2023

Event Management Guidance

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Winchester City Council

Event Management Guidance

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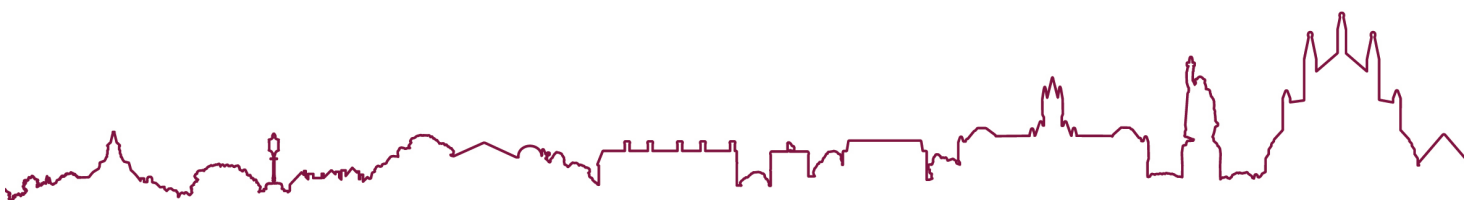
Introduction

Event Management may sound like a daunting task, but good management is essential if you want to run a safe and successful event.

All events will need some sort of Event Management Plan. The detail and size of the plan depends on the size, scale and impact of your event. Not only is it a useful working document to help everyone be clear about the arrangements for your event, but it helps the Local Authority and other Agencies to better understand your plans and give confidence that approvals / licenses / permissions can be given.

This guidance offers a summary of what a typical plan should include.

Event Description

Provide a general overview of your event and be as specific as possible about the activities you are proposing to provide.

When selecting the dates for your event it is a good idea to check whether there are any other events already planned to avoid clashes in events. The timing of your event is also important to consider and how much time will be needed to set it up and clear up afterwards.

Audience Profile and Numbers

The activities provided will determine the type of people who come and their expectation of the event. Establishing an audience profile helps an Event Organiser predict anticipated behaviour and indicate where particular risks may arise.

The audience profile will inform decisions on various issues, including the type of construction required, welfare facilities and stewarding.

For example, an event aimed at families with very young children will be likely to require more consideration towards safeguarding issues and lost children policies; an event aimed for an elderly audience might require more attention to access requirements or the speed of being able to evacuate a site. Of course, some events will attract a wide ranging audience, all of whose needs must all be considered.

The number of people expected to attend will affect the resources and facilities required, including the number of people who manage the event, basics such as toilets and parking through to determining whether special arrangements are needed for medical services and waste management.

It is important to consider what the maximum capacity is and how you might avoid exceeding this number.

Some events only allow the audience to buy tickets in advance, which allows advanced planning of resources and a bit more financial security. Some Event Organisers allow tickets to be bought on the day but with this approach; it can be difficult to predict how many might arrive.

Whether people turn up on the day doesn't just depend on the activity provided or the amount and extent of advertising, it also depends on the weather!


Some event organisers use a combination of both approaches, where the majority buy tickets prior to the event and then a restricted number of tickets are available at the event on the day. Whatever approach is used, it is essential to be aware of the maximum capacity for the site in case of emergency.

Venue Suitability, Layout and Design

The number of people and access / egress into your event are not the only considerations when choosing a suitable site. What about the road network to the site? Are you expecting people to drive or walk? Are there any existing hazards such as overhead power lines, weirs or rivers? What is the ground cover like? A grassed area may be ok in fine weather but how will you get people and vehicles onto the site if the ground is very muddy? Hard ground may be suitable for setting up children's play equipment but would not be good if they fell off. Where will you put certain activities? Structures or fairground rides may need to be placed on flat ground. What about access to potable water and an electrical supply?   Is the event planned for the evening? You may need to consider additional lighting for the site itself and access routes.

Site Plan

Draw up a site plan showing the position of all the intended attractions and facilities. Plan out and designate the entrance and exit points, circulation routes, vehicle access and emergency evacuation paths. Attach this to your Event Management Plan.
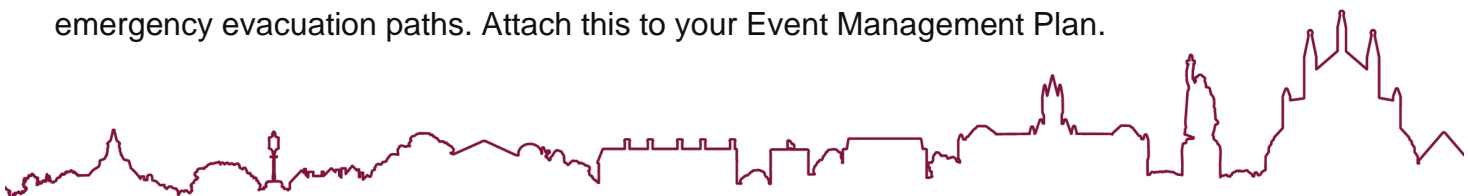
Schedules

What is due to happen when? Create a schedule which details the arrival of staff, volunteers, contractors and equipment. Include get-in and de-rig, particularly if they are not on the same day as the event itself. Do you have enough staff and safe working space to accommodate everything at the proposed times? Do you need to stagger the arrival of equipment to ensure safety? Include these details in your Event Management Plan.

Accessibility

Consider accessibility requirements of getting to and around your event. How will you communicate this to your attendees?

- How to get to your event: How close is the local train / bus station and how do you get to the event from there?
- What are the parking arrangements? Do these differ for those with a blue badge?
- Is the ground smooth and flat? Would you be able to accept a wheelchair / pushchair user if the ground was wet? What measures have you put in place on site to improve accessibility? Have you installed ramps, floor coverings etc.
- Are you providing an accessible toilet? if not, where are the nearest and how to attendees obtain this information?

Capacity and Crowd Management

What is the maximum number of people that your proposed site can hold, or are likely to attend? Don't forget that this may depend on the activities that you have planned and structures that limit the available space. e.g. a large stage / bars / catering concessions might reduce the number of people that a site can hold.

Critically, the numbers on the site may be limited by the number that can exit the site to a place of safety within a reasonable time in an emergency (based on exit widths, adequacy of paths / roads and people leaving).

The number of people entering a site may have to be counted to prevent overcrowding. If you only sell tickets in advance, this can be easily predicted, otherwise you will need to consider how many people you can allow to turn up and purchase tickets on the day.

Consider the crowd profile; are specific groups of people to be targeted (such as children, teenagers, elderly or disabled) that have specific needs or characteristics?

You will need to consider how the crowd will behave and what you can do to plan around this to make it safe at:

- Ingress (access routes, queuing spaces and entrances)
- Circulation (through routes, concourses, space around facilities)
- Egress (exit routes and exit-gate widths)

Consider how many people can be accommodated in an area (per m^2), flow rates and how quickly an area will fill up. How will they behave in an emergency and where will they go?

When designing your site, think about limiting the numbers of people on site or in certain areas, put stewards, barriers, signs in place to help.

How will you communicate to the public generally or in the event of an emergency? Will you need a loud hailer or some form of public address system?

Further information is available at http://www.hse.gov.uk/event-safety/crowd-management.htm

Organisational Structure, Roles and Responsibilities

Identify key responsibilities for all people involved.

One person should be the designated Event Manager with overall responsibility for the whole event including liaison with organisations such as the council, local police and other emergency services. It is important that they have a Deputy who is fully briefed about the arrangements for the event, so that they could step in if the Event Manager was sick, for example.

You may also consider Managers / supervisors / volunteers with responsibility for Health and Safety, Security, Traffic, Fire Safety, Concessions and Bars, Medical and Welfare issues. Whether you have all of these roles or combine them depends very much on the type of event, its size and complexity.
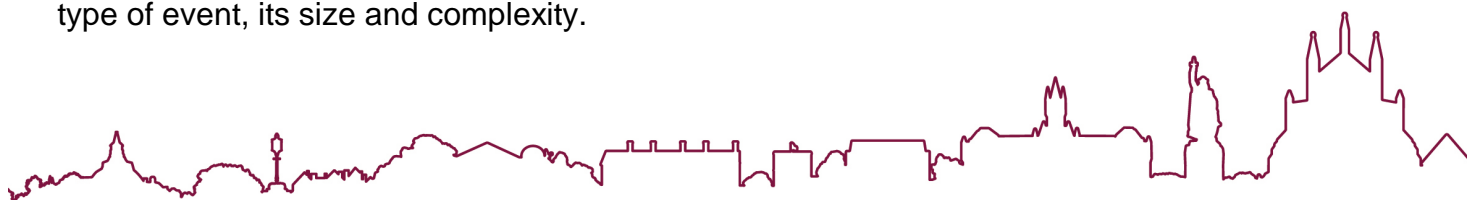
It is critical, however, that you design your structure so that people are clear about their roles and responsibilities and to whom they should report issues to. It is a good idea to include an organisational chart with your EMP to make roles and responsibilities clearer. It can help to issue 'job descriptions' for individual roles, even if it is for a willing volunteer. Don't forget that everyone has a role to play in an emergency – the arrangements and responsibilities for this should be at the top of their list!

Don't forget to consider how you will keep in contact with key people / staff / volunteers. Perhaps you need a radio system?

Communications

Consider how will you communicate:
- With staff
- With volunteers / stewards
- With contractors
- With medical and security personnel
- With your attendees

Radios, WhatsApp, mobile phone, PA System? Consider a back-up plan if signal cuts or a power outage etc. Consider if different groups have different channels or people to report to. Do certain contractors require a direct line to personnel such as security or medical? Detail your plans, including proposed methods and channels, in your Event Management Plan.

Licences & Permissions

Any public event during which alcohol is supplied or sold, refreshments are provided after 11pm and before 5am or regulated entertainment provided, will require a licence. Regulated entertainment is defined as:
- a performance of a play
- an exhibition of a film
- an indoor sporting event
- a boxing or wrestling entertainment
- a performance of live music
- any playing of recorded music
- a performance of dance
- entertainment of a similar description

If the event is shorter than 21 days and the number of people attending the event is less than 500, event organisers can apply for a Temporary Events Notice. For larger or longer events, a premises licence will be required.
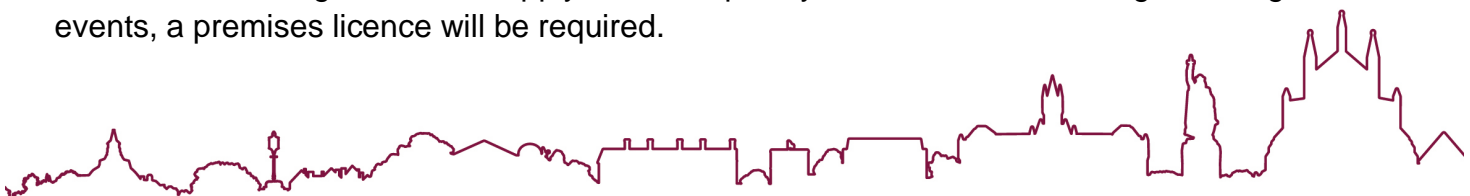
Temporary Events Notice

- The cost is £21
- You will need to apply at least 10 working days in advance of your event. Working days do not include the date of submission or the date of the event.
- If no objections are made by the Police or Environmental Health, the TEN will be acknowledged. This acknowledgement letter is the licence for your event.
- The maximum length of time for one TEN is 168 hours (or 7 days). If your event runs for longer than this, you will need a Premises Licence (see below) irrespective of the number of participants expected.
- The easiest way to apply and pay is online: TEN application form.

Premises Licence

- Required for events where a licensable activity will take place which expect to attract more than 499 people or last longer than 168 hours
- For a premises licence for the supply of alcohol, a personal licence holder must be named as the Designated Premises Supervisor (DPS).
- The DPS is responsible for ensuring that the licensing objectives are upheld in relation to the sale of alcohol. The DPS or another responsible personal licence holder will be expected to be present for the duration of the event, whilst alcohol is being supplied.
- The fee depends on the non-domestic rateable value of the premises and goes from £100 to £635. If you don't know what the rateable value of the venue is, you can check it using the online service. If you are expecting more than 5,000 people, an additional fee is added to the application fee.
- It is a requirement of a premises licence application that you put an advert with your application in the local newspaper and a public notice displayed prominently at the premises itself. The cost of the newspaper advert must be paid by the applicant is in the region of £120. Templates are available to download.
- A premises licence must be applied for much further in advance of the event (as the notices must be up for a minimum of 28 days to allow for objections before the licence can be granted). It is suggested that the application be made at least 3 months in advance.
- The easiest way to apply and pay is online: Premises application form.

Remember, licences give you permission to undertake the activity, only where agreement from the landowner has been obtained.

There are a few other licences you may need to obtain, depending on what activities you wish hold as part of your event:

- **Street Collection Permit** - A Street Collection Permit is required to collect money or sell articles for the benefit of a charity, in a street or public place. Street Collection Permit - Winchester City Council

- **Street Trading Consent** - Street Trading is defined as the selling or offering for sale of any article in the street in a static location. This includes food such as burgers, kebabs, doughnuts etc. or other things - such as merchandise. Street Trading Consent - Winchester City Council
- **Small Society Lottery Registration** - the society in question must be 'non-commercial' and the total value of tickets for sale per single lottery must not exceed £20,000, or the aggregate value of tickets for sale in all lotteries in a calendar year must not exceed £250,000. Small Society Lottery Registration - Winchester City Council

Further guidance can be found on the Home Office website.

Insurance and Liabilities

Ensure you have the relevant level of insurance, which covers all of the activity you intend to carry out. Ensure all of your contractors also have appropriate insurance, relevant licenses and meet your minimum requirements. Any event aimed at families, young or vulnerable people also need to be aware of safeguarding concerns, ensure you have a trained, designated safeguarding lead. You will also need to ensure, where appropriate, staff and volunteers have DBS certificates. Describe your insurance details within your Event Management Plan.

Medical

Event Organisers need to provide sufficient medical cover, depending on the risks posed by their event. Clearly, the medical provision requirements for novices attending a running endurance event with obstacles is very different to a sponsored walk for the same audience.

Onsite medical facilities

Make sure that any first aid / medical facilities are marked on site plans, provide suitable signage to ensure that they are conspicuous. As well as a fixed First Aid point location, you might need mobile first aid provision such as stationed along a route of a cycling / running course / stationed in a pit to a stage area. Make sure first aiders can keep in contact with event control and can call on ambulances as required.

Ensure that all medical personnel are appropriately trained. First aiders can provide their certificates to show you. Paramedics should be registered with the Health & Care Professions Council (HCPC) – check if a paramedic is registered here https://www.hcpc-uk.org/check-the-register/. Doctors and Nurses should also be registered with their professional bodies.

The following medical risk assessment can help you determine what sort of medical provision is appropriate for your event.

The risk assessment directs you to score hazards based on the event nature, history, audience numbers and special additional considerations. This will give you an overall score to decide what medical provision is needed.

Medical Needs Risk Assessment
Table 1: The Event

Item	Details	Score	Event Score
A: Nature of Event	Classical concert	2	
	Public Exhibition	3	
	Pop / Rock concert	5	
	Dance event	8	
	Agricultural / Country Show	2	
	Marine	3	
	Motorcycle Display	3	
	Aviation	3	
	Motor Sport	4	
	State occasions	2	
	VIP visits/ summit	3	
	Music Festival	3	
	Bonfire / pyrotechnic display	4	
	New Year Celebrations	7	
	Demonstrations / marches / political events:		
	Low risk of disorder	2	
	Medium risk of disorder	5	
	High Risk of disorder	7	
	Opposing factions involved	9	
B: Venue	Indoor	1	
	Stadium	2	
	Outdoor in confined space e.g. park	2	
	Other outdoor e.g. festival	3	
	Widespread public location in streets	4	
	Temporary Outdoor Structures	4	
	Includes overnight camping	5	
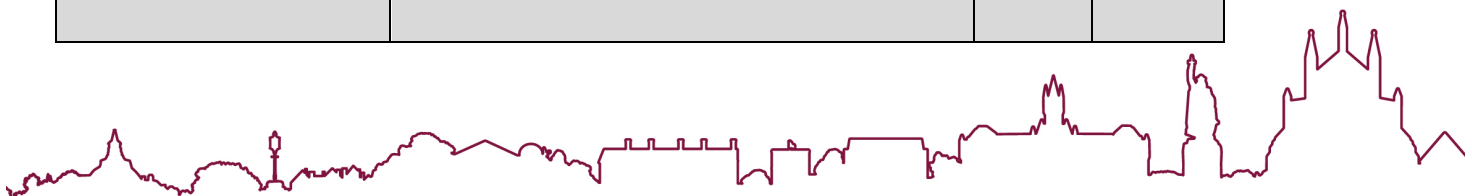
C: Standing/ seated	Seated		
	Mixed	2	
	Standing	3	
D: Audience Profile	Full mix, in family groups	2	
	Full mix, not in family groups	3	
	Predominantly young adults	3	
	Predominantly children and teenagers	4	
	Predominantly elderly	4	
	Full mix, rival factions	5	
Add A + B + C + D	Total score for Table 1		

Table 2: Event Intelligence

Item	Details	Score	Event Score
E: Past History	Good data, low casualty rate previously (less than 1% of attendees)	-1	
	Good data, medium casualty rate previously (1-2% attendees)	1	
	Good data, high casualty rate previously (more than 2% attendees)	2	
	First event, no data	3	
F: Expected Numbers	Less than 1000	1	
	Less than 3000	2	
	Less than 5000	8	
	Less than 10,000	12	
	Less than 20,000	16	
	Less than 40,000	20	
	Less than 60,000	28	
	Less than 80,000	34	
	Less than 100,000	42	
	Less than 200,000	50	
	Less than 300,000	58	
Add E + F	Total Score for Table 2		
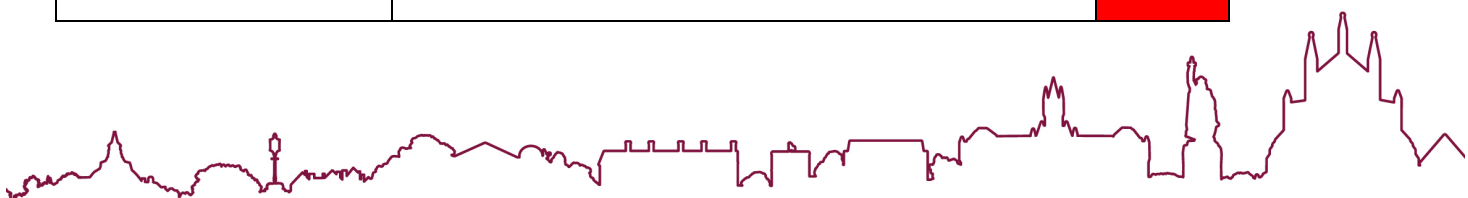
Table 3: Additional Considerations (note you may wish to add your own!)

Item	Details	Score	Event Score
G: Expected Queuing time	Less than 4 hrs	1	
	More than 4 hrs	2	
	More than 12 hrs	3	
H: Time of Year (outdoor events)	Summer	2	
	Autumn	1	
	Winter	2	
	Spring	1	
I: Proximity to nearest A & E Facility	Less than 30 mins by road	0	
	More than 30 min by road	2	
J: Profile of A & E facilities	Choice of A & E Departments	1	
	Large A & E Departments	2	
	Small A & E Departments	3	
K: Additional Hazards	Carnival		
	Helicopters		
	Motor Sport		
	Parachute Display		
	Street Theatre		
L: Additional onsite facilities	Suturing	-2	
	X Ray	-2	
	Minor Surgery	-2	
	Plastering	-2	
	Psychiatric / GP Facilities	-2	
Add G + H + J + K Subtract L	Total Score for Table 3		

Calculation of Risk Score

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To get the overall risk score, add the scores from Tables 1 + 2 + 3

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Use the risk score to gauge the levels of resource for the event from the Resource Table below:

Medical Resource Table

Score	Ambulance	First Aider	Ambulance Personnel	Doctor	Nurse	NHS Ambulance Manager	Support Unit
Less than 20	0	4	0	0	0	0	0
21-25	1	6	2	0	0	Visit	0
26-30	1	8	2	0	0	Visit	0
31-35	2	12	8	1	2	1	0
36-40	3	20	10	2	4	1	0
41-50	4	40	12	3	6	2	1
51-60	4	60	12	4	8	2	1
61-65	5	80	14	5	10	3	1
66-70	6	100	16	6	12	4	2
71-75	10	150	24	9	18	6	3
More than 75	15+	200+	35+	12+	24+	8+	3

Note: The above is merely an indication of the number of resources that should be available on duty at an event (not the cumulative number deployed throughout the event). The suggested levels are a guide only. It is up to Event Organisers to fully assess their medical needs.

Welfare

The organiser should estimate the number of people attending the event and consider the duration. Toilet and first aid requirements should be based on these estimations. Records of accidents should be kept and you are advised to investigate the cause of every accident that occurs and keep your own report. Toilets should be checked for adequacy throughout the event. You may also need to provide drinking water. Provision also needs to be made for lost children; missing people and lost property and your stewards must be informed of all such arrangements.

Lost / Found Children

Event organisers should have plans in place to deal with lost / found children or vulnerable people. If a child or vulnerable person is found, it is good practice for that person to be taken to a safe area by two members of staff.

The safe area should be staffed by 2 DBS checked team members and the children and / or vulnerable persons should not be overseen by any member of the public.

Any PA announcement should not make reference to a specific found person but should advise members of the public where to report to if they become separated from their group.

When someone comes to claim their child or vulnerable person, it is good practice to ask to see identification and if possible a photograph of the found person with the other member of their group.

If the child or vulnerable person appears unwilling to go with the other member of their group or you are in any doubt as their authenticity, contact the Police.

If a report of a lost child or vulnerable person is taken then event organisers have a responsibility to make all stewarding and event staff aware so that this person may be found at the earliest possible time. Do not delay reporting to the Police if there are concerns regarding the missing person's welfare or they do not turn up within a reasonable time period.

A record must be kept of all lost or found children and / or vulnerable people, and the records kept for seven years.

Violence Against Women and Girls

The harm caused to victims and society by violence against women and girls (VAWG) in all its forms – including but not limited to harassment, stalking, rape, sexual assault, murder,

honour-based abuse, coercive control – is immeasurable. While men and boys also suffer from many of these forms of abuse, they disproportionately affect women.

Policing, and society, must focus on violence against women and girls so that it can be eradicated. Within your event planning, consider how you will address Violence Against Women and Girls such as:

- Adopting a zero-tolerance policy to harassment and assault
- Ensure all allegations of sexual harassment, assault and violence are taken seriously, acted upon promptly and investigated
- A safe space and mechanism for disclosure (consider the availability of support for those that do disclose)
- A protocol for alleged spiking incidents
- Make a commitment to clear, robust reporting and disclosure procedures, including how to report incidents post-event
- Consider signing up to Safer Spaces or White Ribbon UK to demonstrate your commitments to your attendees

Security and Stewarding

What security have you got? Where will they be based? What are their roles and responsibilities? What are their qualifications?

Example roles:
- Head of Security
- Event Control
- Event Supervisor
- Patrol
- Queue / Crowd Management
- Support team
- Bar Security

Example Responsibilities:
- Monitor crowds
- Monitor anti-social / suspicious behaviour
- Act as a visible deterrent
- Act as response team when necessary
- Communicate security messages to attendees

How will stewards support the qualified security personnel?
- Wayfinding
- Information sharing
- Friendly face

What other support will you have (Police, PSCO, CCTV operator etc)? Do you have an 'event control room'? Who will be based there, what are their roles and responsibilities? How will they communicate and with who?

Information Point

As well as helping to improve the customer experience, it is useful to have an information point to direct people attending to so they know where to go quickly if, for example, they need medical attention, have welfare needs or need directions. For larger events it may be worth providing a map with the ticket in advance of the event. Adequate and conspicuous signage should be provided around the site, especially to highlight emergency exits or muster points.

Management of Contractors

Temporary Structures / Specialist Equipment
Many events will require temporary structures such as staging, tents, marquees, stalls etc. Decide where this equipment is to be obtained, who will erect it, how competent they are to do so and what safety checks are required. The location of any such structures should be identified on the site plan. Consider whether barriers are required to protect the public against specific hazards such as moving machinery, to prevent crowds surging onto a stage, vehicles etc. In such cases barriers will need to have specified safety loadings dependent on the number of people likely to attend. Temporary structures should only be obtained from reputable suppliers. Consider whether any specialist equipment is to be provided such as bungee jumps, inflatables, fairground rides. If so, does this equipment pose any specific hazards? Some equipment will require certificates of erection by a competent person. They may also need considerably more space than you think in which to operate safely.

Special Effects
Fireworks or pyrotechnics should only be operated by competent people. In the case of fireworks, contractors should provide you with a full risk assessment and site plan showing adequate safety distances for spectators, firing area and fall out debris. Consideration should also be made to the wind direction.

Lasers must only be operated by competent people who again, should provide a satisfactory risk assessment in accordance with laser safety guidance. Strobe lights can cause flicker sensitive epilepsy and suitable precautions including signage should be provided to advise people of the presence of lasers or strobe lights.

Utilities

Where electricity, gas or water is to be used, detailed arrangements must be made to ensure the facilities are safe. All portable electrical appliances including extension leads etc. should be tested for electrical safety and a record kept. Any hired equipment should come with a certificate of electrical safety. Where events are taking place outdoors, residual current circuit breakers should be used and if possible, the power supply stepped down to 110 volts. All outdoor electrics should be suitable rated and protected against adverse weather conditions. Cables should be suitably routed to eliminate any tripping or electrical hazards.

Portable gas supplies for cooking should be kept to a minimum in designated areas away from the public. Gas cylinders should be obtained from a reputable supplier, should not be modified and the cylinder and valve should be in good condition. These and any other fuel appliances such as generators should be suitably sited or fenced to prevent public access and away from combustible materials. Large scale storage of petrol may require a licence from the Petroleum Licensing Officer, located within Trading Standards Departments.

All utility arrangements should be shown on the site plan.

Contractors / Performers

All contractors should be vetted to ensure they are competent to undertake the tasks required of them. Wherever possible personal references should be obtained and followed up. Ask contractors for a copy of their safety policy and risk assessments and satisfy yourself that they will perform the task safely. Always ask to see their public liability insurance certificate, which should provide a limit of indemnity of at least £5 million. Provide contractors with a copy of the event plan and ensure they are adequately briefed about your health and safety procedures and follow your rules.

Alcohol

Will you serve or allow consumption of alcohol at your event? What measures will be in place to ensure this is delivered safely and legally?

- Licenced bars
- Clear boundaries for where it is acceptable to consume alcohol
- Challenge 25
- Refusal Logs
- Additional security
- Mechanism for attending to those who become intoxicated
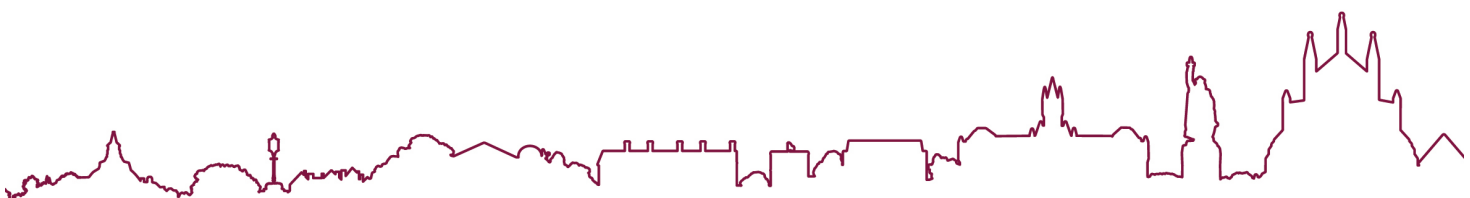
Drugs

What is the likelihood of drugs (including 'legal highs') entering your event? What is your audience demographic, your event type, your historical experiences?

What measures will you have in place to control drug entrance and consumption? Do you have a zero-tolerance policy?
- Signage – deterrent, advice, warning.
- Searches - conducted by who and when?
- Action against those found in possession – removal, re-entry, reporting
- Amnesty bins – policy for removal of items placed in bins

Noise Management and Public Relations

Don't forget the impact of your event on the local community. If you are considering having an event that includes live music, bands, fireworks or other noisy activities, send a letter to residents within the local vicinity advising them what time the event will start and finish and what to expect as well as a 'hotline' number to call in case they are being disturbed by your event. Whilst writing use the opportunity to advertise your event and notify about important arrangements such as road closures that might affect them. Remember people are much less likely to complain if they know what is happening.

Monitor the noise from your event from the boundary of the site – check that noise levels are reasonable especially if you are playing music late at night when people are trying to sleep.

Drone Usage

As an event organiser, you may wish to use drones as part of your event, to capture footage or check for security breaches. Ensure you are using a licenced operator who has appropriate permission from the Civil Aviation Authority. You'll also need to inform your attendees that drones will be in use at the event.

Sometimes, an illegal drone, which you have not organised or granted permission for, may appear at your event. It is worth considering what course of action you would take, should this happen.

Sustainability

Sustainable events aim to counteract or minimise the environmental impact they have on the planet and society. Here there are some suggestions as to what you can do, as an event organiser, to make your event as green as possible:

- Encourage the use of local suppliers (including staffing contractors)
- Use e-tickets or ticketless facilities
- Avoid or minimise use of generators (if generators are essential, consider switching off idling generators and use of hybrid, fuel-efficient generators)
- Use energy-efficient equipment
- Provide water refill stations or access to tap water (include signage to water re-fill points)
- Use re-usable equipment / supplies over disposable equipment (if disposable equipment is required, consider supplies that are easily recycled or composted)
- Ban single use plastics
- Provide facilities for separation of waste types (include signage to encourage recycling)
- Consider vegetarian and vegan catering options (suggested >40%)
- Promote public transport options to attendees prior to the event
- Provide information on walking and cycling routes for local attendees
- Collect travel and transport data from attendees and suppliers

Emergency Procedures / Plans

All events should have an Emergency Plan.

Consideration should be given to all types of emergencies - fire, explosion, gas leak, structural collapse, extreme weather such as high winds, heavy rain, thunderstorms, heatwave and extreme cold, terrorist activity etc.

The size and complexity of the plan should reflect that of the event, for smaller events a simple easy to follow plan is sufficient. Make sure key people, stewards, volunteers etc are fully briefed about what they should do in an emergency – communication and swift action are key!

What should an Emergency Plan include?

- How to raise the alarm and communicate with Event Control
- Informing public
- Initial emergency response
- Calling the emergency services and liaison thereafter
- Crowd Control / partial / full evacuation (including procedures for disabled / less able)
- Show stop
- Muster areas / assembly points
- Providing first aid / medical
- Traffic Management
- Minor / Major incidents
- Incident Control
- Event Cancellation

Adverse Weather Plans

It would be great to guarantee good weather, but let's face it, the weather in the UK is very unpredictable. It's best to be prepared for all types of weather.

Heat - think about the fire risks, if there is adequate drinking water and the risk of sunburn or sunstroke to your visitors as well as staff, contractors and volunteers. Can you increase water supply, supply additional shade or offer more frequent breaks?

Rain – think about how vehicles and will get on and off the site, mud on the highway and preventing people from slipping and falling in mud. Do you have any surfaces that will be slippery underfoot when wet?

Wind – What is the maximum wind loading your marquees / bouncy castles can withstand? Do you have an anemometer (cheap device that measures wind speed)?

Counter Terrorism

The tragic terrorist attacks in Manchester and London in 2017 have once again demonstrated to us all that the UK does face a real threat from terrorism and crowded places whether by their generic nature or created due to a planned event remain an attractive target.

Whilst not to cause alarm it is a useful reminder to acknowledge that the National Threat level from Terrorism is substantial – an attack is likely. Further information about threat levels can be found by clicking here.

With that in mind it is advised all 'crowded places' event organisers to consider Counter Terrorism options and contingencies when planning forthcoming events.

The Government has recently re-published their generic guidance document covering such advice in depth. A link to this publication (**National Counter Terrorism Security Office (NaCTSO) crowded places guidance - June 2017**) can be found [here](#).

What is hostile Reconnaissance?

Terrorists very often undertake some form of reconnaissance before carrying out an attack. They may do this in vehicles or on foot, alone or in small groups, using cameras or other recording devices or making written notes or speaking into mobile phones. In periods of heightened alert, it is vital to remain vigilant, trust your instincts and report possible reconnaissance to the police. Where possible record a description of the person(s) or vehicles or if safe to do so obtain an image (photographic or CCTV).

Signs to look for

Individuals or groups with a significant interest being taken during the event set up stage (or during event) regarding the existing security measures present such as physical security measures, access gates, CCTV, access control or interest in the human resources employed such as security staff numbers and locations / routines.

Persons:

- People taking pictures, filming overtly or covertly, making notes or sketching of the security measures around events (potentially could be innocent to be tourists). Particular attention to entrance / exits points.
- Persons in possession of global positioning systems (GPS), maps, plans etc. of the event, venue, local area.
- Simple observation such as staring or quickly looking away.
- Standing or loitering in the same area on numerous occasions with no apparent reasonable explanation. Undertaking activity which appears inconsistent with nature of location / building.
- Walking perimeter routes, frequently re-tracing same route.
- Asking questions – any VIPs attending, security numbers / routines, evacuation procedures, probing for further information. Enquiring where staff 'hang out' or local amenities frequented. Wanting details of a building's layout.
- Appear to be making notes on numbers of persons, vehicles and timings.

Vehicles:

- Parked outside venue, event perimeter with one or more people remaining in the vehicle, for longer than would be considered usual or in the same location frequently.
- Driving around perimeter, up and down same roads or erratic driving.
- Vehicle may appear overweight
- Same vehicle returning but with differing occupants, often parking in same location.

Testing security:

- Vehicles, packages, luggage left unattended and observing security response.
- Unusual or unexpected deliveries, outside normal hours.
- Attempting access to location on foot or in vehicle.
- False activation of alarms (security / fire) to assess evacuation routines and / or emergency services response.
- Creating insecurities in perimeter fencing and observing response or repairs.

Remember hostile reconnaissance may also involve using disguises or face covering / motorcycle helmets or pretending to be another regular user of the location (examples include a contractor, delivery person or pretending to have a car breakdown to remain static outside perimeter).

Other tactics include following members of staff away from venue to observe routines, learn identities and activities.

The above principles also apply post event when locations are being dismantled or returned to normal operating routines if the event / location will be used again for similar occasion as observing now may be planning for an attack on the next occasion the event is operating.

Measures to combat against Hostile reconnaissance:

- The key is the promotion of security awareness and resulting extra vigilance by all involved in an event including the crew, staff, volunteers, security team, contractors, event exhibitors and vendors.
- Create a culture of challenging unknown visitors both pre-event and during.
- Ensure staff and vehicle passes are carried / displayed on entering event / location or restricted areas. Keep these secure and out of sight when away from the event.
- Report any suspicious activity.

Bomb Threats

The vast majority of bomb threats are hoaxes designed to cause alarm and disruption. As well as the rare instances of valid bomb threats, terrorists may also make hoax bomb threat calls to intimidate the public, businesses and communities, to draw attention to their cause and to mislead police. While many bomb threats involve a person-to-person phone call, an increasing number are sent electronically using email or social media applications.

It is important that potential recipients - either victims or third parties used to pass the message - have plans that include how the information is recorded, acted upon and passed to police.

Suspicious packages

The below is some simple guidance when considering located items:

The **HOT** protocol may be used to inform your judgement:

Is it **H**idden?

- Has the item been deliberately concealed or is it obviously hidden from view?

Obviously suspicious?

- Does it have wires, circuit boards, batteries, tape, liquids or putty-like substances visible?
- Do you think the item poses an immediate threat to life?

Is the item **T**ypical of what you would expect to find in this location?

- Most lost property is found in locations where people congregate. Ask if anyone has left the item.
- If the item is assessed to be unattended rather than suspicious, examine further before applying lost property procedures.

After initial assessment if you believe it to be suspicious then start considering crowd safety, move away at least 100m for a small item such as a briefcase or rucksack and contact the Police by 999.

If you'd like to continue your journey learning about the best practices to help counter terrorism and increase your security awareness, it is suggested you (and your staff / volunteers / contractors) complete the Action Counters Terrorism Awareness e-Learning here.

Minimum safe cordon distances from suspicious item / vehicle:

|	
	100 Metres
	200 Metres
	400 Metres

Vehicle as a weapon (VAW)

A vehicle by itself can also be used with hostile intent to breach a perimeter, ram and damage infrastructure, or as a weapon to injure and kill people.

This is referred to as a 'vehicle as a weapon' attack. The use of a vehicle as a weapon is a low complexity methodology and has been used by terrorists to target crowded places as seen in recent UK and European attacks. A broad range of vehicles can cause significant loss of life and serious injury.

Attacks using vehicle as a weapon requires little or no training thus are within the capability of most individuals. Online terrorist media continues to inspire and incite individuals to use a vehicle as a weapon as an attack.

Full Hostile Vehicle Mitigation (HVM) is normally permanent features found in locations to protect critical infrastructure or events with high risk. Counter Terrorism Security Advisers (CTSAs) advise organisations and local authorities regarding these more permanent mitigation structures.

However, temporary measures can be considered for events such as concrete or water filled barriers or using a vehicle of size / weight. However, such use of these temporary measures should be subjected to a risk assessment as to whether placement of any such item is safe, will not cause damage to existing street surfaces and importantly does not impede emergency access or evacuation routes. For example, a large heavy goods vehicle may act as a visible deterrent and provide a level of protection (not full mitigation) against a VAW but a driver would always need to be immediately available to safely relocate the vehicle in an emergency.
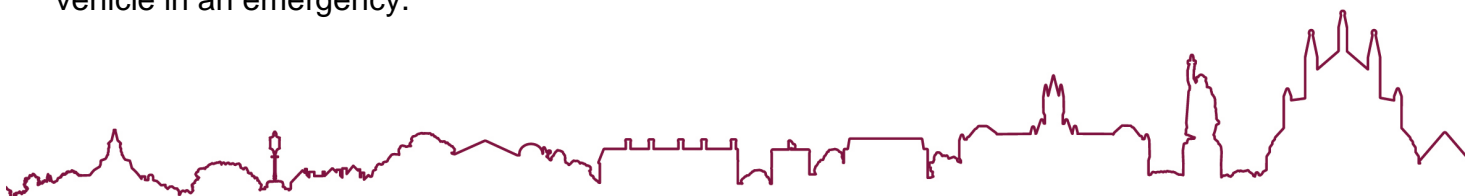
Firearms and Weapons Attack
Run Hide Tell

Firearms and weapons attacks are rare in the UK. The 'stay safe' principles give some simple actions to consider at an incident and the information that armed officers may need in the event of a weapons or firearm attack:

RUN

- escape if you can
- consider the safest options
- is there a safe route? Run if not hide
- can you get there without exposing yourself to greater danger?
- insist others leave with you
- leave belongings behind

HIDE

- if you cannot run, hide
- find cover from gunfire
- if you can see the attacker, they may be able to see you. Cover from view does not mean you are safe, bullets go through glass, brick, wood and metal
- find cover from gunfire e.g. substantial brickwork / heavy reinforced walls
- be aware of your exits
- try not to get trapped
- be quiet, silence your phone
- lock / barricade yourself in
- move away from the door

TELL

- Call 999 – What do the police need to know? If you cannot speak or make a noise listen to the instructions given to you by the call taker:
- location – Where are the suspects?
- direction – Where did you last see the suspects?
- descriptions – Describe the attacker, numbers, features, clothing, weapons etc.
- further information – Casualties, type of injury, building information, entrances, exits, hostages etc.
- stop other people entering the building if it is safe to do

As an event organiser you may feel that the above considerations are not proportional to the nature and characteristics of your event and that your existing security provisions are adequate. This may be an appropriate judgement at this time. However, we would ask you to consider if your event was to take place during a period when the national threat level moved again to CRITICAL what would your revised CT and emergency response plans
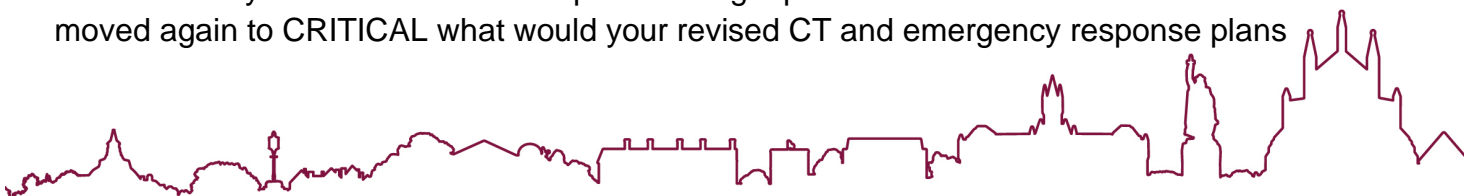
now look like? These heightened threat periods historically come with little or no advance warning, hence the preparation time for altering plans and / or providing additional security measures is minimal.

Further information regarding the national Counter Terrorism campaigns and Counter Terrorism security advice can be found on the **NaCTSO** website by clicking here

Protect Duty (Martyn's Law)

Protect Duty, also known as Martyn's Law, is a proposed piece of UK legislation that expected to come into force in 2023. The legislation will place a requirement on those responsible for certain publicly accessible locations to consider the threat from terrorism and implement appropriate and proportionate mitigation measures.

A standard tier will drive good preparedness outcomes. Responsible persons will be required to undertake simple yet effective activities to improve protective security and preparedness. This will apply to qualifying premises with a maximum capacity of 100 or more individuals.

- Standard duty holders will need to undertake easy and simple activities to meet their obligations. This will include completion of a plan to ensure better preparedness, free training, awareness raising, and cascading of information to staff.
- The aim is to ensure staff are better prepared to respond quickly to evolving situations, aware of what processes they should follow, able to make rapid decisions and carry out actions that will save lives. This could be as simple as locking doors to delay attackers progress and access, whilst guiding staff and customers to alternative exits. It could also enable lifesaving treatment to be administered by staff whilst awaiting the arrival of emergency services.

An enhanced tier will see additional requirements placed on high-capacity venues in recognition of the potential catastrophic consequences of a successful attack. This will apply to premises and events with a capacity of 800 or more individuals.

- A risk assessment and security plan, considered to a 'reasonably practicable' standard, will be required. The event will take forward reasonably practicable measures (including systems and processes) to mitigate the risk of terrorist attacks occurring or physical harm being caused as a result of such an attack. Responsible persons will assess the balance of risk reduction against the time, money and effort required to achieve a successful level of security preparedness - a recognised standard in other regulatory regimes.

Further information about Protect Duty (Martyn's Law) is available here.
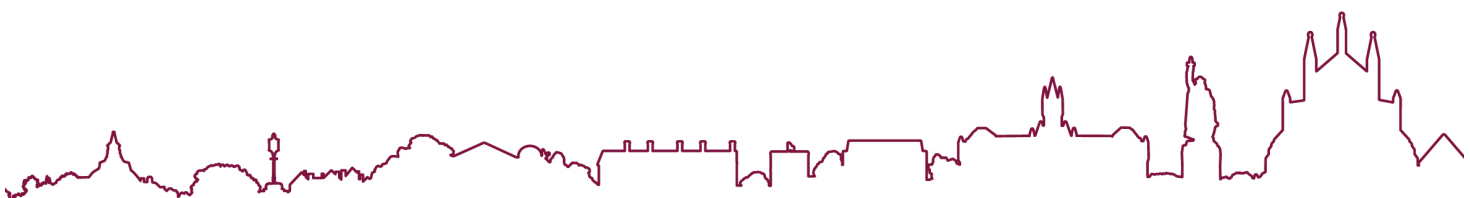
Traffic Management Plan

The detail to be covered by an event's Traffic Management Plan will be dictated, to an extent, by the size of the event and its likely impact on the local highway network.

In choosing your event site consider how easy it will be for people to gain access and what car parking facilities are available. Unplanned and uncontrolled access and egress to a site could result in a serious accident.

Will you need to have stewards to direct people to and from car parks? (Note that only accredited people can direct / control traffic on the public highway). Consider both traffic flows and pedestrian routes. How will you segregate the two?

Do you need to provide barriers or signs on the highway or ask for a road closure to help with safe access? (An application must be made for a traffic regulation order and approval for signage from the highway authority)

How will contractors get onto site? How will the emergency services get onto site and how will you ensure that emergency routes are kept clear? Adequate signs and directions should be provided in prominent positions on the approaches to the entrances - these are to direct traffic to your event, NOT to advertise it!

Local rail and bus companies should be advised of larger events to establish if existing services are adequate. You will also need to liaise with them if road closures or diversions are intended that might affect their operations.

A traffic management plan with site maps will help to make the arrangements easier to understand for all people working at your event.

Other useful details can be found on the following links:
- Winchester City Council Roads and Highways section.
  Contacts and information regarding traffic and parking in Winchester and how to apply for a temporary road closure
- Hampshire County Council www3.hants.gov.uk/roads/hampshire-roadworks
  Details of known road works and other useful links
- Street party information www.streetparty.org.uk
  Useful information for organisers of smaller community based events
- "Good Practice Safety Guide: for small and sporting events taking place on the highway, roads and public places". Home Office website
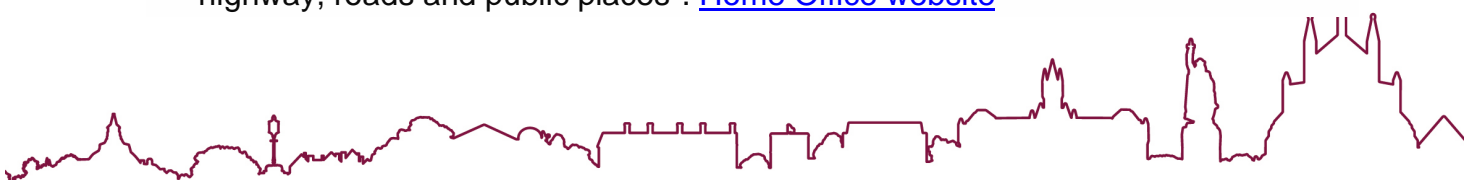
Some of the details to be included in a Traffic Management Plan

- Brief summary of the event and the overall traffic implications
- Expected numbers of attendees (including staff/crew) and estimated numbers of vehicles
- Roads to be closed and any signed diversion routes.
- Signage schedule
- Any temporary traffic regulation orders required (Event organisers should contact Winchester City Council to discuss Orders for control measures such as temporary road closures, temporary speed limits, parking restrictions, one-way systems etc.)
- Onsite traffic / pedestrian segregation
- Contingencies for dealing with vehicles and traffic in adverse weather
- Arrangements made with Hampshire County Council regarding the control of permanent traffic lights.
- Event parking – make sure enough parking is provided. If this is not possible, then the event promoter must consider additional support to prevent illegal parking.
- Emergency access routes agreed with fire, police and ambulance services, together with details of how this route will be kept open.
- Agreements with bus companies in order to accommodate or divert their services.
- Direction signing for the event (All signage on the highway must be approved by Hampshire County Council) Event promoters should consider the opportunities to maximise the use of public transport to their event to minimise vehicular traffic.
- Location of ticket / entry fee collections. Avoid collecting tickets and entry fees right at the entry points, close to the public highway, as this tends to cause unnecessary queuing back onto the road.
- Special considerations needed for vulnerable groups or those with disabilities.
- Contact details for the person responsible for traffic management at the event.
- Contact details for other relevant organisations involved in traffic management at the event.

Please note: A TMP should be planned and implemented by qualified operatives. By law, anybody putting out Traffic Management infrastructure needs to be qualified, or under the direction of somebody who is. It is advisable to use a qualified individual to design your Traffic Management Plan to ensure smooth implementation on the day. The police could shut down the event if it was felt the traffic planning was inadequate and causing safety issues.
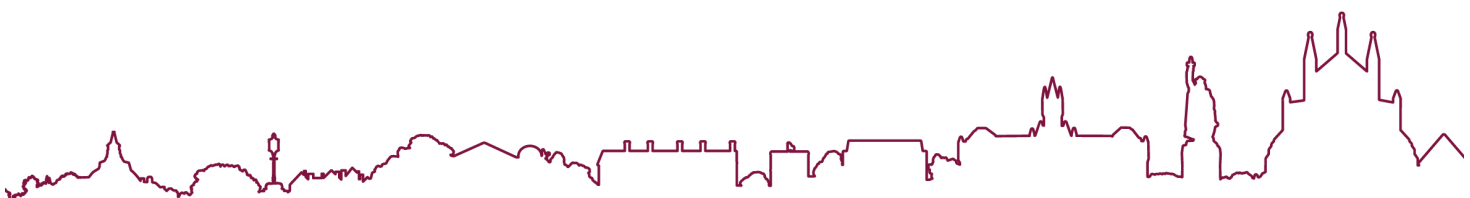
Road Closures

Some events may wish to use the highway as part of their event, we aim to minimise disruption to traffic and residents and maximise traffic safety and offer the following advice. Events held on or off the highway may have an adverse effect on traffic and pedestrians; either by causing additional congestion or introducing hazards to event attendees or other road users. Accordingly, some event organisers will be asked to provide a Traffic Management Plan to show how they will minimise the impact of their event on traffic.

The event organiser should liaise with the emergency services, public transport operators, businesses, residents, and organisations that might be impacted by the event. If road closures are required, the event organiser needs to consider suitable diversion routes for through traffic. Please note, organisers of cycle races and time trials are legally required to alert the police.

If you need to request a road closure to support or enable your event you will need to contact either Winchester City Council or Hampshire County Council. Please read the below advice to check which authority to contact in the first instance.

Road closures for **street parties and civic events** will be arranged by **Winchester City Council** using legal powers provided in the Town Police Clauses Act (TPCA 1847). Please contact Winchester City Council for smaller scale events which are less likely to have a major impact on through routes or cause congestion:
eventroadclosures@winchester.gov.uk
For more information please visit: Temporary road closure for events - Winchester City Council

Road closures for **sporting or leisure events** will be arranged by **Hampshire County Council** using legal powers provided by the Road Traffic Regulation Act 1984. Please contact Hampshire County Council for events which will take place on the highway or attract a significant number of guests travelling by road, resulting in possible traffic disruption: Temporary.road.closures@hants.gov.uk
For more information please visit: Events on, or Impacting the Highway | Hampshire County Council (hants.gov.uk)

Suspending Parking Bays
In some cases, there may be a need to suspend parking bays for your event, for example to maintain access for emergency vehicles. You can apply to suspend an 'on-street' parking bay here: https://www.hants.gov.uk/transport/parking/suspensions
You can apply to suspend an 'off-street' (carpark) parking bay here: parking@winchester.gov.uk

Signage

Any signs attached to lamp columns require permission from Hampshire County Council's street lighting contractor. They can be contacted on tpa@enerveo.com and are unlikely to reject any reasonable request but they will set sensible conditions for the purposes of safety and preventing damage to the column.

Risk Assessments

A Risk Assessment will help you to identify safety hazards, assess risks and take measures to eliminate or reduce the risk of accidents or injury occurring.

There are 5 stages to carrying out a risk assessment as follows:
1. **Identify Hazards**. A hazard is something with the potential to cause harm or a source of danger. Hazards could include:
    - Slipping, tripping or falling hazards
    - Electrical hazards – from lighting or sound systems or any portable electrical equipment
    - Fire hazards – think about potential sources of ignition and fuels / combustible materials that could be on site such as bottled gas or fabric used in marquees
    - Traffic/Pedestrian hazards – traffic routes and crowds
    - Machinery Hazards – moving parts of machinery e.g. generator fans
    - Structures – marquees, staging, lighting rigging, scaffolds
    - Hazards from specific demonstrations or activities – e.g. from fireworks, pyrotechnics, fairground rides, lasers, strobe lights etc.
    - Only include significant hazards and forget about the trivial.

2. **Decide who could be affected**
    - Staff / volunteers / stewards
    - Members of the Public
    - Contractors

3. **Assess the Risk** and introduce further controls to eliminate risks or reduce them. The risk is the likelihood that an accident / injury will occur from a hazard and the severity of injury that could occur. Risks may be classified as high, medium or low, but you need to consider what controls you already have in place to stop an accident happening in your assessment of risk.

Example: Collapse of a stage might result in many people being severely injured and it might be quite likely if the stage is put up by people who have no experience of erecting stages so you might think the risk is high. However, if you have insisted that the stage is erected by a competent person who has inspected it and you segregate the audience by rigid barriers, the risk may be low.

For each risk, decide whether it could be eliminated completely. *Example:* If there are large crowds that may be forced onto the road, perhaps you could consider a road closure and remove the hazard entirely? (Remember you need permission for road closures.)

If you cannot eliminate a risk, then decide what must be done to reduce it to an acceptable level. *Example:* To prevent access to a moving fan on a generator, ensure that it has a protective guard over it that cannot be easily removed. Try and re-route trailing cables. Store combustible materials away from ignition sources. Ensure people are competent and trained to do their work.

4. **Record the findings** of your risk assessment. A table detailing the Hazard, Risk and the measures taken should be included in your Event Management Plan.

| Activity	Hazards Identified	Who could be affected?	Risk (High, Medium, Low)	Control Measures	Action taken by (name)	Date Complete	Signed
Example: Pedestrians moving around site	Example: Slips, Trips and falls	Example: Public, Staff, Stewards	Example: Medium	Example: Cover loose cables Provide ramps Install barriers to prevent access to areas with uneven ground	Example: F. Bloggs	Date	

5. **Review and revise** your Risk Assessment. If the nature of the hazards or risks change during the planning of the event, the risk assessments will need to be reviewed and updated.

Fire Safety and Risk Assessments

The Regulatory Reform (Fire Safety) Order 2005 has made it a legal requirement for general fire precautions to be addressed at events and for a suitable and sufficient fire risk assessment to be produced. The responsible person must take such general fire precautions as may reasonably be required in the circumstances, to ensure that the premises, including outside areas, tents, temporary structures etc and all means of access to, and exits from the premises, are safe.

You must:
- Adequately assess the risk of fire
- Take steps to stop fires from starting or to limit the spread of fire
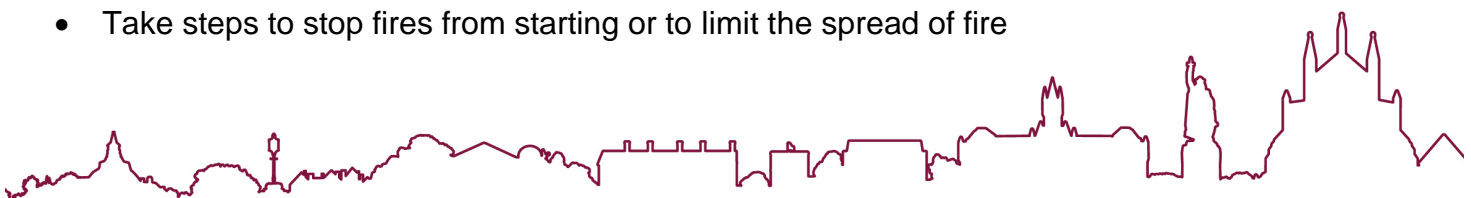
- Provide adequate systems of fire warnings and means of escape

If you are using tents or marquees as part of your event, you will need to pay specific attention to keeping fire exits clear and well signed at all times. You should also clearly identify fire hydrants and ensure they are kept clear at all times.

The organiser should consider the risk from fire at all outdoor events and in particular carry out a fire risk assessment to identify potential fire hazards and take measures to remove or reduce them. Remember to think about:

- The people who may be at risk. This should take particular note of the young, elderly and disabled. If the event is licensed to sell alcohol, or it is permitted and likely that alcohol will be brought to the event, the effects of alcohol on people in an emergency should be taken into account.
- What measures are required to detect a fire effectively and to inform all necessary people of this.
- What measures and facilities are necessary to ensure the safe evacuation of all people from the event. Consideration should be given to ensuring that escape is possible from all areas of the event; that large numbers of people can be safely managed in an emergency situation; that lighting, signage and ground conditions are suitable for the circumstances; and that everyone can be safely evacuated to a place of ultimate safely, in a reasonable period of time.
- That measures are in place for dealing with a fire should one start.
- That facilities to call the fire service are in place.
- That a record of these issues and the management of them is recorded and relayed to everyone necessary, so that all marshals and other staff are aware of the preventative and reactive measures that need to be taken with regards to fire safety.
- Risks that could start a fire - electrics, pyrotechnics and live fire effects
- Risks that could act as fuel for a fire - fabrics, scenery, gas and electrical supplies
- Who might be harmed by a fire and how you can help prevent or limit the spread of fire by:
    - Using flame retardant coatings and treatments on scenery and curtains
    - Separating potential sources of ignition from fuel sources
    - Providing an effective plan for the management and disposal of waste during and after the event
    - Controlling and monitoring any flammable liquids, gas and LPG containers on site and making sure the emergency services know where they are stored
    - Being aware of the environment
    - Providing suitable fire extinguishing equipment

As an organiser, you have a duty to ensure that emergency procedures for evacuation of any area of the event are included in the planning process. In all cases where it is planned to place a crowd in a confined place – either indoors or outdoors, an evacuation procedure must be part of the risk assessment and management process.

Large events should have an 'Event Control' or 'Event Liaison Team' area where key people can be contacted including the police and emergency services, and where the organiser should be based.

- For events with an expected attendance of over 100 competitors or spectators, a public address system should be used to communicate any safety messages to the area where they are assembled, and a back-up electricity supply provided, whether this is a generator to back up mains supply, or a second emergency generator.
- A back up electricity supply is required for emergency lighting if the event is to be held during the hours of darkness.

Make sure you involve the local Fire Authority in the planning stages of your event so they can advise on safe access for fire vehicles and fire fighters, especially to any high-risk areas. You will also need a fire procedure, and everyone involved in running the event needs to know what to do in the event of a fire. All staff and volunteers should be trained in how to deal with a small fire.

For more detailed advice on how to carry out a fire risk assessment and the measures to deal with fire safety matters, visit the CLG website and download a copy of the appropriate guide:

- [Fire Safety Risk Assessment - Open Air Events and Venues](#)
- [Fire Safety Risk Assessment - Small and Medium Places of Assembly](#)
- [Fire Safety Risk Assessment - Large Places of Assembly](#)