. For this reason, under no circumstances should any significant modifications be carried out, nor any commercial or catering outlet be installed, nor any changes to wall or floor surfaces be undertaken, without prior consultation with the authority responsible for enforcing fire safety legislation. This consultation should be recorded in written form.

Size of concourses

The ease of circulation and the comfort of spectators will be largely determined by the width and spatial arrangements of the concourse.

For new construction: the width should take into account the entry, exit and emergency evacuation capacities required, as for any circulation route, including for disabled spectators. The width should then be increased to take into account the additional anticipated usage of related facilities.

Experience shows that this usage may be greater than is often expected. Whilst it is difficult to determine a precise occupancy level for a concourse it is recommended that the size of the concourse should be determined using a predicted occupancy level of between 30% and 50% of the capacity of the viewing area that the concourse serves.

It is recommended that all new sports ground concourses should be designed to allow at least 0.5m² per person (a density of 20 persons/10 m²) expected to occupy the concourse at peak times.

For existing construction: where concourses have been upgraded with additional facilities, leading to greater usage at peak times, the stadium safety officer should allocate extra stewarding, and where appropriate, extra CCTV coverage, in order to monitor the circulation and milling of spectators. Where necessary, the stadium contingency plans (see Appendix 10) should include a response to the problem of overcrowding in concourses.

If congestion in concourses is a regular occurrence, consideration should be given to re-locating refreshment facilities to, or providing additional facilities in, other areas.

Circulation on concourses

Concourses should be designed to allow for the smooth, unimpeded passage of people through the entry and exit routes. In addition, careful design should ensure that during periods of peak use circulation is not impeded.

In order to achieve this, the following requirements should be considered:

- a. the positioning of travel routes – for general ingress, egress or access to toilets or catering outlets – should not create cross flows; that is, people moving along the concourse should not be impeded by large numbers crossing their path;
- b. similarly, the positioning of catering outlets and toilet entrances should be such that queues do not impede the circulation of people along the concourse, nor the entry of spectators into the concourse from viewing areas or direct from turnstiles;
- c. catering outlets and toilet entrances should not create any unacceptable risk, or be positioned immediately next to the foot of vomitories or stairways leading from viewing areas in order to avoid congestion in the vomitories - priority lanes for disabled people should be clearly identified and respected;
- d. the number of toilets and catering outlets provided should be adequate to avoid congestion and spectator discomfort, but spaced sufficiently apart in concourses to avoid queues for each becoming disorderly and, thereby, creating additional potential congestion - accessible toilets should be clearly signposted and located within 40m of accessible seating areas, along accessible circulation routes;
- e. consideration should be given to providing live coverage of the football action on television monitors to allow spectators to keep in touch with the action and be encourage use of facilities outside of peak periods; and
- f. however, television monitors, or any other forms of display which might encourage large numbers of people to gather, should not be located in an area of the concourse (for example, close to the foot of vomitories or toilet entrances) that is already likely to be congested.

Design of concourses and related facilities

The design of concourses should, wherever possible, take the following factors into consideration:

- a. signs should be provided at such a level and in positions which enable people to read them during periods of peak usage. The signs should also be placed facing both lateral and transverse directions to enable people entering the concourse from any entry point, especially vomitories, to make a quick decision regarding which direction to take in order to reach their intended destination;
- b. where possible, natural lighting should be maximised in order to assist in the safe and efficient flow of people towards exits, and to create a more comfortable environment;

- c. contrasting colours, for example on floors, walls, fittings, handrails and furniture, are recommended as these will be of benefit to all spectators and greatly assist the safety of those who have a visual disability and disabled spectators generally;
- d. full account should be taken of light reflectance values (LRV). LRV's are used to calculate colour contrasts between signage and other physical objects (against walls surfaces etc). The LRV scale runs from 0 (fully absorbing surfaces like black) to 100 (reflective surfaces like white). Colour blindness experts recommend a minimum LRV differential of 30. An LRV differential of 70 provides a good contrast ratio;
- e. the flooring of concourses should be slip-resistant, in particular in areas where spillage is likely (for example, around catering outlets), and in areas where rainwater can be tracked in from vomitories and external areas;
- f. where concourses form part of an emergency evacuation route they should be designed to be a very low fire risk. For example, having at least a 30 minutes fire resistance from catering and other outlets which may contain a fire risk. Consideration may also need to be given to the provision of smoke containment and/or extraction measures;
- g. at grounds where areas of viewing areas are segregated, the design of concourse areas should ensure that any divisions do not exclude the provision of amenities in one part of the concourse;
- h. the planning of concourses, whether new or for refurbishment, should take into account the service needs of all facilities, and other safety management details such as the location and type of litter bins and the provision of shelving for refreshments. These should not be sited in such a way as to impede passage through egress routes.

Management of concourses

Owing to their considerable use during peak periods, it is essential for the stadium safety officer to allocate resources and staffing to manage concourses, before and during events.

The following factors should be considered:

- a. concourses should be competently stewarded and, where possible, monitored by the use of CCTV cameras;
- b. the location of any temporary fittings or kiosks should not impede the circulation of spectators through the concourse;
- c. the delivery of supplies and services to catering outlets or toilets should not impede spectator circulation;

- d. waste, litter and spillages should be collected and removed at regular intervals. Spillages are regarded as a contaminant and will adversely affect the slip resistance of floor surfaces;
- e. the stadium safety officer should consider the provision of a safety station on each concourse. This is an area containing emergency equipment such as fire extinguishers, a fire blanket and a loud hailer, along with an emergency or key point telephone and contact details for the first aid post. It can provide an effective communication point between the ground control point and stewards on the concourse. It can also serve as reporting point for staff in the event of an emergency. It is not suggested that a safety station should be staffed at all times. However, stewards should all be aware of its location.

Prevention of overcrowding

It is recognised that spectators will not be distributed evenly throughout a concourse. There may be greater concentrations immediately adjacent to refreshment outlets. However, where the overall occupancy level in a concourse is likely to reduce the floor space below 0.5m² per person, the stadium safety officer should assess whether to put in place strategies to control the numbers entering. These could include:

- a. opening up a controlled capacity overflow area outside the concourse to locate catering and other facilities;
- b. where possible, extending the opening times of the catering and other facilities so that spectators do not all seek to enter the concourse at the same time and/or by controlling access flows to concourses;
- c. providing refreshment services at other points within the stadium;
- d. limiting the facilities on the concourse, for example by closing bars or turning off televisions, so that spectators are discouraged from entering;
- e. using stewards and the public address system to advise spectators that concourses are congested.

If the stadium safety officer's strategy for controlling the numbers entering the concourse fails to resolve the overcrowding, the safe capacity stadium management factor (see Appendices 22 and 25) for the viewing areas served by the concourse should be reduced.

Vomitories

Vomitories are a common means of reducing travel distances in stands. They are also an aid to safety management, allowing stewards and other personnel to gain direct and easy access to particular areas. There are several different designs and layout of vomitories but, in general, the following requirements should be met:

- a. if passage through the vomitory is by steps, the design, dimensions, barriers and handrails should meet the requirement for all stairways;
- b. all step edging should be marked in a highly contrasting colour along the junction of both the treads and the risers and along any exposed side edges, applying minimum LRV differentials. All edging materials and markings should be regularly maintained to avoid creating a potential hazard such as arising from faded paint;
- c. whether passage through the vomitory is by steps or by level passage, its approaches should also be controlled as for any stairway at a stadium: that is, people should be able to approach the vomitory only from the front and/or from its sides. The approach to the vomitory may only be from behind if it is controlled by the routing of gangways;
- d. in standing areas where there are no gangways routed around the vomitory, it is recommended that such gangways be provided. If this is not practical, however, barriers should be positioned at each side of the vomitory's entrance. This is to ensure that spectators approaching from behind have to pass around the ends of the barriers and therefore approach the vomitory entrance from the sides. These barriers should be protected (by infill or screening), to prevent spectators climbing through and approaching from behind;
- e. in all areas of a stadium, consideration should also be given to providing protection against objects being accidentally knocked onto spectators passing through the vomitory;
- f. safety management arrangements should ensure that no spectators or non-essential staff are allowed to stand in vomitories during an event. Similarly, during entry and exit, stewards should position themselves to ensure the unimpeded passage of spectators. This is essential towards the end of an event (or significant part of an event) in order to prevent overcrowding and facilitate the exit of those spectators who wish to leave; and
- g. it is recommended that vomitories are clearly identified both internally and externally, and on all site plans, so that resources can be quickly directed to wherever they may be required. Vomitories for people with a disability should be clearly identifiable and signposted.

Appendix 6

Control room

The stadium control room lies at the heart of effective stadium safety management operations. It is the location at which all key safety and security personnel (or their representatives) should be co-located to ensure ongoing CCTV monitoring of all aspects of the event operation and appropriate and early action in response to any emerging operational incident or malfunction.

The risks involved in a stadium not having an effective control room are manifold, not least because the absence of a well laid-out and appropriately resourced and equipped control room greatly increases the potential for serious delay and confusion when an early and effective response to a problem is required.

The control room, and associated monitoring of the CCTV system, is integral to ensuring an effective and integrated approach to all safety, security and service activity during an event. For example:

Safety: the control provides the ideal location for the stadium safety officer to monitor spectator safety and to liaise with partner agencies before determining the appropriate remedial action necessary to minimise a potential or emerging safety scenario at any location within the stadium and/or its environs at any time before, during or after the event.

Security: the control room also provides the central location where the safety officer and co-located police representative can jointly monitor any criminal or anti-social behaviour and jointly determine in real time the appropriate intervention or counter-operation.

Service: the control room also provides the means for monitoring the mood and treatment of spectators and the effectiveness of key stadium facilities like refreshment outlets and toilet provision. This will assist in determining what action may be necessary to address any spectator concerns and enhance their sense of being accommodated in an appropriate and hospitable manner in order to maximise compliance with potentially crucial safety and security instructions.

Staff: Control room equipment, documents, plans and other information tools, whether digital or physical, should meet the needs of staff with non-visible disabilities including colour blindness. To ensure colour blind staff do not make inadvertent mistakes, it is important to review existing equipment and ensure cross-checking protocols are in place, if necessary, to ensure interpretation of important safety information is not dependent upon one person.

Design of a control room

The police and other emergency services should be consulted regarding the location and design of the stadium control room.

Care should be taken to ensure that spectator views are not obscured or restricted.

Glazing to the front of the control room should be constructed at an angle, to reduce both glare and reflections internally. Where there is no roof, cover angled windows can also help to overcome the problem of poor visibility in wet weather.

Placing the rear work stations on a raised working area behind the front rows allows key operational personnel (for example stadium safety officer and police commander) to remain at their stations but still have a clear view of both the screens in the front row and the stadium beyond. The raised platform is also ideal for showing visitors the set up without disrupting working routines and offers convenient access for cabling and the storage of equipment.

Disabled access to raised control rooms needs to be considered.

Functions of a control room

A control room has a number of primary functions, including:

- a. to ensure close co-operation between key stadium and police and other emergency service personnel and ongoing and integrated command and control arrangements;
- b. to monitor the safety of people inside the stadium and its immediate vicinity;
- c. to monitor entry into the stadia and ensure compliance with the designated safe capacity;
- d. to monitor fire alarm systems, provide access/over-ride of public address and visual communication systems, emergency power systems;
- e. to co-ordinate responses to specific incidents and emergencies, including, in extremis, evacuation arrangements;
- d. to provide, if required, a monitoring facility for the emergency services; and
- e. to monitor crowd behaviour and ensure a timely and targeted response to any emerging or localised public order risks or scenarios;

Explaining the purpose of a control room

The control room and its functions should be explained to Supporter Liaison Officers and/or supporter groups, where possible, in order to ensure transparency and enhance perceptions that stadium safety arrangements are proportionate and reasonable.

Staffing a control room

Each stadium is unique and the stadium safety officer, in consultation with the emergency services, should determine the number and tasks of personnel required to be deployed within the control room.

It is recommended in order to prevent distraction or interference in the operation of the control room, access should be restricted to essential personnel.

Essential personnel will usually include:

Stadium personnel

- **Stadium safety officer** or designated deputy, to oversee the stadium safety management arrangements which necessitates a clearly defined workstation providing a view of the spectator area and of the control room;
- **Radio operator** to handles radio communications with nominated stewards, sports ground offices, turnstile controller and/or other support services (for example fire and ambulance);
- **CCTV operators** to view CCTV monitors and interpret images;
- **Turnstile/crowd supervisor** to monitor computerised or mechanical turnstile counters;
- **Loggist** to record incidents as they occur - a loggist will require a workstation, either adjacent to the safety officer or radio operator;
- **Exit gate supervisor** to monitor the control equipment and displays at all times;
- **Fire alarm observer** to view fire alarm monitors.

Control room equipment, plans and other information tools should meet the needs of disabled CCTV operators and other control room personnel, including operators with colour vision deficiencies.

Police personnel

If it is considered appropriate for police to be in attendance at the event, designated police personnel should be co-located in the control room. Their numbers and roles will vary according to the size and character of the stadium and the event, but is likely to include:

- **Police commander** to initiate and supervise police public order operations in and around the stadium and determine the response to any other form of criminality. To assist an integrated approach and share relevant information, the designated workstation should be alongside or in close proximity to that of the safety officer. Both the police commander and the safety officer should have easy access to the public address system via the override facility provided in the control room;
- **Police radio operator** to handles radio communication between the control room and officers deployed inside and immediately outside the sports ground. The operator may also have responsibility for land-line links to key points within the ground and other emergency services away from the stadium (including the local police station). The number of operators needed is determined by the number of radio channels and the scale of the operation;
- **Police CCTV observer or operator** (depending upon whether stadium personnel or the police operate the CCTV system) to view the CCTV monitors either directly or alongside stadium CCTV operators. The number of observers shall be determined by the number of monitors to be viewed, the scale of risk involved, and the stadium's

capacity to share the CCTV monitoring duties. Each observer will require a workstation;

- **Police loggist** to maintain a log of all incidents and responses that may impact upon public order or public safety. A workstation is required either adjacent to the police radio operator or police commander;
- **Police football intelligence officer** could also be present for surveillance of supporters.

Emergency services personnel

Representatives of other emergency services should be located in the control room in order to manage medical and/or fire service response to any incidents.

Additional authorised personnel

Other personnel whose statutory or professional duties require entry to the control room can include representatives of the local authority, and the relevant governing bodies of sport.

Workstations will not be required for these additional personnel. If space allows, however, it may be worthwhile designating a clear area where visitors can observe, without interfering in the work of the control room.

Flexibility

The number of staff working in the control room will vary according to the size and character of the stadium and/or the risk associated with the particular event.

The design of the control room and the specification of materials used should allow for flexibility.

Ideally there should be no artificial divisions or barriers between the crowd management operation and the police operation.

Location of control rooms

The location of the control room should, as far as possible:

- command a good, unrestricted view of the stadium, playing area and as much of the spectator viewing area as possible;
- be conveniently accessible for all authorised personnel in normal and emergency conditions, without depending on circulation routes or emergency evacuation routes used by large numbers of spectators;
- be capable of being readily evacuated in an emergency;
- not restrict the views of any spectators. Nor should it have its own views restricted by the close proximity of spectators;

- take into account any long-term plans for the stadium, to ensure that, wherever possible, construction work and new structures will not disrupt its operation;
- not be located adjacent to an area of high fire risk that might compromise its function during an emergency.

Field of view and visibility

The most important factor determining the location of the control room will be the ability to see as much of the activity area, circulation areas and viewing areas as possible. A location with serious blind spots should be avoided. Where less serious blind spots are unavoidable, those areas should be covered by CCTV and/or stewards.

Long-term planning

Wherever the control room is located it is important to consider the future potential use of space e.g. a new or extended stand or a scoreboard.

Access to the control room

For ease of movement and communications it is preferable to locate the room or area used for the pre-event briefing of safety and security personnel as close as possible to the control room.

Consideration should also be given to access routes to the control room in the event of an emergency, when the control room will need to act as a command centre. However, it is also vital to be able to evacuate the control room itself, should this be necessary.

Safe and convenient access for maintenance should be considered. Particular consideration should be given to access to the cleaning of the external glazing to a control room.

Security of the control room

Stadium control rooms contain valuable equipment which needs to be protected when not in use. Furthermore, national legislation may require data to be securely stored, CCTV images and other data held within the control room needs to be protected. It is therefore necessary to consider the overall security of the stadium when choosing a location for the control room.

Command of control rooms

In normal conditions, command of the control room and its communication systems should be the responsibility of the stadium safety officer.

If the police are on duty in the control room, there should be a clear, unequivocal understanding of the division of responsibilities between their personnel and the stadium personnel. This understanding should be recorded in a written document.

Secondary control room

The stadium safety officer should plan how the stadium safety management arrangements will continue to be effectively managed if the primary control room is rendered unusable owing to fire or other emergencies.

Whilst there are different views about the proximity of the public announcer's room to the control room, one potential benefit of locating the PA facility away from the control room is to allow for emergency public address messages to continue in the event of the control room facility becoming inoperable.

Other potential locations for a secondary control room could be a hospitality box or an office within the stadium. However, whatever site is chosen, it is important that systems are put in place to ensure the control team will be able to continue to operate effectively. Stadium contingency plans should therefore identify how the flow of information to and from the secondary control room will be maintained if the main control room is unavailable or has to be evacuated in an emergency.

Equipment of control rooms

It is important to match the equipment of the control room with the reasonable requirements of the stadium. This is especially the case in respect of the designated means of communication.

This may include communication by radios, telephones, coded announcements over the public address system, electronic systems, written and spoken messages, provided that the lines of communication remain open in all normal conditions and are clear, efficient and reliable.

Electronic securing systems

At stadia where electronic securing systems, also known as automated exit gate release systems, are installed, a designated exit gate supervisor should be stationed in the control room.

The sole duty of this person should be to operate and monitor the main console or computer display installed as part of such systems.

At exit points, any "push button" systems designed to enable a steward to operate a bank of doors should have a cover plate and be positioned to a side wall, not in the centre or immediately adjacent the door, in order to prevent misuse.

Written records of the operation should be maintained and made immediately available to the safety officer.

A main console or computer should be provided for such systems, producing a diagrammatical display of the stadium and identifying each controlled gate.

Auxiliary power

It is essential that power is maintained to provide the continuous operation of all control room functions and selected communications systems in the event of a power failure, fire or other emergency.

Auxiliary power should therefore be provided, sufficient at the very least to enable emergency lighting, the public address system, CCTV and all other safety-related installations to function for a minimum of three hours after the failure of the normal supply.

It is essential to regularly test the necessary communication systems to ensure that they do continue to function normally when the auxiliary power takes over.

The stadium safety officer should prepare contingency plans to cover the possibility of a power failure.

If the auxiliary power source is capable of supplying the entire load for the stadium for a minimum of three hours, it may be possible to continue the event, provided it is scheduled to finish and the stadium be cleared of spectators within this period, and no other emergency exists. In such cases, the auxiliary power supply must itself be provided with additional back-up power.

Displayed communications within the control room

Depending on the size and type of the stadium, information will need to be displayed inside the control room. This is best achieved by the use of display and deployment boards. Such boards might display the following:

- a plan of the stadium and its immediate approaches;
- a plan showing the location of fire alarm points and firefighting equipment;
- a list of key contact persons and contact arrangements;
- a wipe board for the deployment of stewards;
- a wipe board for the deployment of police officers;
- a wipe board showing the location of ambulance service, voluntary agency and spectator doctor;
- where no computerised or mechanical readouts are available, a wipe board to display the number of spectators passing through the turnstiles.

Documentation to be stored in the control room

As an aid to communications within the control room, storage space should be provided for documentation that might be required for instant reference. Such documentation is likely to include:

- the stadium operations manual (in which all key documentation is located) - see Appendix 24;
- a copy of the stadium's contingency plans - see Appendix 10;

- relevant details of the national or municipal emergency plans - see Appendix 10;
- where there is one in force, a copy of the safety certificate, and any other records required as a condition of the safety certificate - See Appendix 20;
- where possible, copies of detailed scaled drawings of each section of the stadium.

Creating the right environment

The stadium control room is a workplace and should comply with national workplace regulations.

The health, safety and welfare needs of all personnel working within the control room must therefore be addressed, not only as a legal duty but to enable them to work safely, efficiently and comfortably. Where possible, therefore, the following consideration should be taken into account.

a) Temperature

- The temperature within the control room should be able to be efficiently controlled in order to maintain a reasonable temperature within the workplace.
- It is recommended that the minimum temperature in the control room should be 16 degrees Celsius.
- The temperature should not be allowed to rise, in hot weather or owing to the heat generated by equipment in the room, to levels which result in discomfort or could affect staff performance.
- It may be necessary to install suitable environmental comfort cooling equipment.

b) Ventilation

- Fresh air supply rate should not normally fall below five to eight litres per second, per occupant.

c) Lighting

- Light levels need to be sufficient for safe and comfortable working.
- Bright overhead lighting should be avoided, as it can cause unwanted glare both on the screens and on glazed areas.
- Diffuse lighting is preferred, with individual, flexible task lights for specific work stations.
- Main lights should be fitted with dimmer switches in order to avoid a mirror effect on the windows during evening events.

d) Workstation design

Ergonomically suitable work-stations should be provided:

- desk heights should suit the range of users - typically 720mm will be appropriate, but foot rests may be required by smaller people;
- keyboards should be located in a position relative to the operator and monitors should be adjustable to suit the operator;
- desk tops should have low reflective surfaces;
- walls should be finished in subdued colours to reduce the contrast between display screens and adjacent areas;
- there should be no drawers or trays under the desk to encumber people's legs or movement as they sit at the workstation.

e) Noise

- Personnel who operate radios and land-lines require an environment in which they can hear comfortably and avoid having to raise their voices. Good quality equipment, including the provision of appropriate headsets and microphones, should help to improve two-way communications and reduce voice levels.

Flexibility for changing technology

The internal design of the control room should be such that the introduction of new technologies can be facilitated without the need for extensive structural or building works. The development of digital systems provides better control of the cameras, more efficient data collection and retrieval. This has increased the number of computer devices within the control room required to store data.

Electrical components and fire safety

Certain electrical components, for example steward and police radio equipment and public address systems, generate heat. The combined effect of this heat can have a detrimental effect on the equipments' ability to function correctly and in extreme cases, lead to equipment failure. Therefore, when installing electrical equipment the total heat output should be ascertained and if necessary environmental controls installed, for example natural ventilation or air-conditioning.

Whatever equipment is installed, appropriate firefighting equipment must be provided in the control room. Where there are kitchen facilities, a fire blanket should also be provided. Consultation with the local fire authority is recommended at an early stage of the planning and installation process.

Electricity appliances

The routing of cables and the location of electrical and other equipment should not create trip hazards or the risk of fire. Cables should be fixed wherever possible. The use of extension leads and multiple adapters should be avoided.

Routine visual checks should be carried out to detect faults such as damaged cables, plugs and insulating cases. In addition, there should be suitable periodic testing of all portable appliances. The advice of a competent electrician should be sought on the testing required.

Cleaning

Control rooms and particularly the floors must be kept clean to reduce the effects of dust on electrical equipment.

For ease of use, display screens and monitors must be kept free of dust, fingerprints and grease stains. Particular care should be taken to ensure that inappropriate cleaning materials are not used accidentally on screens and other pieces of electrical equipment, as this can lead to damage.

Observation room

The provision of an observation room, adjacent to the control room, can help to reduce congestion and avoid extraneous activity and noise inside the control room.

Every control room receives visitors, from a variety of services and organisations. By using the observation room, visitors can share information with personnel inside the control room, observe all the activities, yet not impede the actual work of the control room.

In addition, certain individuals – such as fire officers, ambulance officers or first aid supervisors – need to maintain contact with people around the stadium, but because they come and go, do not need a fixed workstation inside the control room.

For these people, it may be desirable for the observation room to be fitted with a desk area and any necessary sockets for radios or land-lines.

The provision of this additional work area also allows the control room's activities to be expanded for special events.

There should be a sliding window between the observation room and the control room to facilitate visual communication and allow messages to be passed through.

Conference room

Again, where space and resources allow, a conference room adjacent to the control room can be of benefit, for briefings, meetings, personnel relaxation and to act as a crisis management centre.

The conference room could simply be part of the observation room or part of an expanded lobby area. It does not need any view of the event.

Personnel facilities

Adequate refreshment and toilet facilities, located in close proximity, should be provided for control room personnel.

Appendix 7

Counter terrorism

Increasingly, terrorist activity is impacting on football stadia and other sports and entertainment venues. The owner or operator or other designated entity with legal responsibility for the safety management arrangements of a football stadium, or other sports venue, therefore has an obligation to take all reasonable steps to protect the safety of all who enter the stadium either as staff, participants in the event or spectators. This includes taking the measures necessary to minimise the risk and potential impact of a terrorist attack. The organiser of an event being hosted in a stadium which they neither own nor operate has a responsibility to ensure that the stadium has such measures in place.

Whilst it is not possible to eliminate the risk of a terrorist incident, it is possible to reduce the risk to as low as reasonably practicable.

This a specialist area of expertise and stadium management and stadium safety officers should always consult the police and/or national counter terrorism agency when seeking expert advice or assistance in respect of all counter terrorism matters, notably in respect of threat levels, types of terrorist attacks, preventative, deterrent and response measures and advice on equipment or technical aids.

In so doing, it is important to recognise that such an attack can occur inside the stadium or in its immediate environs, including entry points and outer concourses. It is also important to recognise that counter terrorism measures should be included in day to day stadium security plans and event day planning.

Managing the risk of terrorism

As part of wider stadium contingency planning (see Appendix 10), the designated stadium safety officer, in close co-operation with stadium management and the national agency responsible for counter terrorism, should prepare a stadium counter terrorist plan.

Good practice suggests that the process should centre on four stages designed to identify threats and vulnerabilities with a view to determining the preventative and protective security improvements necessary to reduce and manage potential terrorist threats. The four stages should centre on:

- i) identifying the threats - understanding the terrorists' intentions and capabilities; what they might do and how they might do it;
- ii) identifying stadium vulnerabilities - threats to people, physical assets, information, crowd management arrangements;

- iii) identifying measures to reduce risks - physical security, personnel security, information security - building upon existing crime prevention measures (which can also serve as a counter terrorist function);
- iv) reviewing, testing through multi-agency exercises, and refining as necessary preventative and counter security measures and plans.

Stadium counter terrorist plan

The stadium counter terrorist plan should be simple, clear and flexible, but should (wherever possible) be compatible with existing contingency plans (for example, evacuation arrangements or dispersal onto the playing area – invacuation - if the risk or incident is outside the stadium). All key personnel must be clear about what they need to do in a particular incident. Once made, the plan should be followed.

The plan should be comprehensive and, as stressed throughout, reflect advice received from the national counter terrorist agency. It should incorporate:

- contact points for local police and specialist police CT units
- strategic partners and access to advice and guidance
- training, exercising and event day briefings
- types of threat
- mitigation measures
- preventative measures
- response to a threat
- search plans
- contingency plans and securing the stadium in the event of evacuation
- communications and media strategy.

Training, exercises, and event day briefings

Stadium safety and security management should demonstrate a commitment to counter terrorist (CT) planning by:

- ensuring that the venue makes use of nationally approved training products, and personnel CT awareness briefings and presentations;
- participating in annual CT table top exercises with the police and other partner agencies, ensuring that key personnel take part (i.e. ground management, employees and event day safety team);
- setting out the minimum content for event day briefings covering the current threat level; details of emergency procedures, messages and codes; the need of vigilance and swift reporting of suspicious items or activity;

- setting out any regular pre-event staff knowledge tests, scenario tests or ‘hot topic’ briefing processes;
- outlining the content, format and process for issuing steward briefing cards/materials/aide-memoires.

Types of threat

There are a number of categories of potential threats which should be identified in the stadium counter terrorism plan along with preventative and response procedures recommended by the national counter terrorism agency. The threats include:

- improvised explosive devices (planted bombs);
- person-borne improvised explosives devices (suicide bombers);
- vehicle-borne improvised explosive devices (car bombs);
- CBRN attacks (‘dirty’ bombs or devices);
- marauding firearm attacks;
- bladed weapon attacks;
- drone attacks;
- vehicles used as weapons;
- combination attacks;
- bomb threats;
- suspicious mail.

Mitigation measures

Venue safety and security managers should make arrangements to ensure that the sports venue is secure and protected at all times when events are not taking place. The arrangements should include, for example:

- provide clarity on who is responsible for site security;
- what systems are in place during office hours to control access to the building, spectator areas or field of play (e.g. guarding, visitor search strategies, vehicle checks, accreditation and contractor passes, CCTV, alarms etc);
- staffing controls (security checks on staff);
- cyber security policies;
- CT awareness campaigns;
- procedures for reporting and recording suspicious activities /incidents or security breaches;
- during 'out of hours', security systems should be in place to control access to the building, spectator areas or field of play, and responses if security breaches occur.

On an event day, a recognised command structure, led by the venue safety officer pending police arrival, should be in place with all CT associated procedures located in the control room (or other secure location).

Communications tools available for supporting mitigation of, or response to, suspicious activity or incidents include: radios, mobile and landline phones, key point telephones, PA systems, social media, scoreboard and pitch side LED messaging options.

Arrangements setting out contingency plans that have been developed for use in the event of a CT threat should be identified. For example: loss of control room; bomb threats; suspect devices; evacuations – full and partial; invacuation; venue lockdown etc.

Preventative Measures

It is widely accepted by expert counter-terrorist practitioners that the core of an effective stadium preventative strategy is based on the eyes and ears of safety and security personnel (and spectators), supplemented by stadium policies and procedures and technological aids and equipment.

CT preventative plans should therefore cover:

Physical measures designed to remove or reduce vulnerabilities to as low as reasonably practicable bearing in mind the need to consider safety as a priority at all times. These will incorporate good housekeeping (keeping communal areas clean and tidy), effective CCTV use, intruder alarms, computer security and lighting, mail scanning equipment.

Security awareness aimed at maximising the vigilance of all stadium personnel (including stewards, cleaning, maintenance and event day staff) who are most familiar with their working environment and most likely to notice unusual behaviour or items out of place. Personnel should be encouraged to report any suspicions whilst taking into account the need to avoid any racial profiling in respect of suspicions.

Access control points should be kept to a minimum, secured when not in use and closely monitored by CCTV (or staff).

Security passes should be worn at all times with issue controlled and regularly reviewed. Visitors should be escorted and should wear clearly marked temporary passes, which must be returned on leaving. Anyone not displaying security passes should either be challenged or reported immediately to security or management. Security passes should not rely exclusively on colour coding to indicate areas of access in view of the volume of people with colour vision deficiencies.

Screening of hand baggage is a significant deterrent and, in most countries, stadium entry can be refused to anyone who does not allow their bags to be searched. Routine searching and patrolling of premises represents another level of screening.

Traffic and parking controls and physical barriers can greatly assist in reducing the risk of vehicle borne improvised explosive devices (one of the most widely used and effective terrorist weapons). The key principle is to keep all vehicles at a safe distance (30 metres is widely considered appropriate) with vehicles requiring essential access being identified in advance and checked before entry.

Doors and windows should be good quality, strong, well-lit, fitted with good quality locks and alarms. Glazing should be anti-shatter in design to hold fragmented pieces of glass together.

Integrated security systems, including intruder alarm, CCTV and lighting systems should be integrated to work together in an effective and co-ordinated manner.

Basic good housekeeping reduces the opportunity for planting suspect packages or bags and helps to deal with false alarms and hoaxes.

Contingency planning

Advice obtained from the national counter terrorism security agency should be incorporated into stadium contingency plans and include procedures for:

- communicating with the police and other partner agencies, stadium personnel, spectators, and others;
- arrangements for getting people to a place of safety;
- arrangements for securing parts of the stadium to hinder free movement of any gunmen;
- covering this threat in emergency planning and briefings;
- arrangements for testing the plans at least annually.

The key elements of the plans will centre on basic principles:

- informing the police immediately;
- staying safe;
- gathering information to relay to the police (using CCTV and other remote methods wherever possible) on the exact location of the incident;
- using all the channels of communication available to inform and provide instruction to staff, spectators and others;
- minimising the risk through securing any locations in which a suspected terrorist is present;
- instructing personnel and others how to behave when the police arrive, notably in respect of complying with police instructions.

Counter terrorist communication strategy

An important challenge centres on determining a communication strategy for raising awareness among staff and others who need to know about the stadium contingency plans and their operations.

Security issues should be discussed/decided at the highest level and form a part of the organisation's culture.

Stadium safety officers/other specialist persons should regularly meet with staff to discuss security issues and encourage staff to raise their concerns about security.

Consideration should be given to the use of the organisation's website, programme, publications and tickets to communicate crime prevention and counter terrorism initiatives.

All stadia should have a supply of posters and material to support counter terrorism initiatives.

Hostile reconnaissance training

Experience strongly suggests that terrorists almost always visit the scene of a planned attack to learn more about the venue and its safety and security measures. If staff encounter the terrorist in or near the stadium, they may prevent or disrupt the planned attack. Staff may not be aware of such an encounter but their professional appearance, proactive and vigilant awareness could act as a positive deterrence.

For that reason, whilst staff should be aware of the need to avoid any racial profiling, they should always be vigilant against hostile reconnaissance and be alert of suspicious appearance or behaviour, including nervousness, non-cooperation and close observation filming or writing notes. Staff should be aware that if something looks suspicious, it is suspicious and should always be reported to supervisors.

Check list of good practice

A check list (based on advice issued by the UK Sports Ground Safety Authority) is attached to this Appendix. It is intended to provide a starting point for creating or reviewing existing stadium counter terrorist plans, especially in the event of an increased threat level. The check list is by no means exhaustive and is no substitute for seeking expert advice from the police and/or national counter terrorist experts.

Further Guidance

As an example, detailed guidance on counter terrorist measures for Stadia and Arenas is available from the UK National Counter Terrorism Security Office (<http://www.gov.uk/government/organisations/national-counter-terrorism-security-office>).

However, it is crucial that stadium managers and stadium safety officers always consult their designated national counter terrorist agency in the preparation of a counter terrorism security plan, the associated content of stadium contingency plans, and related matters like stadium accreditation procedures.

Appendix 7, Attachment

Checklist to aid Creation and/or Review of Stadium Counter Terrorism Plans			
Note: This checklist is not exhaustive and is no substitute for consulting the police and national counter terrorist experts.			
No.	Possible Measure	Yes	No
	General arrangements		
1	Have the police and/or national CT experts been consulted about stadium CT plans		
2	Do the event safety management plans contain arrangements for ongoing risk assessment of the threat to the stadium/sports event?		
3	Have the police and/or national CT experts been consulted about the arrangements necessary if the terrorist threat level is raised?		
4	Do the plans take account of all types of potential terrorist attacks?		
5	Do all staff, including contractors, cleaners and other employees, wear ID badges at all times when in the stadium?		
6	Do the plans include action to be taken if a suspicious person or object is found within or outside the ground?		
7	Are staff deployed to detect, disrupt and thereby deter hostile threats?		
8	Do stewards/security staff receive training on items or actions that may be considered suspicious?		
9	Are stewards/security staff trained and encouraged to engage with individuals acting suspiciously?		
10	Are stewards/security personnel deployed to conduct unpredictable security checks both within the stadium and in surrounding areas?		
11	Are all vehicle movements controlled?		
12	If additional staff are deployed in the stadium, are they vetted, briefed and familiarised with the stadium and CT plans?		
13	Have physical barriers been considered to mitigate against hostile vehicle attack?		
14	Is perimeter surveillance maintained before, during and after the event?		
15	Do the plans include arrangements for the deployment of police, including armed officers, within or in the vicinity of the ground?		
16	Have all the plans been checked for unintended consequences in other areas of stadium safety?		
	Entry arrangements		
17	Do entry plans include arrangements for identifying and searching members of staff, contractors and others on entry to the ground?		
18	Do entry plans include arrangements and briefing for staff undertaking searches at entry points?		
19	Do the plans include arrangements to increase the number and range of prohibited articles (such as a ban on large bags or use of clear bags only)?		
20	Are there plans to open additional turnstiles / entry points to facilitate faster entry without diminishing the search regime?		
21	Do the plans include arrangements for queue management during entry in order to minimise the build-up of crowds in close proximity to the stadium entrance?		
	Exit arrangements		
22	Have all possible exit points been identified in the plan?		
23	Has the possibility of closing exit gates or doors been considered if an external threat occurs?		

24	Are there contingency plans for redirecting spectators should any exits gates be closed because of an incident?		
25	Are arrangements for disabled or vulnerable people included in plans?		
26	Does the stadium travel plan allow for prompt dispersal of people once they have left the stadium?		
	Communication		
27	Are there clear strategies for providing messages, internally and externally, on increased CT arrangements?		
28	Does the communication strategy include the use of all available means, including PA systems, web pages, stadium and club apps and social media?		
29	If yes, who is responsible for this messaging? Who authorises the messaging?		
30	Have pre-scripted messages been designed to assist with providing information to safety and security staff, spectators or both?		
31	Do the plans include arrangements to communicate with other crowded places / businesses in the vicinity of the stadium?		
32	Do the plans include arrangements to communicate with transport networks?		
33	Are all staff and spectators reminded that remaining vigilant and reporting anything suspicious is the responsibility of spectators as well safety and security personnel?		
34	Are changes to entry and exit plans publicised and explained to spectators?		
35	Are any changes to search regimes / prohibited articles and possible delays gaining access highlighted?		
36	Are people advised to arrive early and to bring minimum belongings with them to avoid delays at the searching area?		

Note: This checklist is based on advice issued by the UK Sports Ground Safety Authority (SGSA).

Appendix 8

("Crowd") stadium safety management arrangements

Stadium safety management arrangements lie at the heart of match day operations and are integral to reducing risks and ensuring that the stadium provides a safe, secure and welcoming environment for spectators and participants alike.

The terminology used to describe this core activity varies across Europe. In some countries the term "crowd management operations" is used to indicate that the process embraces security activity as well as safety operations, whereas in others the term "safety management arrangements" is preferred in order to stress that safety is and must remain the key consideration. Various other terminology is used in some countries and in some stadia. As long as all stadium personnel and partner agencies understand and use the agreed terminology this should not impact of the efficacy of the process. For consistency sake, the term "safety management arrangements" is used through this document and accompanying appendices.

The safety management arrangements provide the hub for developing and implementing an integrated approach to safety, security and service in stadia and provide a manifest example of why an integrated approach is so crucial. European experience demonstrates that it neither possible nor desirable to attempt to pursue the three categories in isolation, given the extent to which they overlap, interact and impact on the wider dynamic. That experience evidences the potentially tragic consequences of not harmonising safety and security measures. There is equally compelling evidence of the extent to which service provision (that is how people are treated) can impact on spectator behaviour with spectators being more likely to self-mange and act in compliance with safety and security arrangements if they are provided with good facilities, treated with respect and made to feel welcome.

Designing effective safety management arrangements is the most important challenge confronting each and every stadium safety officer. The arrangements necessarily comprise a wide range of generic and specific measures covered below and elsewhere within the accompanying appendices. The following good practices therefore focus on some key procedures and measures that should form the basis of effective and appropriate safety management arrangements.

Balancing physical and dynamic safety provision

It is crucial that the stadium safety management arrangements are designed to exploit the strengths of the physical structure and compensate for any weaknesses. The aim throughout should be to balance and harmonise the two components. (see Appendix 25).

Safety and security personnel

The starting point centres on ensuring the presence of well trained and suitably equipped safety and security personnel (herein described as stewards) tasked to provide the interface between stadium management and spectators. Some personnel may have designated functions, like medical and fire personnel, but most, including personnel with specialist tasks (like security interventions) need to be fully aware of their generic responsibility to provide all spectators with a safe, secure and welcoming environment.

Safety management procedures and measures

Spectator concourses and passageways

Measures should be taken to ensure that all concourses, passageways, corridors, stairs, doors, gates and emergency exit routes are kept free of any obstructions which could impede the free flow of spectators.

Movement of spectators

Effective safety management arrangements are difficult to implement if restrictions are not placed on spectator movements within a stadium. This is primarily to prevent certain areas becoming over-crowded and posing increased safety risks and associated spectator concern and frustration. However, restriction on spectator movement can also serve a security function.

Spectator segregation and crowd dispersal strategy

For football matches (and other sports events) spectator segregation is not always necessary. Where possible, for low-risk matches, encouraging interaction between different sets of supporters can assist the delivery of an integrated, peaceful and positive experience. However, for an event where a risk assessment determines that rival supporters should be separated, a segregation strategy should be designed and implemented by the stadium safety officer in conjunction with the designated police commander. If necessary, this strategy should also include a plan for dispersing rival supporters and the provision of a parking strategy for the different groups of supporters.

The movement of spectators at the venue is controlled both by physical means (barriers - see Appendix 2) and through the use of stewards.

If it is necessary to have rival supporters in a particular sectors, physical separation should be maintained by barriers or obstacles to prohibit movement, like seat netting, the deployment of stewards/security personnel, or the creation of a sterile area kept free of spectators and occupied only by stewards/security personnel. In designing the physical separation arrangements, it is important to balance the maintenance of safety management imperatives with recognition of the need to avoid creating a cage-like environment, which experience demonstrates can

exacerbate supporter frustrations and tensions and actually increase the risk of a security incident.

Ensuring that spectators occupy the correct seat or viewing

It is strongly recommended that each spectator be issued with a ticket containing a seat number or standing viewing area (where permitted) and that the spectator be required to occupy the designated seat or viewing area. This will help prevent stadium sectors and/or blocks becoming overcrowded. It also ensures that gangways can be kept clear, thereby allowing police, fire and medical personnel free passage when necessary.

As part of their function, stewards should be responsible for directing spectators to their designated seat or viewing area. Stewards should also ensure that spectators do not crowd wheelchair user platforms.

Retention of supporters within the stadium

If the police match commander or stadium safety officer decides that, on the basis of a risk assessment, a group of supporters should be retained within the stadium for a period of time while other supporters disperse, the following principles should be observed:

- the decision to retain a group of supporters must be announced and the reasons explained over the public address system in the language of the supporter group concerned if it is an international event;
- the announcement must be repeated shortly before the end of the match if the measure is still assessed as being proportionate to the risk;
- the match organiser must ensure that, during this period of retention, the retained supporters have access to refreshments and sanitary facilities;
- if possible, the retained supporters shall be entertained (music, video scoreboard, etc.), to help the waiting time pass more quickly and keep them calm;
- the retained supporters must be informed regularly of how much longer they may have to wait before being allowed to leave the stadium;
- be encouraged to remain in spectator viewing areas so as not to overcrowd staircases and concourses;
- if for any health reasons, a supporter needs to leave the viewing area or stadium he or she should be free to do so, accompanied by a limited number of persons taking care.

Food and beverages in relation to safety management (see also Appendix 15)

The provision of facilities for spectators to purchase food and beverages is a service that can have a direct bearing on the effectiveness of the safety management arrangements. An insufficient number of refreshment outlets can result in crowd congestion and associated long delays which can increase spectator frustration and tension. It is important, therefore, for the

number and location of refreshment outlets to be determined in the light of safety and service considerations as well as anticipated demand.

Weather conditions and temperature should be considered. If necessary, especially in high temperatures, the provision of free water to spectators should be considered especially for children and vulnerable persons.

Policy on the sale and consumption of alcohol in stadia varies from country to country and, in the case of international events, the requirements imposed by the competition organiser. These policies vary from outright prohibition to sale and consumption in controlled conditions. National and/or local policies will normally be prescribed by the public authorities and implemented by the stadium safety officer, through stadium stewards, or the police. Similar restrictions may apply outside or in the vicinity of the venue.

If the possession, sale, distribution or consumption of alcohol is to be permitted at a match, the event organiser must take all reasonable measures to encourage responsible consumption of alcohol and ensure that the consumption of alcohol is undertaken in controlled conditions, in order to prevent excessive consumption interfering with the comfort and enjoyment, and safety, of spectators.

Unless otherwise regulated by national law the following minimum measures should be applied:

- sale and distribution of alcohol should be limited to authorised stadium personnel only and subject to an ongoing risk assessment;
- admission of any individual who appears to be overly drunk should be prohibited;
- possession and distribution of glass, cans or any closed portable containers that may be thrown and cause injury should be prohibited.

Clear guidance on, and encouragement of, positive spectator behaviour

Positive supporter behaviour should be encouraged, and spectators need to be provided with clear guidance on what constitutes unacceptable behaviour. Compliance with these behavioural constraints should be designated as a condition of entry into the stadium (see Appendix 16). High profile signage inside and outside of the venue, information on or with the tickets or through the internet and media provide appropriate means for clarifying such matters. Where spectators are coming from other countries relevant information should be provided in their own language.

Each stadium will normally issue its own rules and regulations on positive and undesirable spectator behaviour. These may be promulgated by the public authorities, by national sporting bodies or by stadium management. They may take the form of legal regulations or of private requirements in place of or in addition to public law. Enforcement will initially lie with stadium

stewards and/or the police depending upon the specific circumstances and competencies set out in the stadium safety management arrangements.

When stadium rules and regulations are designed, it can be advantageous to consult with Supporter Liaison Officers, Disability Access Officers and supporter representatives during the preparatory phase in order to balance behavioural constraints with the encouragement of positive behaviour amongst supporters.

It can also be advantageous to seek to harmonise such regulations at national level to reduce uncertainties arising from the application of different practices and behavioural tolerance levels in stadia.

To avoid friction, the instructions and actions of security personnel should be consistent with national laws and stadium and competition regulations. However, given the unpredictable character of actual or emerging safety and security risks, and the need to prioritise the safety and security of spectators, it should be a condition of entry that supporters should comply with the requests of stewards, police or other security personnel and not act in manner that deliberately:

- endangers the security and/or safety of others;
- causes offence to others, including but not restricted to acts of racism and other forms of discrimination;
- causes obstructions or restricts the circulation of people or vehicles;
- obstructs the view of others, including disabled spectators who may not be able to stand for long periods if at all.

In order to encourage compliance with, and avoid unintentional breaches of, stadium regulations, stewards and other security personnel should be required and trained to explain to spectators the purpose of their instructions on request,

It should also be stressed that spectators are prohibited from:

- acting in a violent or disorderly manner;
- disregarding instructions from public and private safety and security personnel;
- entering the field of play or other restricted areas, unless authorised or in an emergency;
- throwing any objects or substances at others or on to the field of play;
- climbing on or over any structures other than in an emergency or unless specifically authorised by the match organiser;
- causing fire or the risk of fire;
- possessing or using pyrotechnics of any kind;
- smoking in designated non-smoking areas.

Informing spectators of prohibited items

The list of prohibited items may vary from country to country and from venue to venue. While the importation of items such as weapons, flares or glass bottles will normally be banned everywhere, the policy on other items such as umbrellas, cameras or soft drinks may be less obvious.

Spectators are entitled to be told in advance what items they may or may not bring with them. This information should be prominently displayed around the outside of the venue so that spectators may see them before they arrive at the entry points. It should also be communicated beforehand via printed notes issued with tickets, websites and social media. At matches with an international dimension, the information should be communicated in the language of the visiting supporters.

Consideration should be given to enabling disabled people to enter with mobility aids, medical equipment and assistance or guide dogs.

Arrangements should be in place at entry points for spectators to deposit prohibited items for collection on departure.

Provocative and discriminatory behaviour

The stadium safety officer, together with the police match commander, should determine the best available means for preventing, deterring and dealing with unacceptable levels of provocative behaviour by spectators inside or in the immediate vicinity of the stadium. There should be clear, agreed and well communicated policies and procedures in place for dealing with, inter alia, unacceptable levels of verbal provocation towards players or opposing fans, racist or other discriminatory behaviour, provocative banners or flags, etc.

If such actions occur, the police match commander or stadium safety officer should intervene over the public address system and initiate procedures for removing any racist or other offensive material, also for evidence gathering purposes.

Stewards (in consultation with the police) should respond to any acts of misconduct, including racist and discriminatory insults, and, on the basis of a risk assessment, determine the best means for removing the person(s) responsible from the stadium with police assistance if necessary. Stewards should provide the police with witness statements and other evidence of any criminal behaviour.

Stewards and police should ensure that they provide help and support to spectators who have been subject to discriminatory abuse or physical attacks by other supporters or protect those who want to report racist or discriminatory behaviour or actions.

Senior stewards or the police should also provide support to any spectator who is subject to verbal or physical attacks by stewards or security staff or who wants to report aggressive behaviour, racist or discriminatory abuse by stewards or security staff.

The safety management arrangements should also make provision for providing spectators with a text number to report in confidence any discriminatory or other misbehaviour, and, where appropriate, also provide details of any independent body tasked to monitor discriminatory behaviour.

Football Against Racism in Europe provide an independent monitoring and reporting scheme in respect of discriminatory incidents in football at a European level (www.farenet.org).

Political action

Freedom of expression is an established legal right which should be protected unless it involves expressions that are prohibited under national law. However, racist insults and chanting, the flaunting of racist and other discriminatory banners and symbols and the wearing, distribution and selling of racist and other discriminatory banners, symbols, flags, leaflets or images should always be prohibited. However, the organiser of an event can additionally exclude party-political, politically or religiously extremist, discriminatory or other political messages or actions which are assessed as being likely to generate friction and possible confrontation among spectators. Before permitting the promotion or announcement of any political messages or other political actions inside or in the immediate vicinity of a stadium, the organiser should seek to engage with partners and stakeholders in an effort to fully understand the possible impacts and risks associated with such activity.

Event organisers should also seek to observe the requirements of the relevant sports authorities in relation to political activity at their events, where such rules exist. This is especially the case in respect of international club and country matches played in UEFA competitions.

Communication with spectators

In developing stadium safety management arrangements and in designating what constitutes positive and/or unacceptable behaviour in stadium regulations, stadium safety officers and, where appropriate, the police should liaise with Supporter Liaison Officers and Disability Access Officers (where in place), supporter groups and others. Once designated, the measures being introduced should be clear and publicised in a high-profile manner. Experience demonstrates the importance of developing and implementing effective communication arrangements with supporters and for this to incorporate a mechanism for obtaining feedback from spectators on the stadium experience.

Effective communication with spectators should feature in all safety management arrangements as experience evidences that good communication, coupled with proportionate and friendly interaction with stewards, can generate high levels of self-management and compliance amongst spectators.

Appendix 9

Drones – remotely piloted aircraft (RPAs)

The possible risks posed by drones in connection with football (and other sports) events is an emerging issue which may become more frequent in parallel with wider commercial and other usage across Europe.

Drones are Remotely Piloted Aircraft (RPA), sometimes described as unmanned aircraft, which are often associated with military use but, in reality, are used for a much wider range of purposes, including policing, firefighting, search and rescue, documentary and other filming, surveillance, disaster relief, wildlife conservation and many others.

The drone and its control software is called an Unmanned Aircraft System (UAS). Current versions vary in size, sophistication and function but basic. light weight models are extremely cheap to purchase and the controlling software easy to obtain. Even small drones, which can weigh up to seven or eight kilograms, could cause damage or injury if they were to fall from height.

Legal and Regulatory Position

Many countries have national and regulatory arrangements in place precluding the use of drones in crowded places or built up environments, which includes most football and other sports stadia. The International Civil Aviation Authority (ICAO), which covers Europe and other places is preparing new international regulations on drones which, once issued, countries will have to become enshrined in domestic law and/or regulations.

Risks

The use and misuse of drones can pose a number of potential risks for football and other sports events, including:

- loss of control of a drone over or in the vicinity of a stadium;
- potential terrorist activity;
- potential disruption to the event, and possible consequences of that disruption.

Contingency Planning

In light of increased usage of drones, football clubs, stadium managers and safety officers should review their contingency plans to ensure that potential risks from drone-related incidents are covered and reviewed as appropriate.

Some of the factors which should be considered as part of a contingency plan include:

- gathering evidence on the use of drones over a stadium or its environs through CCTV, photographs etc;
- asking stewards and staff outside the stadium to remain vigilant to the appearance of a drone, and, if appropriate, look for the operator (many devices have to be operated within a 100m radius);
- advising staff on actions to take whilst the drone is above the vicinity of the stadium, which may include providing reassurance to spectators and continuing with existing duties;
- identifying staff to monitor a drone's activity from different locations to enable quick reaction to any potential issues;
- preparing advisory and reassuring messages to be relayed to spectators through the public address and electronic display systems;
- considering whether any ancillary activity is due to take place that may affect the drone, for example pyrotechnics;
- contacting the police and/or the national aviation authority;
- purchase of detection, tracking and other counter measures;
- considering what other contingency plans might be required or affected should an incident occur.

Appendix 10

Emergency and contingency plans

It is recognised that there are variations across Europe in the use of terminology to describe emergency and contingency planning. Irrespective of these variations the terminology used herein reflects the following widely used definitions:

Emergency plan - is the term used for a plan (which may be described as a major incident plan) which has been prepared and is owned by the national or municipal authorities for dealing with a major incident occurring at the stadium or in its vicinity (for example, an explosion, toxic release or large fire).

Contingency plan - is the term used for a plan which has been prepared by the stadium safety officer, in conjunction with the emergency services and other expert agencies, in order to assess the risk of any incident occurring at the stadium which might prejudice safety and security or disrupt normal operations and sets out the specific actions to be taken in the event of a major or significant incident and/or the mobilisation of specialist emergency or other additional resources.

Although emergency plans are prepared by national or municipal emergency services and contingency plans are prepared by the stadium safety officer, the two plans should be compatible. Thus, national and/or municipal authorities, the stadium safety officer and other competent authorities/agencies should consult closely and regularly regarding the content of their respective plans in order to ensure that the designated arrangements are consistent and compatible.

Emergency Plans

Typically, an emergency plan incorporating incidents and action within or impacting on the stadium, sets out the specific roles and tasks of the various agencies (police, fire service, medical service, stadium management, safety officer stewards and other key personnel).

It is crucial that the designated personnel are trained and equipped to undertake their specific tasks and otherwise know how to behave in the different emergencies.

The emergency plan should also identify categories of persons who will need to be brought to safety, including spectators, players, vulnerable people, etc.

The actions to be taken and their co-ordination should be detailed (though they may be encoded) in an emergency plan containing:

- organisation and structure of the emergency arrangements;

- procedures for alerts and activation of the emergency plan;
- procedures for the deployment of stadium personnel and summoning of external resources and support;
- procedures aimed at the safety of plans, facilities, etc.;
- procedures for activating protection systems and equipment;
- procedures for partial or total evacuation;
- particular procedures for disabled or vulnerable people and other target groups;
- restoration of ordinary condition, if possible;
- the designated route and assembly location for emergency service vehicles;
- procedures for managing the external area of the stadium to facilitate quick evacuation;
- general internal and external communication plans and procedures in cases of emergency.

Contingency plans

Stadium contingency plans should always be prepared in conjunction with the emergency services and other expert agencies and should assess the risk of any incident occurring at the stadium which might prejudice safety and security or disrupt normal operations.

Contingency plans should cover all foreseeable incidents, whether large or small. These will vary according to the configuration of stadium and a range of other considerations and circumstances. In conjunction with local authorities, contingency plans shall be developed to determine specific actions and/or the mobilisation of specialist or additional resources.

The following list, which does not claim to be comprehensive, provides examples of incidents that have occurred at stadia in recent years:

Structural failure

- subsidence
- erosion
- impact of spectator movement and dynamics
- failure of temporary demountable structures
- arising from new stadium developments or alterations
- seismic activity/earthquake

Adverse weather conditions

- rain
- snow
- frost

- gales and strong winds
- flooding
- high temperatures
- lightning
- Ice and/or hail

Equipment failure

- lifts (elevators)
- floodlight
- emergency power
- turnstile counting system
- fire detection and alarm systems
- emergency lighting
- door release system
- cash-free payment systems

Loss of services or utilities

- electricity
- gas
- water supply
- sewage
- local emergency power generation or other power supplies
- inadequate or disrupted provision of food and refreshments

Loss or failure of communication systems

- external telecommunications systems
- internal telecommunications systems
- mobile communications
- public address system
- electronic display board
- safety radio system

Safety management failure

- non-attendance of key personnel such as the stadium safety officer and staff
- insufficient numbers of properly trained, assessed and qualified safety stewards

Transport difficulties

- delayed arrival of participants
- delayed arrival of stewards and other spectator facilities staff
- delayed arrival of spectators
- lack of access for emergency services

Revised time of event

- availability of sufficient staff and their welfare
- arrival and dispersal of supporters
- late arrivals or delayed start
- extended time of play arising from extra time, penalty shoot outs etc

Mass media

- cable routes
- exit routes
- revised egress and evacuation routes

Fire or excessive smoke

Bomb threat / suspect package

Gas leak or chemical incident

- internal
- external
- liquefied petroleum gas

Spectator related scenarios

- lost/found children (child protection arrangements should be in place)
- spectator surging or crushing
- incursion onto the playing area
- standing in exit routes and gangways
- spectator migration causing an increase in spectator density
- lock-outs when capacity is reached
- disorder inside the spectator facilities
- racist or other discriminatory behaviour
- assaults on stewards
- non-compliance with any spectator facilities regulations

- large-scale ticket forgery or ticket duplication
- prohibited use of pyrotechnics

Medical incidents

- treatments of spectators
- treatment of participants where this may impinge on treatment of spectators
- treatment for incapacitating sprays

Abandoned event

- spectator incidents
- power and other technical failures
- adverse weather conditions

The key to an effective contingency plan is for the content to set out the various risks (and the means for assessing the degree of risk in a dynamic way during an event) and the procedures for responding to identified risks and other unforeseen scenarios.

The success of any contingency plan will depend upon the clarity and level of detail it provides in respect of a range of important issues and the extent to which all stewards, partner agencies and other participants are aware of, inter alia, the:

- command and control structure;
- role and responsibilities of each agency and designated stadium personnel (including switchboard operators, public address announcers); and
- pre-determined communications strategy (including designated operational communication arrangements and wider communications with spectators and participants, other stadium personnel).

Emergency and contingency plans should not rely solely on colour coding to convey information in view of the volume of people with colour vision deficiencies.

Reviewing and Testing

Once the risk assessment and operational response procedures have been established and set out in the contingency plan, it is crucial for the content to be regularly reviewed and refined as necessary or desirable and for the content to be tested as part of a multi-agency programme of planning, exercising, analysing and reviewing the procedures and practices set out in the document.

Consideration should be given to consulting with Disability Access Officers, Supporter Liaison Officers and supporter representatives in reviews of contingency plans as they can provide

useful input on anticipated crowd dynamics and can act as important communicators and multipliers in emergency scenarios.

Emergency evacuation and places of safety (see Appendix 11)

Good practice requires that the emergency evacuation time of a stadium should not be greater than 8 minutes to a free-flowing exit or 2.5 minutes in the case of a high fire risk building. This is based on the maximum safe capacity process (see Appendices 22 and 25) which obliges the stadium safety officer to ensure that in an emergency, all spectators and participants at risk from a major or significant incident can reach a place of safety or reasonable safety.

A place of safety may be a road, walkway or open space adjacent to, or even within, the boundaries of the stadium which will accommodate spectators following an evacuation without overcrowding.

Within a large stadium there may also be a need to designate a place or places of “reasonable safety”, where people can be safe from the effects of fire for 30 minutes or more (unless otherwise stated by national laws and regulations), thus allowing extra time for them to move directly to a place of safety.

Places of safety need to be identified and designated, and systems should be in place to direct spectators there if necessary. The size and location of such areas should not impede free access of the police, fire and ambulance services, stewards, and other designated persons, including Supporter Liaison Officers to provide advice and reassurance to spectators.

It is crucial that contingency plans for emergency evacuation scenarios take into account the special needs of vulnerable persons, including the elderly, disabled spectators, children, etc.

As a general principle, in emergency situations spectators should be able to escape via the playing area.

Where there are emergency gates leading from the spectator viewing areas onto the playing area, no form of obstruction which could prevent the outward opening of such gates or other potential barriers should be permitted - if used, the performance of "ledboarding" (LED) advertising hoardings should be regularly tested.

All playing area access points should be permanently staffed whilst spectators are in the stadium in order to facilitate effective egress from viewing areas onto the playing area should that be necessary.

Emergency service access and egress routes, inside and outside of the stadium, and spectator evacuation routes should be agreed with the police, fire service and other emergency services.

External evacuation routes (that is the routes that spectators should take within and away from the stadium complex in an emergency) should be kept unobstructed at all times and be designated to avoid delaying the access of emergency vehicles.

The field of play within the stadium must be accessible by at least one emergency service vehicle entry point.

If it is determined that the field of play is to be used as a place of reasonable safety, there must be a method of subsequently moving evacuated spectators from the field of play to a place of safety outside the stadium.

Stadium Signage

To assist spectators in an emergency, high profile and easily understood signage should be located at appropriate locations within the stadium, especially on concourses and exits from public viewing areas (see Appendix 37).

Symbols should complement written signage so that stadium signage can be very easily understood, also by spectators without local language skills.

In view of the volume of people with colour vision deficiencies, such as symbols, and signage generally, should be designed to minimum (Level AA) colour contrast ratios (refer to WCAG 2.1 Success Criterion 1.4.3 <https://www.w3.org/TR/WCAG21/#use-of-colour>) to ensure sufficient colour contrast between text and background colours . Minimum LRV differentials should be met between the colour of the sign and the surface upon which it is mounted (refer to Appendix 5).

Scoreboards and other display boards

Where electronic scoreboards or video display boards are in use, management should pre-arrange and script the contents of all safety related and emergency messages. The messages should be displayed in concert with the broadcast of prepared public address announcements. The contents and graphics of the messages should be agreed in consultation with the police, the emergency services and the authority that issues the stadium safety certificate. It is advisable to consult Disability Access Officers, Supporter Liaison Officers or supporter representatives to identify the most easily understandable messages.

It is important to recognise that deaf and hard of hearing people may rely on the presentation of clear, informative visual information on scoreboards, electronic boards and video boards. Similarly, people with colour vision deficiencies find it difficult to distinguish between red LEDs and a black background surface. All important information on display boards should strongly contrast with the background colour. Red text should never be used against a black background.

Operation of the scoreboard or video display board should be from a place other than the control room; for example, from the same booth or room used by the general public address announcer. However, it is important to ensure that the control room has the capacity to control or instruct on the use of these emergency communication systems.

Guidance on drones and contingency planning is provided in Appendix 9, while guidance on counter terrorist planning is provided at Appendix 7.

Appendix 11

Emergency evacuation

Emergency evacuation of a stadium is normally associated with fire incidents, but it can also be generated by a range of other major safety and security scenarios, including terrorism, public disorder or a safety threat. Emergency evacuation is therefore a key element of all stadia contingency plans (see Appendix 10).

Determining evacuation arrangements is based on a number of criteria, notably the calculated emergency evacuation time, designation of emergency evacuation routes and the effectiveness of the stadium safety management arrangements.

Emergency evacuation time

The emergency evacuation time is a calculation which, together with the rate of passage, is used to determine the capacity of the emergency exit system from the viewing accommodation to a place of safety or reasonable safety, in the event of an emergency.

The maximum emergency evacuation time for a stadium varies between two and half minutes and eight minutes.

The time set depends largely on the level of fire risk present. Spectator accommodation which has a high fire risk should have an emergency exit capacity based on an emergency evacuation time of not more than two and a half minutes. A longer emergency evacuation time, of between two and a half minutes and eight minutes, is acceptable for grounds or parts of grounds where the fire risk is reduced.

However, rather than relying solely on a short emergency evacuation time, the aim should always be to introduce measures which will minimise the outbreak and spread of fire.

Whilst in practice spectators may evacuate onto the pitch or area of activity in an emergency, this should not form part of the calculation of the emergency evacuation time.

Design of emergency evacuation routes

Evacuation routes for use in emergencies may need to be provided in addition to normal exits. In all cases, the following points should be considered:

- there should be more than one emergency evacuation route from a viewing area;
- the system should be designed in such a way that the loss of one emergency evacuation route does not prevent access to an alternative;
- where a stairway or any other circulation route passes up, down or through any area used by spectators, unless it is in the open air, it should be in a fire-resistant

enclosure separated from the remainder of the building by a structure having a fire resistance of not less than 30 minutes;

- emergency evacuation routes should discharge into a place of safety, preferably in the open air;
- where emergency evacuation is possible only by passing through an enclosed concourse (for example, from the upper tier of a stand), consideration should be given to the provision of fire separation measures to individual routes of escape.

If the capacity of the exit route is considered insufficient for emergency evacuation purposes the final capacity of the section served should be reduced.

The design of emergency evacuation routes should also take into account the needs of disabled spectators, including having visual and audible emergency evacuation alarms in all accessible toilets and designated evacuation routes. (see Appendix 1).

Management of emergency evacuation routes

The stadium safety officer is responsible for ensuring that emergency evacuation routes are capable of being safely and effectively used at all times when the ground is occupied. This requires such routes to be maintained as sterile areas, free from any blockages, temporary fittings or stored equipment.

In addition, the stadium safety officer should prepare contingency plans. These plans should provide for the evacuation of all people in the event of an emergency from all areas of the ground to a place of safety. Such plans will require the designation of exits and emergency evacuation routes.

CCTV is a useful means of monitoring the exit and emergency evacuation routes.

All such routes should also be clearly signposted, including the use of internationally understandable symbols, and illuminated.

Use of the pitch or area of activity for emergency evacuation

In certain cases, such as a terrorist attack outside of the stadium, forward evacuation onto the pitch or area of activity may form part of the emergency evacuation route, provided that it leads directly to an exit which itself leads to a place of safety.

The following requirements should also be taken into account:

- a) whether or not the emergency evacuation of spectators onto the pitch or area of activity forms part of the agreed emergency evacuation plan, wherever there is a pitch perimeter barrier or free-standing advertising material in front of spectator accommodation, it must

be fitted with a sufficient number of suitably designed gates or openings, or be designed to collapse on demand;

- b) where the playing surface or surrounding perimeter areas are made of synthetic materials, advice should be sought from the authority responsible for enforcing fire safety legislation to establish whether it can be properly considered as an emergency exit route in the event of a fire. This is because some forms of artificial turf might constitute a hazard in the event of fire;
- c) if the pitch or area of activity is wholly surrounded by covered accommodation, with no breaks in the roofing, it may not be a suitable route for emergency evacuation in the event of fire. In such cases advice should be sought from the authority responsible for enforcing fire safety legislation;
- d) where it is conceded that spectators may enter the field of play in the event of an emergency evacuation consideration should be given to movement of those spectators from that area to prevent crushing and overcrowding of exit routes. A contingency plan should be developed which could include the use of pitch access tunnels where provided.

Provision of gates or openings in a pitch perimeter barrier

Where a pitch perimeter barrier or free-standing advertising material is in place in front of spectator viewing accommodation, it must be fitted with gates or openings allowing access onto the pitch or area of activity (or be constructed as to collapse flat on demand).

If a viewing area is divided by structural means, each sector or block must have sufficient gates or openings to evacuate all the spectators in that sector/block within the emergency evacuation time set for that part of the stadium.

Such gates or openings should:

- a. be a minimum width of 1.2m;
- b. align with radial gangways (where provided) and measure not less than the width of those gangways;
- c. be appropriately stewarded.

Where gates are fitted, they should:

- a. open away from spectators;
- b. be kept unlocked;

- c. only be fitted with bolts or latches that can be released from both sides;
- d. be clearly marked and painted a different colour from the rest of the pitch perimeter barrier.

Exit doors and gates

Exit doors and gates should meet the following requirements:

- a. all stadium exit doors and gates, unless secured in an open position, should be stewarded at all times whenever spectators are in the stadium;
- b. no door or gate forming part of an exit route should be locked or fastened in such a way that it cannot easily and immediately be opened by those using that route in an emergency. All modes of locking or fastening should have the means of opening displayed adjacent to the fastening e.g. “push bar to open”;
- c. all final exit doors on a normal exit route should be secured in the fully open position before the end of the event. When open, no exit door should obstruct any gangway, passage, stairway or landing;
- d. all exit doors and gates on an exit route should always be capable of opening outwards so that spectators can escape in an emergency without obstruction. In situations where the opening of the exit doors or gates would cause an obstruction on a public highway, they should be re-sited (that is, put further back) within the exit route they serve;
- e. where practicable exit doors and gates should be sited adjacent to entrances, not least because experience evidences that in an emergency, many spectators will be inclined to seek egress using the same route they used on entering the stadium. There should be no obstructions and no changes in level at exit doors;
- f. sliding or roller-shutter gates should not be used because they are incapable of being opened when pressure is exerted in the direction of crowd flow, and they have mechanisms or runways which are vulnerable to jamming;
- g. reversible turnstiles are not acceptable as a means of escape and should not form any part of the normal or emergency exit system;
- h. each exit door and gate should be clearly marked on both the inside and the outside with its identifying number so that resources can be quickly directed to wherever they may be required;

- i. the safety officer should check or be informed when all the final exit doors and gates have been secured in an open position;
- j. all exit doors and gates should ideally be monitored by CCTV.

Simulation of emergency evacuation

Where possible, stadium safety officers should arrange for their emergency and routine exit arrangements to be tested using computer simulation technology.

Appendix 12

Entry arrangements

Approaching and entering a stadium is the first and most influential contact between stewards (and, therefore the stadium safety management arrangements) and spectators on an event day.

To assist this process, spectators, especially visiting supporters, should be advised about the location and layout of the stadium and recommended transit/approach routes before the event. Disabled spectators should also be provided with information on designated accessible entrances, accessible parking areas and drop-off and pick-up points.

They should also be forewarned about stadium entry arrangements and ground/stadium regulations, (see Appendix 16) on crucial matters like prohibited items and behavioural constraints and any searching procedures but also positive messages welcoming supporters to the stadium.

This important information should be widely publicised, included on the internet and with tickets and reinforced in high profile and easily understood signage (in pictorial format where appropriate) sited at locations identified as being likely to be of most value to spectators, including the approaches to stadium entrances.

In designing tickets, entry information should be available by alternative means to colour e.g. text, numbers, pictograms which have strong colour contrast against background colour. When designing tickets refer to the World Wide Web Consortium (W3C) guidelines on colour contrast. The minimum standard should be the AA rating for minimum colour contrast ratios. (refer to WCAG 2.1 Success Criterion 1.4.3 <https://www.w3.org/TR/WCAG21/#use-of-colour>) for more information).

It is crucial that initial contact is conducted in a friendly and proportionate manner in order to influence subsequent supporter perceptions and behaviour. This is especially important as the experience on entry, especially if a thorough searching regime is applied, may be stressful for all concerned.

It also highlights why an integrated approach to stadium safety, security and service, incorporating an effective communication strategy, is so crucial and why every element should be subject to a risk assessment process. For example, searching may be considered a necessary security measure, but it can also generate safety and unintended additional security risks if undertaken in an indiscriminate rather than targeted manner and if implemented in a way that is likely to result in long delays and an associated increase in tension. A lack of effective communication explaining why the searching is being undertaken and why it is considered proportionate can exacerbate tension still further as can an inappropriately off-hand searching procedure (see Appendices 8, 31, 34 and 41).

Experience demonstrates that a key consideration in any risk assessment process, and in implementation of any subsequent safety or security procedures deemed necessary, should be recognition that if supporters are treated well and made to feel welcome, they are more likely to respect safety management arrangements at entry points and once inside the stadium.

Stadium perimeters

Where possible, depending upon the location and character of the stadium, a wall or fence should enclose the perimeter of the stadium complex to deter and delay any unauthorised intruder(s). It should be at least 2.5 metres in height to make it difficult to scale and be subject to strength testing to ensure that it is not be easy to penetrate, pull down or remove. Fences should not have any sharp edges or spikes which might pose a risk of injury in cases of emergency.

Perimeter walls and fences should be protected by CCTV or stewards or a combination of the two.

All access gates must be able to be opened or closed quickly without causing any danger or hazard. The gates should be designed to withstand pressure from large crowds of people. When open, the gates should be firmly secured. The gates should also be equipped with fireproof locks.

On the basis of a risk assessment, all vehicles entering the outer perimeter of the stadium should undergo security screening and a search. It is recommended that this occurs at a remote search facility located at a suitable safe distance from the stadium. The location and positioning of any remote search facilities shall be identified by a risk assessment conducted by the police in consultation with the stadium safety officer.

Entry and Exit Points

The number and size of spectator access gates are crucial in terms of enabling spectators to safely enter and exit a stadium in a timely and unobstructed manner both in routine and emergency circumstances.

All entry and exit gates should be clearly numbered in a logical sequence. Designated accessible entrances should have signage using the international disability symbol and be placed at a height that is visible amongst crowds. High visibility signage with strong colour contrast should make clear the location of, and best routes to, stadium sectors and numbered gates. Stadium sector and entry plans should be displayed en-route to stadium entrances and other high-profile locations as appropriate. Stadium sector and entry plans should be designed to meet minimum standards on light reflectance values (LRV) and colour contrast ratios (see above and Appendix 5).

All exit doors should open towards the exterior and exits should allow for the easy evacuation of disabled spectators without impeding the evacuation of others.

All entrances and exits should be permanently staffed by stewards during the period of an event to ensure easy access and evacuation by the public and to guard against abuse. Staff should be trained to immediately implement emergency evacuation procedures.

All exit doors should remain unlocked whenever there are spectators in the facility.

Entry and exit points should be designed in such a way as to facilitate the flow of people and vehicles in and around the stadium, taking into consideration requirements of the emergency services.

All access gates should be able to be opened or closed quickly without causing any danger or hazard.

All entry points should be equipped with electronic or manual turnstiles designed to prevent unauthorised entry or otherwise designed to enable stewards to check the validity of tickets and/or accreditation.

Entry points should be equipped with facilities for searching persons and for temporarily storing prohibited items securely.

Entry points (and outer perimeters where in place) should be designed or staffed to prevent the passing of dangerous/prohibited objects into the stadium.

The dimension of turnstiles or other entry points should comply with national or international standards.

Monitoring the number of spectators entering the stadium

All spectators entering all sections of the stadium, including VIP and lounge areas, should be accurately counted at their time of entry, and their number controlled in order to ensure that over-crowding does not occur. This information should be automatically relayed to the control room.

Whether manual, mechanical or computerised, the counting system used should be designed to ensure that personnel in the control room are informed immediately when a predetermined number of spectators have been admitted through each turnstile, bank of turnstiles or point of entry serving each section of the stadium.

In addition, the following points should be considered:

- a. where a computerised counting system is installed, the display monitor should be sited in the control room, where it can be viewed by the safety officer and, if present, the police commander;
- b. in the absence of computerised screen displays or read-outs, an efficient system of communication must be established between the turnstiles and/or points of entry and the control room, using runners, land-lines or radios, with clear, written records (accessible to disabled persons, including staff with colour vision deficiencies) kept at regular intervals using wipe boards and/or a pro-forma;
- c. all read outs or written records should indicate the section of the stadium, the number of spectators occupying that section and the time of the count;
- d. all read outs or written records need to be immediately available to the stadium safety officer and, if present, the police commander;
- e. contingency plans should cover the failure of the computerised system;
- f. a backup monitor should be installed.

Crowd build-up

Dangerous overcrowding can arise if spectators are present in the wrong viewing area (that is an area different to the one designated on their match ticket), or if they are able to gain unauthorised entry into a stadium, or sectors within the stadium, which is/are already full or nearly full. For example, by scaling or breaking through perimeter fences, gates or turnstiles.

Entry turnstile areas should always be controlled by stewards. For matches where crowd build-up is expected, additional resources may be required.

Contingency plans should be drawn up in order to deal with situations where unduly large crowds gather outside the stadium's outer perimeter. Local knowledge of the stadium and spectator dynamics should be taken into account in drawing up such contingency plans.

It should be stressed that the opening of additional or under-used entrances could lead to sudden uncontrolled movement and possible crushing. If the stadium contingency plans dealing with large crowds outside include the opening of additional entrances, the plan must also contain sufficient measures to prevent uncontrolled crowd movements. It should also ensure that spectators who enter in such situations can still be accurately counted, and that adequate stewarding arrangements are in place for their dispersal once inside the stadium.

Entry into a stadium should be controlled at all times, except in the case of an emergency scenario necessitating the immediate removal of people from the area outside of the entry points.

Opening of the stadium gates to spectators

The stadium safety officer, in consultation with the police match commander should decide when stadium gates should be opened to spectators, taking into account the following criteria:

- a) anticipated number of spectators;
- b) expected time of arrival at the stadium of the different groups of spectators;
- c) entertainment of spectators in the stadium (entertainment on the playing field, refreshment possibilities, etc.);
- d) any searching arrangements;
- e) space available outside the stadium;
- f) possibility for entertainment outside the stadium;
- g) segregation strategy outside the stadium, where appropriate.

Stewards, medical and fire personnel, and also the public address announcer(s), must be in their allotted positions in and around the stadium before the stadium is opened to the public.

Separating spectators outside the venue

For the majority of football matches (and other sports events) spectator segregation outside of stadia is not necessary. The encouragement of supporter interaction between home and away supporters at non-risk matches can even promote an integrated, peaceful and positive football (or sports) experience and atmosphere.

However, where deemed necessary or appropriate on the basis of a risk necessary, separate approach routes should be identified for rival supporters arriving either on foot or in coaches or personal motor vehicles. This could be achieved through using different roads or with removable barriers. Separate car parks may also be designated.

Establishing outer cordons

At particular events it may be desirable to establish a secure outer cordon at which tickets may be checked and spectators may be searched before they arrive at the entrances to the venue. This can prevent congestion around the entrances.

Screening Spectators

Spectators should be screened by stewards (or the police) at entry points (or earlier if an outer-perimeter is in place) to ensure that:

- they are in possession of a valid ticket;
- they are entering the correct part of the stadium;
- they are not in possession of alcohol or are clearly drunk (or under the influence of other substances);
- they are not banned from the stadium or from attending football events generally.

Screening must be carried out sensibly and in a polite, respectful and professional manner.

Searching spectators (see Appendix 34)

On the basis of a risk assessment undertaken by the stadium safety officer in close consultation with the police, it may be decided necessary to initiate a searching regime at entry in order to detect if any spectators are in possession of any dangerous, prohibited or illegal articles.

The risk assessment process should take into account existing and emerging police intelligence on the anticipated behaviour of the crowd, the possibility of alienating spectators and increasing tensions and the potential for conflict, the potential for generating safety and security risks arising from delays on entry and spectator congestion. Supporter Liaison Officers and supporter representatives can also provide a potentially valuable input into the risk assessment process and the need for a searching regime. The risk assessment should also determine whether any searching should be stadium-wide or sector focused, whether it should be random, targeted or universal in character and what type of search should be applied (e.g. self, search, checks of bags or pockets, pat-down, rub down, or involve metal detectors).

All searches should be undertaken on a same-sex basis, so appropriate numbers of female stewards need to be deployed at entrances at all times.

In general, preference should be given to well-trained stewards conducting searches rather than police officers.

All stewards need to be clearly identifiable by use of standardised and numbered high profile jackets or tabards.

As part of wider training arrangements, all stewards should receive thorough training on searching techniques and demeanour.

The dignity and integrity of supporters should be respected at all times. Searching of intimate body parts cannot be done without the agreement of the searched person and should generally be avoided.

Home and visiting supporters should be treated in an equitable manner and consideration should be given to using stewards from the visiting club to undertake searches at entrances to sectors designated for visiting supporters.

Where it is decided to initiate a thorough searching regime, the rate of entry will be much slower. To overcome this will require either large numbers of personnel and/or additional entrances being opened.

Areas set aside for searching should be designed so that they do not become overcrowded particularly during the last few minutes before the start of the event. Approaches to the searching area should be controlled to avoid pushing and pressure on queuing spectators.

If searching takes place, the process and impact on supporter dynamics should be closely monitored at the scene and from the control room as it is important to ensure that the searching is subject to an ongoing dynamic risk assessment, taking into account the possible need to relax the regime in order to allow spectators into the venue more quickly. This could be exploited by risk supporters or, more likely, generate a safety risk resulting from congestion and crushing.

While stewards may not be empowered to enforce compulsory searches at the stadium points of entry, any person who resists searches without a reasonable explanation, should be refused entry into the stadium, unless national laws prevent such action. This is a sensitive issue in many countries and the options available should be considered and resolved as part of the national multi-agency co-ordination arrangements.

Expulsion or refusal of entry

Stewards should co-operate with the police to ensure that any person refused entry to the stadium for any reason, or who has been expelled from the stadium, is not admitted or re-admitted thereafter, and that the person in question is kept well away from the stadium during the match, at least until all spectators have dispersed.

Detecting and preventing the introduction of unauthorised objects

The list of items that should be prohibited will vary from country to country and from event to event. They are, however, likely to include:

- any weapon or dangerous object (including laser pointers);
- any firework, flare or other pyrotechnic devices or parts of a device;
- alcohol, along with other drinks in glass bottles or metal cans;
- any illegal drug;
- any banners expressing prohibited or extremist political or religious views; and
- any racist, obscene or otherwise offensive banners.

If any dangerous or provocative items are found during the search, they should be handed to the police or stored in a suitable facility until such time as they can be properly disposed of or returned to the person after the match or used as evidence.

If a person surrenders his right of ownership to and possession of an object that is banned from the stadium, and no criminal offence has been committed, the confiscated object should be held in a secure place until such time as it can be destroyed.

In determining what constitutes "unauthorised objects", disabled spectators should be permitted to enter stadiums with mobility aids (such as crutches, canes and medical equipment). Similarly, any prohibition on bringing animals into a stadium should exclude guide and assistance dogs. These dogs have been highly trained to suit the needs of the disabled person they assist and will be used to their lifestyle, including attending crowded and noisy events such as a football match.

Storing and returning confiscated articles

Appropriate provision should be made for the safe storage for confiscated items and personal belongings which are not permitted inside the venue but which it would be appropriate to return after the event. This should involve the issue of a receipt to ensure the correct return of personal property.

Supporter communication strategy at entry points

As stressed at the beginning of this appendix and throughout the Recommendation an appropriate balance needs to be struck between providing a safe and secure event and ensuring a proportionate and hospitable approach to both home and visiting fans.

It is important that stewards act in a professional, polite and welcoming manner at all times when interacting with supporters on entry and that effective and friendly means of communicating with queuing supporters are used whenever possible, to explain any delays and to provide reassurance to supporters.

Supporter Liaison Officers should work closely with safety officers and representatives of supporters and supporter focused initiatives in respect of searching policies and entry procedures and should consider developing guidelines. The stadium safety officer should establish a clear complaints procedure, especially for entrance procedures.

European Standard

The European Standard providing technical and other advice on entry and exit facilities and routes is at Appendix 13. A supporters' perspective, "Guidelines for Entrance Procedures at Football Matches" is available from Football Supporters Europe (FSE).

Appendix 13

Entry and exit specifications - European standard

The design criteria and technical specifications for stadium entrances, exits and associated circulation and route areas are crucially important in terms of providing all spectators with a safe experience when attending a stadium event.

The European Standard for these important elements of stadia design is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European Standard EN 13200-7:2013 E on "*Entry and exit elements and routes*".

The document specifies safety and design characteristics of entry and exit elements and passageways. The standard incorporates minimum recommended dimensions and calculations where appropriate, though it recognises that some national standards may set different requirements.

The design and technical specifications covered in the Standard are:

- Entry and exit - general characteristics;
- Entry and exit for emergency services and accredited categories;
- Factors affecting the entry capacity
- Calculating an entry capacity
- Spectator entry - the need to count
- Design of entrances and entry routes
- External perimeter barriers and passageways
 - Queue pre-selection devices
 - Access control elements and entry points
- Spectator circulation, routes and areas
 - Multifunctional circulation areas
 - Zoning of circulation routes
 - Design of circulation routes and areas
 - Passageways
 - Ramps
 - Stairways

- Stepped access and stairs for people with special needs
 - Escalators
 - Lifts
 - Concourses
 - Vomitories
- Exit and emergency evacuation
 - Exit capacity
 - Exit route
 - Rates of passage
 - Egress time
 - Design of exit systems
 - Emergency evacuation time
 - Design of emergency evacuation routes
 - Use of the activity area for emergency evacuation
 - Provision of gates or openings in an activity area perimeter barrier
 - Exit doors and gates
 - Electronic securing systems
 - Emergency escape lighting
- Emergency Evacuation for people with special needs
 - Horizontal Escape (refuges)
 - Vertical Escape (evacuation lifts, stairs, handrails, wheelchair stair lifts)
- Access control systems - product characteristics
- Full Height Turnstiles (dimensional requirements, characteristics, ergonomics, electric circuits, control system, functions)
- Technical specifications for the supply of scanning equipment to control access via turnstile entrances (including control software and server)
- Scanning device for Turnstile/Cage

Appendix 14

Fire safety plans and risk assessment

Each stadium should have detailed arrangements for minimising the risk of fire and responding to any fire incident.

Fire Safety Plans

The Fire Safety Plan should aim is to ensure that an appropriate level of safety provision is available for spectators, players and officials during matches played at the stadium. It should be read in conjunction with the Fire Risk Assessment (see below) and typically include the following sections:

- responsibility for fire safety;
- fire safety risk assessment;
- procedures to be followed in the case of a fire;
- procedures for summoning the fire service and briefing them on their arrival;
- provision of emergency instructions;
- strategy for an emergency evacuation including the use of refuge areas;
- fire alert arrangements;
- location of any specifically trained fire safety stewards;
- record of fire warning system checks and inspections;
- provisions for fire drills;
- procedures for ensuring self-closing doors are not secured open, unless by an approved mechanism linked to the fire alarm;
- identification of areas to be kept completely free of storage, goods, litter, combustible or flammable materials;
- storage of gas cylinders;
- use of LPG (liquid petroleum gas);
- location and character of firefighting equipment;
- provision for replacement or repair of firefighting equipment;
- record of training provided to staff and stewards.

Fire Risk Assessment

The fire safety plan should be read in conjunction with a Fire Risk Assessment which should be completed annually after a review of stadium and its fire prevention and counter measures and plans.

Sources of ignition

The fire risk assessment should identify all potential sources of ignition at the stadium. Where possible, those sources should be removed or replaced. Where this cannot be done, the ignition

source should be kept well away from combustible materials, be adequately guarded or made the subject of management controls. Ignition sources may include:

- cooking appliances;
- central heating boilers;
- room heaters;
- light fittings;
- certain electrical apparatus, especially if not maintained;
- smoking areas.

Smoking

- The stadium safety officer should ensure that if smoking is permitted inside the stadium perimeter, it does not increase the risk of fire. This can be achieved by designating smoking areas at controlled points that are equipped with suitable ashtrays and extinguishers.
- The stadium safety and security management team should adopt and enforce a clear policy on smoking for both staff and spectators. The policy should be supported by suitable signs and use of the public address system to inform spectators.
- In areas which are constructed of, or contain, combustible or flammable items or materials, smoking should be strictly prohibited in that vicinity.

Flares and fireworks (see Appendix 28)

The stadium safety officer should adopt and enforce a clear strategy on preventing spectators from bringing pyrotechnic devices into the stadium. This should be clearly stated in the stadium regulations.

Voids

Voids under seating areas, or under the flooring itself, are often used for the unauthorised storage of combustible materials. They may also accumulate waste or litter. All voids should be inspected 24 hours before an event as part of the pre-event check process and made safe.

Waste and litter

The accumulation of waste and litter (such as programmes and food and drink packaging) should be avoided. Sufficient waste and litter bins must be provided throughout the stadium and arrangements made for their frequent emptying throughout the event.

Areas of increased fire risk

Areas with an increased fire risk should be separated from any other parts of the stadium by a construction having a fire resistance of at least 30 minutes. Such areas may include:

- kitchens;
- catering outlets;
- hospitality areas;
- boiler rooms, oil fuel stores and general stores;
- enclosed or underground car parks.

Adequate firefighting equipment should be positioned in these areas, taking into consideration the types of extinguisher required, such as CO², water, etc, and should be in accordance with the that set out in the fire safety plan.

Catering facilities

Wherever possible, all catering facilities should be located in permanent structures. Any temporary or mobile catering facility must be included in the fire risk assessment.

Fuel or power supply

Special care should be taken to ensure that any fuel or power supply used for cooking or heating, in particular liquefied petroleum gas (LPG) cylinders, is stored safely.

Hazardous materials

If it is necessary to utilise hazardous materials, such as fuels (whether in containers or within fuel tanks and machinery), fertilisers, weed killers, paints or gas cylinders used for medical purposes, they should, if held within or near to the stadium, be stored in fire-resistant facilities that have appropriate access control.

Temporary structures and ancillary activities

Any temporary accommodation or facility should be included within the fire safety risk assessment. Any ancillary activity not included in the overall fire safety risk assessment should be the subject of a site-specific risk assessment.

Fire warning and detection systems

Consideration should be given to the installation of an automatic fire detection (AFD) system in accordance with national regulations, notably in respect of all increased fire risk areas and also in any unoccupied areas that contain a normal fire risk. This system should:

- give an automatic indication of the fire warning and its location and be capable of being understood by control room staff with colour blindness, many of whom cannot distinguish between red, green and orange lights and LEDs¹;
- if the fire warning panel is located in a part of the stadium other than the control room, then a repeater panel should be installed in the control room to ensure that an immediate signal is received;
- be designed, installed, commissioned, maintained and tested by professionally competent persons.

Whatever warning or detection system is in place, the fire services must be informed immediately of any warning.

The procedures for notifying the fire services must form part of the stadium's contingency plans and staff must be trained accordingly.

Firefighting facilities and equipment

All stadiums should be provided with adequate firefighting equipment. Advice on the type, level of provision and positioning of firefighting equipment should be sought from the fire services or authority responsible for enforcing fire legislation. When providing such equipment, the following should be considered:

- where appropriate, hose reels should provide adequate protection to the whole floor area and be installed in a suitable position by entrances, exits and stairways;
- where hose reels are not provided, sufficient portable fire extinguishers should be installed to give adequate cover - the number and type will depend upon the structure's size, layout, fire separation and risk;
- fire blankets and appropriate fire extinguishers should be provided in all catering facilities and outlets;
- portable firefighting equipment should be located so that it cannot be vandalised but is readily accessible to staff when needed;
- all firefighting equipment should be regularly inspected to ensure that it is in full working order;

¹ We often find control room equipment with LEDs which change between these three colours to indicate different status levels.

- the location of emergency fire extinguishers should be clear both physically and where marked on stadium signage and stadium plans by being highlighted in yellow, to ensure they are prominent to colour blind people.

Appendix 15

Food and beverages

The availability of sufficient and reasonably priced food and beverages is an important service function which can help make spectators feel welcome within a stadia, which, in turn, can influence behaviour and help reduce safety and security risks.

In most stadia, refreshments are available in concourses where spectator circulation is a key consideration (see Appendix 5).

Weather conditions and temperature should be taken into account with consideration being given to providing access to free water to spectators in high temperatures, especially for children and any vulnerable persons.

Allergen information should be provided. This information should be accessible to people with colour blindness using text and symbols in addition to colour. Avoid the use of red text to highlight allergens.

Sale of refreshments

In order to ensure that circulation areas are kept clear of trip hazards, and to minimise the risk of fire, adequate receptacles should be available for the disposal and collection of all waste and litter resulting from the sale of refreshments.

All refreshments sold in general spectator areas should be served in soft containers. Hard containers such as glasses, bottles or cans can constitute a danger in congested areas and may even be used as missiles.

Hot drinks should be dispensed in suitable containers preferably with appropriate lids, so as to minimise the risk of scalding or burns to spectators.

Alcohol

The possession and consumption of alcohol in stadia is governed by national legislation or regulation (or the stadium/ground regulations), and by competition rules, which may be in variance with national laws and preferences.

In many countries, it is a criminal offence to possess alcohol or to be overly drunk whilst entering, or trying to enter, a stadium and/or to be drunk inside a stadium. National laws may also provide a blanket ban on alcohol sales and consumption within stadia (or even in surrounding locations) whereas in other countries the restrictions are more specific, for

example, possession of alcohol in standing areas providing a view of the playing area. In some countries no such restrictions apply.

The rules in respect of the possession and consumption of alcohol in, say, hospitality boxes should be the same as the rules applied elsewhere in the stadium.

Ultimately, it is for each country to determine its alcohol in stadia policy on the basis of a risk assessment, taking into account a range of considerations, including the potential impact of encouraging spectators to arrive early at a stadium in order to purchase and consume alcohol in controlled conditions rather than arrive late at a stadium having consumed excessive amounts of alcohol prior to arrival.

One potentially important safety and security constraint centres on precluding spectators from being in possession of bottles, cans or other portable containers in stadia, given that such receptacles are capable of causing injury to a person if thrown or otherwise struck by them.

Appendix 16

Ground/stadium regulations

In most European countries, it is the practice of national football authorities to oblige its member clubs to develop and implement stadium regulations setting out a behavioural code of conduct for spectators and all other participants, such as media representatives, club officials, players and/or security staff) whilst inside stadia. Acceptance of stadium regulations is usually a condition of entry.

Whilst the legal status of stadium regulations varies across Europe, they are usually intended to supplement any national laws or regulations prohibiting or promoting certain categories of behaviour in connection with a football (or other) event. Failure to comply with a stadium regulation is not in itself a criminal offence, though it can be depending on the circumstances of the behaviour concerned.

To assist its members, national football authorities often provide model clauses for inclusion in stadium regulations, though individual football clubs and/or stadium owners can vary these and/or include additional clauses in their stadium regulations. The primary aim of issuing model regulations is to encourage uniformity of policy and practice regarding what constitutes unacceptable or desirable behaviour and to enhance spectator understanding of behavioural constraints within stadia.

Content of Stadium Regulations

In many countries, the regulations will stress that permission to enter or remain within the stadium is at the absolute discretion of the football club or its representatives (stewards) or the police, notwithstanding possession of a valid ticket.

The regulations will often make clear that admission will not be granted to individuals subject to exclusion measures (football banning orders or other form of stadium ban).

In addition to, or in reflection of criminal law prohibitions, the regulations can also include a range of behavioural constraints and prohibited actions, non-compliance with which provides grounds for ejection from the stadium, and/or criminal proceedings depending upon whether or not the behaviour concerned is a criminal offence.

Typically, stadium regulations prohibit a range of actions, including:

- possession of prohibited items, such as knives, weapons, dangerous or hazardous items, fireworks, smoke canisters, air-horns, flares, laser devices, bottles, glass vessels, cans, poles and any article that might be used as a weapon and/or compromise public safety; and

- use of threatening behaviour or abusive language, racist and other forms of discriminatory abuse, chanting or harassment.

In addition, the regulations can oblige spectators to comply with steward instructions restrict stadium access to a pre-determined sector/viewing area or a specific seat allocated to them by their ticket. They can also highlight a range of crowd management constraints like:

- prohibition of unauthorised movement within the stadium;
- obstructing gangways, access ways, exits and entrances, stairways;
- entry into prohibited areas;
- climbing on structures within the stadium;
- throwing of missiles;
- unauthorised entry onto the playing area; and
- smoking and alcohol constraints.

Ticketing controls and constraints (e.g. unauthorised sale/re-sale of tickets, transferability) can also be highlighted

Where the prohibited behaviour also constitutes an offence under the criminal law, the regulations will usually cite the relevant legal provisions and penalties on conviction. The regulations will also highlight the sanctions which the football club or stadium can impose, which is usually limited to a stadium ban (which is distinct from an exclusion measure imposed in accordance with criminal, civil or administrative law).

The regulations also provide opportunity to notify spectators that a condition of entry is consent to CCTV images being recorded and for such recordings to be used by the club or passed to the police or other legal authority for use in any proceedings. It should be clearly specified who can use the recordings and that use is in compliance with national data protection obligations

A further issue centres on a condition of entry being acceptance of the right of the football club/event organiser to search any person entering the stadium and to refuse entry to or eject from the stadium any person refusing to submit to such a search. This is a sensitive issue in many countries.

In addition to prohibitions and, where possible, consent to be searched etc, the regulations should also include stadium policies in respect of desirable and encouraged behaviour as well as policies on the rights of spectators, like refund of ticket costs in the event of a scheduled event being postponed or abandoned, along with other matters set out in supporter (customer) charters.

In reviewing the content of ground regulations, it can be advantageous to consult with Supporter Liaison Officers and supporter representatives and experts in supporter dynamics in order to involve them in the process and demonstrate commitment to supporter engagement and enhance perceptions of reasonableness amongst spectators, including any target groups.

Status of Stadium Regulations

As indicated above, the status of stadium regulations varies across Europe in accordance with the national criminal, civil and administrative legal arrangements and other national policies. For example, there are varying interpretations, notably in respect of whether or not consent to be searched needs to be accompanied by specific legal provision empowering stewards or other designated persons to undertake a body search, or even less intrusive options (see Appendix 34). Other legal factors, such as whether the stadium is defined in law as a private or public place can also be relevant. These and associated matters should be considered and clarified as part of the national, multi-agency co-ordination arrangements.

Appendix 17

Inclusiveness, racism and other discriminatory behaviour

Role of sports stadia

Football stadia (and other sports venues) should provide an inclusive and welcoming experience for everyone irrespective of their nationality, ethnicity, religion, gender, age, sexual orientation, or any disability. Moreover, European experience evidences the desirability of football (and other sports) crowds reflecting all communities and the wider population.

That is why racist or other discriminatory behaviour should never be tolerated in stadia (or be associated with the wider football experience) and why football, as the leading global spectator sport, and stadia hosting football and other major sports events, should be at the forefront of proactively encouraging the attendance of all potential spectators. Any barriers to the participation of one or more sections of the population should be removed as a high priority.

The football authorities and public authorities, including the police, should proactively encourage supporter-driven initiatives promoting diversity and opposing discrimination in order to foster supporter self-management and the creation of an inclusive atmosphere inside and outside the stadia.

Diverse crowds, representative of all communities and the population generally, can help to provide a more tolerant and less confrontational environment, and are more likely to be compliant with crowd management arrangements, especially if those arrangements are widely known, understood and perceived to be proportionate and aimed at making stadia safe, secure and welcoming for all supporters.

This is one reason why football (and other sports) clubs should be encouraged to develop close links with the wider community and communities that reside in the locality of the stadium (see Annex C Service).

The ECRI General Policy Recommendation No. 12 on Combating Racism and Racial Discrimination in the Field of Sport, further mentioned below, is a reference text which aims to help the various stakeholders to combat racism and racial discrimination in all types of sport.

Upgrading stadia

Welcoming stadia offering good viewing and service facilities can assist in attracting a more diverse range of spectators, make crowds more representative of the wider community, and generate a more inclusive experience for all spectators.

Stadia vary greatly in capacity and each will be different because of its location, scale and site factors. Many European stadia are old and were designed and constructed in an era when the importance of such matters was not recognised. However, new stadia are continually being planned and constructed and older stadia upgraded. European experience evidences that great strides can be made with modest investment in terms of providing well designed, managed and operated facilities designed, in part, to make spectators feel safe, respected, appreciated and welcome. Such improvements can have a major impact on the stadium experience and the diversity of crowds and can encourage positive supporter behaviour.

Stadium personnel

Stadium management also have a role to play in setting an example through taking steps to ensure that stadium personnel reflect the communities that live and work in the vicinity of the stadium and the population generally (for example, male and female employees). This can be done through ensuring that recruitment strategies and processes are accessible and overtly encourage employment applications from all sections of the community.

European experience demonstrates that if the personnel who provide the interface between stadium management and spectators are reflective of wider society, and include a proportionate number of females and members of local communities, then the stadium can dispel negative perceptions and provide reassurance that all sections of the community are welcome to participate in the stadium experience and that any racist or other discriminatory behaviour will not be tolerated. It will also proactively demonstrate a positive image of the role of the stadium in the wider community.

Extremism

Actions and opinions expressing excessive intolerance, discriminatory, political or religious extremism can violate human or basic civil rights, undermine the concept and implementation of inclusiveness, and generate an increased risk of safety and security incidents. They can polarise opinions and generate friction, tension and possible confrontation among spectators who want to enjoy a peaceful even and should therefore be excluded.

Combating racism and intolerance in sport, including hate speech and hate-motivated violence

Various forms of racism and intolerance, including anti-Black racism, antisemitism, Islamophobia, homophobia and transphobia, as well as and sexism, often find fertile ground in the world of sport, leading to verbal and physical violence.

Verbal abuse is widespread in the sports environment, in the form of insults and chants that may amount to hate speech and incitation to violence. Such abusive speech is expressed in racist insults, aggressively nationalistic, antisemitic and homophobic chanting and offensive gestures. In the stadium, “monkey chants” addressed to Black players and antisemitic chanting are among the most mediatised forms. Abuse may also be written, visual or allusive, with the

use of symbolic objects, extremist iconography or vandalism of the opponents' symbols. These phenomena occur most often in collective ways, among supporters, but they also take place on the playing field, involving players, trainers or referees, either as perpetrators or victims of the abuse.

Sport should be first and foremost an instrument for promoting and transmitting values such as fair play, mutual respect and tolerance. Education is key in preventing hatred and intolerance, including in the sports environment, and special attention should be paid to the role of schools in transmitting the values of tolerance and respect for human dignity.

ECRI² General Policy Recommendation No. 12 on Combating Racism and Racial Discrimination in the Field of Sport is a reference text which aims to help the various stakeholders (including national and local authorities; the police; sports federations; sports clubs; athletes; coaches; referees; supporters' organisations; the media; sponsors and the advertising industry) to combat racism and racial discrimination in the context of all types of sport events, including through:

- adequate and comprehensive anti-discrimination legislation;
- appropriate security regulations and training for police and security staff to enable them to prevent racist behaviour and deal with it promptly;
- effective self-regulatory, disciplinary and awareness-raising measures, such as the adoption of codes of conduct, dealing inter alia with fan racism and providing for suspensions and other sanctions;
- action at the level of sponsors;
- suitable monitoring, data collection and reporting systems;
- encourage the media to report on racist incidents during sports events and to give publicity to sanctions incurred by racist offenders, while abstaining from reproducing racist stereotypes in their reporting;
- effective remedies for victims;
- improved accountability, such as holding sports federations responsible for racist acts committed during sports events;
- refusing access to stadia to persons who distribute or carry with them racist, antisemitic or discriminatory leaflets, symbols or banners;
- action to ban racist sports fan clubs;
- the disbanding of extremist groups engaging in racist activities at football matches.

ECRI General Policy Recommendation N°15 on Combating Hate Speech also provides useful guidance in the context of sports events. This Recommendation calls in particular for:

- raising awareness of the dangerous consequences of hate speech;

- support for self-regulation by various institutions (including educational institutions and sports organisations);
-
- promoting and exemplifying mutual respect and understanding within society
- speedy reactions by public figures to hate speech;
- providing support for those targeted by hate speech both individually and collectively
- criminalising its most extreme manifestations while respecting freedom of expression.

The Recommendation further recalls that anti-hate speech measures must be well-founded, proportionate, non-discriminatory, and not be misused to curb freedom of expression or assembly nor to suppress criticism of official policies, political opposition and religious beliefs.

Besides these key General Policy Recommendations adopted by ECRI, we recall two relevant Resolutions adopted by the Parliamentary Assembly of the Council of Europe.

The first one is Resolution 2131 (2016) “Sport for all: a bridge to equality, integration and social inclusion”, particularly as regards the need for mechanisms for regular and systematic monitoring of discrimination in the field of sport.

The second one is Resolution 2276 (2019) ”Stop hate speech and acts of hatred in sport”, which include calls on the Council of Europe member States to:

- integrate into their national plans or strategies against hate speech and hate crime specific measures to address these issues in the sports environment;
- integrate sports ethics into school curricula, in the framework of citizenship education; provide physical education teachers and sports trainers with training on detecting and responding to discrimination and abuse targeting athletes, whether at amateur or professional level;
- encourage media to provide pluralistic, unbiased information on athletes, particularly those most exposed to hatred, and their performance, and to report accurately and without bias on hate speech incidents and hate crimes.

In this same Resolution, the Parliamentary Assembly calls on sports federations and other sports organisations, inter alia, to:

- appoint outstanding athletes as “ambassadors for equality and non-discrimination”;
- provide all players and staff members with training on how to identify, prevent and counter hate speech and intolerance;
- promote educational programmes for sports supporters and fan clubs in order to prevent hate speech in stadiums during matches.

Sport should not only be a matter of competition, but also an environment in which people of all origins and walks of life can find common ground and interact harmoniously in diversity.

Appendix 18

Indoor Venues

The following good practices related specifically to indoor venues. However, the accompanying thematic appendices incorporate a range of good practices that can and should also be applied to indoor venues. This guidance, therefore, should be considered in tandem with the generic advice provided in respect of football stadia.

The number and range of indoor venues is considerable ranging from small local municipal facilities, providing spectator accommodation for less than 1,000 spectators, to large international venues hosting major events of thousands of spectators.

Although the basic principles of design, safety management and control are equally applicable, indoor venues create additional risks and hazards to venue management and spectators and should not be considered as simply being smaller versions of stadia. The close proximity to the competition area can itself generate additional issues. For example, by their very nature, indoor arenas have increased risk associated with fire safety and the loss of power to provide safe lighting levels.

Moreover, indoor venues are often multipurpose arenas which are frequently used for a range of sports and cultural events, typically more than once per week. The high levels of use and quick turnaround for events can create operational challenges that may impact upon spectator safety.

National and Local Co-ordination and Safety

The need for effective, multi-agency co-ordination arrangements at national and local level is as important for indoor venues as it is for football stadia. As is the need to determine safety and security arrangements on the basis of a series of risk assessments and on event-specific information and intelligence, not least in respect of the participation of visiting supporters in team sports events .

Moreover, whilst the traditional focus on crowd disorder at sports events has rightly been focused on football events, which is a European-wide phenomenon, in some countries certain indoor sports also experience spectator violence. Similarly, in some countries there is evidence that “risk” football supporters also attend other sports notably ice hockey, basketball, handball and volley ball.

Municipal Authorities - Venue Licensing, Certification and Inspection

As with football stadia, it is crucial that each indoor venue is subject to effective venue licensing, safety certification and technical inspection arrangements.

The arrangements should be set out in the legislative, regulatory and administrative framework with the principles and practices enshrined in the provisions replicating those applied to football stadia, though the detail of the expert inspection arrangements, for example, will need to be customised in accordance with the physical design, construction and other characteristics of each venue.

Good practice evidences that the municipal authorities are best placed to oversee the safety certification and inspection arrangements, but as with football stadia, an independent oversight body and the development of national standards will be necessary to provide municipal authorities with the expert technical knowledge necessary for their role to be delivered effectively.

Once the arrangements are in place, they should be implemented in a robust manner whereby the relevant municipal authority regularly inspects the safety arrangements of the arena with particular attention paid to critical areas, notably those listed below.

Structural Safety

- physical structure of the premises is certified as being fit for purpose;
- inspection and assessment of all structural safety elements is undertaken on a regular basis;
- roof trusses, used to support and hang production equipment used for events, are regularly inspected and tested;
- structural integrity is inspected and tested, especially if the venue is subject to dynamic loads created by the movement of the audience when attending music events.

Fire Safety:

- exit routes are identified and are kept clear of combustible material
- circulation areas are easily accessible and not compromised by merchandise or mobile catering outlets
- housekeeping arrangements are monitored to ensure there is not a build-up of combustible material especially within store rooms and equipment spaces
- all fire doors are checked to be operating correctly and are properly maintained in order to maintain the integrity of the compartmentation of the building to reduce the spread of fire
- fire safety equipment such as sprinklers, hand held firefighting equipment, fire shutters, smoke dampers, smoke extract systems, isolation switches to gas supplies and the fire detection and alarm systems are serviced and inspected regularly and are working correctly
- venue fire safety plans are inspected, and the fire risk assessments reviewed

- fire safety plans make provision for responding to pyrotechnic-related incidents

Electrical Safety

- regular inspection and testing of the fixed electrical power distribution system;
- regular inspection and testing of the emergency lighting systems - both UPS or secondary power supplies.

Venue Safety Management

- audits of checks, inspection and equipment test records;
- review of safety management plans and procedures.

Key Safety Principles

Each arena should be required to have comprehensive safety management arrangements in place, designed and delivered to reflect the size and complexity of the venue.

The licensing and safety certification arrangements should require venue management (or a designated venue safety officer) to provide a comprehensive event safety plan or safety operations manual that will include:

- event details;
- event capacity;
- event specific risk assessments;
- venue and event management structure;
- stewarding plan;
- safety and security arrangements;
- fire safety arrangements;
- entry and exit arrangements;
- emergency and contingency plans;
- medical plan;
- evacuation plan;
- pre and post event inspections;
- communication Plan to include radio communications, public address and visual communication systems.

Venue Capacity

The venue capacity for indoor arenas can be flexible based upon the event being staged within the arena. It is quite possible for the field of play to be reduced in size dependent upon the sport

and for additional seats to be installed. For example, gymnastics or boxing will have different capacities in the same venue.

The determination of the capacity must be based upon sound safety management principles and methodologies. Once the venue capacity has been determined it should be recorded within the certification or licensing process operated by the relevant local authority and should not be exceeded.

One of the key factors in determining the venue capacity will be the fire safety arrangements and any fire engineered solution used in the design. Indoor venues are complex spaces and as such the final safe capacity will need to be based upon the initial design calculations and a dynamic assessment of the venue, including but not limited to any increased fire load or imported hazards and risk associated with the event. Very large indoor arenas are often used for motors sports events and as such the imported risks and hazards associated with the fuel and sports equipment leaving the field of play should be assessed by a competent person.

It is to be expected that the venue capacity for each event is re-assessed in response to the event management plan and associated safety risk assessments

Coordination, Command and Communication

Successful safety management at any venue event is an output of an integrated approach to safety and security that includes effective coordination command and communications.

These functions should be managed through the control point/room at the venue. The size, location and level of resources within the control room should be assessed taking cognisance of the following factors:

- size of venue and venue capacity;
- venue or event hazards and risks;
- local hazards;
- radio communications, public address and visual communication systems;
- emergency services representation within the control room;
- closed circuit television (CCTV) operations;
- fire detection and alarm system monitoring;
- incident logging and reporting;
- building management system (lighting, heating and ventilation).

Following an assessment of the control room operation and functionality, in response to changed circumstances, it would be acceptable for an alternative and/or a secondary space to be made available for the coordination, command and communication roles to be effectively undertaken.

Safety Management – safety officer

Each venue should have an occupationally competent person with the responsibility for the safety of all persons attending the event, in outdoor sports this role is held by the “safety officer”. There is a similar role within indoor arenas.

In smaller venues the post holder may also be the facilities manager however on event days the primary role must be the safety officer function. Larger venues may have a facilities management team with a safety and security function held by a member of the senior management team.

It is recommended the safety officer for an indoor arena should have the same level of training and competencies as a safety officer for a football stadium.

Communication plan

The use of public address system to enhance the spectator experience is a feature of many indoor sports, it is recommended that the venue management have an agreed and rehearsed procedure to override the sports presentation input with safety and security messages.

A “show stop” procedure should be developed so that in the event of an emergency and there is a need to stop the event the public address system and other media such as visual communication systems are utilised for pre prepared safety messages.

Radio communications within indoor venues should be checked to ensure the fabric of the building and the event production equipment do not create areas that reduce the transmission or reception of radio communications. Specialist advice should be obtained to provide solutions to those areas which may be impacted by poor radio communications.

Closed circuit television (CCTV)

CCTV is a valuable tool to monitor crowd dynamics and the build-up of densities in enclosed spaces. The CCTV system should be specified to work in the reduced lighting levels often experienced in indoor arenas and cover all areas.

Disabled Spectators

Indoor arenas are popular spaces for disabled spectators to watch and enjoy sport and cultural events.

- each venue should provide adequate levels of accessible viewing accommodation and welfare facilities and services for spectators in each part of the venue;

- the number and location of accessible viewing should meet the minimum standards;
- appropriately trained staff should be positioned within those areas designated for disabled people;

An evacuation plan for these areas should be prepared and communicated to staff in the area and, where possible, to the disabled spectators and their care or personal assistant.

Stewarding and Safety Training

All stewards working at indoor venues, whether paid or as volunteers, must receive training to enable the venue safety management plans to be implemented. Stewards at indoor arenas deal with the same issues as their colleagues in outdoor venues.

The training should be provided by competent trainers, be designed for people with colour vision deficiencies, and should include as a minimum elements on:

- fire safety;
- emergency evacuation arrangements;
- radio operations (where applicable);
- reporting of incidents (medical, security, fire, lost persons);
- conditions of entry (venue regulations);
- security measures (searching policy);
- customer service (including dialogue and conflict resolution).

All staff should receive training in disability inclusion and etiquette so that communications, ticketing, security staff, stewards, concessions staff, and other personnel provide an inclusive experience.

Details of the training should be recorded for inspection by the municipal authority.

There may be a need, following an event specific risk assessment, for stewards, possibly supplemented by contracted security personnel, to undertake searching of the venue and/or spectators and to undertake the ejection of antisocial spectators from the venue. It is recommended these staff are also trained in the fire safety, customer service and evacuation arrangements for the venue.

It is recommended that before the venue is open and operational all staff are fully briefed on the relevant details for the event and that the briefing notes are recorded as part of the audit trail that may be inspected by the local authority.

Appendix 19

Inspections

The physical and technical infrastructure of a stadium, along with key safety and security facilities and equipment, should be subject to regular and detailed inspection and tests. Ensuring that these inspections are undertaken, the outcome recorded, and audit trail maintained is a crucial responsibility of the stadium safety officer, on behalf of stadium management or the event organiser as appropriate.

If responsibility for arranging inspections of the stadium infrastructure rests with stadium management, it is essential that the stadium safety officer is kept fully aware of all related issues.

Good practice also evidences that such inspections should form an integral part of the stadium licensing and safety certification process (see Appendix 20).

The purpose of a comprehensive inspection regime is to minimise potential risks to spectators and staff, and to ensure that all structures, installations and items of equipment are safe, performing to a sufficient standard and fit for the specific purpose.

It is the responsibility of the stadium safety officer to:

- a. ensure that proper maintenance is carried out;
- b. draw up and adhere to a programme of inspections and tests;
- c. ensure that such inspections, measurements and tests are carried out by an independent and suitably qualified persons;
- d. record the details of inspections, tests and any remedial work carried out, including the dates of completion;
- e. allocate adequate resources to carry out these tasks.

The following inspections refer to structures, installations and components and are not intended to be comprehensive or applicable to all stadia, nor are they presented in any order of importance.

Inspections and tests 24 hours before an event (see Appendix 26)

The stadium safety officer should ensure that at least 24 hours before each event, the following structures, installations and components are inspected and tested by competent persons, and the test results recorded:

- a. fire warning and other fire safety systems;
- b. stewards' radio systems;
- c. emergency telephones;
- d. public address system (including its intelligibility i.e. the ability to clearly hear and understand a message from the public address system over and above other sounds in the local area) and hearing enhancement systems;
- e. CCTV system;
- f. video or visual communication systems;
- g. auxiliary power supplies;
- h. emergency lighting systems;
- i. temporary television camera platforms and gantries and other media installations;
- j. carbon monoxide detection systems where fitted;
- k. methane detection system where fitted;
- l. general conditions of service facilities such as catering and toilet facilities;
- m. entrance gates and turnstiles/ticket scanners.

At most stadia, such systems are permanently in place. However, if some of the equipment is not permanently fitted but is shared or transported between venues, it should be tested as soon as it is available and in place.

If any of the above systems are not operating properly and if the faults cannot be rectified before the event, contingency plans should provide for the use of acceptable substitute measures. Failing this, the balance between physical infrastructure and safety management may need to be adjusted with additional safety management arrangements put in place as a compensatory measure. This should prompt a risk assessment and could result in a reduction in the capacity or, if necessary, the closure of the relevant areas of spectator accommodation. If tickets have been sold in advance and the event is 'sold out' this could lead to the event being postponed or cancelled.

Inspections and tests before an event (see Appendix 26)

The stadium safety officer should ensure that, before each event, structures, installations and components are inspected and tested by competent persons, to check that:

- a. all structures are free from any damage, corrosion or deformation which might create a potential danger to the public;
- b. exit doors, emergency exit doors, gates and pitch perimeter gates, whether operate manually or electronically, are functioning;
- c. all entry and exit routes are clear of obstruction, free from trip hazards, and their surfaces are not slippery; and all such routes can be safely and effectively used;
- d. turnstiles and metering or entry monitoring systems are functioning;

- e. there are no accumulations of combustible waste or litter, particularly in voids and other areas vulnerable to fire, and all areas to which the public have access are generally clean;
- f. containers used to store combustible waste or litter are secure;
- g. hazardous materials have been removed, or safely stored, well away from public areas;
- h. firefighting equipment is in position and in good order;
- i. areas to which public access is prohibited are appropriately locked or sealed off;
- j. where appropriate, the ground does not contain any accessible items which could be used as missiles;
- k. signage is in place and, where appropriate, illuminated;
- l. any temporary signs and fittings are secure and in their appropriate positions;
- m. any advertising or other obstruction likely to impede the exit of spectators onto the playing area in an emergency is removed;
- n. any temporary equipment that has had to be installed on the day is working satisfactorily;
- o. arrangements/procedures for checking supporter displays are available and in place.

In each case, if problems are identified, remedial action should be taken before the public is allowed access to the affected area.

Inspections during the event

During an event, the stadium safety officer should ensure that:

- a. litter and waste is not allowed to accumulate, and is removed to secure containers whenever possible;
- b. materials are not allowed to accumulate or be stored in circulation, exit or escape routes;
- c. all gangways, exits, emergency exits and escape routes are kept clear.

Inspections after the event (see Appendix 26)

Following each event, the stadium safety officer should ensure that:

- a. a general visual inspection of the ground is undertaken to identify any signs of damage or deformation which might create a potential danger to the public, with particular attention to the condition of seats, terraces, viewing slopes, barriers and stairways;
- b. combustible waste and litter are cleared (particularly from voids) and either removed or stored in secure containers;
- c. any outstanding matters of concern are recorded, and arrangements made for remedial action before the next event.

Annual inspection

The stadium safety officer should arrange a detailed annual inspection of all structures, components and installations. This inspection should:

- a. ensure that all standing surfaces, seats, stairs, ramps, doors, gates, boundary walls, fences, and claddings are fit for their intended purpose;
- b. ensure that load-bearing elements are capable of withstanding the loads to which they are likely to be subjected and that they perform properly their required functions;
- c. assess which barriers should be tested in accordance with the guidance found in Appendix 2;
- d. ensure that all mechanical and electrical installations are in good order, and, if required, serviced;
- e. advance consultation with Supporter Liaison Officers and Disability Access Officers (who might have received feedback from spectators on potential (structural) issues related to components, installations and structures or proceedings).

The annual inspection should be carried out by an independent and competent persons with the appropriate qualifications and experience.

Periodic tests, other than annual ones, may also be required: for example, under the terms of the designer or manufacturer's written instructions, or as specified by the local authority.

Structural appraisal

The extent to which a detailed structural appraisal is necessary for existing structures cannot be prescribed. It needs to be determined by a competent structural engineer, who should also undertake the inspections/appraisals referred to below. Much will depend upon the type of structure, its size, condition, location, the materials used in its construction and the standard of maintenance.

Risk assessment should form an integral part of the appraisal process, with structures being categorised according to complexity and risk. The risk assessment should be used to supplement the criteria for the annual inspection where appropriate.

Structural appraisal criteria should be established taking account of:

- a. load factors used in the original design;
- b. the degree of redundancy present;

- c. the risk of disproportionate collapse;
- d. the consequence of failure.

The acceptability of the current condition of the structure should be determined on the basis of inspection (and testing where necessary) and analysis. If the condition is found to be unacceptable that part of the stadia should be taken out of use. Work to remedy the situation should be specified and undertaken and then inspected before the affected structure or part of the stadia is brought back into use.

Maintaining records (See Appendix 30)

Responsibility for maintaining comprehensive and accurate records on all inspections and checks rests with the stadium safety officer.

Records should be kept in a specified place at the stadium, or in the stadium safety officer's office, for a period of 5 years or as otherwise designated in the national arrangements.

The records should indicate:

- a. the level of competence required to carry out inspections, measurements and tests;
- b. the qualifications and status of the persons responsible for carrying out inspections, measurements and tests;
- c. the results of inspections, measurements and tests, and any remedial action taken.

The documentation should be available for inspection by the relevant authorities. It is good practice to keep a back-up copy of these records securely off site to aid business continuity.

Appendix 20

Licensing and stadium safety certification

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

Licensing

It is for each country to determine the arrangements it considers to be most appropriate but the aim should be to ensure that the license issuing authority is independent and competent to do so and that the stadium is fit for purpose and in compliance with national standards and international standards if the stadium hosts international events (for example, if the club regularly plays in European competitions) along with any other requirements of the public authorities in respect of stadium operations generally, physical infrastructure and safety management arrangements. A stadium should only be licensed to host a professional football match, or other designated sports event, if it is in possession of a stadium safety certificate and is acting in compliance with its requirements.

Safety certification

The national authorities should designate national arrangements for assessing and certifying that a stadium's physical infrastructure and facilities, combined with its safety management arrangements, are appropriate for the stadium to safely host an event within the constraints of the maximum safe capacity for the stadium and each of its sectors.

In many countries, this safety certification responsibility falls to the local authorities, or is delegated to the local fire services or police. However, there are wide variations in the criteria applied in determining whether or not a stadium meets acceptable standards and equally wide variations in the content and obligations set out in national standards, if and where they exist.

This is a crucial area and it is vital that the safety certification process is transparent and accorded credibility. For that reason, it is important for each stadium safety certificate to be regularly reviewed and for the stadium to be regularly inspected to ensure its suitability to host designated football (and other sports) events. It is equally important for the certification process itself to be periodically reviewed by the appropriate national bodies to gauge if the existing arrangements comply with European good practice and standards.

Stadium design, physical infrastructure and associated technical facilities represent an evolving and complex area as does the criteria for determining the efficacy of safety management arrangements. The importance of developing national standards and good practices, that can

be refined in the light of developments, is crucial to providing an appropriate criteria for assessing the safety of stadia and a pre-requisite to enabling the designated certificating body to undertake its task effectively.

There are a variety of options available for meeting these objectives, but European experience suggests that it is desirable for each country to establish a designated (independent) national body to provide a source of expertise on stadia safety matters and issue (or verify) stadium safety certificates.

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

- i. directly linked to minimum standards agreed at national level;
- ii. comprised of model requirements to provide consistency in safety standards;
- iii. linked to periodic and audited expert inspection, undertaken by an independent competent body; and
- iv. credible and accountable in respect of meeting national standards, and consistent with stadium licensing arrangements.

European experience also evidences the desirability of establishing at a local level, multi-agency co-ordination arrangements to help ensure, on an ongoing basis, that a stadium is compliant with the conditions and the national standards set out in a model safety certificate.

The importance of establishing these local groups is that it will involve participation of the stadium safety officer, or their representative, and the relevant emergency services and other agencies, as well as Supporter Liaison Officers, who need to liaise closely on a regular basis to discuss the arrangements for specific events, taking into account recent or emerging risks and the need to provide spectators with a safe, secure and welcoming stadium environment.

It is especially important for a stadium safety certificate to be reviewed if there are any changes to the physical infrastructure or the safety management arrangements, especially if there have been, for example:

- any structural or other infrastructural/technical changes to the stadium;
- any alteration in the calculated safe capacity of the stadium and/or any of its sectors;
- any temporary structures constructed inside the stadium or within the stadium complex;
- any changes in the stewarding regime, for example, the deployment of a greater number of untrained, or partially trained, stewards;
- any significant safety or security incidents, or emerging risks.

Appendix 21

Lighting

The need for effective lighting in all areas of a stadium complex is a crucial factor in providing spectators (and stewards and other stadium personnel, the police and other emergency services) with a safe, secure and welcoming environment.

This is because lighting directly impacts on, and is essential to the quality of, all stadium safety, security and service operations. These functions overlap and interact. For example, good lighting is not only vital in terms of making a stadium safe but also in making spectators and others feel safe, which, in turn, can have a direct impact on behaviour. Similarly, a well-lit stadium complex will not only deter misbehaviour but also assist personnel undertaking stewarding and policing operations to respond to any misbehaviour and/or any emerging tensions and conflicts and, in turn, assist in the gathering of any evidence. Thus, effective lighting reduces risks and aids the performance of all other safety, security and service operations and technical facilities, like CCTV.

Suitable lighting is required for all areas of a stadium complex including: the viewing areas; the areas around, under and behind these areas (including stairwells, concourses and gangways ("vomitoriums"), toilets and areas containing refreshment facilities); entry and entry points; and the approaches to the venue. It is important to recognise that lighting can affect perception of colours and correct interpretation of information.

The lighting should:

- provide sufficient levels of illumination to allow people to see hazards and obstacles (see signage);
- provide sufficient levels of illumination to ensure effective CCTV operations;
- avoid glare or flickering which could mask or cause a risk;
- avoid reflections which could impact adversely on safety;
- be suitable for the environment (indoors/outdoors);
- be positioned so that it does not cause a fire risk;
- avoid presenting a risk to users such as burns; and
- be properly positioned to allow for maintenance and repair.

Additionally, emergency lighting is required in case of a failure of the primary lighting source.

Arrangements should be in place for the attendance of a suitable technician to remedy the problem in the case of a failure during the event.

Assessing the adequacy of the lighting should be a key consideration of all stadium safety inspections and the wider stadium safety certification process.

Appendix 22

Maximum safe capacity

Determining the maximum safe capacity is a fundamentally important safety requirement for all football (and other sports) stadia.

The reality is that stadia are subject to wide variations in design and infrastructure. Some stadia may be modern, but many will be old and in need of refurbishment. However, safety arrangements should never be compromised irrespective of the design and characteristics of the stadium.

The quest for achieving this safety imperative centres on achieving the right balance between stadium infrastructure and stadium safety management arrangements. These two crucial elements should always be complementary and customised to ensure that each and every stadium meets the safety needs of spectators.

This is especially important when determining the maximum safe capacity of a stadium and each of its sectors. The guidance below reflects established good practice on the key factors that need to be taken into account when making that calculation.

It also reinforces the need for the calculation to be determined by a person competent to undertake the task and for the outcome to be verified by an independent body, as part of a wider safety inspection of the stadium, and by the authority designated with issuing a stadium safety certificate (See Appendix 20).

Determining the safe capacity

The maximum number of spectators that can safely be admitted into a stadium should never exceed the designated maximum safe capacity.

European good practice sets out how the maximum safe capacity should be determined for each stadium sector and for the stadium as a whole. It involves four calculations designed to determine the entry, holding, exit and emergency evacuation capacity based on the physical infrastructure of the stadium and the competence of the stadium safety management arrangements. These are sometimes described as P (physical infrastructure) and S (safety managements) factors respectively.

The accompanying attachment provides the established process for calculating the holding capacity of a stadium.

Having established the holding capacity of the area, a comparison must then be made between:

- a. the holding capacity

- b. the entry capacity
- c. the exit capacity
- d. the emergency evacuation capacity.

The final capacity of each stadium sector or whole stadium will be determined by whichever is the lowest figure of the four criteria.

Once the final capacity of a sector, and then of the whole stadium is determined, in no circumstances should a larger number of spectators be admitted without remedial work and the approval of the relevant authorities.

The four calculations can be summarised as:

- **Holding capacity** - see attachment
- **Entry capacity** is determined by calculating the maximum number of spectators that can safely enter the stadium in 1 hour period based on access or turnstile flow rates, taking into account any anticipated delays, for example, generated by a designated, risk-based, searching regime in place for a particular event (the term entry rate is used to designate the number of spectators that can safely enter the stadium in a set period).
- **Exit capacity** is determined by the number of spectators that can safely exit the stadium and enter into a free-flowing system under normal conditions. It does not include the time taken to negotiate the entire exit route. The normal maximum exit time for sports grounds is eight minutes. If for any reason spectators cannot exit within 8 minutes (for example, there are not enough exits), a reduction of the final capacity may be required.

The limit of 8 minutes has been set as a result of research and experience, which suggests that within this period spectators are less likely to become agitated, or experience frustration or stress, provided they enter an exit system at an acceptable rate, or are familiar with the sports ground and/or can identify their point of exit.

It should also be recognised that in many circumstances spectators will willingly take longer than eight minutes to leave. For example, in order to watch scoreboards, hear additional announcements or simply wait for the crowds to disperse. This practice should not be considered a factor in the determination of the exit time.

- **Emergency evacuation capacity** is determined by calculating the number of spectators that can reach a safe area within 8 minutes (the safe area should be defined in the stadium contingency/emergency plans and/or stadium fire strategy and means

designated places of safety for spectators to gather in emergency situations). See Appendix 11.

The lowest of each of these four calculations represents the maximum safe capacity subject to an adjustment following an assessment the effectiveness of the stadium safety management arrangements and other general principles of safety undertaken by a competent person with knowledge and understanding of the stadium concerned.

Important considerations

In determining the maximum safe capacity of the stadium, a range of physical infrastructural and safety management factors need to be taken into account.

Physical Infrastructure factors should include consideration of the general condition of the stadium, access control systems, safety and security facilities, and welfare facilities. For example:

- **General condition** incorporates considerations such as: quality of facilities (uneven stairs/gangways, missing crowd barriers, loose obstacles, etc), wear and tear, level of maintenance and cleanliness, and temporary conditions due to weather (e.g. snow), reconstruction works, etc.
- **Access control systems** incorporates considerations such as: full capacity stadium access within 1 hour, entry access control systems, turnstiles, counting systems in use, adequate signposting, and stadium regulations.
- **Safety and security facilities** includes considerations such as the quality of the control room and its views of the stadium, range and quality of CCTV coverage of all public areas of the stadium, emergency power arrangements, protection of pitch arrangements, technical areas, fire strategy safe areas.
- **Viewing and welfare facilities** includes considerations such as whether the stadium is all seater, has fixed numbered seats with backrests, or has designated standing areas, is fence free, has appropriate first aid facilities in each sector, and toilet and catering facilities.

Safety Management factors centres on the quality of the stadium management arrangements and the extent to which the arrangements comply with national and international standards.

When assessing these factors consideration should be given to a range of indicators, including:

- competency of the stadium safety officer and deputies;
- quality of the stewarding arrangements;
- safety systems and procedures in place; and

- management of spectator accommodation.

Good practice demonstrates that the aim should not be to create a cumulative scoring system in which values for individual elements are simply added together. Instead, the assessment should reflect a considered and reasonable overall judgement of the physical condition and safety management arrangements of the stadium and each of its sectors.

This is usually done on the basis of the maximum safe capacity calculation being adjusted accordingly. For example, in a stadium where the safe capacity is calculated to be, say, 20,000 and the physical infrastructure and safety management assessment is that in emergency situations, the maximum number of spectators that could be safely evacuated is, say, 15,000 then the maximum safe capacity should be reduced and designated as 15,000.

Accreditation

In determining the maximum safe capacity, it is important to include in the calculation, persons within the stadium that have accreditations, rather than tickets, and personnel working at the stadium, including VIPs, stewards, catering personnel, media representatives etc.

Appendix 22 Attachment**Holding Capacity Calculations**

In order to calculate a stadium holding capacity, each part of a stadium's viewing areas should be assessed according to its physical condition and the quality of the safety management arrangements in that area. To help in these assessments, each should be given a numerical value. This value should be quantified as a factor of between 0.0 and 1.0, as the following examples indicate:

- a. where the physical condition of the viewing area is of a high standard, a factor of 1.0 should be applied;
- b. where the physical condition is extremely poor, a factor of 0.0 should be applied which would have the effect of imposing a zero capacity on the area assessed;
- c. where the physical condition is neither high nor extremely poor an assessment should be made of where the physical condition sits in the spectrum with a factor of between 0.0 and 1.0 being applied.

The same assessment approach is then undertaken in respect of the quality of the safety management arrangements with, again, a factor of between 0.0 and 1.0 being applied.

For example, the process could result in a physical infrastructure factor of, say, 0.6, and a safety management factor of, say, 0.8.

Owing to the wide variation of conditions and facilities to be found at stadia, it is not appropriate to place specific values on any of the elements that are likely to be considered when assessing these factors. This is because the assessments should not aim to create a cumulative scoring system in which values for individual elements are simply added together.

Instead, the assessment should reflect a considered and reasonable overall judgement of the (i) physical condition and (ii) safety management of the area in question, taking full account of all circumstances.

The assessment process should be repeated annually and/or when there is a physical alteration to the stadium, or any change to: the nature of the event, safety management arrangements, or safety management personnel.

Where safety certificate arrangements are in force, the responsible authority or agency should be invited to consider and agree the assessments.

Seated accommodation – calculating the holding capacity

It should be noted that the holding capacity of a seated area will not automatically correspond with the number of seats provided. The following factors must also be considered:

- a. seats that offer a seriously restricted view should be discounted from the holding capacity;
- b. seats that exceed the numbers permitted between radial gangways in each row may be discounted from the holding capacity;
- c. seats that are damaged, unavailable for use or whose dimensions fall below the specified minimums for seating row depths, seat widths and/or clearways should be discounted from the holding capacity.

Having established the number of useable seats, the physical infrastructure and safety management factors should then be applied to determine the holding capacity, using the following calculation:

holding capacity = the number of useable seats x (Physical infrastructure) or (Safety management), whichever is lower

It is stressed that the physical and safety management factors should not be multiplied by each other, but that the lower of the two factors should be applied to the calculation.

Standing accommodation – calculating the holding capacity

The calculation of the holding capacity for standing areas is more complicated than for seated areas. Three steps are involved:

Step 1: To establish the **available viewing area (A)**

Step 2: To establish the **appropriate density (D)**

Step 3: Using both the above figures, to establish the **holding capacity**.

The three steps are explained in the following sections.

Step 1 – calculating the available viewing area

The available viewing area (A) is not the entire area available for standing spectators. Rather, it consists only of the areas immediately behind crush barriers, less those areas from which only seriously restricted views are possible. The extent of the areas behind crush barriers

depends on the strength of those crush barriers, and how far the crush barriers are spaced apart in relation to the angle of slope.

Once the crush barriers have been tested, and the space between barriers and the angle of slope measured, the available viewing area can then be calculated, taking into account the following considerations.

- a. if the crush barriers are provided continuously between radial gangways, and are designed for the correct loads and spacings, all areas behind the crush barriers will be considered as the available viewing area;
- b. if the crush barriers are not continuous between radial gangways, only the areas behind individual crush barriers should be counted, according to the strength of each individual barrier. All other areas must be discounted, even though in practice they will be occupied by standing spectators;
- c. the available viewing area must be restricted if there is excessive spacing between barriers;
- d. areas immediately behind those crush barriers which have failed the testing procedures must also be discounted from the available viewing area;
- e. if the crush barriers are not continuous and there are no clearly marked gangways, further areas must be discounted, calculated on the basis of how much space (measured at 1.2m wide) the required number of gangways would take up if provided;
- f. standing areas without crush barriers cannot be considered as safe unless the capacity is set at such a low level that the risks are minimised. If the standing area has no crush barriers, but has a front barrier (be it a barrier, rail, wall or fence) which meets the horizontal imposed load requirements of a crush barrier, the available viewing area will be limited to the space immediately behind the front barrier, depending on the strength of the barrier;
- g. where there are no crush barriers, and the front barrier (be it a barrier, rail, wall or fence) does not meet the horizontal imposed load requirements of a crush barrier, it is recommended that the available viewing area does not exceed a depth of 1.5m behind the front barrier. In practical terms this is the equivalent of approximately four persons deep. A similar depth limitation should apply to areas of level standing, regardless of the loading of any front barrier. This is because the view of spectator standing beyond this depth is likely to be too seriously restricted.

It should be noted that in all cases any areas affected by seriously restricted views must still be discounted from the available viewing area.

Step 2 – calculating the appropriate density

Having established the available viewing area (A) in square metres, this must then be considered in conjunction with the appropriate density (D). The appropriate density is expressed in terms of a number of spectators per 10 square metres. For the purposes of calculating the capacity of standing areas at stadia, the maximum number that can be applied is 47 persons per 10 square metres.

This maximum figure will then be subject to the assessment of the physical condition of the area and the quality of the safety management of the area.

As stated above, the physical and safety management factors should be quantified as a factor of between 0.0 and 1.0. Having established both factors, the appropriate density (D) of the standing area is then calculated using the following formula:

$$\textit{appropriate density (D)} = \textit{physical or safety management factor whichever is lower} \times 47$$

Thus, if both factors are 1.0, the appropriate density will be 47 persons per 10 square metres.

If the physical factor is 0.6 and the security management factor is 0.9, the appropriate density will be 28.2 persons per 10 square metres; that is, the lower of the two factors (0.6) x 47.

Step 3 – calculating the holding capacity

Having established the available viewing area (A) and the appropriate density (D), the holding capacity of the standing area can then be calculated using the following formula:

$$\textbf{holding capacity} = \textbf{A} \times \textbf{D}$$

It should be noted that at stadia staging different types of sport, the holding capacity may vary for each sport. For example, the free movement of standing spectators between different areas of viewing accommodation may be permitted at one sporting event but not at another, resulting in a different appropriate density being applied to the calculation.

Appendix 23

Medical plan

Every stadium must ensure that appropriate and qualified medical and first aid provisions are available for all spectators and other participants inside the stadium.

In order to assess the level of requirement, the stadium safety officer should commission a medical risk assessment from a competent person or organisation.

Medical provisions must comply with the relevant national legislation for the provision of medical services at large public gatherings/sporting events.

The number and qualifications of the doctors, nurses, paramedics and first-aiders (who must be easily identifiable) appointed to provide medical treatment to spectators, and their location, must be approved by the public authorities concerned, who will also determine the number of ambulances to be stationed at the stadium during the match.

Medical Plan

As part of its overall planning process, the stadium safety officer (on behalf of stadium management or event organiser, depending upon the circumstances) in consultation with the relevant expert authorities, should prepare a detailed medical plan for each event.

The medical plan should include details of the level of medical resources deployed at the stadium and the roles and responsibilities of the emergency services and other key stakeholders, including

- procedures for the investigation and management of medical incidents;
- number and size of first-aid rooms;
- number of ambulances, their location and competences of their crews;
- fittings and facilities to be provided in or adjacent to first-aid room(s);
- accessibility and signage;
- medical equipment and materials (e.g. number of automatic defibrillators in each stand or stadium area);
- procedure for maintaining facilities in a clean and hygienic condition;
- location of casualty clearing station / triage area;
- procedures for testing and managing emergency alarms in accessible toilets;
- procedure for the proper recording and reporting of incidences and /or accidents.

In preparing the plan account should also be taken of a number of factors including:

- the risks and hazards of the event to the spectators;
- the risks and hazards of the location of the event;

- historical data of injuries, treatments and the location of the incident;
- medical team command structure, lines of responsibility;
- the possible need to respond effectively to concurrent injuries;
- pre event inspections of facilities and equipment;
- number of spectators;
- spectator profile , aged, young children, prevalence of alcohol or drugs;
- length of event;
- time of event;
- weather conditions;
- travel times and distance to local accident and emergency hospitals;
- medical team response to a major incident;
- arrangements for dealing with fatalities;
- catering and sanitary facilities for all medical service personnel;
- the briefing and debriefing of medical staff;
- emergency services personnel can be colour blind therefore all information must be accessible to people with colour blindness including triage systems, signage, emergency evacuation routes etc.

The stadium safety officer should present the event medical plan to the responsible local authority to review and agree the level of medical and first aid cover necessary for an event.

Appendix 24

Operations manual

The operations manual should be specific for each stadium. It should be established and maintained by the stadium safety officer and should incorporate all plans and other documentation relating to stadium safety, security and service. It is desirable for the manual to be in modular form to ease any subsequent amendments to the documentation incorporated in the manual.

A copy of the operations manual should be located in the control room on event days.

The primary purpose of the manual is to provide a collated source of all relevant documentation to inform, where necessary, safety management arrangements during an event. This should include relevant police and other emergency service documentation (for example the local authority emergency plans).

The type of documentation to be contained in the manual should be determined by the stadium safety officer (in consultation with the police, Supporter Liaison Officer, Disability Access Officer, and other emergency services) but is likely to include, for example (this list is not intended to be exhaustive):

Spectator safety policy

It is recommended that the management should produce a written spectator safety policy. This demonstrates that management has devoted thought and effort towards the safety and welfare of spectators and should include:

- a general policy statement by management at the most senior level
- an explanation of how management allocates responsibility for safety
- how management will meet the commitments made in the general policy statement

Current plans/layout drawings of the stadium and each of its sectors - See Appendix 39

Contingency plans - See Appendix 10

Local authority emergency plans - See Appendix 10

Emergency evacuation arrangements - See Appendix 11

Stadium safety management arrangements - See Appendix 8

Ground (stadium) regulations - See Appendix 16

Maximum safe capacity calculations - See Appendix 22

Safety management structure - See Appendices 32, 33, 36

Stewarding plan - See Appendix 41

Security strategy - intervention strategy, conflict resolution strategy, policing strategy

Counter-terrorist plan - See Appendix 7

Medical plan - See Appendix 23

Fire safety plan - See Appendix 14

Generic risk assessment for standard activities - See Appendix 31

Traffic management plan - See Appendix 44

Spectator communication and dialogue strategies - See Service Annex

All information in the operational plans and manual should be fully accessible to people with colour vision deficiencies.

Appendix 25

(Balancing) physical infrastructure and safety management

Achieving a balance

Achieving an appropriate balance between a stadium's physical design and infrastructure and its safety management arrangements is crucial to providing spectators with a safe, secure and welcoming experience.

The reality is that even if a stadium is new, or has recently been modernised, and has a physical infrastructure designed and constructed to be in compliance with national and international safety standards, and is equipped with an array of sophisticated, technical safety facilities, it will not be safe unless it also has effective safety management arrangements.

The inter-relationship between these two elements, sometimes described as P (physical infrastructure) and S (safety management) factors, is evidenced by European experience. These crucial factors cannot be considered or treated in isolation. They should be compatible and combine to form a balanced and effective unit.

That is why it is important for architects, construction engineers and others involved in the design of new or refurbished stadia to liaise closely with the stadium safety officer (on behalf of stadium management) throughout the design and construction process to ensure that the stadium or refurbished areas complement and facilitate delivery of effective stadium safety management arrangements.

Consultation with Supporter Liaison Officers, supporter representatives and Disability Access Officer during the design process can also provide valuable input in ensuring acceptance and a sense of ownership/pride among spectators regarding the new stadium facility. This, in turn, can enhance supporter self-regulation and help ensure that stadium facilities are respected.

Wider importance of balance

The need for a balance between physical infrastructure and safety (or crowd) management is usually considered in the context of calculating the maximum safe capacity (see Appendix 22). However, the interaction goes much wider and is crucially important in terms of influencing the crowd management dynamic and the experience and behaviour of spectators generally.

For example, the physical components of a stadium can be designed in a manner to reduce safety and security risks and otherwise provide facilities which make spectators feel respected and welcome. However, this key objective can only truly be achieved if the physical infrastructure is supplemented by positive interaction between stadium personnel (staff and stewards) and spectators. Basic tasks like responding in a friendly manner to directional

questions can have a disproportionately positive impact on spectator perceptions. This, in turn, can have a major impact on levels of compliance with steward requests, and the extent to which spectators are willing to self-regulate their own behaviour (even amidst the passionate atmosphere of a high-risk event) and that of their fellow spectators.

The significance of this is that a good physical infrastructure will help make spectators feel safe and welcome and will ensure an inclusive event-day experience leading to spectators being more inclined to respect their fellow spectators, the stadium, its facilities and staff. However, if they are treated badly then this will negate that initial inclination whereas if they are treated well then it will reinforce and enhance their initial inclination.

Conversely if a stadium feels old and uncared for spectators will feel disrespected and disinclined to moderate their behaviour. However, if they are treated well notwithstanding poor amenities then this will negate their initial disinclination to regulate their behaviour.

Thus, there is a direct correlation between spectator perceptions and safety and security risks which neither physical infrastructure nor safety management in isolation can overcome. However, a unified and balanced approach of both elements will have the effect of reducing safety and security risks.

Appendix 26

Pre and post event checks and briefings

Pre-Event Procedures

Inspecting the Stadium

An inspection of the stadium should be conducted in good time before the event, normally by the stadium safety officer (or representative) and any designated technical experts, in order to identify any technical or material deficiencies and possible solutions. Final inspections should take place the day before the event is held and on the day of the event (see below).

Searching the Stadium

It is essential that the stadium is thoroughly searched prior to the event and that any dangerous objects (for example, building materials, rubble, loose seats, glass or other rubbish) inside and in the vicinity of the venue are removed. Any construction site within or in the vicinity of the venue should be secured to prevent access.

Checking for obstructions

Where there are emergency gates no form of obstruction which might prevent the outward opening of such gates should be permitted. It is essential to check that these are unobstructed and that they can easily be opened.

Obstructions elsewhere in the stadium should have sufficient colour contrasting and tactile warnings to prevent injuries.

Checking entrances and exits

Verifying the existence of adequate entrances and exits to the stadium (with doors opening towards the exterior) to ensure easy access and evacuation by the public.

Undertaking the final searches of the venue

Prior to supporters being allowed entry into the stadium, a final thorough check should take place after refreshment and other concessions have been stocked and immediately before the event to ensure that no obstructions are present in supporter areas and that no explosive devices, smuggled fireworks and/or other dangerous or suspicious objects have been stored in areas to which supporters have access.

All exit doors should be unlocked and permanently supervised by stewards at all times when there are spectators in the stadium.

All senior stewards and other personnel tasked to undertake pre-entry safety and security checks should be issued with a checklist designed to prompt and assist the personnel undertake their allotted tasks - completed checklists also provide an important audit trail.

Pre-event checks should include:

- removing any dangerous objects, substances or materials from the area, checking that they are not concealed;
- checking the functionality of stadium facilities, including entrance and exit gates;
- checking surfaces;
- checking the condition of any outer-concourses and approach roads leading to the stadium;
- checking that there are no risks of slipping and/or collapses;
- checking the functionality of directional and safety signs, as well as of those showing the stadium regulations;
- checking that periodical maintenance has taken place;
- checking the functionality of all lighting, including emergency lighting system;
- checking CCTV systems;
- checking fire alarm systems and fire extinguishing equipment;
- checking emergency alarms in accessible toilets are not tied up or obstructed from reach and are functioning effectively;
- checking all communications systems;
- checking that stewarding operations at any car parks are underway before opening the gates to the public,
- checking that any vehicles left inside the area or unauthorized vehicles (such as those for the sale of food and beverages, gadgets, merchandise, etc.) are removed;
- checking that facilities are in place at or near entry points for the temporary storage of objects that cannot be taken into the stadium, such as motorcycle crash helmets, large umbrellas or other objects considered to be dangerous, alcoholic drinks, etc;
- checking the condition of any temporary installations;
- checking that all areas to which supporters have access are clear of prohibited items, such as pyrotechnic devices or component parts.

Steward briefing

The briefing of stewards plays a key part in ensuring effective delivery of stadium safety management arrangements.

Briefing is not a substitute for proper training and assessment. Rather, it is intended to provide stewards with whatever specific information and instructions they may require in order to perform their functions to the appropriate standard at the particular event.

It is important for the stadium safety officer to identify all staff who need to be briefed prior to the event, including stewards, medical staff, ticket office staff, catering staff, turnstile operators, car park staff, etc.

Stadium safety officers therefore need to have briefing procedures in place to ensure that:

- the safety management arrangements are understood and will be acted upon;
- policies with regard to customer care and the well-being of supporters are fully understood;
- policies for combating any racist, discriminatory and other offensive behaviour and for dealing with any contravention of stadium regulations are understood (particular attention being drawn to what constitute discriminatory behaviour in its many forms) and will be enforced;
- strategies for preventing and countering any violence or confrontation are understood and will be implemented;
- policies for preventing and countering the prohibited use of pyrotechnics are understood and will be implemented;
- policies for ensuring that the sightlines of pitch side wheelchair users are not obstructed by standing stewards or police, and that police or stewards do not crowd wheelchair user platforms;
- clear and comprehensive explanations of the event and overall expectations along with any new or specific tasks to be performed by stewards;
- each steward understands what has been said and can demonstrate what is required.

Briefing procedures and documentation should be fully accessible to people with colour blindness.

The briefing procedure system should be able to withstand close scrutiny in the event of a serious incident.

There are two briefing methodologies available dependent upon the number of people to be briefed and the facilities available. Smaller groups may be briefed at a single central point whereas larger groups may benefit from a ‘cascade’ style of briefing.

A single briefing brings everyone into direct contact with the stadium safety officer and steward supervisors and ensures that the same information and instructions are relayed to all stewards. However, it may be more difficult to communicate effectively with a larger group in terms of ensuring that everyone can hear and is paying attention and has understood correctly. Individuals may also be deterred from asking questions or raising concerns.

Conversely, a cascaded briefing may be more intimate and personal but there is a risk of inconsistency or gaps in the briefing. This can be reduced to a minimum through the use of a scripted briefing.

The stadium safety officer should attend the occasional briefing of groups by various supervisors as a quality control measure.

Briefings should be sufficiently detailed to cover all the necessary points but not so overloaded with information as to prevent a full understanding of what is required. In order to assess whether the briefing has been properly understood, supervisors may periodically question personnel on its contents, for instance by asking them to identify and repeat the key points.

The stadium safety officer should identify suitable locations for the briefing(s), having regard to the space available and the configuration of the stadium. In many cases there will be no alternative but to use the viewing areas. It will be necessary to ensure that the briefing is audible.

The stadium safety officer will also need to consider the timing of the briefing. Some staff, such as car park attendants may need to be briefed earlier than others. In every case, however, sufficient time should be allowed for the briefing and deployment of stewards before spectators are admitted to the stadium.

Where police officers are to be deployed inside the stadium, there should be a pre-event meeting between the stadium safety officer, Supporter Liaison Officer and police commander to clarify that strategies and tactics are agreed and understood. Disability Access Officers should also be consulted. Joint briefings of key personnel should also be considered.

If visiting stewards are deployed in the stadia, their supervisors and stadium steward supervisors overseeing and advising the visiting stewards, should participate in the briefing sessions.

Points to be considered when preparing a scripted pre-briefing

Information

- nature and characteristics of the event;
- anticipated attendance (including visiting supporters);
- details of previous events such as attendance, arrests, ejections, other problems, including incidents of racism and other discriminatory behaviour, any violence, disorder, or contravention of the stadium regulations, such as prohibited persistent standing in seated areas and the need to keep gangways clear;
- details of latest police intelligence report and dynamic risk assessment;
- possibility of the prohibited possession and use of pyrotechnic devices and the measures in place to prevent and counter such misbehaviour;
- stadium policies in relation to racism, discriminatory behaviour and disorder;
- any searching policy;

- any planned specific activity such as collections, pre-event entertainment, parachute jumps etc;
- any TV coverage, including the locations of vehicles and equipment;
- possible adverse weather conditions;
- method of travel of spectators;
- segregation arrangements (if applicable);
- care and protection of any visiting disabled supporters located in the home section (where no accessible facilities are available in the visiting section);
- any police presence;
- details of any exclusion measures (or club stadium bans) imposed on home and/or visiting spectators;
- medical / first aid arrangements for spectators;
- any health and safety at work issues relating to the particular event;
- lessons learned from the debrief of previous events;
- any official visitors or VIPs.

Intention

- care, comfort, well-being and safety of spectators;
- ensuring that spectators enjoy their visit to the stadium;
- combating racist, discriminatory or other unacceptable behaviour;
- what is expected of staff, including their responsibilities towards spectators and their colleagues.

Method

- tactics to be used in event of any disorder, racism and other discriminatory behaviour, or contravention of stadium regulations or policies;
- deployment of stewards;
- supervision arrangements;
- safety equipment checks;
- ticketing arrangements;
- points of entry;
- procedures on prohibited articles;
- evacuation arrangements and code words;
- de-briefing arrangements.

Administration

- use of forms to notify incidents;
- incident log;
- catering or refreshment arrangements for safety personnel;

- issue and return of clothing and equipment;
- payment.

Communications

- allocation of radios;
- radio discipline;
- use of radio channels;
- emergency telephone system;
- loud hailers.

Briefing with Match Officials

Arrangements should be in place for a briefing meeting involving the stadium safety officer and police, if present, the referee and other match officials on the policy to be implemented if the game needs to be interrupted or stopped for any reason. For example, serious disorder or bad weather.

Evaluating risks during on the event day

The risks associated with an event are likely to change both before and during the event. It is necessary, therefore, for safety and security risks to be continually evaluated as the event progresses - a process known as dynamic risk assessment.

This requires a close working relationship between the stadium safety officer, the police and/or other emergency services, Supporter Liaison Officers, Disability Access Officer and others as necessary or appropriate. The process also demands absolute clarity on the respective roles and responsibilities of each agency.

Post-event procedures

Stadium safety management arrangements should incorporate standard post-match checks and de-briefing arrangements in which all safety and security personnel are provided with opportunity to report any incidents or operational failures or any new or emerging characteristic of spectator behaviour.

In view of the over-lapping character of safety, security and service provision, the post-event process should cover all aspects of the stadium safety management arrangements, ranging from significant safety or security incidents/challenges to any failings in service provision (like problems with catering or toilet facilities) which might have had a potentially negative impact on the spectator experience and their associated willingness to comply with safety instructions.

Observing the dispersal of the spectators from the venue

The post-event procedure commences with observation and monitoring of spectators on departure from the stadium and their initial transit to car parks, adjoining town-centres, transport hubs (in particular railway stations) and places where groups of pedestrians may merge, paying attention of any external obstructions or transport delays that may impact on spectator flows.

Post event checks/inspections

The stadium safety officer has a responsibility to devise, implement and record a series of post-event technical inspections.

This should include a full inspection of the stadium in order to identify any damage. The outcome of the inspection should always be recorded in a written report (see Appendix 30) along with the arrangements for initiating appropriate repairs to be carried out before any subsequent events.

The over-arching aim of the post-event inspection process is to assist the stadium safety officer review the stadium infrastructure and safety management arrangements in order to limit the potential for future risks.

Post-event de-briefing

A thorough de-brief involving all safety and security personnel should be undertaken to enable the stadium safety officer to assess the effectiveness of the safety management arrangements and to respond to any issues which may have been identified.

Points to consider when conducting a de-brief

The de-briefing should take place as soon as possible after the event and cover any safety or security incident and any other matter that might actually or potentially have affected the comfort or well-being of spectators.

This should include, but is not be limited to:

- any problems observed with the structure, fabric or fittings of the stadium;
- any issues arising from the movement, location or conduct of spectators;
- any incidents of racism, other discriminatory behaviour or disorder;
- any incidents of potentially counter-productive, or disproportionate, stewarding or policing operations;
- any breaches of the stadium regulations, including prohibited and persistent standing in seated areas and blocking of gangways;

- any reluctance on the part of spectators to comply with stadium safety management arrangements and the reasons given to stewards for this reluctance;
- any other feedback from staff, Supporter Liaison Officers, Disability Access Officer or spectators on the safety management arrangements;
- any new factor likely to affect the identification of hazards or the result of a risk assessment;
- any exceptionally positive conduct of safety or security personnel and also spectators.

The de-briefing procedure should:

- require all stewards to report to their senior steward or the stadium safety officer while the facts are still fresh in their minds and / or to complete an incident report;
- provide for all relevant information to be recorded and retained;
- identify any faults to be remedied prior to the next event;
- inform the safety officer's planning of future events and assist the promulgation of good practice;
- assist stadium management respond to any criticisms or complaints regarding the event; and
- inform personnel of any action arising out of the debriefing.

There are a variety of ways to obtain the information as part of the de-brief process including:

- de-briefing the stewards all together or by sector;
- oblige stewards to submit incident reports;
- issue questionnaires to staff;
- seek other reports;
- consider correspondence and complaints from supporters and local residents;
- obtain feedback from other agencies and, importantly, supporters via the Supporter Liaison Officer and Disability Access Officer.

A record should be kept of any follow up action. Where the stadium is covered by a safety certificate, all matters of substance should be reported to the authority that issued the certificate and, where appropriate, submitted to the police and other emergency services for consideration.

Identifying any spectators against whom action should be taken

As soon as possible after any event, any spectators who have acted against stadium regulations should be identified in order to consider the preparation of any sanctions or warnings. If the behaviour relates to criminal behaviour, the police should be informed.

Any CCTV footage which might assist in the retrospective investigation of criminal offences should be made available to the police and, thereafter, the competent prosecuting authority.

Reporting on the outcome of the event

As indicated above, it is important that after the event, the stadium safety officer should prepare a report for the appropriate authorities on the effectiveness of the safety management arrangements. This should identify any lessons that have been learned and how these will be improved upon in future. Any potential relevance to, or impact on, the contingency plan should be recorded with any adjustments made to the plan.

Appendix 27

Protecting the playing area

It is important for measures to be in place to prevent unauthorised entry onto the playing and surrounding areas. This applies to both public order and unauthorised celebratory encroachment. Experience demonstrates that whereas the latter is a traditional and usually peaceful activity it can on occasions be transformed into disorder or be used as a cover for individuals to attack or provoke players or rival supporters, and/or cause damage.

Determining the appropriate means for balancing the need to protect the playing area whilst not spoiling the spectacle and sporting character of the event needs to be carefully considered on the basis of a risk assessment and in recognition of the need for an integrated, multi-faceted approach designed to deter, prevent and penalise unauthorised encroachment.

In protecting the playing area, account should be taken of the wider but linked need to help make football events attractive to all sections of the community through stadium improvements.

For that reason, high level fixed fences should not be used to protect the playing area. They impair spectator views of the playing area; create a cage-like environment; appear unsightly; have negative connotations; undermine the creation of a harmonious and festive spirit at football matches; heighten the tension and the feeling of alienation among spectators; and encourage confrontations between rival supporters. Moreover, European experience vividly evidences the extent to which such fences can pose major, and potentially tragic, safety risks.

A range of alternative means for preventing and deterring unauthorised entry onto the playing and surrounding areas are available, including, inter-alia:

- deployment of stewards in or near the playing area;
- moats of a sufficient width and depth to deter encroachment;
- seating configurations likely to deter encroachment;
- installation of low, removable barriers or transparent screens;
- high profile signage forbidding and making clear the sanctions for unauthorised encroachment;
- use of net meshing on front rows of seats;
- combination of more than one of the aforementioned.

In parallel with these developments, understanding of crowd dynamics has been enhanced in recent decades and the impact of sanctions imposed on individuals who enter the playing area in unauthorised circumstances, or otherwise act violently or misbehave in stadia (and elsewhere), have proven to be highly effective.

Whichever method of protection against unauthorised encroachment is used, it must incorporate adequate means for spectators to escape into the playing area in an emergency, unless in the certified opinion of the public authorities, adequate means of emergency

evacuation backwards and/or sideways out of the stands exist, which would be sufficient to render the use of the playing area unnecessary for such a purpose.

The type of protection adopted against intrusion must be approved by the public authorities and must not represent a danger to spectators in the event of panic or an emergency. All access points onto the field of play must be staffed by stewards and remain unlocked and must be able to be opened quickly. The access points to the playing area should be positioned directly in line with the stairways in the respective spectator areas. The emergency exit access points should be least two metres wide and easily distinguishable.

If there is a remote-controlled opening mechanism, each access point must also have a manual override facility, with means of operation clearly posted adjacent to the gate, so that it can be opened by hand in an emergency.

Commercial signs and hoardings

Care should be taken to ensure that commercial signs and hoardings around the perimeter of the playing area should be located in such a way so as not obscure or detract from safety or information signs or block the view of spectators, including disabled supporters, or overuse of predominant colours used in safety or information signage.

Commercial signs must not restrict movement of spectators or block entrances and exits. Collapsible *ledboarding* (LED) advertising hoardings have proven to be effective in terms of facilitating authorised/emergency access onto the playing area.

Appendix 28

Pyrotechnics

Most European countries experience problems in preventing and controlling the use of pyrotechnical devices in football stadia, even though the possession and/or use of pyrotechnics in stadia is criminal or administrative offence, or a very serious misdemeanour, in almost all States.

The primary challenge for the public and football authorities centres on the extent to which some spectators and ultra groups use pyrotechnics, often on the basis that the use of pyrotechnics is perceived as being integral to fan-culture.

In contrast, the view of the authorities centres on safety issues and the perception that use of pyrotechnics is sometimes used as a means for asserting control of in the spectator areas where the users are located within stadia.

In 2016, in accordance with joint terms of reference, Football Supporters Europe (FSE) and UEFA commissioned an independent scientific study³ to determine if there were short and long-term health and safety risks associated with the use of pyrotechnic devices in spectator areas of football stadia.

Study Findings

The report assessed the health risks posed by all types of pyrotechnics in a crowded environment such as a football stadium. It also highlighted that whilst pyrotechnic devices used in stadia may be described as “fireworks”, they are all explosive devices sharing some common features. For example, they:

- consist of pyrotechnic compositions which include their own oxidants and will generally burn “to completion”;
- burn at high temperatures - typically 700-1700C (and for certain compositions up to 2500C for short periods);
- produce toxic combustion, including gaseous oxides of sulphur (SO₂), nitrogen (NO₂, NO_x) and carbon (CO₂) and solid oxides of metals, as well as more complex products.

The study also stressed the short and long term health and safety risks to users, fellow supporters, players and officials, safety and security personnel, and the police and emergency services associated with pyrotechnical devices. These were identified as being:

- **Burns to flesh** (pyrotechnics burn at high temperatures - c. 700-2500C) and can easily cause burns either from direct contact with the pyrotechnic flame or being in close

³ Report of the Study on "[Pyrotechnics in Stadia: Health and Safety issues relating to the use of pyrotechnics in football stadia](#)" by Dr Tom Smith, in November 2016.

proximity of their use - pyrotechnic debris can stick to the skin when burning, but even if contact is fleeting considerable damage can be done; damage compounded by direct contact of combustion by-products contaminating wounds and complicating healing.

- **Burns to clothing** - high temperatures can melt and/or burn synthetic clothing, leading to significant burns to large parts of the body if the clothing is not removed quickly and/or extinguished.
- **Burns to structures and other hazards** - high temperatures can ignite structures or pose other hazards (e.g. seating, waste bins, cylinders etc), causing localised or extensive fire.
- **Explosive effects** - can cause injury (including fatality) to persons in close proximity with ear/hearing damage likely.
- **Smoke: acute toxic effects** - most pyrotechnics produce smoke including non-metal and metallic oxides and metal salts which can cause, or exacerbate existing, respiratory conditions.
- **Smoke: chronic effects** - repeated or high concentration exposure to heavy metal oxides and salts can produce long-term chronic effects (including potential carcinogenic illnesses).
- **Impact: head, eyes etc.** - thrown or projected items can cause impact damage to persons in close proximity; other devices can impact on vision and cause eye damage with chemical contamination having the potential to cause temporary or even long term loss of sight. **Flight or Panic** - pyrotechnic devices exploding in a crowd of people can generate flight (or panic) amongst other spectators, especially if accompanied by a heightened awareness to terrorist activities.

The study concluded that the use of pyrotechnic devices in spectator areas, including concourses and vomitories, does pose a substantive risk to the health and safety of users, fellow supporters, players and officials, safety and security personnel, and the police and emergency services, and that, as a consequence, it is not safe, for any pyrotechnic device to be used in spectator areas and other crowded places within football stadia.

Detection Challenges

As the use of pyrotechnical devices is either a criminal or administrative offence, or a prohibited practice, within almost all Stadia across Europe, most football supporters undergo a search on entry into a stadium. However, notwithstanding these searches, the use of pyrotechnics, often involving mass use of the devices, represents by far the largest category of reported offending behaviour within football stadia (and other sports venues in some countries).

There are a number of challenges associated with searching for pyrotechnics on entry:

- pyrotechnics are a mixture of inorganic salts and have little or no smell, which means they cannot be detected by dogs or other means (though the presence of search dogs may act as a deterrent for some potential users); and
- unlike high explosives, pyrotechnics are not tag-anted - that is they do not include a chemical to aid detection.

Moreover, European experience evidences that effective searching on entry can be thwarted by pyrotechnic devices being:

- separated into parts and reassembled inside the stadia;
- deposited prior to the event in stadia areas allocated to supporters, etc.;
- hidden in body cavities to avoid detection on entry;
- brought into the stadium by third parties prior to the event.

Similarly, different tactics are sometimes used to avoid identification when using pyrotechnical devices, including:

- using flags and banners or smoke to inhibit use of CCTV images as evidence;
- wearing identical clothing;
- changing clothing;
- concealing faces;
- throwing the pyrotechnical devices immediately on the ground; and
- passing devices from one supporter to another, etc.

Such behaviour can only be prevented by stadium safety management arrangements being effective throughout a stadium, including those spectator areas where pyrotechnic users and groups gather.

Preventing and countering the use of pyrotechnics in stadia

European experience evidences that in order to tackle a complex and multifaceted problem, it is necessary to develop and implement a comprehensive national integrated and multi-agency approach comprising a series of inter-related thematic components, namely:

- Strategy Narrative and Principles
- Communication and Media Handling
- National Co-ordination Arrangements
- Stadium Safety and Security Management Arrangements
- Policing Football Strategies and Operations
- Prosecution and Adjudication Authorities
- Training arrangements
- Role of Supporters

Strategy Narrative and Principles (see also communications below)

- a) The strategy narrative should focus solely on health and safety imperatives and reject any suggestion of alternative motivation;
- b) To reinforce this narrative, the strategy should be designed and delivered with the aim of marginalising the influence of individuals and groups who continue to use, or encourage the use of, pyrotechnics in stadia, notwithstanding the risks posed to fellow supporters and others;
- (c) To enhance perceptions of legitimacy of the strategy among supporters, the narrative should highlight the intention to pursue policies and sanctions which target perpetrators rather than supporters generally;
- (d) To further enhance perceptions of legitimacy among supporters, the narrative should encourage and facilitate the participation of supporters in the development of non-pyrotechnic orchestrations/manifestations of fan support in stadia.

Communication and Media Handling

- (a) The strategy narrative should be underpinned by a proactive multi-agency communication and media handling strategy, customised to meet national needs and circumstances, designed to:
 - highlight the findings of the independent scientific study;
 - inform and influence the perceptions of all parties, including supporters, governmental, public and private agency football strategists, and practitioners engaged in the planning and operational arrangements for football events;

- explain how and why the use of pyrotechnics in stadia is posing a substantive short and long-term health and safety risks to users, fellow supporters, stadium and emergency service personnel, players and officials and others;
- explain the consequential need for preventative and enforcement measures designed to protect spectators, stadium and emergency service personnel and others from the health and safety risks posed by pyrotechnic use in stadia.

(b) The communication and media strategy should make full use of high quality educational and explanatory video material to maximise the impact of national, multi-agency, communication, educational and preventative campaigns.

National Co-ordination Arrangements

(a) To demonstrate high level political commitment and facilitate effective multi-agency co-ordination, the development and application of the strategy should be government-led.

(b) The strategy should be comprehensive, compliant with established European good practices, and incorporate a review of the national legislative and regulatory framework with a view to incorporating provisions which:

- (i) directly link stadium safety certification and stadium licensing arrangements with application of comprehensive stadium safety management arrangements incorporating, inter alia, an effective strategy on preventing and countering the use of pyrotechnics;
- (ii) empower, enable and oblige all the relevant public and football authorities to act effectively against the use of pyrotechnics within football stadia;
- (iii) ensure that it is a criminal or administrative offence for a club or stadium owner, manager, operator, employee (direct or contracted), or third party to encourage or facilitate the use of pyrotechnics by supporters in stadia;
- (iv) ensure that it is a criminal or administrative offence for any person to use, or be in possession of, any pyrotechnical device, or component part, on entry or whilst inside a football stadium;
- (v) make it a criminal or administrative offence for persons to import or distribute pyrotechnics for use in football stadia; and
- (vi) provide clarity on the roles and responsibilities of each agency engaged in football stadium safety and security operations.

Stadium Safety and Security Management Arrangements

- (a) The strategy should ensure a consistent approach to preventing and countering the use of pyrotechnics in stadia in respect of both domestic and international matches;
- (b) The strategy should oblige the football authorities to co-ordinate the preparation and use of model provisions on preventing and countering the use of pyrotechnics in stadia for inclusion in stadium safety regulations and stadium safety and security operations;
- (c) The strategy should oblige the football authorities, clubs and Supporter Liaison Officers to engage with supporter groups regarding the risks associated with the use of pyrotechnics in stadia;
- (d) The strategy should oblige the football authorities and clubs to work with the police in identifying and targeting individuals who use a pyrotechnic device, and those individuals who orchestrate use of pyrotechnics;
- (e) The football and other sports authorities should be encouraged to set an example by not to use pyrotechnical displays on celebratory occasions inside stadia.

Policing Football Strategies and Operations

- (a) The strategy should require policing policy makers, strategists and practitioners to ensure that policing football operations are planned and delivered in full recognition that the use of all pyrotechnical devices in stadia can pose significant public health and safety risks and, as such, should be prevented and countered;
- (b) The strategy should target for exclusion and other sanctions, individuals who use, organise or facilitate pyrotechnic use, or who are in possession of pyrotechnic devices or components, within football stadia;
- (c) The strategy should include measures designed to enforce the EU Directive on Pyrotechnic Articles 2013/29 regarding product certification and supply controls, and the classification and transport provisions set out in the Agreement on Transport of Dangerous Goods in Europe (ADR); and
- (d) The strategy should encourage the police (or other agencies as appropriate) to identify and pursue measures to disrupt and prevent the importation, distribution (including via online sources) and facilitation of pyrotechnic use in stadia, and target perpetrators for the imposition of sanctions and exclusion measures.

Prosecution and Adjudication Authorities

- (a) The strategy should include arrangements for ensuring that prosecution agencies and judicial and administrative adjudication authorities fully understand the health and safety risks associated with the use of pyrotechnic devices inside football stadia.

Training Arrangements

- (a) The strategy should ensure that sessions on preventing and responding to the use of pyrotechnics in stadia are included in the training of all stadium safety and security personnel, irrespective of whether such staff are directly employed or contracted;
- (b) The strategy should ensure that national and pan-European policing football training events should include sessions on the need to prevent and counter the use of pyrotechnics;
- (c) The strategy should ensure that national and pan-European joint training of stadium safety (security) officers and police personnel should include sessions on preventing and countering the use of pyrotechnics in stadia; and
- (d) The strategy should encourage the football authorities and clubs to raise awareness among players and match officials regarding the need to avoid any contact with pyrotechnics and, in the case of players, to avoid inadvertently encouraging or supporting the use of pyrotechnics.

Role of Supporters

As with most football safety and security challenges, major progress is best achieved if supporters self manage their behaviour. Whilst the behaviour of supporters is widely perceived to be the source of many of the safety and security problems associated with football, it is frequently overlooked that supporters are also the principle source of effective solutions to these problems. As such:

- it is welcome, that supporter groups in some countries have invested resources in educating their peers on the dangers associated with pyrotechnics. Such initiatives should be supported and encouraged.
- It is also desirable for the football authorities to proactively encourage and tangibly support supporter groups in designing, developing and delivering fan choreographies that do not include the use of pyrotechnics.

Appendix 29

Public address and visual communication systems

A public address (PA) system is an essential component of an integrated approach to stadium safety, security and service. It serves all three functions and can be used to provide key safety information, reassurance and warnings regarding misbehaviour and explain operations that spectators may observe but do not understand. It enables the stadium safety officer, the police and the emergency services to inform or give directions to spectators and be used to encourage spectators to comply with stewarding instructions and explain why this will help to counter or reduce safety and security risks.

Increasingly, especially in newer stadia, the PA system is used in-conjunction with giant screen boards and video-walls which when synchronised can significantly enhance the potential impact of an effective PA system and delivery.

Stadium announcer

PA systems should be operated by trained personnel.

The announcer should be provided with predetermined messages (including any coded messages) established and detailed in the stadium's contingency plan. Such messages must be known by all stadium staff who are required to take action.

Texts covering the following eventualities shall be readily available to the public announcer and the police:

- congestion in stadium in front of entry gates;
- spectators still outside the entry gates at kick-off;
- decision to postpone or stop the match;
- clashes between violent groups of supporters;
- racist and other discriminatory behaviour;
- pyrotechnic use;
- unauthorised entry onto the playing area;
- discovery of potentially explosive/inflammable device;
- threat of attacks with explosive/inflammable devices;
- possible danger caused by poor weather or stadium construction faults;
- danger posed by panic among spectators.

In emergency scenarios, it is essential that clear, accurate information is given to spectators at the earliest possible time. Messages should be positive, leaving those to whom they are addressed in no doubt as to what is required of them. The messages should be scripted in advance with the agreement of the police, fire authority and, where a safety certificate is in

force, the local authority. It may also be appropriate to pre-record certain standard messages, for use in emergencies.

In all cases, it is recommended that the announcer practices using the public address system, while assessors comment on the audibility, tone and effectiveness of their delivery. It is also important that the announcer is familiar with the layout of the stadium and the agreed evacuation procedures.

All announcements over the public address system must be of a strictly neutral character and PA personnel should be trained to remain calm, objective and neutral at all times. For example, the public address system must not be used:

- a) for the dissemination of political messages;
- b) to support the home team in a potentially provocative manner;
- c) for any form of discrimination against the visiting team.

At international events, there should be a PA announcer able to speak the language of the visiting spectators. When numerous nationalities are in attendance a decision needs to be made at an early stage as to which languages are the most relevant for the purpose of delivery.

Visiting PA announcers should be briefed on the use of the system and the content of any safety announcements.

In the event of violence, disorder or other unacceptable behaviour, consideration should be given to using the respective Supporter Liaison Officer(s) or high-ranking and popular club officials known to and trusted by supporters, to help decrease tensions.

Pre-announcement signal

Important announcements relating to spectator safety should be preceded by a loud, distinct signal to catch the attention of spectators, whatever the level of noise in the stadium at the time.

Experience has shown that a three-event two-tone chime (that is, ‘bing bong bing’) is most effective. This signal should be different to, and distinct from, any other signals which may be in general use on the public address system.

All stadium officials, stewards, police, fire, ambulance and any other emergency personnel should be made aware of the pre-announcement signal.

The signal should be tested before the start of each event.

The signal should be sounded shortly before the start of the event as part of a general announcement on safety procedures, to reach the maximum possible number of spectators.

The existence of this signal should be explained in every event programme printed for circulation to spectators.

Public announcer's room

The public address announcer may share a room with stadium's scoreboard or visual display (videowall) screen operator, but neither should be located in the control room.

The main link between the PA and visual display room(s) with the control room should ideally be by land-line. Inside the public announcer's room, a clearly visible red light should indicate when someone in the control room is trying to make contact via this land-line. Care should be taken to ensure that all lights on the public address control panel are visible in all lighting conditions.

There are two viewpoints concerning the location of the public announcer's room in relation to the control room: that is whether it is preferable to locate the two facilities immediately adjacent to each other or deliberately positioning them apart. The option selected will largely depend on local circumstances and preferences.

The merits of locating the announcer's room next to the control room are:

- it can improve efficiency during events by simplifying the communication chain;
- it provides a visual and physical link between the two facilities.

Whereas the merits of deliberately separating the two rooms are:

- if, for any reason, either facility is rendered unusable, owing to fire, evacuation or other emergencies, the other can act as a back-up.

Whichever option is selected, the PA room should be in a secure location inaccessible to unauthorised persons.

PA Audibility

In general, the public address operating system should be clearly audible above any background or crowd noise.

As ambient noise may adversely affect the audibility of the public address system, it is important to ensure that the sound levels are suitably adjusted to take account of any changes during an event. This can be achieved automatically by the installation of an ambient noise sensing system.

Zoning

The system of the public address system should generally be designed to broadcast to individual areas outside and inside the stadium, to groups of areas, and to the entire stadium. The system should also be capable of broadcasting to the pitch, if that forms part of the emergency evacuation procedure.

The operation of any zoning system should be part of a pre-determined contingency plan to ensure that only the appropriate parts of the stadium are targeted.

Whether zoning is possible or not, at smaller stadia it may be preferable to make important announcements to the whole stadium. Experience has shown that in these situations spectators sometimes think that they might have missed an announcement because the sound intended for one zone has carried partially into another. In such circumstances an assessment should be made before establishing any firm policy and, for example, a message of reassurance might be sent to the unaffected zones.

If zoning is possible, it is important to recognise that some zoning software is colour coded. Therefore, it is important that the operators are able to distinguish between different coloured zones.

Repeating the evacuation and the alert messages to the relevant zones will reduce any likelihood of confusion.

Priority switch (override facility)

The public address system should be designed so that an operator in the control room (as agreed in the contingency plans) can override the system in order to broadcast emergency messages.

Some stadium areas, such as hospitality boxes or lounges, may have the facility for turning down the output from the public address system. If so, the priority switch should be designed to override these volume controls automatically when emergency messages are broadcast.

Back-up power supply

The back-up power supply to the public address system should be such to enable it to continue to function at full load in an emergency, such as a fire or a failure of the mains supply, for up to three hours.

Back up loud hailers

In the event of a failure of the public address system, loud hailers should be available for the use of stewards and police in all parts of the stadium, including the control room, for directing or instructing spectators. It is vital that that all personnel are trained in their use, and that the batteries are kept fully charged.

Inspections and tests

Once installed, the public address system should be inspected and tested annually, in addition to the regular pre-event checks, and an inspection certificate obtained.

PA System and disabled spectators

Although clear, audible public address announcements are of benefit to all spectators, they are vital for the safety and enjoyment of people who are blind or partially sighted.

Although people who are deaf or hard of hearing may experience difficulty in hearing messages on the public address system, they may still be sensitive to sound and to conventional alarm signals. It is also reasonable to expect spectators around them to warn those with a hearing disability in the event of an emergency

Where an assistive listening and/or audio descriptive commentary system is installed to assist differently disabled spectators, it should also be used for relaying important safety information.

Visual display facilities

The use of visual display/videowalls/electronic scoreboards can not only enhance spectator enjoyment of an event, they can also provide additional value in emergency scenarios, especially when use is orchestrated with the PA system. The use of pre-recorded messages with graphics can help relay potentially crucial information as well as provide reassurance to spectators. They also provide back-up in the unlikely event of PA system failure.

The use of such a facility will be of especial value to those spectators with a hearing disability.

Any graphics or text should be accessible to people with colour vision deficiencies, for example red LED text should not be used against a black screen background.

Appendix 30

Records and audit trails

Experience demonstrates that a full audit trail of safety management actions and decisions taken prior to and at each event is a key element of the safety management arrangements at all stadia. The purpose is to demonstrate that all necessary measures have been taken to ensure spectator safety and security.

Conditions of safety certificates issued in accordance with national legislation should require stadium safety officers to be responsible (on behalf of stadium management or event organiser if different) for overseeing and retaining a wide range of safety and security records on event related processes and data and on technical and other safety equipment inspections

It is therefore strongly recommended that, even where this is not required by law or safety certification, the stadium safety officer should maintain detailed records in recognition that failure to do so is likely to increase the degree of vulnerability in respect of civil or criminal action in the event of an incident.

It is recommended that all documentation should be held for a minimum period of at least two years or as stated in national laws or regulations.

Event-related records

These records should include (as a minimum):

- all checks and tests of the stadium before and after the event and at other times;
- the number, location, training and briefing of the stewards;
- the number of spectators admitted to the event;
- the number of police and other emergency service, including medical and first aid, personnel deployed in the stadium;
- the number and details of any spectators treated by medical personnel;
- details of any fires and/or fire alarm activations;
- reports of any significant movement of a structure within the stadium, or of the stadium structure itself;
- details of any emergency or communication system failures;
- details of any incidents of misbehaviour by spectators, or any other participants, including acts of any form of discrimination, and the action taken.

If an accident or incident occurs during an event which prompts activation of contingency plans or other exceptional measures, a full written report should be produced detailing what happened, what action was taken and by whom, and any subsequent follow-up action required. This should include a record of any police intervention or instance whereby the police assumed control of the stadium.

The above list is for guidance only and is not intended to be exhaustive.

Testing and inspection records

Every stadium needs a detailed regime of testing and inspection. Where a safety certificate has been issued, this will normally contain specific conditions on the testing and inspections of structures, fittings or equipment.

These inspections should be undertaken by competent persons on behalf of the stadium safety officer. They should be recorded together with any significant findings or additional control measures that have been identified. Copies may be provided to the responsible authority as part of the annual inspection process.

The following indicative list outlines items requiring testing or assessment:

- electrical installation;
- emergency lightings;
- emergency power systems, local generator or uninterrupted power supply (UPS);
- fire detection and alarm systems, including those inside accessible toilets;
- fixed and hand-held fire-fighting equipment;
- fixed fire suppression or sprinkler systems;
- turnstile monitoring system;
- turnstiles;
- door release system;
- CCTV system;
- public address system;
- assistive listening devices;
- key point telephone / emergency telephone systems;
- radio communications system(s);
- gas supplies and distribution;
- boilers;
- passenger lifts, including any platform or stair lifts;
- carbon monoxide detection system;
- methane detection system;
- HVAC (heating, ventilating and cooling) systems and water systems; and
- structure inspection lightning.

Appendix 31

Risk assessments

All aspects of the stadium safety management arrangements should be subject to a risk assessment, to be reviewed and refined as appropriate in respect of every event held in the stadium.

On behalf of stadium management or event organiser, if different, the stadium safety officer is responsible for ensuring that this crucial task is undertaken in respect of all safety, security and service operations. In view of the extent to which the three categories overlap and irrespective of the primary function of each operation or activity, the safety officer should ensure that each risk assessment takes full account of the impact that the operation/activity of each service could have on other safety and security imperatives.

For example, risk assessing whether any failure in delivery of, say, catering facilities for spectators, could have an impact on the safety and security dynamic (e.g. overcrowding, blockages to evacuation routes, spectator frustrations and increased risk of non-compliance with stewarding requests or more overt misbehaviour etc).

All risk assessments should be undertaken in co-operation with the police, other emergency services, along with the relevant municipal or national authority and, where appropriate, the Supporter Liaison Officer and Disability Access Officer.

Risk assessment should also be directly linked to the stadium safety certification process and the detail and outcome of each risk assessment should be recorded and retained for audit purposes.

Generic risk assessments

The stadium safety officer should produce (oversee) a detailed generic risk assessment for the usual activities, incidents, hazards and existing control measures expected to take place at the stadium.

Risk assessment process

A risk assessment may always be undertaken by a competent person. The basic method of undertaking a risk assessment is set out as follows:

- Step 1: identify the hazards;
- Step 2: decide who might be harmed and how;
- Step 3: evaluate the risks and decide whether the existing precautions and control measures are adequate or whether more may be done;
- Step 4: record findings;

- Step 5: review assessment and revise as necessary.

Risk mitigation measures

When undertaking risk assessments, it is expected that the competent person will consider all available options for reducing the risk.

As a starting point, the stadium safety officer should prepare suitable and sufficient assessments and plans in order to:

- identify the site and event specific hazards
- quantify the risks associated with the hazards
- identify the existing mitigation measures
- identify additional mitigation actions and/or procedures
- identify any target groups (disabled and other vulnerable persons, children etc) who may require additional support .

Generic risks in supporter areas

This should include risk assessment of potential hazards that may impact on spectator areas, including:

- balls striking spectators who are viewing the event or pre-event warm up
- failure of structures or equipment associated with the event
- participants entering spectator areas
- spectators entering the playing area

Dynamic risk assessments

Risk assessments are only valid at the time the competent person undertakes them.

Incidents and circumstances may arise during an event that may alter the previously identified hazards and risks. It is therefore important that the stadium safety officer is able to undertake (oversee) a dynamic assessment of a situation as it evolves.

Specific threats

The stadium safety officer should liaise with the local police in order to determine if there is a specific threat assessment affecting the safety of the venue and/or the event.

Where there is a perceived increase in threat or risk, the appropriate advice and guidance offered by the police and other relevant agencies should be followed.

Depending upon the character of the risk, consideration should be given to implementing stadium contingency plans and special operating procedures.

The risks associated with an increased threat assessment shall be fully examined and recorded.

Authorised playing area encroachment

There are instances when some spectators may be authorised to enter the playing area. In all instances where authorised access is permitted, the stadium safety officer should provide a suitable and sufficient risk assessment of the potential impact.

Outcome of risk assessment

The outcome of the risk assessment process should be to either limit the severity of the hazard(s) and/or lower the likelihood of the risk(s) occurring.

Risk assessment records

All risk assessments should be recorded as part of the event day records for audit and training purposes.

Political protests risk assessment

As part of the generic risk assessment process, particular attention should be given to the potential for a range of possible political protests, notably at high profile and UEFA events, and the options available to mitigate such risks.

Consultation with the police and national security authorities can assist inform the process.

See also [Section N](#) on political extremism in the covering Annex

Public order risk assessments

The stadium safety officer should seek advice from the local police commander regarding the potential risk of a public order threat at each event.

The police commander will be informed by the designated football intelligence officer (or head spotter in some countries) regarding any information suggesting that a public order incident might occur.

Consideration could also be given to a range of (historical) factors and experiences as a starting point for identifying whether additional measures might be needed to reduce or contain any risk, including:

- historical enmity between teams or their supporters;
- likelihood of supporters arriving without tickets or expected numbers of counterfeit tickets;
- need for enhanced spectator segregation;
- supporters with a history of using pyrotechnics or any other dangerous objects, including laser pointers;
- possibility of racist, discriminatory or other unacceptable behaviour;
- expected flow rate through the controlled points of entry including search requirements;
- times and duration of the match(es).

However, the safety officer should seek and be led by advice from the police on the current level of risk before determining what, if any, additional safety and security measures may be required.

High-risk matches

Possible additional safety and security measures could include:

- enhanced segregation arrangements inside and outside the stadium;
- if possible, creating a sterile (unoccupied) area between rival supporters;
- increasing the number of stewards and/or police officers within the stadium;
- increased attention given to evidence gathering;
- enhancing security checks and searches at entry points;
- requesting the presence of visiting stewards (experienced in managing the visiting supporters) to support the stewarding operation;
- keeping spectators in the stadium at the end of the match until order can be guaranteed outside the stadium. In such cases, the principles as described in Appendix 8 should be observed.

Risk assessment of enhanced security measures

In determining the need for enhanced security measures, the stadium safety officer, in consultation with the police commander, should jointly undertake a risk assessment of the possible impact of additional measures.

This could incorporate consideration of factors that might exacerbate the level of risk, including:

- increased safety risks arising from delays and congestion at entry points;
- increased alienation and irritation among supporters; and
- enhanced influence of confrontational risk groups among their fellow supporters.

The stadium safety officer and police match commander should record the outcome of the joint risk assessment.

Supporter representatives and/or Supporter Liaison Officers (SLOs) and Disability Access Officer can be consulted in the process of risk assessment as they could provide a valuable input.

Colour Blindness

All risk assessments should assess whether the information provided at the stadium is accessible (in the case of stadium plans, signage and other wayfinding information) and prominent (in the case of emergency exit routes and emergency equipment such as defibrillators, fire alarms, fire extinguishers, etc.), bearing in mind that to people with colour blindness red can appear the same colour as green/black/grey concrete walls and will not stand out in an emergency unless highlighted in some other way e.g. by edging in or mounting against yellow. Likewise, emergency exit routes marked on plans may confuse people with colour blindness.

Similarly, risk assessments should not record information in a colour-coded format e.g. red, amber, green coding, without also providing this information by alternative means.

Appendix 32

(Stadium) safety and security personnel - overview

Introduction

European experience demonstrates that in order to provide spectators, participants, stadium personnel and others with a safe, secure and welcoming environment, a stadia needs to balance a carefully designed physical infrastructure and facilities with comprehensive and effective stadium safety management arrangements.

Various terminology is used across Europe to describe/label safety management operations in stadia. In some countries, the term crowd management is used, in others the preferred option is security operations. Whilst it is clear that such operations need to be integrated to deliver a wide range of inter-related and over-lapping safety, security and service functions, the over-riding priority should always be safety. For that reason, the term safety management arrangements is used throughout this Annex and its accompanying appendices to reinforce this crucial point. But, as indicated throughout, it is the outcome that is important rather than the terminology.

The need for this balance between physical infrastructure and carefully designed and implemented safety management arrangements applies no matter whether the stadia is large or small, or whether it is old, and in need of refurbishment, or new or modernised to meet international and national physical and technical standards (See Appendices 22 and 25).

The reality is that the role and performance of designated stadium safety and security personnel is a crucial factor in determining whether or not a stadium is capable of delivering a safe, secure and welcoming event.

It is vital, therefore, that legislative, regulatory and operating arrangements ensure that the role of the various categories of stadium personnel are clear, accepted and known by partner agencies, and that the individuals, irrespective of their title or employment status, are recruited, trained and equipped to undertake their designated functions in an effective and appropriate manner.

Some of these functions may be designated as primarily safety or security activities but the division can often be cosmetic given the extent to which stadium personnel interact with spectators and the major impact that this can have on the stadium experience and the character and degree of any safety and security risks. This is particularly the case in respect of the extent to which the vast majority of spectators will be willing to comply with safety and security instructions and self-manage their own behaviour and that of fellow spectators.

In essence, a well-managed stadium environment, one in which spectators feel welcomed and valued and where the actions of stadium personnel are perceived to be proportionate and clearly designed with their safety and security in mind, is key to minimising safety and security risks.

It is recognised that across Europe a variety of terminology is used to describe stadium safety and security personnel and that, in some countries, a distinction is made between the two categories of personnel. Moreover, there are profound differences in terms of employment status: the personnel may be employed either directly by stadium management or the organiser of an event or provided under contract by a private stewarding or security company; the number of employed personnel may be supplemented and supported by volunteers; and policing personnel may be deployed to undertake some or all security-related functions.

For that reason, the following good practice is focused on function rather than terminology or employment status. For ease of reference, however, the terminology used in this (and accompanying) documents reflects that which is widely used and generally understood across Europe:

- **stadium safety officer** (also known as a security officer) - the person who acts on behalf of stadium management or event organiser (depending upon the circumstances and national law) in delivering their overall responsibility for the implementation and management of all safety functions within a stadium - both before, during and after an event.
- **senior steward** (also known as supervising or head steward) – person who supervises the safety and security functions of stewards.
- **stewards** – persons undertaking the functions necessary to ensure delivery of the stadium safety management arrangements.

Key Roles and Responsibilities

Widespread European experience evidences that the key to ensuring a safe and secure event centres on an individual being designated with overall responsibility for the safety and security of a stadium and its spectators. This crucial role is that of the stadium safety officer. The individual, normally employed by whichever organisation manages the stadium, should possess the status and the authority to take whatever decisions may be necessary to secure the safety of the stadium and the spectators before, during and after the event. The individual must also work closely with the police and other emergency services and be recognised by partner agencies as being the individual with overall responsibility for stadium safety matters.

European experience also demonstrates that in the event of an emergency or high levels of spectator violence or disorder, arrangements should be in place for the stadium safety officer to formally transfer overall responsibility to the police or other partner agency where

circumstances deem this to be necessary. This can avoid uncertainty at a time when clarity of responsibility is of the utmost importance. However, the senior management of the club, its commercial department, the referee and the media should play no part in this process.

The stadium safety officer is also responsible for encouraging stadium management to recognise and act upon a safety and service ethos and the imperative that safety should always be given priority over commercial and other interests. The functions, competences and training of safety officers is set out in accompanying Appendix 33.

Similarly, persons will need to be designated to undertake the functions set out in the stadium safety management arrangements ("stewards" - see Appendix 41) while delivery of these functions will need to be monitored and supervised by individuals acting on behalf of the stadium safety officer ("senior steward" - see Appendix 36). Again, whilst the title and employment status of these categories of personnel may vary, their functions, competences and the generic training needs are universal as evidenced by widespread European experience.

Stadium safety management arrangements can also incorporate other categories of personnel, notably volunteers or visiting stewards, providing the personnel are carefully supervised, work within designated and agreed parameters determined by the stadium safety officer, and are trained to undertake their tasks effectively (see Appendices 41 and 47).

Stadium-specific training

Aside from any visiting stewards, whose primary role will be to act as liaison personnel for interaction between host stewards and visiting supporters, it is important for steward training to combine theory (in the classroom) and practice (in the stadium). It should cover not merely what personnel are expected to do but also the limits of their powers, which they should not exceed. However, before working in any stadium, all stewards should additionally be trained in the particular features of that stadium, including:

- the regulations and any legal requirements specific to that stadium;
- its layout, entry, exit, circulation routes (including disabled spectators);
- signage;
- any factors outside the stadium that may adversely affect the safety of those attending the event;
- the contingency plans and evacuation arrangements;
- the communications equipment and how to use it;
- communication/dialogue skills;
- regulations concerning incidents of discriminatory behaviour
- information on racist, sexist, homophobic and discriminatory symbols, wording, behaviour and chanting
- the particular arrangements for monitoring the crowd; and

Appendix 33

(Stadium) Safety Officers - role, functions, competencies and training

Clarity of responsibility

European experience evidences the need for absolute clarity regarding responsibility and accountability in respect of stadium safety.

It is important, therefore, for each stadium to have a person designated to act on behalf of stadium management or event organiser, if different, with responsibility for ensuring that stadium events are safe, secure and welcoming for all spectators, participants stadium personnel and others involved in the event.

In most countries, the terminology used to describe the designated role is either stadium safety or safety officer. For ease of reference, the term "stadium safety officer" is used throughout this good practice, but it is delivery of the role rather than the title of the designated person that is critical.

It is equally crucial for the designated stadium safety officer to be empowered and resourced to undertake their many functions in an effective manner. If a stadium safety officer requests but is denied resources, training or sufficient numbers of personnel by stadium management this should be clearly recorded for audit and other purposes.

It is equally important that partner agencies recognise that the stadium safety officer is the principal authority in terms of fulfilling the legal and other obligations of the stadium management or event organiser, if different, regarding all stadium safety matters. If the police or other emergency services are required to play a role in stadium operations, then there should be a written agreement providing clarity in respect of roles, responsibilities and lines of command and control.

The agreement should also stipulate the arrangements for the stadium safety officer to formally transfer responsibility to the police, or other emergency service, in circumstances where it is deemed necessary to relinquish responsibility for stadium safety and security. This is important in order to provide clarity for all of the agencies involved, and their personnel, and to reduce the risk of confusion and uncertainty during critical operations and any aftermath.

Integrated Approach

As stressed throughout the accompanying appendices and as outlined below, the various functions and responsibilities of the stadium safety officer are integral to all aspects of the stadium's safety, security and service arrangements. For those arrangements to be effective, the stadium safety officer should develop and oversee delivery of a comprehensive and integrated approach towards safety, security and service within the stadium, the components of which are enshrined in the stadium safety management arrangements, designed to complement the

stadium's physical and technical safety and security and service infrastructure. Indeed, one key objective is to ensure that the two strands are balanced and integrated.

The adoption and implementation of an integrated approach is based on recognition that, regardless of primary purpose and physical or dynamic characteristics, a stadium's safety, security and service elements overlap and are inter-related in terms of potential impact. That applies to all stadia, notwithstanding wide variations in age, design, scale, and available resources.

A principle challenge for every stadium safety officer, therefore, is to customise the stadium's safety management arrangements to exploit the strengths and compensate for any weaknesses in the stadium's physical and technical safety, security and service infrastructure.

To fulfil this demanding objective, involves a multitude of functions and responsibilities. It is crucial that a systematic approach is adopted throughout and that the foundations for effective delivery are put in place as soon as possible and refined as necessary or appropriate.

In all but the smallest and 'low tech' of stadia, it is evident that to deliver the stadium safety management arrangements on event days will necessitate the safety officer fulfilling an extensive range of responsibilities and, where possible, for many of these to have been achieved between events. Indeed, the aim should be for the stadium safety officer to be able to adopt an oversight role on event days in order to focus entirely on the dynamic of the event and be able to respond immediately and effectively to any emerging developments, incidents and, in extremis, emergencies. In effect, the stadium safety officer's principle event-day responsibility should be that of an overseer monitoring delivery of the safety management arrangements. This will inevitably involve managing a myriad of potentially important dynamic risk assessments in order to determine the actions necessary to prevent minor challenges escalating into major ones.

It is crucial, therefore, that the stadium safety officer adopts a strategic and systematic approach between events designed to ensure that the preparations for, and implementation of, the safety management arrangements proceed as smoothly as possible.

Support Team

To achieve this, it is essential for stadium management to recognise that the stadium safety officer will need support, and access to a range of generic and specialist competencies, skills, knowledge and experiences, especially but not exclusively, on event days. A key stadium safety officer responsibility, therefore, is to identify the character of the support required and the composition of a safety management support team, or whatever terminology is used to describe the arrangements. This can involve the appointment of assistant/deputy safety officers or a cadre of trusted and experienced senior stewards, supplemented as necessary by personnel with specialist and technical skills, like an electrician.

The setting up of a support team should provide stadium managements with the reassurance associated with enhanced resilience and business continuity arrangements and be invaluable in terms of assisting the stadium safety officer deliver effective stadium safety management arrangements.

A support team possessing a range of competences is crucial aid to the stadium safety officer but it will remain essentially generic in character as far as the stadium infrastructure is concerned. A crucial stadium safety officer responsibility, therefore, is to ensure that all infrastructural systems, components and equipment are working effectively and are fit for purpose. This requires for arrangements to be in place (usually contracted) for qualified and competent persons to inspect and maintain the structure of the stadium and its many sophisticated technical systems and facilities (see Appendix 19). European experience demonstrates that contracted and routine checks should be periodically supplemented, and the results verified, by way of a programme of inspections undertaken by independent qualified experts.

In parallel, the stadium safety officer should ensure that the stadium infrastructure is compliant with legislative and regulatory obligations, national and international standards, and that full account is taken of safety and security recommendations and instructions arising from the contracted and other expert technical inspections.

Physical Infrastructure

Itemising the various components of the stadium's physical infrastructure will assist to determine the extent of the stadium safety officer's responsibilities in this area. As stressed throughout, irrespective of whether the various technical installations and systems were installed to facilitate a primary safety, security, service or other imperative in mind, the actual impact will inevitably be multifaceted in character.

However, for ease of reference, infrastructural elements are often categorised as serving a primarily generic (multi-purpose), safety, security or service function. For example:

- general (multi-purpose) infrastructure comprising key issues like control room, CCTV, access control systems and signage;
- safety infrastructure incorporating a range of safety structures and components, notably roofing, entrances, emergency exits, medical and first aid facilities, entrances and exits, entry counting equipment, public address system, information screens, emergency power and lighting, fire safety equipment and communications equipment;
- security infrastructure including turnstiles, fences and walls, gates, segregation screens and barriers, alarm systems, electronic locks, movement detectors, magnetic archways, screening wands, bins, locks and keys, swipe cards; and

- service infrastructure including seating, standing (where permitted) catering outlets, toilets, disabled facilities, shops, cooking and cleaning equipment etc.

This approach is understandable, given the sheer volume of the elements involved, and poses no risk provided the wider impact is understood and taken into account in developing an integrated approach.

Stadium safety management arrangements

Whereas the stadium safety officer will be largely reliant upon external and specialist technical advice to fulfil responsibilities regarding much of the physical safety, security and service infrastructure, responsibility for developing and implementing the stadium safety management arrangements clearly rests with the stadium safety officer. This incorporates ensuring that compensatory dynamic safety management measures are put in place in the event of actual or potential infrastructural shortcomings.

In meeting these demanding and complex safety management responsibilities, the stadium safety officer will have access to the advice and experience provided by the stadium safety management support team and, where existing, a wider network of national stadium safety officers. Importantly, the stadium safety officer can take full account of European experience, expertise and established good practices. The aim should be to avoid having to reinvent the wheel by considering how best to customise, adapt and, where possible, improve upon established good practice. Acknowledging the importance, indeed necessity, of adopting an integrated approach will provide a sound, and potentially crucial starting point.

The potential benefit of building upon established and proven arrangements is evidenced by the scale, variety and multifaceted character of the tasks involved in developing and implementing the safety management arrangements. It is an immense and crucial responsibility and the importance of adopting a systematic approach is self-evident. As with physical infrastructure, it is common practice to manage the preparation of comprehensive safety management arrangements through itemising the key functions that the stadium safety officer will have to initiate and oversee.

As with infrastructural tasks, and notwithstanding the need to adopt a holistic and wholly integrated approach, safety management functions are often categorised for ease of reference as serving a primarily generic (multi-purpose), safety, security or service function. For example:

- general (multi-purpose) management arrangements like staff recruitment and retention; staff training and development; (i.e. needs analysis, design, development, delivery, assessment, evaluation), risk management (i.e. identifying threats, estimating outcomes and probabilities, evaluating risks, controlling risks, monitoring), and planned preventive maintenance and reactive repairs;

- safety focused safety (otherwise known as safety) management arrangements including general safety documentation (e.g. safety policy, safety licences/certificates, capacity calculations, generic safety risk assessments, contingency and evacuation plans, emergency and major incident plans), roles and duties of safety personnel (e.g. safety and security personnel, fire officers, medical staff), and safety procedures (e.g. liaison with the local authority, exercises, inspections, stopping the match and evacuation);
- security focused safety management arrangements, including: documentation (e.g. generic security risk assessments, alcohol licenses, separation/segregation policy, arrest/ejection policies, protocols/agreements with the police, data protection policies), roles and duties of security personnel (e.g. security officer, security stewards, security guards, police, bomb disposal), general security procedures (e.g. handling intelligence, ticket design and security, stadium bans, physical security controls, good housekeeping, deliveries, visitors, searching, information security, cash handling, ambush marketing, photography/video/audio);
- service focused safety management arrangements including documentation (e.g. traffic and transport plans, customer charter, accessibility audit, policies for children and vulnerable adults), policies in cases of discriminatory behaviour, roles and duties of service personnel (e.g. volunteers, ushers, sales staff), general service procedures (e.g. ticketing, fan engagement/supporters liaison, welcome procedures).

Checklist of key responsibilities and functions

As stressed above, to deliver their role effectively, a stadium safety officer will need to designate and oversee delivery of an extensive range of core functions to be undertaken before, during and after an event, including but not limited to the examples provided in the following checklists:

Primary functions:

- Ensure that an integrated approach towards spectator safety, security and service is developed and implemented;
- Establish and maintain compatible and balanced physical infrastructural systems and safety management arrangements to ensure the safety and wellbeing of spectators.

Strategic and partnership functions:

- oversee the safe management of the stadium internally and externally both on event days and when it is not in use, in compliance with any stadium licensing, safety certification, inspection and other requirements;
- ensure compliance with national legal and regulatory obligations and national and international good practices;
- liaise with the public authorities, police, fire and rescue and ambulance services and other relevant bodies over the safety, security and service requirements for the stadium, taking into account the need to:
 - recognise and respect the roles, responsibilities, interests and concerns of partner agencies;
 - establish working relationships with partner agencies;
 - provide partner agencies with appropriate information to enable them to perform effectively;
 - consult partner agencies in relation to key decisions and activities and take account of their views, including their priorities, expectations and attitudes to potential risks;
 - fulfil agreements made with partner agencies;
 - advise partner agencies promptly of any difficulties or where it will be impossible to fulfil agreements;
 - identify and resolve any conflicts of interest and disagreements with partner agencies in ways that minimise damage to work and activities and to the individuals and organisations involved;
 - monitor and review the effectiveness of working relationships with partner agencies, seeking and providing feedback, in order to identify areas for improvement;
 - monitor wider developments in order to identify issues of potential interest or concern to partner agencies in the future;
 - comply with and ensuring that others comply with legal requirements, regulations, organisational policies and professional codes and standards;
 - create a sense of common purpose - partnership ethos;

- ensure that detailed records are maintained of all inspections, tests and event day arrangements;
- prepare, test and review multi-agency contingency plans for preventing or resolving incidents or emergencies;
- evaluate and report to stadium management and/or the organiser and /or other relevant authorities on any matter affecting safety, security or service before, during or after the event.

Physical infrastructure functions:

- oversee the physical inspection of the stadium and ensure that any defects are rectified; where appropriate identifying any developmental needs;
- ensure that all safety equipment is tested and any faults rectified;
- ensure that planned preventive maintenance and reactive repairs are undertaken;
- ensure that detailed records are maintained of all inspections, tests and event day arrangements;
- ensure that the control room is functioning effectively;
- ensure that the CCTV system is working effectively;
- ensure that access control systems are working effectively;
- ensure that signage is in place and unobstructed;
- ensure that all lighting is working effectively;
- post inspection, be satisfied that all structural components (roofs, stairwells, stands, entrances concourses etc) are sound and pose no risk to spectators;
- ensure that emergency exits are working effectively;
- ensure that medical and first aid facilities are fully equipped;
- ensure that entry counting equipment is working effectively;
- ensure that the public address system is working effectively;
- ensure that information screens are working effectively;

- ensure that emergency power and lighting is working effectively;
- ensure that fire safety equipment is in place and working effectively;
- ensure that all communications equipment is working effectively;
- ensure that turnstiles are working effectively;
- ensure that external fences, walls and gates are secure;
- ensure that internal and external segregation screens and barriers (where needed) are in place and secured;
- ensure that alarm systems, electronic locks, movement detectors, magnetic archways are working effectively;
- ensure that mobile equipment like screening wands, temporary storage bins, locks and keys, swipe cards etc are available and operating effectively;
- ensure that seating areas are clean and free of litter or obstacles;
- ensure that catering outlets, toilet facilities and retail outlets are clean and fit for purpose;
- ensure that facilities for disabled spectators are clean and fit for purpose;
- ensure that cooking and cleaning equipment etc is in place and working effectively.

Safety management enabling functions

- specify and record appropriate safety management arrangements designed to minimise risks and be in compliance with legal, statutory and organisational obligations;
- ensure there are adequate human and physical resources to support the safety management arrangements;
- thoroughly prepare all relevant information before briefing others;
- brief all the relevant people and make sure they understand all the relevant information about the safety management arrangements;
- promptly notify the person responsible for the event of any difficulties in specifying and resourcing adequate safety management arrangements and advise them of the implications.

Event preparatory functions

- inspect the venue and review specified safety management arrangements;
- make sure that all provision at the event is in line with planned safety management arrangements and legal, statutory and organisational requirements;
- complete all documentation clearly and accurately;
- ensure that all event day personnel are briefed and at their posts before spectators are admitted;

Event co-ordination functions

- monitor the deployment and functioning of personnel and resources during an event to ensure they are appropriate and consistent with the designated arrangements;

Contingency planning functions

- prepare, in consultation with partner agencies, a generic safety, security and service register of all potential hazards, risks and threats;
- develop, in consultation with partner agencies, multi-agency contingency plans setting out controlling and remedial actions in the event of identified or unexpected emergency or high-risk scenarios;
- ensure that stadium contingency plans are consistent with national or local multi-agency emergency plans;

Risk assessment functions

- prepare event-based risk assessment, identifying any potential hazards or threats to the safety and security of spectators taking into account the need to:
 - undertake a pre-match detailed inspection of the stadium;
 - gather, collate and analyse all the relevant information about the event, making sure this information is accurate and up to date;
 - identify hazards and threats associated with the event and stadium;
 - remove those hazards and threats that can be eliminated;
 - realistically assess the likely risks associated with hazards and threats that cannot be removed;

- liaise with the police and/or other relevant partner agency regarding the measures required to reduce and control identified hazards and risks;
- ensure that all identified generic and event-based hazards and threats are clearly recorded along with remedial and controlling measures;

Developing risks functions

- continuously monitor available information and promptly identify actual and potential situations outside of acceptable limits;
- check information for accuracy and significance and take effective action confidently and correctly according to contingency and emergency plans;
- dynamically assess new risks and activate contingency plans and other safety management measures to manage these risks;
- promptly inform relevant people of situations relating to their area of responsibility;
- communicate clearly, concisely and according to agreed procedures;
- record all data and decisions fully and accurately;
- debrief all the relevant people, evaluate this information and agree with them the lessons for future events;

Major incident functions

- promptly and correctly identify a major incident when it occurs;
- ensure the emergency services are contacted immediately and given accurate and clear information about the incident;
- direct staff to deal the emergency in a way that is consistent with contingency and emergency plans;
- communicate clearly and assertively;
- monitor events and continuously assess the risks involved, modifying the response in such a way as to reduce the risks to those involved;
- correctly hand over control to the emergency services on their arrival, providing them with clear and up-to-date information on the emergency and the response;
- continue to support the emergency services as required;

- accurately record the emergency and the response in a way that is consistent with legal and organisational policies;

Personnel management functions

- appoint, deploy ensure and review the training of stewards and other safety, security and service personnel;
- ensure that appropriate (fair, consistent and effective) recruitment processes are in place and acted upon in respect of all stewarding and any other safety and security personnel (full time, temporary, casual and volunteer staff) in order to ensure that staffing complements are sufficient to meet the stadium's operational needs;
- assess the effectiveness of the recruitment policy on a regular basis and identify any areas for improvement;
- ensure that the safety, security and service personnel reflect the diversity of local communities (and profit from different language skills and cultural backgrounds);
- ensure an appropriate balance of men and women among the safety, security and service personnel;
- ensure that senior stewards monitor and evaluate the performance of stewards whenever the stadium is hosting an event;
- ensure that appropriate staff training and development arrangements are in place and acted upon with suitable training providers identified and employed;
- consider how best to motivate personnel and encourage and support supervisors and other personnel to make the best use of their abilities;
- ensure that staffing levels are sufficient to react to changes in circumstances necessitating adjustments to plans and activities and to emergency or high-risk scenarios;

Records and audit functions

- Use systems and procedures for recording and storing information that are suitable for the purpose and make efficient use of resources;
- record and store information and personal data in a way that complies with organisational policies and national and international legal requirements;
- record and store information so that it is readily accessible in the required format to authorised people only;

- provide opportunities for team members to make suggestions for improvements to systems and procedures;

Safety officer competencies, skills, knowledge and training

To undertake the above and other functions in an effective and professional manner, the safety officer should possess a wide range of competencies, skills and knowledge. The safety officer may already possess many of the core competencies provided below while others will be developed with experience and the observation of respected colleagues.

However, given the potential consequences of competence failure, the stadium safety officer, in consultation with stadium management as appropriate, should identify potentially beneficial training opportunities in order to learn the required skills and knowledge.

The definition of training to be applied should extend beyond formal courses to incorporate a range of informal processes, like observing more experienced safety officers at work at attending work related and generic conferences and seminars.

The stadium safety officer should liaise with stadium management and/or human resource experts and develop an annual training plan containing training opportunities and targets. The same approach should be applied to all members of the support team.

Recommended competences

Stadium safety management arrangements

- how to obtain and apply a comprehensive understanding of relevant legal, regulatory and other pre-requisites that impact on stadium safety and safety management arrangements;
- how to gather information on international and national good practices and apply them when developing stadium safety management arrangements;
- how to understand and apply good practice in respect of the particular needs of children, people with disabilities and other vulnerable spectators;
- how to identify racist and other forms of discriminatory symbols, wording and behaviour and how to react to it;
- how to carry out hazard identification and risk assessment procedures;
- how to arrange and oversee a programme of stadium inspections;
- how to calculate the stadium's maximum safe capacity;
- how to calculate and allocate adequate human and physical resources to ensure effective safety management arrangements;

- how to identify sources of information on risks and how to collect, collate, analyse and use the information;
- how to calculate the need for adequate medical and firefighting provision;
- how to carry out risk assessments for the event and the stadium in a way that is consistent with legal and statutory requirements;
- how to liaise with the police and other agencies in respect of risk assessment processes;
- how to comply with legal, regulatory and other obligations when recording hazards and risks;
- how to implement standard safety management arrangements;
- how to ensure safety management arrangements are efficient and make the best use of available resources;
- how to select safety management arrangements that reduce the level of identified;
- how to ensure that all key colleagues understand the importance of adopting an integrated approach in developing and implementing the safety management arrangements;
- how to ensure that stadium contingency plans are consistent with emergency plans prepared by the authorities and vice versa;
- how to explain the importance of testing contingency plans and how to initiate multi-agency exercises to test contingency plans and emergency plans;
- how to negotiate safety management arrangements with relevant agencies and others, including supporter representatives;
- how to prepare and deliver pre and post event briefings and de-briefings; and
- how to brief staff effectively on the delivery of effective safety management arrangements and make sure that they understand their role;

Risk assessment

- how to understand and implement risk assessment processes;
- how to prevent and counter predictable risks;
- how to check the readiness of stadia and personnel;
- how to determine appropriate sources of information regarding potential risks;

- how to respond to dynamic risk assessment suggesting increasing level of risk;
- how to prepare stadium personnel to react to evolving risk;
- how to prepare stadium personnel to react to any discriminatory behaviour;
- how to determine the roles, responsibilities and limits of stadium personnel and partner agencies in evolving risk scenarios;
- how to check the preparedness of partner agencies to assume responsibilities; and
- how to complete the relevant documentation when recording dynamic risk assessments;

Monitoring delivery of safety management arrangements

- how to monitor the effectiveness of safety management arrangements and use of resources;
- how to check that personnel, facilities and control procedures are in line with plans and requirements;
- how to monitor and evaluate information gathered during the event;
- how to check information for accuracy and significance;
- how to determine the appropriate response to various types and scale of incidents;
- how to ensure personnel understand the importance of dynamic risk assessment procedures;
- how to carry out dynamic risk assessments and use contingency plans and other safety management measures to manage new risks;
- how to the importance of clear, concise communications in line with agreed procedures and how to follow these;
- how to record proceedings, information and decisions fully and accurately; and
- how to debrief personnel and partner agencies after an event, evaluate the performance of safety management arrangements, identify and implement lessons learned;

Emergency scenarios

- how to identify a major emergency when it occurs;
- how to share information with the emergency services at the onset of an emergency;
- how to implement stadium contingency plans effectively;

- how to relay important information to personnel regarding the developing roles and responsibilities;
- how to communicate clearly and assertively in an emergency;
- how to continuously risk assess the emergency and the response;
- how to modify the response in such a way as to reduce the risks to those involved;
- how to decide when to hand over responsibility to the police or other emergency service;
- how to hand over responsibility and how to inform stadium personnel;
- how to support the emergency services;
- how to record procedures for major emergencies; and
- how to record why and when and how responsibility was handed over;

Management of stadium stewarding personnel:

- how to monitor staff performance;
- how to identify personnel developmental needs;
- how to identify developmental opportunities;
- how to evaluate if/how developmental activities have improved performance;
- how to measure staff turnover;
- how to identify the causes and effects of high and low staff turnover;
- how to counter staff turnover problems;
- how to develop job descriptions and specifications and determine content;
- how to identify and use appropriate recruitment and selection methods;
- how to judge whether applicants meet the stated requirements of the vacancy;
- how to exploit specialist expertise on recruitment, selection and retention;
- how to implement equality and diversity procedures in the recruitment and selection process; and
- how to ensure a fair recruitment process for all persons, regardless gender, nationality, social background, religious or other beliefs, sexual orientation, ethnicity or age.

Managing relationships with partner agencies

- how to develop productive working relationships with colleagues and stakeholders, including supporters;
- how to communicate effectively with colleagues and stakeholders;
- how to recognise and respect the roles, responsibilities, interests and concerns of colleagues and stakeholders;
- how to identify and meet the information needs of colleagues and stakeholders;
- how to consult with colleagues and stakeholders in relation to key decisions and activities;
- how to identify conflicts of interest with colleagues and stakeholders and the techniques that can be used to manage or remove them;
- how to resolve conflicts of interest and disagreements with colleagues and stakeholders;
- how to take account of diversity issues when developing working relationships with colleagues and stakeholders;
- how to recognise and take account of political issues when dealing with colleagues and stakeholders; and
- how to monitor and review the effectiveness of working relationships with colleagues and stakeholders;

Analysis and use of information:

- how to judge the accuracy, relevance and sufficiency of information;
- how to identify information that may be contradictory, ambiguous or inadequate;
- how to determine the best methods of analysing information;
- how to analyse information in order to identify patterns and trends;
- how to draw conclusions on the basis of analysing information;
- how to differentiate between fact and opinion;
- how to develop and present a case based on the outcomes of an analysis;
- how to communicate advice and information effectively both orally and in writing;
- how to develop and present a reasoned case when providing advice to others;

- how to confirm if the recipient of information has understood the advice provided;
- how to explain the importance of information management to stadium safety and security personnel and partner agencies;
- how to identify to assess if current sources of information are capable of meeting future information needs;
- how to identify new sources of information that may be required;
- how to apply the principles of confidentiality;
- how to select information relevant to a decision and ensure such information is accurate and relevant;
- how, and why it is important, to check the validity of advice and information;
- how to provide opportunities for team members to make recommendations on improvements to systems and procedures;
- how to identify information needs and the types of advice and information which people may require; and
- why it is important to seek feedback on the quality and relevance of advice and information provided;

Collecting, maintaining and using detailed records:

- how to collect, maintain and use information;
- how to interpret and apply legal requirements on the recording and storage of information;
- how to assess the effectiveness of current methods of collecting and storing information and how to make improvements;
- how to ensure that information is stored in a way that makes it readily accessible; and
- how to ensure that information is collected and stored according to national and international data protection legislation.

Obtaining and monitoring the use of resources

- how to establish effective agreements with suppliers and apply the relevant legal, ethical requirements;
- how to carry out cost-benefit analyses for the use of resources;

- how to select from a range of suppliers to ensure value for money, consistency, quality and continuity of supply;
- how to develop and present an effective case for resources to relevant people;
- how to encourage and enable staff to communicate their need for resources;
- how to encourage and empower team members to take responsibility for the efficient use of resources;
- how to monitor the provision of supplies to ensure ongoing quality, quantity, delivery and time requirements are being met;
- how to develop short, medium and long-term plans for the use of resources;
- how to adjust work plans in the event of required resources not being available; and
- how to identify and remove obstacles to efficient use of resources;

Encouraging and promoting innovation:

- how to encourage innovation among stadium personnel and stakeholders;
- how to select and apply different methods of motivating people to develop ideas;
- how to identify and remove potential obstacles to creativity and innovation;
- how to provide constructive feedback on ideas to teams and individuals;
- how to recognise and manage risk in innovation;
- how to develop a business case and plans for the practical implementation of an idea;
- how to learn from mistakes; and
- how to assess the potential impact of current and emerging political, economic, social, technological, environmental and legal developments

Appendix 34

Searching spectators

The searching of spectators on, or prior to, entry into a stadium is a common and very sensitive feature of safety management arrangements across Europe but there are wide variations in practice, for example:

- a. in some countries, searching is undertaken on a regular basis as part of normal event-day safety management operations, whereas in others, a searching regime is rare and only applied on the basis of a risk assessment;
- b. in some countries the searching is undertaken by stewards whereas in others, searches are undertaken by the police.
- c. in some countries, once initiated, the searching regime involves searches of all spectators entering a stadia or designated sector of the stadia, whereas in others the regime is limited to targeted or random searches of selected spectators;
- d. in some countries a "pat-down" search is applied whereas in others a "rub-down" searching technique is used and/or, metal detectors;
- e. in some countries, stewards undertaking searches are legally empowered to do so, whereas in others, consenting to a search is a condition of entry with refusal resulting in denial of entry.

Irrespective of the practices applied, the searching of spectators is a controversial and complex issue. Searching is often the first contact between stadium representatives and spectators and, as such, it can and does have a major impact on the event-day experience for many spectators.

A searching regime can also have major impact on the stadium safety management arrangements and its inter-related and overlapping safety, security and service components.

It is essential, the searching is only undertaken on the basis of a risk assessment which concludes that a failure to search spectators will significantly increase the threat of a terrorist incident, public disorder or other misbehaviour, like widespread use of pyrotechnics. However, European experience evidences that searching does not, for example, prevent the use of pyrotechnics: quite the contrary, it simply creates an additional challenge for, and prompts ever more creative solutions by individuals determined to thwart a key preventative measures.

Of course, stadium safety officers and the police cannot ignore the outcome of their own risk assessment. In such cases, searching can provide a high profile, if not always effective, demonstration of preventative action. Indeed, the stadium safety officer (and/or the police) could be criticised for not responding robustly to the threat which the searching is intended to reduce, even though there may be other more sophisticated and effective preventative measures available, especially if combined with effective sanctions, like exclusion, for violence and the misbehaviour that is generating the need for searching.

Good practice suggests that searching undertaken by well trained and qualified stewards in a friendly and respectful manner is likely to generate less controversy. However, ultimately it must be for the stadium safety officer, in consultation with the police, to determine if and how any searching regime should be implemented. To help inform this process, it is desirable to consult with designated Supporter Liaison Officer (SLO) and/or supporter representatives on a periodic basis.

If searching of spectators is to take place, then some key principles should help inform the strategy and its application, including:

- searching should always be based on a comprehensive risk assessment which balances the threat it is designed to prevent against wider and unintended safety, security and service consequences;
- those consequences will be reduced if:
 - searching is targeted or random in character rather than universal and indiscriminate;
 - searching is undertaken using less intrusive options, like self-search (asking spectators to empty their own pockets and bags and explain any protuberances in clothing) or sensitive, same-sex, pat down (frisking) searches, rather than rub-down techniques;
 - searching is widely publicised and explained beforehand and accompanied by sincere explanations of why such a measure is regrettable but necessary;
 - searching is undertaken in a sympathetic, respectful, polite and friendly (welcoming) manner;
 - spectators searched are thanked for agreeing to the measure etc;
 - the number of designated searchers are sufficient to avoid any delay on entry;
 - stewards' supervisors are present to ensure that the searching is being undertaken appropriately; and
 - police are co-located to help reassure spectators and to intervene if there are any complaints or misunderstandings, and to reduce the risk of any tensions escalating into a significant or major safety or security incident.
- All searches should be undertaken on a same-sex basis, so appropriate numbers of female stewards need to be deployed for the purpose.
- Any searching of children and juveniles under 16 should be undertaken in accordance with national laws and policies.

- In general, preference should be given to stewards conducting searches rather than police officers.
- All stewards should be clearly identifiable by use of standardised and numbered high profile jackets or tabards.
- All stewards tasked to undertake searches should be briefed on the crowd dynamic, sensitivities and legal constraints associated with their role.

Any searching regime should always be closely monitored at the scene and in the control room and aborted in the event of any emerging safety and security risks (like heavy congestion, crushing or emerging tensions and public order risk etc).

Further information on searching at stadium entrances is included in Appendix 12.

Appendix 35

Seating - European Standard

The design and dimensions and fixing methods of seating can have a significant impact on the safety, security and service elements of the stadium safety management arrangements.

Along with leg room, the ergonomics and general comfort of the seats can provide a tangible means of demonstrating the extent to which stadium management value their "guests" and supporters. This can have a positive impact on the security dynamic, not least in terms of influencing spectators to self-manage their behaviour. Similarly, the layout and specifications of the seating, especially backrests, are important safety considerations. The method of fixing the seating can also become important in the event of any emergency case, where seats can turn into tripping hazards, or in cases public disorder, where seats can be transformed into missiles for throwing at rival supporters or stewards and police or generally onto the playing area.

Stadium management, therefore, need to liaise closely with the designated stadium safety officer and other sources of expertise when considering stadium seating issues, especially when designing new stadium or renovating existing stands. Full account should be taken of European standards.

The European Standard for seats in stadia is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European standard EN 13200-4:20065 E on "*Spectator facilities Part 4: Seats - Product characteristics*" and EN 13200-1:2012 General Characteristics for spectator area

That Standard provides recommendations on the design, shape, dimensions and spacing of seating suitable for use in stadia spectator viewing areas and specifies criteria for determining the:

- mechanical, physical and chemical product characteristics of the seats;
- fixing the seating to the structure;
- adequate resistance to static and dynamic stresses and weathering agents
- comfort, functionality and safety in respect of normal functional use and any misuse that might reasonably be expected to occur.

Appendix 36

Senior stewards

A senior steward has a variety of job titles across Europe (for example, "supervisory steward", "head steward", "chief steward", "head security officer/guard") often reflecting the terminology used to describe personnel undertaking stadium safety and security functions generally (see Appendices 32, 33, and 41).

The personnel can be employed by stadium management or by the event organiser or provided under contract by a private stewarding or security company, or even police officers undertaking stewarding activities.

Irrespective of national practice or preferences regarding terminology, the crucial issue centres on the character of the functions, the competences and skills required and the training necessary. The term used herein to describe the personnel concerned is "senior steward" in part for ease of reference but primarily because the term reflects European good practice and is widely and increasingly understood across Europe and beyond.

A senior steward is normally an experienced steward who has been promoted to a more senior and responsible role. In addition to overseeing stewards, the senior steward is responsible for performing a range of specific and important functions that are crucial to providing spectators with a safe, secure and welcoming environment.

Senior stewards are the "front line" representatives of the stadium safety officer. They provide much of the information necessary for determining the appropriate actions and thereafter the conduit for ensuring effective delivery of those actions within the stadium complex or a particular sector. In routine scenarios this is an important role, in emergency scenarios it becomes absolutely vital.

Senior stewards - core functions

These functions are numerous but can be summarised accordingly:

Essential:

- i) Prepare stewards and stadium for the event:
 - ensure that stadium safety management arrangements are delivered effectively in their designated area of responsibility
 - allocate responsibilities to stewards
 - brief stewards on arrangements for the event
 - check the stadium before the event

- ensure that spectators are provided with a proportionate, respectful and welcoming service
- ii) Ensure effective stewarding in designated areas and deal with spectator problems and emergencies:
- monitor and ensure stewarding is provided in the designated area
 - assess and respond to referred problems and emergencies
 - debrief stewards and check designated stadium sector and equipment
- iii) Deal with accidents and emergencies:
- deal with injuries and signs of illness in accordance with the arrangements set out in the medical plan
 - follow emergency procedures
- iv) Develop productive working relationships with colleagues

Desirable:

- v) Support the efficient use of resources:
- make recommendations for the use of resources
 - contribute to the control of resources
- vi) Manage own resources and professional development
- vii) Manage information for action:
- gather required information
 - inform and advise others
 - hold meetings
- viii) Help to manage conflict:
- communicate with people in situations where there is conflict
 - follow procedures to resolve conflict
- ix) Control and detain people at the stadium for action by the police, taking into account national laws and designated powers and limitations:
- use reasonable force to control people where there is conflict
 - detain people for action by the police

x) Work with others to improve customer service:

- work with others to follow plans for improving spectator service
- monitor own performance against plans to improve spectator service
- monitor joint performance against plans to improve spectator service

Minimum standards of competence, knowledge and skills

To undertake these functions effectively, a senior steward will need to possess the necessary competences, knowledge and skills and receive the appropriate training. Such training should incorporate a session on the needs of disabled persons, including those with colour vision deficiencies.

The following summary links key senior steward functions with the competences necessary to undertake the activity and thereafter the knowledge and understanding required to deliver activity effectively. The summary does not aim to be exhaustive but rather to assist stadium safety officers determine the approach necessary to maximise the role and performance of senior stewards and, as a consequence, the efficacy of the stadium's safety management arrangements.

A. Allocating responsibilities to stewards

Minimum standards of competence:

- assess the competence of stewards for particular roles and responsibilities using relevant information;
- make sure this information is complete, accurate and up to date;
- choose stewards for roles and responsibilities who possess the necessary skills and experience; and
- ensure there is the correct number of stewards for the designated area.

Required knowledge and understanding:

- the importance of thorough preparation prior to events and the possible consequences of not doing so;
- legal and organisational requirements relating to stadium safety;
- basic requirements of any health and safety legislation and how these apply to stewards at events;
- all relevant aspects of the area within the individual's control;
- all relevant aspects of the event;
- the importance of having stewards with the right level of competence for their roles and responsibilities;

- how to monitor and assess the competence of stewards to ensure they can fulfil their roles and responsibilities;
- the number of stewards needed in their area of responsibility;
- how to decide when it will be necessary to request more stewards and the procedures to follow; and
- understanding of crowd dynamics and supporter behaviour.

B. Briefing stewards on event arrangements

Minimum standards of competence:

- find out what information the stewards will need and obtain all the necessary information before the briefing;
- clearly and accurately communicate the main points which are relevant to the stewards and the reasons why they are important;
- check the stewards' understanding of what has been said and answer any questions clearly and correctly;
- recognise and quickly deal with any misunderstandings;
- make sure that written briefing sheets are available in good time for the briefing;
- brief the stewards in a way which maintains a responsible attitude to the event and the arrangements;
- make sure that the stewards are properly equipped and dressed for the event; and
- complete any required records of the briefing correctly and legibly.

Required knowledge and understanding:

- the importance of stewards being properly briefed before events and how to brief clearly and effectively;
- how to decide what information stewards will require to carry out their roles properly;
- how to get the required information;
- the relevant points which stewards need to know and why these things are important;
- the types of questions which stewards may ask and how to respond;
- how to recognise and deal with misunderstandings;
- the importance of clear written briefing sheets – how to obtain and check them;
- the correct tone to adopt when briefing stewards so that they have a responsible attitude to the event and their responsibilities;
- the equipment which the stewards will need for the event and the procedures to access these and make sure they are properly equipped; and
- the records which need to be completed and the importance of completing these properly.

C. Checking the stadium before the event

Minimum standards of competence:

- make sure that their designated area is carefully checked, following organisational procedures;
- make sure that any hazards to spectators and stewards are identified and promptly reported;
- correctly assess the seriousness of the hazard in consultation with the stadium safety officer;
- take action which is appropriate to the nature of the hazard and the circumstances, following organisational procedures;
- make sure that whatever action taken does not endanger themselves or others;
- clearly report the hazard and the action they have taken to the stadium safety officer; and
- complete all necessary records legibly and correctly.

Required knowledge and understanding:

- the main features of the areas in their responsibility and the types of hazards which are likely to occur;
- how to organise the checking of their area;
- how to assess hazards that may cause harm to spectators and to stewards;
- the types of actions to take in response to these hazards;
- types of action which may endanger self and others;
- hazard reporting procedures; and
- the records which need to be completed and the importance of completing these properly.

D. Managing stewarding arrangements in designated area

Minimum standards of competence:

- monitor the stewards in the designated area;
- make sure there is the correct number of stewards at designated points, and that they are carrying out their duties throughout the event;
- monitor and maintain the safety of stewards;
- obtain information about the conditions in the area of responsibility throughout the event;
- evaluate this information at agreed intervals;
- communicate with the stadium safety officer, using the agreed procedures;

- keep accurate and clear records of all significant information and decisions following organisational procedures; and
- provide the stewards with clear and prompt directions in line with organisational and legal requirements.

Required knowledge and understanding:

- safety management arrangements within the stadium;
- relevant organisational, legal and regulatory requirements, obligations and constraints;
- the overall importance of monitoring stewarding arrangements and the possible consequences of not doing so;
- how to monitor stewards in the designated area;
- how to monitor and ensure the safety of stewards;
- numbers of stewards in the designated area and their duties;
- the information needed about conditions in the designated area and how to get it;
- how to evaluate information received;
- procedures for relaying information to the stadium safety officer;
- the records which need to be kept and why they are important; and
- how to give effective directions to stewards.

E. Assessing and responding to reported problems and emergencies

Minimum standards of competence:

- promptly assess the seriousness of the problem and / or emergency using the information available;
- instruct the stewards to take action which is appropriate to the problem and/or emergency procedures;
- provide stewards with clear and calm instructions;
- promptly and clearly inform the safety officer/control room of the problem and/or emergency and the action being taken;
- record information on the problem and/or emergency and the action taken legibly on the required record sheet; and
- communicate with spectators in a sympathetic and friendly but assertive manner.

Required knowledge and understanding:

- the individual's responsibilities and level of delegation for dealing with problems and emergencies;
- the types of crowd behaviour, physical hazards and emergencies which are likely to occur;

- how to assess the seriousness of problems and emergencies, the appropriate action to take and procedures to follow;
- the importance of making decisions impartially;
- the importance of giving clear and calm instructions to stewards and how to do so;
- the records which need to be kept and why they are important; and
- why it is important to communicate with spectators sympathetically and assertively and how to do so.

F. Debriefing stewards and checking venue and equipment

Minimum standards of competence:

- obtain the information needed for debriefing from the stadium safety officer;
- encourage the stewards to provide both positive and negative feedback on the event and arrangements;
- make sure all incidents are fully reported and recorded;
- check the accuracy and relevance of feedback with other stewards;
- collect all the relevant information, evaluate and communicate it to the stadium safety officer;
- make sure that all reports are factual and follow agreed procedures;
- follow the organisational procedures for getting equipment back from the stewards;
- follow organisational procedures for checking the stadium; and
- record and report issues to do with equipment and the stadium to the stadium safety officer.

Required knowledge and understanding:

- the importance of debriefing, the information which is needed for debriefing sessions and how to obtain it;
- the importance of getting both negative and positive feedback on the event and the arrangements and how to encourage such feedback effectively;
- why it is important to check the accuracy and relevance of feedback with other stewards;
- how to evaluate feedback and pick up on the main points;
- reporting procedures;
- why equipment and venue must be checked following an event;
- how to identify damaged and ineffective equipment and the procedures for removing it from service;
- how to check the stadium following an event; and
- reporting procedures for the equipment and stadium.

G. Dealing with injuries and signs of illness

Minimum standards of competence:

- remain calm and follow their organisation's procedures;
- protect the casualty and other people involved from further risk;
- call for qualified assistance that is appropriate to the casualty's condition;
- provide reassurance and comfort to those involved;
- give the qualified assistance clear and accurate information about what happened; and
- follow the accident reporting procedures, as required.

Required knowledge and understanding:

- the values or codes of practice relevant to the work they are carrying out;
- the importance of dealing with accidents and emergencies promptly, calmly and correctly;
- the types of injuries and illnesses that may occur in their area of work;
- how to deal with these before qualified assistance arrives;
- how to decide whether to contact the on-site first aider or immediately call the emergency services;
- who is the on-site first aider and how to contact them;
- the procedures they should follow to contact the emergency services;
- why it is important to protect the casualty and others involved from further harm;
- the procedures they should follow to protect the casualty and others;
- why it is important to provide comfort and reassurance and how to do so; and
- their responsibilities for reporting accidents and the procedures they should follow.

H Following emergency procedures

Minimum standards of competence:

- give the people involved in the emergency clear and correct instructions;
- carry out their role in the emergency procedures calmly and correctly;
- maintain the safety of the people involved;
- follow the correct procedures for reporting the emergency; and
- report any problems with the emergency procedures to the stadium safety officer.

Required knowledge and understanding:

- the emergency procedures in their place of work for fires, security incidents and missing persons;
- what instructions they must give to the people involved;
- their organisation's reporting procedures for emergencies; and
- the types of problems that may occur when they are carrying out emergency procedures, why and to whom they should report them.

I. Developing productive working relationships with colleagues**Minimum standards of competence:**

- establish working relationships with all colleagues who are relevant to the work being carried out;
- recognise, agree and respect the roles and responsibilities of colleagues;
- understand and take account of the priorities, expectations, and authority of colleagues in decisions and actions;
- fulfil agreements made with colleagues and let them know;
- advise colleagues promptly of any difficulties or where it will be impossible to fulfil agreements;
- identify and sort out conflicts of interest and disagreements with colleagues in ways that minimise damage to the work being carried out;
- exchange information and resources with colleagues to make sure that all parties can work effectively; and
- provide feedback to colleagues on their performance and seek feedback from colleagues on their own performance in order to identify areas for improvement.

Required knowledge and understanding:

- the benefits of developing productive working relationships with colleagues;
- principles of effective communication and how to apply them in order to communicate effectively with colleagues;
- how to identify disagreements with colleagues and the techniques for sorting them out
- how to identify conflicts of interest with colleagues and the measures that can be used to manage or remove them;
- how to take account of diversity issues when developing working relationships with colleagues;
- the importance of exchanging information and resources with colleagues;
- how to provide colleagues with useful feedback on their performance;
- stadium safety officer's decision-making processes;
- line management responsibilities and relationships within the organisation;

- the organisation's values and culture;
- expected standards of behaviour and performance;
- information and resources that different colleagues might need; and
- agreements with colleagues.

J. Supporting the efficient use of resources

Minimum standards of competence:

- give relevant people the opportunity to provide information on required resources;
- make recommendations for the use of resources that take account of relevant past experience;
- make recommendations that take account of trends and developments which are likely to affect the use of resources;
- make recommendations that are consistent with team objectives, organisational policies and environmental concerns; and
- present the recommendations to relevant people in an appropriate and timely manner.

Required knowledge and understanding:

- how to communicate effectively with team members, colleagues and line managers;
- how to develop and argue an effective case for changes in the management of resources;
- how to enable people to identify and communicate the resources they need;
- how to encourage others to take responsibility for the control of resources in their own area of work;
- organisational procedures for making recommendations on the use of resources;
- problems which may occur with resources and how they can deal with these;
- principles underpinning the effective and efficient management of resources;
- the importance of keeping accurate records on the use of resources;
- how to monitor and control the use of resources to maximise efficiency, whilst maintaining the quality of services; and
- how to analyse the past use of resources and utilise the results to make recommendations on more effective use of resources in the future.

K. Managing professional development of team members

Minimum standards of competence:

- evaluate, at appropriate intervals, current and future work requirements;
- discuss and agree personal work objectives and how to measure progress;

- identify learning styles and developmental activities;
- discuss and agree a development plan to address any identified gaps in knowledge, understanding and skills;
- review and update personal work objectives and development plans;
- monitor performance and provide objective feedback; and
- ensure that performance consistently meets or goes beyond agreed requirements.

Required knowledge and understanding:

- the principles which underpin professional development;
- how to evaluate current requirements of a work role and how the requirements may evolve in the future;
- how to identify development needs to address any identified gaps in knowledge, understanding and skills;
- what an effective development plan should contain and the length of time that it should cover;
- types of development activities to address identified gaps in knowledge, understanding and skills;
- how to identify whether / how development activities have contributed to their performance;
- how to update work objectives and development plans in the light of performance, any development activities undertaken and any wider changes;
- how to monitor the quality of work and progress against requirements and plans; and
- how to evaluate performance against work requirements.

L. Gathering and managing information

Minimum standards of competence:

- gather information that is accurate, sufficient and relevant to the purpose for which it is needed;
- take prompt and effective action to overcome problems in gathering relevant information;
- record and store the information gathered in accordance with designated systems and procedures;
- identify possible improvements to information systems and procedures;
- give information and advice at a time and place, and in a form and manner, appropriate to the needs of recipients;
- use reasoned arguments and appropriate evidence to support their information and advice;
- check and confirm recipients' understanding of the information and advice given;
- maintain confidentiality according to the organisation's requirements;

- seek feedback from recipients about the information and advice provided; and
- knowledge of national data protection legislation.

Required knowledge and understanding

- how to give information and advice effectively in both oral and written format;
- how to develop and present a reasoned case when providing advice to others;
- the importance of confirming the recipient's understanding of the information and advice provided and how to do so;
- the importance of seeking feedback on the quality and relevance of the advice and information provided;
- the styles of leadership which can be used to run meetings and how to choose a style according to the nature of the meeting;
- the value and limitations of meetings as a method of exchanging information and making decisions;
- how to determine when a meeting is the most effective way of dealing with issues and the possible alternatives available;
- how to manage discussions so that the objectives of the meeting are met within the allocated time;
- the procedures to follow in order to make recommendations for improvements to systems and procedures;
- how to determine who should attend a meeting;
- procedures to follow when calling meetings and preparing for them;
- the importance of gathering, validating and analysing information and potential impact on team performance;
- how to gather information electronically and manually;
- the types of information and advice that people may require;
- the types of problems which may occur when gathering information and how to overcome them;
- how to record and store the information which is needed;
- the principles of confidentiality when handling information and advice; the types of information and advice which may be provided to different people; and
- how to assess the effectiveness of current methods of gathering and storing information.

M. Informing and advising others - holding meetings

Minimum standards of competence:

- give sufficient notice of the meeting to allow the necessary people to attend;
- make the purpose and objectives of the meeting clear at the start;
- adopt a style of leadership that helps people to make useful contributions;
- discourage unhelpful arguments and digressions;

- achieve the objectives of the meeting within the allocated time; and
- give clear, accurate and concise information about outcomes of the meeting promptly to those who need it;

Required knowledge and understanding

- See section L above.

N. Communicating with people where there is conflict

Minimum standards of competence:

- basic mediation skills to help communicate with people in a way that minimises and reduces conflict;
- maintain own personal space;
- respect the personal space of others;
- listen actively to what people are saying to them;
- show empathy;
- use sensitive questioning to get further information about the situation;
- summarise and feed back to people what has been said and what actions have been taken or observed; and
- maintain an accurate record of observed behaviour and related communications, for evidence and other purposes if necessary or appropriate.

Required knowledge and understanding:

- the types of situation that are likely to arise where there is conflict;
- the correct responses for each of these types of situation;
- legal considerations covering self-defence and the use of force;
- the importance of effective communication and how poor communication can make situations worse;
- the appropriate use of body language and other non-verbal types of communication
- why and how to respect personal space of others;
- why it is important to show they are listening actively to what is being said and how to do so;
- how to show empathy and why this is important;
- how to use sensitive questioning to get information about a situation;
- why it is important to summarise and feed back to others what they have heard them say;
- how to carry out risk assessments in situations where there is conflict and the factors they should bear in mind;
- situations in which it would be appropriate to:

- do nothing;
- maintain observation;
- give advice or a warning;
- use a report or incident card;
- consider ejection;
- consider arrest;
- the importance of informing the safety officer / control room;
- how to maintain personal safety and that of others involved in the situation;
- why it is important to keep an accurate record of what has happened; and
- what should be recorded and what could be used as evidence.

O. Following procedures to resolve conflict

Minimum standards of competence:

- assess the risks in the situation;
- assess the seriousness of the situation and the behaviour of the people involved;
- maintain own personal safety;
- follow agreed procedures for the type of situation and people involved; and
- collect and report necessary information about the people involved and the situation.

Required knowledge and understanding:

- See section M above

P. Using reasonable force to control people where there is conflict

Minimum standards of competence:

- assess the need to use constraints in accordance with legal requirements;
- call for assistance;
- only use the amount of force justified by the resistance offered by the people involved;
- make sure use of force is tactically sound for the situation;
- minimise the risk of injury;
- maintain own personal safety and that of others;
- take people to a secure area; and
- keep an accurate record of what has happened.

Required knowledge and understanding (both areas):

- the implications of unlawful behaviour for the safety, security and welfare of spectators;
- offences that constitute unlawful behaviour at the types of events in which they are involved;
- situations in which the use of force can be legally justified;
- the law as it applies to acts of ‘self-defence’;
- approved techniques they can be used to restrain people;
- basic principles of customer care;
- factors to bear in mind – for example the relative strength, size and number of people involved – when using force and how to vary their approach according to these factors;
- why it is important to minimise the risk of injury to those involved;
- how to maintain own personal safety and that of others involved in the situation;
- the agreed procedures for detaining people;
- the limits of what action is permissible in regard to restraining and detaining people;
- the basic legal requirements for detaining people;
- situations where detaining people is not lawful;
- the possible implications of detaining people, for example, unlawful arrest, and false imprisonment;
- safety techniques for detaining people;
- the importance of maintaining contact with the safety officer / control room during incidents and of following their instructions;
- why it is important to keep an accurate record of what has happened;
- what they should record that which could be used as evidence;
- other sources of evidence that may be used;
- the importance of giving full and accurate information to the police; and
- procedures for reporting to the police.

Q. Detaining people for action by the police**Minimum standards of competence:**

- identify situations where detention is necessary and lawful;
- follow agreed procedures and explain to people involved what is happening and why;
- use a minimum of force and remain polite and courteous throughout the incident;
- maintain personal safety and that of the people involved;
- keep in contact with the stadium safety officer / control room during the incident and follow their guidance; and

- hand over people to the police and give them full and accurate information about the incident.

Required knowledge and understanding:

- See section P above.

R. Working with others to improve customer service

Minimum standards of competence:

- contribute constructive ideas to plans for improving spectator services;
- identify what has to be done to follow plans for improving spectator services;
- co-operate with others in following plans for improving spectator services;
- keep commitments made to others; and
- keep others advised of situations that may affect plans to improve spectator services;

Required knowledge and understanding

- spectators' rights and how these rights limit what senior stewards are able to do for their spectators;
- the specific aspects of:
 - health and safety;
 - data protection;
 - equal opportunities;
 - child protection;
 - legislation and regulations that affect the way the products or services they deal with can be delivered to their customers;
- awareness of all types of discrimination and the measures/options available for dealing with discriminatory behaviour;
- the limits of their own authority and when they need to seek agreement with or permission from others;
- how to communicate in a clear, polite, confident way and why this is important;
- roles and responsibilities of others; and
- legal and organisational responsibilities relevant to their job role.

Training should be conducted by occupationally competent persons or organisation(s), who should also assess the senior stewards' competency to perform their duties.

Appendix 37 Signage

All stadia should feature high profile signage providing key information to spectators. The location of the signage should be determined on the basis of the information contained and where it is likely to be of most value for spectators.

Where possible, information contained on the signage should be well publicised, printed on the back of match tickets, or on leaflets issued with tickets, in order ensure that all spectators are familiar with important information before they arrive at the stadium. This can process can be aided by the inclusion of website details where comprehensive directional, safety, ground regulations and other information can be found.

To assist spectators immediately identify the purpose of the signage, the different categories of signage should be clearly distinguishable and follow national standards in signage formatting, including the use of internationally recognisable symbols, where possible, to allow spectators without local language skills to find their way.

The signage should also be accessible for people with colour vision deficiencies and meet minimum (Level AA) colour contrast ratios (refer to WCAG 2.1 Success Criterion 1.4.3 <https://www.w3.org/TR/WCAG21/#use-of-colour>) to ensure sufficient colour contrast between both text/symbols and background colour of the sign. Minimum LRV differentials should be met between the colour of the sign and the colour of the background surface on which it mounted or displayed in the case of hanging signs.

A. Categories of signage

i) Stadium Regulations setting out conditions of entry, making clear (in pictogram format where possible) what items are prohibited, and clarifying what behaviour is desirable and encouraged and what behaviour is unacceptable. Guidance on the regulations should also provide an explanation of why a pre-entry search may be necessary and why it is a condition of entry. The aim here should be to reassure spectators that searching is not solely a security arrangement designed to maintain order but is ultimately intended to ensure that all spectators can enjoy the event in a safe and pleasant environment, free from the threat of dangerous missiles and devices.

ii) Stadium Information providing directional signs and simplified ground plans, colour coded where necessary or desirable, in terms of ticketing and segregation issues. As indicated above, these signs should be displayed at suitable locations, such as by main entrances and approach routes, and other places which might be of benefit to spectators. Block rows and, inside stadia, row and seat indicators should be high profile and easily understood.

iii) General Information (in a signage format distinguishable from stadium plans, stadium regulations, and emergency signs) covering important information designed to relay key

messages and otherwise provide useful advice aimed at enhancing the spectator experience, including:

- prohibition signs: for example, “No smoking”;
- warning signs: for example, “Low headroom” or “Uneven steps”;
- mandatory signs: for example, “Spectators must have a valid ticket or accreditation”; and
- refreshment signs: for example, location of nearest refreshment/catering outlets;
- toilet signs: for example, showing the direction of the nearest toilets.

iv) Emergency Information (in a high profile and consistent format which is readily identifiable and easily understood, including by spectators with colour vision deficiencies,) providing crucial information related to emergency scenarios, including:

- emergency signs: for example, escape routes;
- firefighting equipment signs: for example, hose reels, extinguishers; and
- medical assistance facilities: for example, first aid stations.

B. General provision and maintenance

All signage should be accompanied by artificial lighting for use in conditions of poor natural light.

Signage design should avoid the use of reflective material.

Care should be taken to keep signs short and direct to the point.

All information must be of suitable font size and legible.

Where possible, all signs should be pictorial in design to assist those who cannot read or understand the language in which the sign is written.

All signs, especially signs relating to fire safety, medical assistance and emergency evacuation, should be presented and sited so that they can be easily seen and readily distinguished by those with impaired vision or colour perception. Only a minority of the general population has perfect vision, therefore clear, well designed signage will be of benefit to all spectators

Signage should also meet the following general requirements:

- i. all signs should be securely fixed, including temporary signs used for a particular event;
- ii. signs should not be fixed in such a way that they restrict spectator viewing or impede the circulation of spectators;
- iii. all signs should be kept clean;

- iv. handwritten signs should be avoided; and
- v. should not contravene the fire resistance or fire loading requirements of particular areas of a stadium, in particular, emergency evacuation routes or concourses.

Appendix 38

Stadium design criteria and European standard

A stadium comprises an extensive range of physical infrastructural and technical elements designed and built to specifications incorporating safety and security components. This highly specialist area is principally the preserve of architects and structural engineers expert in the design and construction of sports stadia.

The physical infrastructure of a stadium, and its safety and security elements, provides the basis for:

- determining the need for, or desirability of, introducing additional structural and/or technical safety and security facilities/systems intended to supplement existing stadium design features; and
- determining the character, scale and content of stadium safety management arrangements.

The provision of carefully designed stadia containing good and well-maintained facilities and viewing areas is important not only in terms of ensuring that spectator accommodation is safe and serves its intended purpose but also in demonstrating that the stadium has been designed and is managed in a way that makes all spectators feel welcomed and appreciated. As such, stadium design plays a crucial role in reducing safety and security risks.

In terms of fulfilling its primary purpose, the seating should be designed in accordance with European standards (see Appendix 35) and spectators should be provided with a clear, unrestricted view of the whole of the playing area. Any seats (or standing places) with restricted views should be designated as such and excluded from the maximum safe capacity calculation.

Restricted view incorporates seats/standing places which have inadequate sight lines or obstructed views arising from:

- roof supports or roof structures;
- flanking walls, screens or overhanging upper tiers of stands;
- barriers serving gangways;
- segregation barriers or fences (temporary or permanent);
- structures such as floodlights, scoreboards or camera platforms;
- advertising hoardings;
- media personnel (such as photographers and camera operators);
- stewards and any other personnel;
- substitute/team benches and match officials; and
- seating areas where spectators are known to persistently stand.

Stadium sectors

To provide a welcoming environment for all spectators and assist safety management arrangements, a stadium should be divided into distinct and separate viewing sectors which are easily identifiable by spectators and stadium staff alike. To assist spectators and stadium staff navigate their way around the stadium and locate facilities and seating/standing areas, the stadium should have high profile and clear signage, which should not rely on colour alone (see Appendix 37). Each sector should also have easy access to sufficient public conveniences and refreshment stalls to meet the needs of the number of spectators in the sector,

Stadia should also provide accessible viewing areas for spectators with disabilities and areas with provision adapted for other vulnerable or target groups, like families, children etc. Such areas must have suitable access and evacuation routes, as well as toilet and refreshment facilities, which take into account the specific needs of the spectators concerned (see Appendix 1). This provision should apply to all sectors within a stadium, including areas designated for visiting supporters.

European Standard

The principle European Standard on stadium design and construction is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European standard EN 13200-1:2012 E on "Spectator facilities Part 1: General characteristics for "spectator viewing areas" The term spectator viewing areas is a generic term used to cover a wide range of sporting venues, including football stadia.

The Standard specifies the general functional design criteria for stadia. It incorporates some (by no means exhaustive) dimensional and design criteria specifications on various physical infrastructural materials and technical installations, including:

- stadium structures, finishes and furniture;
- electrical installations;
- spectator control devices;
- public address systems;
- auxiliary power;
- scoreboards and video screens;
- requirements for seating places;
- seating places with individual seats;
- seating places with benches;
- requirements for standing places;
- standing places provided by steps;
- flow capacity to exits from viewing area;
- sightlines and largest distance of vision criteria; and
- roof coverings of stands.

Appendix 39

Stadium plans and specifications

Stadium infrastructure and associated safety management operations can be complex, and it is important for the stadium safety officer to maintain up to date plans of the stadium complex and relevant technical specification and for a copy of the plans to be located in the control room during events.

These lay-out plans should help inform safety management arrangements and assist in the response to a wide range of safety, security and service technical failures or incidents, and should be of particular value in emergency scenarios.

Any symbols used on the plans should be shown in an explanatory key indicating what each symbol means. Colour only key should be avoided.

Plans and specifications should include, inter alia, the following:

- a. general plan of the stadium complex;
- b. general plan of approach roads and car parks;
- c. general arrangements of each stand, by floor level;
- d. principal means of ingress and egress;
- e. names of each stand and sector, its capacity and any relevant information regarding categories of spectators;
- f. the location of crucial issues like:
 - the control room;
 - key telephones points;
 - steward posts;
 - fire points;
 - public address speakers and zoning;
 - emergency exits and escape routes;
 - first aid room;
 - places of safety and of reasonable safety;
 - high risk areas (such as plant or boiler rooms, or fuel stores);
 - rendezvous and access points for the emergency services;
 - fire warning panel and any repeater panels; and
 - gas shut off and other isolating devices;
- g. general constructional and technical specifications.

The stadium safety officer should also retain, or have accessible, plans and specifications relating to all recent constructions. All plans and specifications should be accessible to people with colour blindness.

Appendix 40

Standing areas

Standing accommodation in stadia is often perceived as posing additional safety and security challenges and its use is prohibited by some competition organisers, including UEFA, and limited by national legislation in many countries.

Nevertheless, in some countries, the option of having dual standing and seating areas (which can be transformed into either standing or all-seater areas depending upon the competition and other circumstances) has been, and is being, introduced.

Moreover, in many countries, traditional standing terraces remain in place, notably in older and smaller stadia.

Wherever standing accommodation is provided, irrespective of whether it is the form of terraces or in dual standing/seating format, it should be designed and managed to be safe and secure. The comfort and amenities of spectators, and their access to amenities should also be considered, in as much detail as they would be for seated areas.

It is therefore recommended that in all matters relating to the design of standing accommodation, the stadium safety officer and stadium management should seek professional advice from competent persons, and, where possible, from architects and construction engineers who specialise in stadium design, and from countries where a dual standing and seating model has been successfully implemented.

Standing accommodation should conform to any applicable national and local regulations, the guidance contained in the Appendix and European standards:

- (CEN EN 13200-1:2004) provides some minimum specifications on standing steps and slopes; while
- (CEN EN 13200-3:2005) provides specifications for separation and crush barriers.

Extensive guidance on the specifications for spectator standing accommodation is also provided in the Guide to Safety at Sports Grounds (known as the "Green Guide"), electronic copies of which are available free of charge on the website of the UK Sports Grounds Safety Authority. The Guide provides detailed and expert advice, along with recommended minimum standards, in respect of:

- the provision of standing accommodation;
- importance of good design;

- viewing conditions for standing spectators;
- gangways in standing areas - general requirements;
- lateral gangways in standing areas;
- radial gangways in standing areas;
- crush barriers;
- standing areas without crush barriers;
- design of terrace steps;
- dimensions of terrace steps;
- viewing standards;
- sightlines;
- restricted viewing;
- management strategies towards restricted viewing;
- provision of cover (partial and no cover)
- division of standing accommodation;
- segregation of standing accommodation;
- standing accommodation and supporters with disabilities;
- assessment of physical condition of standing accommodation;
- assessment of safety management arrangements in standing areas; and
- conversion of terraces to seating.

Guidance on the dual seating/standing option adopted in Germany is available from the Bauministerkonferenz” (Conference of the Construction Ministers) or “IS-ARGEBAU” who have produced a standards document “Musterversammlungsstättenverordnung” (Standard Ordinance on Places of Assembly) which includes detailed regulations for standing areas for venues in Germany with a capacity of at least 5.000 spectators in PART 3, Chapter 2 (Articles 26 – 30). It also includes some general remarks on planning of standing areas inside sports grounds in PART 1 (how many spectators per square metre should be taken as a basis for the calculation of the capacity of a standing area etc.).

<https://www.is-argebau.de/Dokumente/4231724917250.pdf>

Appendix 41

Stewarding

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

There are wide variations in practice across Europe regarding the personnel undertaking stewarding functions. This can range from staff employed by stadium management or by the event organiser or provided under contract by a stewarding or security company, to volunteers augmented by designated directly employed or privately contracted security staff to police officers undertaking stewarding tasks, particularly in respect of security functions.

Irrespective of national practice or preference, or the title and employment status of the personnel involved, they are all undertaking stewarding functions. The focus of the following good practice, therefore, is on the crucial character of the functions and the competences, knowledge and skills required to undertake the tasks effectively.

The term used throughout the Annex and its appendices to describe the personnel concerned is "steward" in part for ease of reference but primarily because the term reflects European good practice and is widely and increasingly understood across the Continent.

Stewards provide an ongoing and direct interface between stadium safety officer (on behalf of stadium management and/or event organiser) and spectators. That contact is crucial in terms of creating a safe, secure and, importantly, welcoming environment. Stewards are the operational and implementation arm of the designated stadium safety officer (see Appendix 33). The stadium safety officer is largely reliant upon stewards to deliver the stadium safety management arrangements. Their role, therefore, is critical.

The stadium safety management arrangements dictate the various functions of the stewards and inform decisions regarding the minimum number of trained and equipped stewards necessary to deliver the designated activities effectively.

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

Duties of stewards

The duties of stewards will vary, depending on the size and configuration of the stadium and the nature of the event, however the core duties of stewards can be summarised accordingly:

- a. understand their general responsibilities towards the health and safety and welfare of all spectators, other stewards, stadium staff, participants and themselves;
- b. carry out safety checks;
- c. control or direct spectators who are entering or leaving the ground, to help achieve an even flow of people to and from the viewing areas;
- d. assist in the delivery of the safety management arrangements, not to view the event;
- e. control entrances, exits and other strategic points; for example, segregation, perimeter and exit doors or gates which are not continuously secured in the open position while the stadium is in use;
- f. monitor the crowd dynamic in order to ensure the safe dispersal of spectators and the prevention of overcrowding, particularly on terraces or viewing slopes;
- g. assist the emergency services as required;
- h. provide basic emergency first aid;
- i. respond to emergencies (such as the early stages of a fire); to raise the alarm and take the necessary immediate action;
- j. undertake specific duties in an emergency or as directed by the safety officer or the appropriate emergency service officer;
- k. be a contact person for supporters, including in cases of discriminatory behaviour by other spectators; and
- l. take an active part in the service and good hosting strategies of clubs and event management.

This list is for guidance only and by no means exhaustive. It does not include other stadium personnel, like CCTV operators and medical personnel, who have not been trained, briefed, equipped and tasked to undertake a stewarding function.

Agreement on responsibilities

Where an event requires the presence of police officers, the duties and responsibilities of stewards should be agreed between the stadium safety officer and the police commander and form part of a written statement.

Appointment of stewards

Stewards should be fit and active and be possessed with the maturity, character and temperament to carry out the duties required of them. They should be able to understand and communicate verbal and written instructions to spectators and should be interviewed and, where necessary, tested before appointment to ascertain that they meet these requirements.

Steward training

The stadium safety officer is responsible for ensuring that all stewards are appropriately trained and competent to undertake their normal duties and perform their roles under emergency and contingency plans (See Appendix 10). The training should also cover the specific needs of vulnerable spectators, conflict resolution (mediation) and what constitutes discriminatory behaviour in its various manifestations.

Stewards, no matter how experienced, should undergo refresher training on a regular basis.

Training should be conducted by occupationally competent persons or organisation(s), who should also assess the stewards' competency to perform their duties.

It is recognised that, at any given time, some stewards will probably not have had the opportunity to complete their training and assessment. However, no steward should be deployed at the stadium until they have undertaken all aspects of relevant familiarisation and induction training. Stewards should not work unaccompanied until they: have demonstrated an understanding of stewarding functions in hosting a spectator event; have attended four events as a steward and been assessed as being capable of dealing with accidents and emergencies and controlling the entry, exit and movement of people at the stadium.

All training and assessment records should be complete and fully maintained to ensure the training and assessments can be verified as necessary.

Steward Competences

The stadium safety officer should be satisfied that the training programme has resulted in the stewards having demonstrated a range of core competencies:

- a) roles and responsibilities of a steward;

- b) Stewards' code of conduct;
- c) Stadium regulations and spectator code of conduct and prohibited items;
- d) The legal rights and powers of a steward;
- e) Search techniques (subject to national laws and regulations);
- f) Ticket and accreditation identification and anti-forgery checks;
- g) Handling and resolving confrontation;
- h) Arrest and/or detention (subject to national laws and regulations);
- i) Stadium ejection procedures;
- j) identifying and acting against all discriminatory behaviour, symbols and chanting;
- k) Emergency first aid;
- l) Basic firefighting and response to a fire;
- m) Crowd dynamics and management;
- n) Use of CCTV;
- o) Communications; and
- p) Stadium contingency plans and the role of stewards in an emergency.

Contract or agency stewards

The stadium safety officer should ensure that any contracts with private stewarding companies or other external agencies in respect of the supply of stewards specifies the:

- a) stewards' duties and responsibilities;
- b) required training and qualifications;
- c) where appropriate, number who must be fully qualified and the number who may still be undergoing training and assessment; and
- d) records to be maintained and supplied to management by the agency or external body.

Private stewarding companies should be made aware that 1 in 12 of their male stewards may be colour blind and that they should check to ensure that any information and training provided by private companies is fully accessible to stewards with colour blindness.

Code of conduct for stewards

The stadium safety officer should design and implement a code of conduct for all stewards, including, amongst other things, the following obligations:

- a) stewards should at all times be polite, courteous and helpful to all spectators, regardless of their age, gender, religious or other beliefs, ethnic origin, sexual orientation, disability or the team they support;
- b) stewards should at all times be smartly dressed and their appearance should be clean and tidy;
- c) stewards are not employed, hired or contracted to watch the event. They should at all times concentrate on their duties and responsibilities;
- d) stewards should never:
 - i. wear clothing that may appear partisan or may cause offence while on duty, including clothing with discriminatory messages or branding;
 - ii. celebrate or show extreme reaction to the event;
 - iii. eat, drink or smoke in view of the public;
 - iv. consume alcohol before or during the event;
 - v. use a mobile phone for private phone calls whilst on duty;
 - vi. use obscene, offensive or intimidating language or gestures;
 - vii. be equipped with firearms or “crowd control gas”; and
 - viii) be equipped with helmets, face masks, shields, etc.

Control and communication

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

Identification

Experience shows that spectators react more favourably towards stewards who are readily identifiable. It is also important for stewards to be instantly recognised as such by fellow stewards and police and other emergency service personnel. All stewards should therefore be provided with high-visibility, weather-proof jackets or tabards which meet current safety standards or some other clearly visible means of identification. Armbands alone are not acceptable.

The stewards' jackets or tabards should clearly indicate the duty performed by the steward (for example, safety officer, senior steward/ supervisor, steward or car park steward) on both the front and backs of the clothing, not least because to colour blind spectators and stewards many hi-visibility colours can look the same colour.

The jacket or tabard should also carry a unique number by which the wearer can be identified.

Visiting stewards

There are certain matches or events where it may be beneficial to invite suitably trained and qualified visiting stewards experienced in communicating and interpreting the behaviour of visiting supporters. Such stewards must arrive before the stadium is open to the public and in time to be fully briefed as to the construction and configuration of the stadium, the safety management arrangements and their specific duties, which will be to assist the stadium stewarding operation in respect of liaison between stadium stewards and visiting supporters. (See Appendix 46).

Volunteers

European experience evidences that volunteers can be highly effective in the delivery of certain stewarding function not least as part of a holistic hospitality strategy. The key is not employment status but training so the stadium safety officer should ensure that volunteers are trained and equipped to undertake their designated functions effectively, including their role in emergency situations.

Briefing

The briefing of stewards forms a necessary component of effective safety management arrangements. The briefing procedure will vary according to the number of stewards involved and other considerations. If the total number does not exceed 50 it may be possible for all stewards to be briefed together by the stadium safety officer. Where there are more than 50 stewards on duty, experience suggests that it is likely to be of greater benefit to use cascaded briefing sessions whereby the stadium safety officer briefs senior stewards who then brief their individual sections.

An accurate record of briefings should be kept. For this reason, it is recommended that they are scripted by the stadium safety officer and retained with the post-event summary.

De-briefing

A de-brief of stewards is also necessary to ensure that any incidents or problems are referred to the stadium safety officer for follow-up action. As with briefing, the arrangements for the de-briefing will vary according to the number of stewards involved.

As part of the de-briefing procedure, incident forms should be completed by stewards and handed to the senior steward or stadium safety officer.

Stewards' documentation – safety handbook

Every steward should be fully appraised in writing of his or her duties and responsibilities.

This can be achieved by the issue of a safety handbook, including, amongst other things:

- a) introduction to the stadium; its layout and management
- b) general requirements of stewards
- c) communication and radio call signs
- d) duties before event
- e) duties during event
- f) duties after event
- g) emergency procedures
- h) training

- i) contingency plans
- j) stadium regulations
- k) fire precautions and fire fighting
- l) specific responsibilities (according to role or duties)
- m) code of conduct
- n) positioning of key point telephones and fire safety points
- o) conflict resolution and supporter dialogue.

All information in the stewards' handbook should be fully accessible to people with colour vision deficiencies.

Stewards' documentation – checklist

The duties and responsibilities of a steward may also be summarised on a simple checklist or 'aide-memoire' card, to be issued to all stewards for the event. The contents of this checklist should follow the standard format designated by the stadium safety officer and, for ease of reference, be consistent with other stadium safety management documentation. All such documentation should be available for inspection by authorised persons.

Training exercises

Exercises should be carried out on a regular basis, and at least annually, to ensure that procedures laid out in the contingency plans operate smoothly. Records should be kept on the duration of the exercise, the instruction provided and the personnel involved. At least 14 days' notice of the intention to hold such exercises should be given to the municipal authority and the emergency services to enable the exercise to be multi-agency in character.

Keeping records

It is important to retain an accurate record of all training sessions, assessments and briefings.

In addition, a record or profile should be maintained on each steward. The type of information to be recorded should include:

- a) name, age, address, and contact numbers;

- b) relevant professional and vocational qualifications (for example, fire-fighter or first aider);
- c) training sessions attended;
- d) matches or events attended;
- e) duties or position in the ground for each event; and
- f) assessment of progress.

Such records should be readily available for inspection by authorised persons.

Stadium safety management factor assessment

As explained in Appendix 22, the assessment of a stadium's maximum safe capacity should take into account the quality of safety management as set out in the safety management arrangements.

An important indicator to be used when determining the factor is the standard of stewarding.

It is the responsibility of the stadium safety officer to assess the stewarding and have that assessment verified by an independent and competent person/agency.

Where the safety management arrangements and stewarding operation are assessed as poor – for example, if there are insufficient numbers of stewards in attendance or stewards are not attending to their duties – this should result in the safe capacity being reduced.

Records should be carefully kept so that:

- a. deficiencies which have been identified and recorded can be acted upon and stewarding activities improved, thereby increasing the safety management factor;
- b. further deficiencies can be identified and monitored, thereby possibly entailing a reduction in the factor.

Appendix 42

Temporary (demountable) and telescopic stands

Use of Temporary structures

The use of temporary (demountable) and telescopic stands and structures is a controversial issue.

UEFA forbids the use of temporary seating at all matches played under its auspices, including European Championship finals and qualifying matches and all Champions League and Europa League matches.

FIFA also has concerns, stressing in its stadium regulations that "temporary demountable structures, such as temporary stands and award ceremony platforms, should be avoided as far as possible".

However, the reality is that across Europe many football and other sports stadia do use temporary and telescopic structures, and they are often used at major sporting events like the Olympic Games.

Inspection and safety certification

By definition, temporary stands are not intended to be permanent and, as such, require continual inspection by a competent and qualified person to ensure that they remain fit for purpose. The structure should always be inspected before use and, if in place, a safety certificate approving its use should be sought from the competent authority.

General Guidance

Temporary structures should be constructed in a robust, stable, three-dimensional form and designed to support maximum loads for the required period and use with an adequate margin of safety.

The following main points should also be considered:

- a) Temporary structures are exposed to the threat of accidental damage, unauthorised removal and alteration and general misuse. Stewards should monitor the circulation and behaviour of spectators around the structure to ensure that no one is allowed to climb up or underneath any part of it or behave in such a way that may cause damage or affect the stability of the structure.

- b) The robustness of temporary structures should be such that the effects of accidental damage are not disproportionate, and thus do not lead to progressive collapse.
- c) Having assessed the structure's overall stability, ballast and/or anchorage to the ground should be provided where necessary to ensure adequate resistance to overturning or excessive lateral movement.
- d) Walkways must have non-slip surfaces and be free from trip hazards.
- e) Handrails must be fitted on walkways, stairs and stages, be one metre high and of a design that is sufficient to prevent a person falling from the structure.
- f) If the structure contains flammable material such as wood, additional fire safety precautions must be put in place.
- g) Adverse weather conditions – especially high winds – should be monitored. If these conditions affect the safety or stability of the structure, it should be immediately taken out of use.
- h) The construction of any temporary demountable structure should not obstruct existing exits or walkways.
- i) The positioning of the structure should take into consideration sight lines of other spectator accommodation."

European Standards

The European Standard for **temporary stands** is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European standard EN 13200-6:2006 on "*Spectator facilities Part 6: Demountable (temporary) stands*"

The Standard provides product characteristics and specifications for temporary (demountable) stands covering, amongst other things:

- design
- sightlines
- row depth
- loading
- imposed vertical loads
- isolated loads

- horizontal loads
- wind loading
- provision for people with disabilities
- protection against falling
- demountable standing accommodation
- procurement, erection and dismantling
- ground and site conditions

The European Standard for **telescopic stands** is provided by the European Committee for Standardisation (Comité Européen de Normalisation - CEN) in European standard EN 13200-5:2006 on "Spectator facilities Part 5: Telescopic stands"

The Standard describes a telescopic stand as a "stand constructed from standardised components or frames that opens and closes on wheels, castors or air film, converting a flat floor area into a tiered spectator area".

The Standard provides product characteristics and specifications for telescopic structures in the standard format, covering, amongst other things:

- design
- sightlines
- row depth
- passageways
- loading
- imposed vertical loads
- isolated loads
- horizontal loads
- wind loading
- provision for people with disabilities
- protection against falling
- demountable standing accommodation
- procurement, erection and dismantling.

Appendix 43

Ticketing

Stadium ticketing arrangements play a crucial role in ensuring that spectators and other participants can enjoy a safe, secure and welcoming event. In small and large stadia alike, entry by ticket provides an essential aid to ensuring that safety management arrangements are designed and implemented in the clear knowledge of the number of spectators that will be in attendance. This has a major impact on minimising inter-related safety, security and service risks.

Alternative arrangements, like "pay on the day" at entry points, should always involve the purchase of a hard ticket. Even so, the option can undermine the safety management arrangements in terms of introducing an element of guesswork in respect of the anticipated level of ticket sales. This is unlikely to be an economically prudent option given that the safety arrangements will need to be based in favour of over-provision in terms of stewarding and other personnel in order to minimise the risk of a safety or security incident.

The design and implementation of the ticketing arrangements also provide an invaluable tool in ensuring that the safety of the crowd is managed effectively and in a manner that reduces risks to spectators and other participants alike. This is because it enables every aspect of the safety arrangements to be determined on the basis of a risk assessment centred on factual information rather than speculation. This information informs a range of key considerations that can have an impact on the safety and security dynamic, including: entry arrangements, including the possible need and character of any searching regime, the number of refreshment facilities required in each sector, the number of stewards necessary to ensure that spectators feel safe, secure and welcomed, the number and location of medical personnel, the number and role of any external agencies, notably the police, etc.

Match tickets

Match tickets should display the following information:

- the date, time and location of the match;
- ticket price
- details of the teams playing;
- the sector, block, row and seat number that the ticket is valid for;
- type of ticket if a designated wheelchair user space or easy access seat;
- points of entry into the stadium;
- plan of the stadium on the reverse side (or issued with an electronic ticket);
- if possible, the name of the ticket holder/purchaser;
- ground regulations; and
- contact phone numbers.

Controlling ticket sales

It is important for ticket sales to be adequately controlled and essential that the number of tickets made available does not exceed the maximum safe capacity of the stadium and its component sectors (see Appendix 22). The maximum safe capacity should be reduced if the physical infrastructure or safety management arrangements of the stadium are considered inadequate.

The price of tickets for supporters of the visiting team should not exceed the price of tickets for supporters of the host team in a similar ticket category.

Distributing tickets

Tickets should not be sold at the venue or elsewhere on the day of the event for matches designated as high risk following a risk assessment, without the agreement of the police or public authorities as this might undermine safety management planning and associated risk assessments.

Monitoring the sale of tickets

Systems should be devised for checking the purchasers of tickets where appropriate (for example through voucher scheme).

They should also define the role of clubs, supporters' clubs or sporting associations in supervising the distribution of allocated tickets, particularly free and reduced-price tickets.

Wherever possible, the sale of tickets should be computerised.

Restricting multiple sales

Where necessary, usually on the basis of a risk assessment or in response to demand, the number of tickets which an individual can purchase may be reduced as may the number of tickets available to visiting spectators.

Combating forgeries

Tickets should be designed and produced in such a way as to render the production and use of counterfeit or bogus tickets difficult. For example: integrating security features, making them machine readable, using appropriate numbering and colour codes, etc.

Ensuring that all spectators are issued with a ticket

It is good practice to ensure that all spectators, including VIPs and other accredited persons are allocated a ticket that can be checked on arrival.

Informing the public of the availability of tickets

Potential spectators should be informed as soon as possible of the ticketing arrangements, especially if any additional controls and restrictions on availability are put in place, and when all the tickets have been sold.

Principles on ticketing policy and sales

Ticketing policy can help reduce the risk of safety and security incidents by:

- i) effective and efficient separation of rival fans (unless national regulations and an event specific risk assessment determine that such separation is unnecessary);
- ii) preventing the unauthorised sales and ticket fraud;
- iii) the identification of purchasers for high risk matches or tournaments; and
- iv) ensuring disabled spectators have suitable seating.

Separation of rival fans

- i) the merits of separating rival supporters should be subject to an event-specific risk assessment undertaken in close co-operation with the police;
- ii) the physical separation of rival supporters can assist in removing the potential for increased tensions and conflict, but it can also exacerbate and empower individuals within groups who seek confrontation;
- iii) to assist the safety management arrangements, ticket applicants should be required to identify the team they support;
- iv) where it is deemed necessary, a prescribed percentage of the seats in each sector should be left unsold, so as to facilitate intervention should any individuals or groups of supporters misbehave;
- v) if appropriate, arrangements for accepting unsold tickets returned by competing teams can be put in place to enable the organiser to re-sell the tickets in accordance with a risk assessment and associated safety management arrangements;

- vi) as part of any supporter separation arrangements, prospective spectators must be informed of the stadium sectors for which they are allowed to purchase tickets and advised that if they misbehave or if their presence is resulting in increased tensions that they will either be moved to another sector or removed from the stadium; and
- vii) Bearing in mind that approximately 6% of a crowd is likely to be colour blind, information on stadium sectors printed on physical tickets should not be provided in colour alone. For example, red and green sections of a stadium could easily be confused by people with colour blindness and inadvertently result in rival fans being in the same place at the same time.

Reducing the risk of unauthorised ticket sales and ticket fraud by:

Unauthorised ticket sales:

- i) providing a legal mechanism for penalising the sellers (not purchasers) of unauthorised tickets;
- ii) so far as circumstances permit, not putting tickets on public sale until the identity of the teams participating in a match are known.
- iii) for group matches in a European Championship or World Cup, tickets allocated to supporters of the participating teams should only be sold after the draw. Tickets may be sold to the general public before the draw if a system of selling tickets for matches involving only specific teams is in place;
- iv) limiting the number of tickets available to any applicant with a view to ensuring optimum safety and security. A maximum of four tickets per applicant per match should be sufficient. A lower number may be determined by the competent authorities and/or event organiser;
- v) preventing the sales of large quantities of tickets by travel organisations, or overpricing and surcharging by travel organisations and tour operators or third party ticket resellers;
- vi) closely monitoring all ticket sales, in particular those via the internet;
- vii) for all tickets sold directly to the public in respect of international and high risk matches, always including the name of the purchaser on the ticket. The names of other user groups, such as sponsors or national associations, should be included on all tickets allocated to such groups on the understanding that the groups concerned should keep detailed records of those to whom the tickets are allocated and make the records available the responsible authorities;

- viii) ensuring that the distribution of tickets by the organiser, and those who are officially designated by them, is controlled to a high standard, and in accordance with national data protection obligations, by:
- the mandatory keeping up-to-date of records concerning applications for tickets;
 - screening these records according to a number of parameters (alone or in combination) such as identity, address, date of birth and bank account number;
 - requiring the purchaser to provide the names of each person for whom he is applying for a ticket; and
 - organising efficient information exchange arrangement between the organiser and the police and/or competent authorities involved in accordance with data protection laws;
- ix) establishing organised and lawful “resale” or ticket exchange arrangements for re-selling returned tickets at face value.

Ticket fraud:

- i) in order to guard against criminal abuse, to prevent overcrowding and to ensure that no one can enter the stadium by means of a fraudulent ticket, ensuring the following measures are taken:
- using a series of security techniques in the ticket, such as the choice of paper, the printing techniques, codes, etc.;
 - providing the necessary control mechanisms so as to detect fraud, e.g. by briefing the supervising staff on the security techniques, automated admission controls, bar code controls, UV controls, etc.;

As regards both unauthorised ticket sales and ticket fraud:

- i) organising ticket sales in such a way that all supporters, regardless of status, are given a fair and equal opportunity to purchase a ticket, taking into account that, where required, a complimentary companion ticket should be provided to assist a disabled spectator. In some cases, more than one companion may be required e.g. to assist a disabled person using portable ventilation (breathing support) or oxygen requiring constant attendance;
- ii) providing the general public with the necessary information through the media, a supporter guide etc;
- iii) issuing the tickets as late as possible, unless particular circumstances justify that they be issued earlier; and

- iv) arranging prior discussion between all the relevant authorities of the strategies to be adopted in the event, possibly late in the day, of the emergence of false tickets or black market sales.

Clubs can assist in enforcing exclusion measures by:

- i) in so far as is legally possible, and on the basis of an information sharing protocol between the police and organiser, a football club or national association can seek information on individuals subject of exclusion measures in respect of the allocation of tickets;
- ii) alternatively, a club or national association can ask the police to check if ticket purchasers are subject to exclusion measures.

The responsibilities of authorised ticket distributors and ticket holders can be defined by:

Authorised ticket distributors:

- i) making clear arrangements (whether contractual or not) concerning the distribution of tickets by the various authorised people so that they all operate a single and identical ticket distribution system;
- ii) cancelling or limiting the supply of tickets to any authorised selling agent who has failed to observe the conditions of sale;

Ticket holders:

- i) incorporating in the conditions of sale that tickets are not transferable without the express approval of the issuer other than in accordance with authorised ticket re-sale arrangements (see ix above);
- ii) arranging for ticket exchange facilities to enable ticket holders to return their ticket(s), in exchange for the return of the cost, enabling the issuer to re-sell the ticket.

Identification of ticket purchasers can be obtained by:

- i) recording the ticket holder's name on the ticket, taking into account that a disabled spectators who requires a companion may be unable to confirm their companion's details ahead of a match;
- ii) keeping up-to-date lists of season ticket holders' names;

- iii) linking the names of the season ticket holders to a stand, section, row and seat number; and
- iv) creating a ticket supervision system which can be scrutinized directly by the authorised parties.

Electronic tickets

Expert advice should be sought on the use of electronic tickets, notably in respect of access/entry arrangements. Electronic tickets should also comply with the minimal safety and security standards as mentioned in this appendix.

Appendix 44

Traffic management

The stadium safety officer is responsible for preparing a stadium traffic management plan.

The plan should complement any travel plans required, or put in place, by the responsible municipal authority or under any other legislation. The plan, therefore, should be prepared in consultation with the police and/or other agency responsible for traffic management, including the relevant public transport authorities, and take account of the departure of visiting supporters.

This task is crucial for the safety of spectators, given the hazards associated with vehicular movements within confined spaces where there are large numbers of pedestrians, but is also important in terms of facilitating the exit arrangements for vulnerable spectators and reducing the inevitable tensions that can arise when spectators have to endure long post-event delays arising from what they may perceive as inappropriate traffic management.

The traffic plan should also take into account any public order risks. For example, if the risk assessment indicates that rival supporters should have separate car and coach parking areas or use different public transport routes away from the stadium.

The traffic plan therefore plays an important safety, security and service function and should be carefully designed and implemented.

The plan, which should not include information provided by colour alone, should include details of:

- authorised vehicle movements;
- vehicle parking arrangements and controls;
- access for disabled people;
- pedestrian movements; and
- emergency vehicle access routes.

The basic principles outlined below should also be considered:

- identification of emergency services' rendezvous points (RVP's);
- identification and maintenance of emergency vehicle red routes;
- location and number of accessible parking spaces along with location of drop-off and pick-up points for disabled spectators;
- segregation arrangements
 - pedestrians from vehicles;
 - general public from performers, officials, VIP's accredited persons etc;
 - rival groups of supporters;

- location of television outside broadcast vehicles and equipment compound;
- public coach parking facilities;
- team/accredited persons coach parking arrangements;
- access to site for authorised vehicles required to service the event – waste management, hygiene contractors, catering suppliers;
- access control;
- staff transport;
- training of car park staff;
- personal protective equipment;
- communications;
- exit from the stadium;
- emergency exit from stadium; and
- adequate and appropriate signage.

It is important that the stadium safety officer (or their representative) liaises with the police, local authority responsible for traffic/public highways and public transport authorities before, during and after the event not only to prepare and, in the light of experience, review and refine the traffic management plan, but also to ensure that any unexpected or planned disruption to traffic or public transport during the event can be taken into account and communicated to spectators through the public address system and any visual communication systems. This forewarning will be appreciated and help reduce irritations and frustrations regarding the disruption.

Appendix 45

VIPS and other accredited persons

Stadium management should have established arrangements in place for hosting VIPs and other accredited persons attending events at, or working in, the stadium, including various categories of media personnel, stadium personnel, representatives of the visiting club or national federation, match officials, players and their families.

The role of the stadium safety officers in respect of such persons is essentially no different to that associated with other spectators, namely to provide them with a safe and secure environment and experience.

However, it also a core task of the stadium safety officer to ensure that the role and activities of stewards deployed exclusively or partially on duties intended to facilitate the access, arrival, entry, safety, security and exit and departure of all persons with accreditation are fully reflected in the stadium safety management arrangements.

It is also important for the stewards concerned to fully recognise and act upon their wider responsibilities. For example, monitoring the behaviour of accredited persons and intervening if they act in a way contrary to stadium regulations or other unacceptable manner. It is especially important that such persons do not abuse their accreditation by deliberately or inadvertently acting in a way that might provoke a negative reaction amongst other spectators, like consuming alcohol or smoking in circumstances that are prohibited or acting in a provocative or confrontational manner likely to increase safety and security risks. In effect, VIPs and other persons with accreditation should not be immune from, and should act in compliance with, the behavioural code of conduct enshrined in the stadium regulations.

The stadium safety officer should also ensure that VIP facilities and other areas used by persons with accreditation are covered in the safety management arrangements. This includes, for example, ensuring that the location and presence of VIPs and other categories of non-ticket holding accredited persons is reflected in:

- capacity calculations, especially maximum safe capacity calculations;
- stadium contingency plans (and public authority emergency plans);
- emergency evacuation arrangements;
- traffic management plans;
- entry and exit arrangements; and
- risk assessment processes.

Accreditation passes should not be capable of being misinterpreted by stewards with colour blindness and therefore must not include any information by colour alone.

Appendix 46

Visiting stewards

Experience demonstrates that the deployment of visiting stewards (that is personnel who are experienced in stewarding the visiting supporters) to support host safety and security operations inside, outside and en-route to stadia can assist in: reducing any security risks associated with visiting supporters; increasing their safety and wellbeing; and demonstrating the commitment of the host authorities and stadium safety officer to provide the visiting supporters with a safe, secure and welcoming experience.

It is essential, however, that the specific roles of the visiting stewards are designated before departure on the basis of discussions with the host authorities, police and relevant stadium safety officer and, where appropriate, transport police in transit countries. It is important for the agreed arrangements to be adhered to by all concerned.

Use of Visiting Stewards in assisting in the smooth transportation of supporters

There are wide variations in how visiting supporters travel to away matches and tournaments. In some countries, supporters prefer to make their own travel arrangements and travel as individuals or in small groups. However, in other countries many supporters prefer to travel in larger groups, often using travel packages made available by the club they support or the national football federation. The potential advantages of deploying visiting stewards en-route to a host city is likely to be of more benefit for all concerned, therefore, in circumstances where large groups of supporters travel together.

The use of visiting stewards to accompany large groups of visiting supporters en-route to a host country or city can also help remove uncertainties and provide reassurance to the transport police and other authorities in transit countries. This can reduce the risk of misunderstandings resulting in increased tensions and possible conflict, not least because the stewards are experienced in acting as intermediaries between the transit authorities and police and what might appear to a large and intimidating group of football supporters.

The visiting stewards will have been selected on the basis of their experience and competencies with a high value placed on effective communication, and in some cases, language skills. It is these skills which will assist in resolving possible tensions arising from what might otherwise appear to be inexplicable technical problems or organisational frustrations (such as delays or police controls which they perceive to be excessive).

The visiting stewards will also be fully aware of the important role they can play in providing care to the visiting supporters in order to help marginalise the influence of any supporters seeking to provoke confrontation with either the police or rival supporters.

This essentially liaison role can be even more effective on arrival in the host city. At that stage, they will be able to liaise with the visiting police delegation and Supporter Liaison Officer from their country and share information to be relayed to the host police. Such information can be varied in character and embrace an array of potentially vital issues that could inform and add value to the host policing operation. These issues can be as diverse as early warning of any potential conflicts with rival or resident supporters, to identifying a need for the host police to provide reassurance to the supporters regarding their safety.

However, it is important that co-operation with the police is discrete, otherwise the value of their role and their influence on visiting supporters could be compromised. In many respects the visiting stewards are vulnerable, and it is important that they are protected against possible violent behaviour and other risk situations.

In view of this vulnerability and associated potential threats to their safety, it is important for a risk assessment to be undertaken before it is determined whether or not to use visiting stewards for transit purposes. The assessment should consider co-ordination between visiting stewards and police spotters who frequently travel with or in close proximity to risk supporters.

Use of Visiting Stewards in Stadia

The role of visiting stewards should be to complement or supplement the host stewarding operation and host stewards should retain primary responsibility at all times. For that reason, visiting stewards should operate under the command of host steward supervisors and the stadium safety officer.

In general, visiting stewards should not undertake tasks other than liaison and customer care activities unless they are trained to a standard recognised at the stadium and have the necessary legal powers and insurance cover.

The duties, powers, communication channels and responsibilities of visiting stewards should always be specified in advance in an agreement between both clubs/national associations and/or the host police authorities.

The status of visiting stewards depends upon the legislative and regulatory framework in the country in which the host stadium is located. Often visiting stewards possess no formal authority inside stadia.

It should be recognised that visiting stewards cannot be familiar with the infrastructure and construction of the stadium that they are visiting. This applies particularly to emergencies and evacuation. Their role during any evacuation therefore should be carefully considered and specified.

Similar problems can arise in respect of communication. Understanding the chain of the command and the ability to use it efficiently is an important part of steward training. The problem of communication can be solved by thorough preparations.

The role of the visiting stewards should be designated in the stadium safety management arrangements and their supervisors should be invited to participate in stewarding and safety management briefings. The arrival of the visiting stewards should always be made known to the stadium safety officer, the stadium control room and police commander or their representative.

In addition to providing an important liaison role within the stadium, the visiting stewards can assist in problem solving on a number of practical issues and thus help to avoid frustration and irritation and ill-considered reactions. They can also help in entry controls/checks and in guiding visiting supporters to their seats.

In performing these tasks and duties they can build on their knowledge of the behaviour and culture of visiting supporters and they may possess an informal authority over them. This can be a significant advantage when host stewards are poorly trained or not experienced. However, the significant use of visiting stewards should be exceptional (for example in circumstances where a large club is visiting a much smaller club from a lower division in a cup match) and should not be taken as the norm.

Inappropriate reliance on visiting stewards to make up for the inadequacies of the host stewards must always be avoided.

It is the responsibility of the authorities in their country of residence to ensure that any steward deployed abroad or to another city as part of a visiting steward delegation is trained and demonstrably able to avoid acting in biased manner towards their own supporters. This is especially important when undertaking sensitive and stressful activities like entry searches and tickets controls. It is also important that they do not react to incidents or to actions taken by host stewards or security personnel. The host safety officer should report any concerns about poor performance or inappropriate behaviour of visiting stewards to the safety officer of the visiting football club or national football federation or the host police to enable them to pursue the matter with their counterparts in the stewards' country of residence.

Appendix 47

Fan zones (organised and spontaneous) and public viewing

Types of events

In recent decades there has been a dramatic increase in the tendency for major international football and other sports events to be accompanied by organised or spontaneous events in public spaces. In most categories, these events fall under one or more of the following categories:

- i) official fan zones or fan parks organised in public spaces to provide a location for resident and/or visiting supporters to gather prior to and during matches with temporary barriers to control access;
- ii) organised public viewing events involving large screens relaying live screening of football matches (or other major sports events) designed for people unable to attend the stadium but who wish to enjoy the event in a communal atmosphere; and
- iii) unofficial fan zones in locations, like town centres and squares containing bars, restaurants and other customer service facilities, where large numbers of resident and/or visiting supporters choose to gather on a spontaneous basis before, during and after matches.

Although the focus of such events is usually focused on the cities and towns hosting major football events, the phenomena goes much wider and includes public viewing events in town centres within competing countries and high-profile domestic cup and league football matches.

In respect of major tournaments, like football World and European Cups, the dynamic is complicated by the multi-national character of many European cities and the consequential presence of a large number of resident supporters from different competing countries.

Clearly any major gathering of people in relatively confined spaces will pose a wide range of safety and security risks though, spontaneous events in particular, usually occur in locations where there are pre-existing high levels of hospitality (service) provision. This is relevant given the extent to which hospitality can impact on the safety and security dynamic both in a positive (welcoming, customer-focused atmosphere) and negative (widespread availability and use of alcohol) sense.

European experience evidences the importance of the relevant municipal authorities proactively ensuring that public viewing events, in particular, are subject to comprehensive safety and security measures, the starting point of which should always be a thorough and informed police risk assessment based on a clear understanding of the characteristics and dynamic of the event and the people likely to attend.

Growth of phenomenon

There are a number of factors which have contributed to the major expansion of public viewing events, all of which have had an impact on the safety and security dynamic, including:

- i) a growth in the commercialisation and promotion of major international football (and other international sports events) which has greatly increased popular demand, in host and participating countries alike, for the opportunity to experience the occasion amid an atmospheric and communal atmosphere;
- ii) the promotion in host countries of major football tournaments as being community events has encouraged the host population to perceive a sense of ownership and participation in the tournament - this has had major and positive impact on the safety and security dynamic, notably in respect of engendering a welcoming atmosphere within host cities and a consequential reduction in public order risks - though the desire for mass participation in communal events has increased the logistical and safety challenges for the municipal authorities and local emergency services;
- iii) the multi-national demographics of many host cities has further increased the demand for public viewing events among resident communities from participating countries, though this has, on occasions, resulted in confrontations between resident supporters of competing teams - a dynamic compounded by the temporary presence of large numbers of visiting supporters from a wide range of different nationalities, each with its own characteristics and culture; and
- iv) access and cost permitting, the tendency of supporters of some national teams to travel in vast numbers, far in excess of match ticket availability, in order to enjoy the tournament experience can result in localities where residents traditionally gather and socialise becoming overwhelmed by a mass influx of visiting supporters with a consequential increase in associated tensions and safety and security risks.

Public viewing risk assessments

As stressed above, any mass gathering of people can pose an array of safety, security and logistical challenges and public viewing events, in particular, have previously acted as a catalyst for significant public disorder, often involving the resident community rather than visiting supporters. However, such events can also provide a focal point for mass 'get-togethers', amid a celebratory and festive communal atmosphere.

It is essential, therefore, that all proposals to organise public viewing events are subject to a multi-agency risk assessment which takes account of a number of factors, including, for example:

- the risk that elements of the local community might confront and provoke visiting supporters or other resident communities, or vice versa;
- the intelligence and information provided by visiting police delegations regarding the threat, if any, posed by visiting supporters;
- the absence of effective means for enforcing the separation of rival supporters;
- the possibility that some supporters (particularly after excessive drinking) might use public-viewing arenas as a location for spontaneous anti-social or other misbehaviour;
- the extent to which embracing visiting supporters and making them feel welcome through the provision of public viewing events will engender a positive dynamic and encourage the supporters to self-manage their behaviour and that of their compatriots;
- the extent to which a controllable and, in particular, safe environment can be created at a large public viewing event held, for example, in an already busy city centre square;
- views of local communities; and
- risk of terrorist attack.

In determining the appropriate response to the risk assessment, and in recognition that residents and visiting supporters alike will gather spontaneously on match days, much will depend upon the extent to which the municipal authorities and/or the police are empowered by national or local legislation to either prohibit or regulate public viewing events. This varies across Europe but in most countries, the powers available are usually sufficient to enable the municipal authorities to control the arrangements for public viewing.

Public viewing options

There are various options available, and a wide range of European experience to draw upon, when determining if and where to locate fan zones and public viewing events. For example, municipal authorities can consider:

- encouraging the organisation of localised public viewing events for residents to gather together within their own community to view matches without having to travel to city centres and squares;
- identifying the locations where visiting supporters are likely to gather (usually tourist centres with bars and restaurants experienced in catering for the needs of large numbers of tourists) and assess whether or not such they are suitable for hosting a fan zone with public viewing in relatively controlled environment;
- encouraging organised public viewing events in contained spaces which can be regulated to ensure that a relatively comprehensive safety and security regime can be established;

- encouraging and supporting the participation of Fan Embassies, run by supporter organisations or professional "fan coaches", who can provide a valuable contribution towards making fans feel welcomed by providing support and help for visiting (and home) supporters.

European experience demonstrates that attempts to set up fan zones in designated areas remote from more alluring tourist orientated city centres will not be well received or well attended by visiting supporters, especially if there is no public viewing facility. This is likely to result in most supporters opting to spend their leisure time in what they perceive to be more attractive locations and watch matches on smaller screens in numerous bars in less controlled conditions, which can increase public order risks.

That is why many municipalities hosting major football tournaments have opted to establish, or encourage the private sector to organise, fan zones with public viewing in city centres. Competing countries tend to do likewise in their own city centres.

In determining the local strategy for public viewing events, it is important for municipal authorities to work closely with the police, emergency services and other key stakeholders and to consult with the resident and business communities in the localities concerned and with supporter groups.

Ultimately whatever option is pursued it should always be subject to a police risk assessment.

Safety and security at public viewing events

Irrespective of the size or location of the designated fan zones and public viewing areas, every effort should be made to provide a controlled environment with effective safety and security arrangements. Many of the safety facilities and safety management arrangements relevant to stadia events should also be applied to designated public viewing facilities (hereafter described as "venue"), albeit in a modest and customised manner.

Governmental authorities

Where appropriate, the national authorities should issue guidelines on the recommended measures to be taken by the organisers of fan zones and public viewing events. This should include, advice on compliance with national laws and regulations and the measures necessary to minimise safety and security risks. The guidance should stress the importance of police risk assessments and the need for the organiser to comply with the safety and security measures determined by the police and other emergency services. The importance of widespread consultation should also be highlighted along with the need for safety and security at public viewing venues to be given priority over commercial interests.

Municipal authorities

The role of the municipal authorities should always be that of the authorising body. In most cases, the private sector will be responsible for organising a public viewing event but in cases where the municipality is the organiser, there should be a clear departmental distinction between the municipality as the authorising body and its role as the organiser, given these two potentially conflicting interests.

In its capacity as the authorising body, the municipal authorities should establish a safety group at an early stage of tournament preparations tasked to determine a policy and strategy on fan zones and public viewing events, liaising with the lead governmental agency as appropriate or necessary.

The safety group should incorporate representatives of the police, fire and rescue services, medical services, public transport authorities and other relevant local authorities and stakeholders, including Supporter Liaison Officers of participation clubs or national associations. Resident communities and businesses should be consulted along with supporter groups.

The safety group should meet on a regular basis to review and, where necessary, refine its policy on fan zones and public viewing events and to consider applications to organise such events. Once decisions have been taken, group membership should be augmented by the respective organisers.

Thereafter, the role of the safety group will be to review the safety and security arrangements for the designated venues in the light of an ongoing risk assessment and any other related developments.

Safety and security measures

In determining the safety and security measures which the venue organiser will be obliged to adopt, the municipality, police and other emergency services should be clear about the safety management arrangements and the physical infrastructural, technical facilities and operating systems/procedures deemed necessary to provide the public with a safe, secure and welcoming venue.

Safety management arrangements

The venue safety (crowd) management arrangements should be comprehensive, cover both standard and emergency operations, and be sufficiently adaptable to adjust venue operations to respond to an ongoing police dynamic risk assessment.

The safety management arrangements, and key operating documentation, should detail the roles and responsibilities of the organiser, the venue/event safety and security team (including contracted safety and security stewards), the police and other emergency services. In the event of a significant safety or security incidents the arrangements should set out the process for transferring operational control to the police or other emergency service (depending upon the circumstances).

The arrangements should also specify the pre and post regime of venue inspections and checks, and incorporate the contingency and emergency evacuation arrangements.

Stewarding operations

Delivery of the venue safety management arrangements centres primarily on the stewarding operation. As in stadia, stewards provide the main interface between the venue and the public. Their role is crucial in providing a safe, secure and welcoming environment and in influencing behaviour. Public perception of the stewarding operation can significantly impact on crowd dynamics and the extent to which the public will self-manage their behaviour and help marginalise the influence of any individuals or groups seeking confrontation.

It is vital, therefore, that the organiser should be obliged not only to ensure that an appropriate number (agreed by the police) of suitably trained and equipped private sector stewards are contracted to work in the venue, but that they are fully briefed on the manner in which they should undertake their designated functions. Those functions should include, amongst other things:

- controlling the entry arrangements;
- undertaking appropriate, same-sex searching on entry, if considered necessary by a police risk assessment;
- excluding inebriated persons;
- detecting, where possible, and preventing the introduction of unauthorised objects;
- providing clear guidance on acceptable behaviour;
- implementing the venue alcohol policy;
- preventing the introduction and use glass drinking vessels and bottles;
- preventing the introduction and use of pyrotechnical devices;
- meeting the particular needs of children, the elderly and disabled people;
- providing a lost children and property service;
- managing the dispersal of the public from the venue;
- resolving conflicts and dealing with any misbehaviour;
- liaising with the police regarding the identification of individuals engaged in criminal activity; and
- acting at all times in a professional, respectful and welcoming manner.

Physical infrastructural, technical facilities and operating systems/procedures

The municipal authorities, in consultation with the police, emergency services and other competent persons should establish and oblige the organiser to adopt designated minimum requirements in respect of physical infrastructure, technical and other facilities, and operating systems in the venue. This should include, for example, obliging the organiser to ensure that:

- the maximum safe capacity of the venue has been calculated accurately and that entry monitoring arrangements are in place to ensure that the venue capacity is not exceeded;
- temporary stands, other physical structures and technical facilities are appropriately designed and constructed in compliance with national and European standards;
- perimeter fences and barriers are appropriate in terms of design and materials and constructed in a manner that will not impede emergency evacuation of the venue;
- entry and exit gates are appropriate for the venue in terms of design, location, and operating capacity (flow rates) and that a sufficient number of emergency exits are in place and appropriately located;
- arrangements are in place to ensure safe access and dispersal along routes to and from the venue and in the surrounding area;
- adequate assembly areas are in place around the venue to allow for the accommodation of spectators following an evacuation without overcrowding, and without impeding access and egress of the police, fire and ambulance services;
- contingency arrangements are in place for dealing with any safety and security incidents, ranging from lost children to significant public disorder to a terrorist incident;
- adequate lighting and emergency lighting is in place within the venue, at entry points, and approaches to the venue;
- measures have been taken to prevent outbreak of fire through the adoption of sensible precautions, especially where food is being prepared, and that firefighting equipment and personnel, appropriate in number and location, are in place;
- a CCTV system is in place to monitor the event, ensure crowd safety and identify any misbehaviour, and is capable of recording images, both in daylight and after dark;

- a public address system, audible in the venue, adjacent circulation areas and in the immediate vicinity of the venue, is in place and staffed by a competent PA announcer briefed to give instructions and other messages to people in the venue (and where the venue is hosting visiting supporters, provision is in place to relay important safety and security information in the language most likely to be understood);
- visual announcements should also be provided on large screens where available;
- auxiliary power supply is available in the event of a power failure to enable continued operation of electrical systems including visual communications equipment;
- circulation routes within the venue are appropriate for the event and maximum safe capacity;
- adequate medical and first aid personnel and equipment, appropriate in number and location, are in place;
- effective communication and co-operation with the public transport authorities is in place;
- arrangements for pre-event checks and inspections to identify and resolve any possible technical or material deficiencies and provide solutions;
- on the basis of a risk assessment, arrangements for searching the venue to remove any dangerous or prohibited objects; and checking for obstructions are in place;
- all seats and tables are secured to the ground; and
- sufficient quantity and quality of toilets and refreshment areas are in place and appropriately located, including accessible toilets and service amenities.

It is recognised that the exact character and extent of the safety and security measures will vary in accordance with size and location of the venue. A modest self-contained, venue located and fenced within a larger public space, for example, will lend itself to a wider set of stadia-like measures. However, a larger venue occupying the entirety of, say, a public square will require more customised measures. In principle, however, the aforementioned measures (or versions thereof) should be considered essential pre-requisites for the provision of a safe and secure venue.

Spontaneous fan zones

The location of unofficial, spontaneous fan zones, with or without any public viewing facility, can usually be predicted with a high degree of confidence at an early stage of the preparations. If not, early advice should be sought, via the National Football Information Point (NFIP) police network, on the locations where the respective groups of visiting supporters are expected to gather. Once the anticipated areas have been identified, the municipal safety group should be tasked to review the locations, undertake a multifaceted risk assessment, and identify the safety and security measures that should be put in place. These will need to be customised to fit the location but determining and enforcing the maximum capacity, along with entry and egress routes and controls, will provide an appropriate starting point

Media and communication strategy

One important issue, often over-looked, centres on host cities developing and implementing an effective multi-agency communication and media handling strategy. This should be initiated and led by the municipal authorities. Prior to, say, a high-profile international football tournament, there will be a good deal of media speculation regarding the threats and risks associated with the influx of thousands of visiting football supporters. There will also be a degree of disquiet and concern among local resident and business communities about the inevitable disruption to daily routines.

European experience evidences that an effective, joined-up, multi-agency media and communications strategy can provide a highly effective means for providing reassurance and countering media speculation. This matter is pursued in Annex C (Service) but it is relevant in respect of the safety arrangements at public viewing events. Practical information regarding the character, operating hours and safety and security arrangements to be provided at designated public viewing venues, the facilities available to local residents and positive messages on a range of related issues can provide a highly effective means for reassuring and encouraging the local resident and business communities to embrace and participate in the proceedings.

The media and communications strategy should be designed and launched at an early stage of the city's preparations to maximise the potential benefits.