

**The role and responsibilities of a Safety Advisory Group**

John Newcombe Dorset Council

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**Background**

- Ibrox 2 January 1971 (66 Dead from a structural failure)
- Bradford City 11 May 1985 (56 Dead from a fire in the stadium)
- Heysel, Brussels 29 May 1985 (39 Dead from disorder in the stadium)
- Hillsborough 15 April 1989 (96 Dead from design & control problems)

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**Background**

Lord Justice Taylor's report following the Hillsborough Stadium Disaster:

**"It is important that there should be a safety team consisting of appropriate members of the local authority's own staff, representatives of the police, of the fire and ambulance services and of the building authority."**

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## Justice Taylor's Report

"The advisory group's terms of reference should encompass all matters concerned with crowd safety, should require regular visits to the grounds and regular attendance at matches. There should be a chairman from the local authority, and an effective procedure. Resolutions should be recorded and regular written reports should be required for consideration by the local authority."

"It is a depressing and chastening fact that mine is the ninth official report covering crowd safety and control at football grounds. After eight previous reports and three editions of the Green Guide, it seems astounding that 95 people could die from overcrowding before the very eyes of those controlling the event..."

s.152 -153 THE HILLSBOROUGH STADIUM DISASTER 15 APRIL 1989  
INQUIRY BY THE RT HON LORD JUSTICE TAYLOR FINAL REPORT

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## The Basics

- Designated Sports Grounds & Regulated Stands
- SAG-Not Statutory; Purpose of the SAG is to assist the local authority in exercising its functions and to achieve this it will consist of appropriate members of it's own staff and services together with representatives of the Police, Fire and Ambulance Services.
- Principal objective is to create a consistent and well –tried safety oversight process that can be used to enhance public safety at sports grounds and public events.

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## Principal Statutory Instruments – Sports Grounds

- Safety of Sports Grounds Act 1975
- Fire Safety and Safety of Places of Sports Act 1987
- Football Spectators Act 1989
- Football Offences Act 1991
- Football (Offences and Disorder) Act 1999
- Home Office Guide to Safety of Sports Grounds (Green Guide)

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### Statutory Duties - Sports Grounds

- Inspect sports grounds in its area and:
- Issue Safety Certificates for:
- Regulated stands (covered over 500 capacity)
- Designated sports grounds.
- Issue Prohibition Notices where serious risks are identified



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### Public Events

- Safety Advisory Groups, where formed, have generally expanded their remit to cover large public events as well as sports grounds.
- This is considered good practice.

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### Events

- Sporting Events, especially those subject to certification
- Concerts
- Festivals
- Air Shows
- Carnivals
- County Shows
- Religious Gatherings (not in churches)
- All large congregations of spectators



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**Legislation**

- Licensing Act 2003
- Health & Safety at Work etc. Act 1974
- The Management of Health & Safety at Work Regulations 1999
- The Health and Safety (First Aid) Regulations 1981
- The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) 1995
- Control of Substances Hazardous to Health Regulations (COSHH) 2002
- The Lifting Operations and Lifting Equipment Regulations (LOLER) 1998
- Corporate Manslaughter and Corporate Homicide Act 2007
- Control of Noise at Work Regulations 2005
- Building Regulations 2000
- Public Safety Acts Amendment Act 1890
- Fireworks Regulations 2004
- Regulatory Reform (Fire Safety) Order 2005
- Private Security Industry Act 2001
- Equalities Act 2010
- Occupiers Liability Act 1957
- Civil Contingencies Act 2004
- Environmental Protection Act 1990
- Food Safety Act 1990
- The General Food Regulations 2002/2004
- Traffic Management Act 2004



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**Benchmarking**

- "Safety Advisory Groups can be seen a **fundamental core** around which the safety planning at all sports grounds and public events can be considered. They can bring together inter-agency expertise to advise and guide the Local Authority in both certified and non-certified sports grounds, as appropriate"

Extract from the Good Practice Safety Guide published by the Home Office 2006

- The Core Cities Group – Safety at Sports Grounds and Public Events Working Group in association with IOL and LGA
- The Event Safety Guide (the Purple book) HSE 2002

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**Core Membership**

- Chair (From Local Authority Lead Service)
- Licensing Authority
- Building Control
- Police
- Fire Service
- Ambulance
- Environmental Health (H&S/EP)
- Emergency Planning Officer
- Highways
- Public Health



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**Sample Invitees**

<p><b>Internal</b></p> <ul style="list-style-type: none"> <li>• Risk Management</li> <li>• Events Team</li> <li>• Legal Representative</li> <li>• Transport</li> <li>• Elected Members</li> <li>• Tourism</li> <li>• Economic Development</li> </ul>	<p><b>External</b></p> <ul style="list-style-type: none"> <li>• Event Manager / Organiser</li> <li>• BTP</li> <li>• Governing Bodies</li> <li>• FLA</li> <li>• Trade Bodies</li> <li>• Supporters Groups</li> <li>• Interested Parties</li> <li>• Voluntary First Aid Services</li> </ul>
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**Administration**

- Chair: Senior Officer with appropriate delegated authority
- Lead Service Representative
- Secretariat
- Consultative Group

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**The Chair**

What do you expect from the Chair?

- Expert in one or more key fields
- Good Facilitator
- Good Communicator
- Good Manager
- Good Motivator
- Good Decision Maker
- Good Organiser



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## Responsibilities

Chair

- To ensure the SAG properly discharges the responsibilities delegated to it by the Council
- To ensure the membership of the SAG reflects the relevant risks
- To ensure the conditions on safety certificates / licenses are properly monitored, enforced, reviewed and amended as necessary
- To ensure all meetings are reported to the Council as required
- To ensure the decisions made by the SAG accord with the strategic policies of the Council
- To ensure that due regard is given to the views of those persons attending.

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## Responsibilities

Lead Service

- Co-ordinate & liaise with group members with regards to items on the agenda, attendance and reports
- To provide technical guidance & advise on implications arising
- To prepare, monitor, enforce, review and amend as necessary the general/special safety certificates / licences and conditions
- To arrange & conduct additional inspections

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## Responsibilities

Building Control

- To advise on technical/legal aspects of legislation within the remit of the service; temporary structures, stands, site design, construction, competency, ingress & egress flow rates
- Matters relating to the issue of licences and certificates
- To contribute additional information as necessary

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## Responsibilities

Emergency Services

- Attendance by responsible person with authority to give advice, guidance and to make recommendations on technical/legal aspects of legislation within the remit of the service.
- Public Safety, Crowd Management, Crime Prevention, Fire Safety, First Aid Provision, Traffic Management, Contingency Planning etc.



LONDON FIRE BRIGADE





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## Responsibilities

Environmental Health




- To advise on technical/legal aspects of legislation within the remit of the service; Food Safety, Health & Safety, Environmental Protection Etc.





**Safer food  
better business**

**HEALTH & SAFETY**

-  **Hazardous substances**
-  **Slip, trip & fall prevention**
-  **Working at height and excavation**

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## Responsibilities

Highways

- Liaison with statutory authorities and other organisations, giving advice on and where necessary arranging for:
- The maintenance of clear and safe routes for emergency vehicles and traffic of all traffic including pedestrians
- Any road closure or other temporary traffic management measures which may be necessary

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**Governance**

Must include

- Local Authority Policy for the SAG
- Terms of Reference
- Composition of group
- Roles & Responsibilities of members
- Administration responsibilities
- Frequency of meetings
- Form of Minutes
- Pre-determined agendas
- Records of Resolutions
- Audit Trail



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**Terms of Reference**

- Promote public health & safety
- Promote safety & welfare planning
- Coordinated multi-agency approach
- Promote appropriate contingency and emergency arrangements
- Minimise adverse impacts
- Assess significant incidents
- Clarify roles & responsibilities
- Advise Licensing Authority on safety certification and powers

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**Main Risks**

- The Local Authority has a duty of care to those persons living or working in the borough.
- The SAG is advisory – the ultimate responsibility for the event lies with the event organiser and management team.
- Enforcing Authority under H&SAWA; public, employees, structures, equipment
- Enforcing Authority under LA2003; unlicensed events. conditions, promotion of the 4 licensing objectives
- Corporate Manslaughter
- Conflicts of Interest (especially where the LA is the organiser, promoter or land owner)
- Resources – Financial, Personnel, Meeting Rooms
- Not a decision making body – Decision making power delegated to the Chair of the SAG who holds the power of approval

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**Other Possible Risks**

- Not to be confused with day to day advice given to event organisers
- Not to be used to manage events
- Members must work together not alone
- Must have strong leadership
- Poor attendance
- Too wide a remit / unable to resource
- Poor Audit trails
- Poor frequency of meetings
- Post event assessment / learning
- Over burdening applicants (Hampton/Macrorry Principles)

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**Specific event related risks**

- Capacity and rates of passage
- Crowd Dynamics
- Competency & Experience
- Evacuation
- Policing
- Crime Prevention
- Site Location
- Traffic Management
- Wind Loading
- Stability
- Staffing & Training
- Contingency Plans
- Historic Experiences



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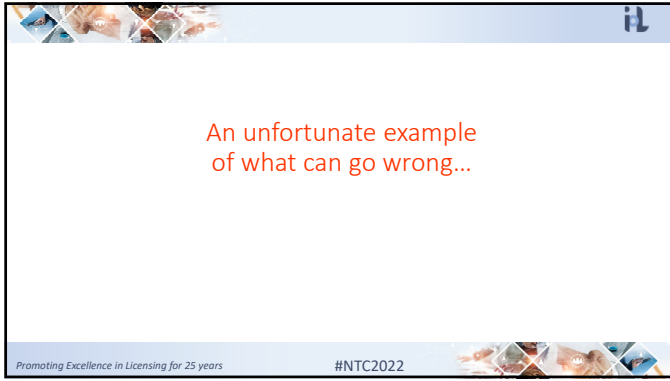
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Dreamspace

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Dreamspace

Dreamspace 2006

- Poorly attended SAG
- Poor risk assessments
- Poor structural assessments
- Manslaughter and offences prosecuted
- Organiser, contractor and council all fined

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Dreamspace - Lessons

- consult with all relevant authorities
- have quality procedures in place
- request sufficient supporting documentation
- take proper minutes
- adequately trained assessors key
- checks on safety prior to admission of public
- structures must be designed by a competent person
- safe operating parameters
- training of staff and operating procedures
- independent review of complex or high risk structures

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**Minimising the Risks**

- Risk Assessments
- Method Statements
- Event Safety Management Plan
- Design Standards and calculations
- Stability, anchorage, soil conditions
- Staff Training
- Contingency plans
- Emergency procedures
- Competency & experience of the designer
- Recommendations from experience of previous and similar events



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**Benefits of a SAG**

- Fulfil statutory duties
- Consistent, transparent professional advice and support
- Minimise risks to Public, Event Organisers and the Local Authority
- Minimise inconvenience to residents, businesses and general public
- Focus Resources
- Effective planning can facilitate less intensive monitoring & inspection
- Promote safer and stronger communities
- Encourage more business
- Share best practice

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**The Future**

- Deregulation
- Continued pressure on public services due to budget restraints
- Possibility of recouping costs through fee mechanism

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### Further Reading

- The Good Practice Safety Guide Home Office 2006
- Sports Grounds and Public Events Safety Advisory Group Terms of Reference – Core Cities Group 2004
- Guide to Safety at Sports Grounds FLA 5th Ed. 2008 “The Green Book”
- The Event Safety Guide “The Purple Book”
- Working in safety advisory groups (Course) Emergency Planning College
- ACPO Public Safety Policy
- Core Cities Group Guide - Safety at sports grounds working group



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### Questions?

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