

BIRMINGHAM CITY COUNCIL

**REPORT OF THE ACTING DIRECTOR OF REGULATION AND ENFORCEMENT
TO THE LICENSING AND PUBLIC PROTECTION COMMITTEE**

19 OCTOBER 2016

WARDS AFFECTED: ASTON; EDGBASTON; NECHELLS

SPORTS GROUND SECURITY ARRANGEMENTS

1. Summary

- 1.1 This report has been prepared at the request of the Licensing and Public Protection Committee to identify the approach to security arrangements for sports grounds.

2. Recommendations

- 2.1 That the report be noted.
- 2.2 That the outstanding minute number 640(i) be discharged.

Contact Officer: Alistair Campbell, Head of Resilience & Local Engineering
Telephone: 0121 303 7305
E-mail: Alistair.Campbell@birmingham.gov.uk

3. Background

- 3.1 The Licensing and Public Protection Committee sought assurance that appropriate structures and processes were in place to deliver, as far as was reasonably practicable, the resilience and security arrangements required for the safety of spectators attending sporting venues and of those residents living nearby.

4. Security Preparedness Arrangements for Sports Grounds

4.1 Introduction

- 4.1.1 The Safety of Sports Grounds Act 1975 defines a sports ground as: *'A place where sports or other competitive activities take place in the open air, and where accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose.'*

- 4.1.2 In support of the Act, the DCMS 'Guide to Safety at Sports Grounds' (Commonly known as the Green Guide) applies to the safety of spectators at all sports grounds, including, but not limited to:

- | | | |
|---------------------|-------------------|----------------|
| • American Football | • Athletics | • Cricket |
| • Equestrian Events | • Football | • Golf |
| • Greyhound Racing | • Hockey | • Horse Racing |
| • Lacrosse | • Motor Racing | • Polo |
| • Rugby | • Speedway Racing | • Tennis |

- 4.1.2 Whilst the responsibility for the safety of spectators lies at all times with the sports ground management, due to spectator numbers, some (Designated grounds and stands) require a process of safety certification.

4.2 Safety Certification of Sports Grounds

- 4.2.1 Safety certificates are required for any sports ground 'designated' by the Secretary of State for Culture, Media and Sport, with accommodation for more than 10,000 spectators, or in the case of a Premier League and Football League grounds, 5,000 spectators. Safety certificates could also apply to non-league grounds if they have above 5,000 spectators.

- 4.2.2 The primary purpose of a safety certificate is to set the safe capacity of a designated ground or of a regulated stand at a non-designated ground. In addition to setting the safe capacity the safety certificate will set out the detailed terms and conditions with which the certificate holder must comply if that capacity is to be maintained and this includes the production of contingency plans.

4.2.3 BCC is the lead authority for the issue, review, monitoring and enforcement of safety certification of designated sports grounds under the 1975 Act. Whilst safety certificates are prepared by the Councils Building Control function (ACIVICO), it is BCC Head of Planning, who is responsible for signing-off the certificate and for advising and assisting the certificate holder where necessary.

4.2.4 Guidance offers two possible styles of safety certification, being:

Style 1 A top-down (Prescriptive) approach with the local authority determining the safe capacity of the ground and prescribing and enforcing such terms and conditions it considers necessary to secure the reasonable safety of spectators and to undertake periodic inspections. The conditions/details are determined for a 'normal' full capacity ground and the ground operates on this basis even if not full

Style 2 A less direct (Risk Based) approach under which the ground management risk assesses all matters relating to safety (Incl. facilities maintenance; crowd management; stewarding; medical first aid; fire safety), to identify the conditions that it considers necessary to secure the safety of spectators and records them in an operations manual for scrutiny, acceptance and incorporation in a schedule to the safety certificate by the local authority. This produces a methodology that can vary the capacity of the ground and its operating procedures under certain circumstances which has to be agreed with by the local authority.

Note: Whilst neither style is mandatory, Style 2 is considered the modern and preferred option to support public safety.

4.2.5 In conjunction with the sports ground operators, BCC have established a 'Hybrid' Safety Certification process for 'designated' sports grounds in its area.

4.3 Safety Advisory Groups

4.3.1 Safety Advisory Groups (SAGs) may be established in support of an event, or a venue. This report considers SAGs set-up for the purpose of advising the local authority in relation to safety at the three sports ground venues described in the previous paragraph.

4.3.2 A SAG is not a legal requirement; however SAGs are 'good practice' and deliver on the recommendation in the Lord Justice Taylor inquiry in to the Hillsborough Stadium Disaster that:

'to assist the local authority in exercising its functions, it should set up an 'advisory group' consisting of appropriate members of its own staff, representatives of the police, fire & rescue and ambulance services and of the building authority.'

- 4.3.3 'The UK Good Practice Guide to Working in Safety Advisory Groups' published by the Emergency Planning College and endorsed by Cabinet Office and the SGSA (Sports Ground Safety Authority) sets out the roles, options and limitations of a SAG, which may be established in support of a specific event, a venue, or to consider a broad range of events.
- 4.3.4 The SAG chair is usually appointed by the local authority, and to ensure the effective and efficient operation of this role, a detailed legal or subject matter knowledge are secondary to the key skills and competencies of communication, diplomacy and interpersonal skills.
- 4.3.5 The SAG should be underpinned by a quality assurance process describing how the SAG operates e.g. roles and responsibilities; who the core and invited members are, and the policies that support the SAG.
- 4.3.6 The terms of reference for a SAG are set locally. For a SAG established to advise the local authority in support of sports ground safety certification, the UK Good Practice Guide suggests that the terms of reference may include:
- a) To advise the local authority with regards to its functions in relation to safety certification
 - b) To advise the local authority with regards to its powers under the licencing legislation
 - c) To advise the local authority in order to ensure high standards of health and safety
 - d) To promote the principles of sensible risk management and good practice in safety and welfare planning
 - e) To advise the local authority and/or event organiser in respect of the formulation of appropriate contingency and emergency arrangements
 - f) To advise the local authority in respect of relevant legislation and guidance
 - g) To encourage arrangements to be made to minimise disruption to local communities
 - h) To consider the implications of significant incidents and events relevant to the venue
 - i) To consider the implications of significant incidents and events relevant to the surrounding areas and facilities
 - j) To receive reports relevant to debriefs, visits and/or inspections of the venue

4.3.7 The responsibility for the safety of spectators at sports grounds lies at all times with the ground management, usually the owner or lessee of the ground.

4.3.8 The engagement of the local authority, together with police, fire and ambulance services and other representatives at a SAG does not absolve the ground management from its responsibility for the safety of spectators.

4.4 The DCMS 'Guide to Safety at Sports Grounds' (5th Edition 2008) (The 'Green Guide')

4.4.1 Chapter 3 of The Guide to safety at Sports Grounds guidance considers Management – responsibility and planning for safety. The guidance is directed to the sports ground management who at all times have responsibility for the safety of spectators.

4.4.2 The guidance considers:

Contingency Plans: Prepared by the Sports Ground Management

Emergency Plans: Prepared by Emergency Services and the Local Authority

4.4.3 The guidance recommends that Contingency Plans and Emergency Plans must be compatible and that to achieve this, consultation must take place between ground management, the police, fire and ambulance services, the local health authority and the local authority.

4.4.4 Contingency plans are prepared by the ground management having assessed the risk of an incident occurring such as fire, power cuts, bombs, threats, delayed starts or crowd disorders. It is recommended that these contingency plans are reviewed both annually and following an incident. The guidance states that 'Exercises to test contingency plans must be staged at least once a year in consultation with the relevant authorities and emergency services.'

4.4.5 Emergency plans are prepared by the emergency services, or to be more specific, Category 1 Responders, who have a duty under the Civil Contingencies Act (CCA) 2004 to assess risk, to take steps to prevent emergencies occurring, and to have in place plans to respond to and recover from emergencies that have occurred.

Note: A 'Category 1 Responder' is a term defined under the CCA as a person or body listed in Part 1 of Schedule 1 to the CCA which includes Local Authorities; Environment Agency; Police; Fire & Rescue Service; Ambulance Service and Health Bodies.

4.4.6 In the event of a specific threat to a venue either due to the nature of the event, or from general threats or incidents elsewhere, it may be necessary to search spectators more thoroughly prior to entry. The National Counter Terrorism Security Office (NaCTSO) guide 'Counter Terrorism Protective

Security for Stadia and Arenas provides a useful resource to stadia/arena management. The guide recommends that:

- a) It is the responsibility of the stadia/arena management to prepare a Security Plan compatible with the Contingency Plan.
- b) The guidance recommends that Security and Contingency Plans should be reviewed regularly, rehearsed and exercised. Whenever possible, exercises should be conducted in conjunction with emergency services and the local authority.

4.5 Additional Support and Guidance

4.5.1 Following incidents in France in 2015, NaCTSO with the SGSA reviewed previous security advice and released updated information specifically developed for sports grounds. The guidance included the following points:

- a) Consider developing a dynamic lock-down procedure if one is not already in place.
- b) Review access control and screening (searching) arrangements for pedestrians and vehicles.
- c) Ensure that all visitors are identified and signed-in according to the agreed policies and procedures.
- d) Ensure that all external access points and openings to the sports ground are secured and monitored.
- e) Conduct a search of the sports ground and immediate environment pre event and post event.
- f) Encourage a “challenge culture”, stop and challenge those without identification and report unusual or suspicious behaviour.
- g) Re-brief stewards and security personnel on all security procedures, and reinforce the message that staff should be vigilant and report suspicious behaviour.
- h) Review the staff training programme for all employees to include the contingency planning responses, evacuation and invacuation, searching and first aid.
- i) The “Stay Safe” principles (Run Hide Tell) explained in guidance contained on the NaCTSO website, provide simple actions to consider.
- j) Consider searching policies and inform spectators of any limits to number and size of bags and if searches will slow down their entry.
- k) Consider monitoring social media and live news feeds in the control room.

- l) Review the NaCTSO guidance for crowded places which can be found on the NaCTSO website.

4.5.2 NaCTSO have made available a tailored workshop for stadia and sporting venue operators designed to highlight the importance of being prepared and having the necessary plans in place to help safeguard staff, visitors and assets.

4.6 Conclusion

4.6.1 Established plans are in place to respond to security and other emergencies within any Birmingham City Council neighbourhood. These plans are held as part of a resilience planning framework outlined in the Civil Contingencies Act 2004, involving the West Midlands Conurbation Local Resilience Forum, the Birmingham Resilience Group and Birmingham City Council's Resilience Unit. Developed through multi-agency (Category 1, Category 2 and Voluntary Agencies) joint planning and exercising, these plans include, but are not limited to: Rest Centres; Evacuation; Mass Fatalities; Warning and Informing etc.

4.6.2 Contingency Plans developed by the sports ground operators in conjunction with emergency services and the local authority are in place and satisfy the conditions/requirements of the sports ground Safety Certification managed by Birmingham City Council.

4.6.3 Overall, satisfactory contingency and emergency planning arrangements are in place to ensure safety at sports venues and to nearby communities.

4.6.4 Whilst it is not thought necessary for a member of the Birmingham City Council (BCC) Resilience Team to attend all SAG meetings. However, should the SAG require any assistance in understanding/awareness of resilience planning arrangements, then a BCC Resilience Team representative would be available to attend at that time.

4.6.5 It was noted that the existing SAG Terms of Reference were published in January 2013, since that time, 'The UK Good Practice Guide to Working in Safety Advisory Groups' was released in January 2015 and should be considered when next the SAG review their terms of reference.

4.7 Associated Documentation

- a) Guide to Safety at Sports Grounds (5th Edition) (DCMS)
- b) Counter Terrorism Protective Security Advice for Stadia and Arenas (NaCTSO) (2014)
- c) The UK Good Practice Guide to Working in Safety Advisory Groups (January 2015) Emergency Planning College endorsed by SGSA and Cabinet Office)

- d) The Sports Grounds Safety Authority (SGSA) advice update for all sports grounds (Dec 2015)
- e) Guide to the Safety Certification of Sports Grounds (SGSA)
- g) Sports Grounds and Public Events Safety Advisory Group Terms of Reference Guidance Document (Core Cities Group in Association with Institute of Licensing Government Association)

4.8 Associated Legislation

- a) Safety of Sports Grounds Act 1975
- b) Fire Safety and safety of Places of Sport Act 1987
- c) Health and Safety at Work Act 1974
- d) Civil Contingencies Act 2004

5. Consultation

- 5.1 This report is to update members on the arrangements for safety at sports grounds. No consultation has taken place in the production of this report.

6. Implications for Resources

- 6.1 The safety of sports grounds is managed within the resources available to your Committee.

7. Implications for Policy Priorities

- 7.1 The issues addressed in this report relate to the City Council priorities associated with creating a cleaner, greener and safer city and providing excellent services.

8. Public Sector Equality Duty

- 8.1 This report is to update members on the arrangements for safety at sports grounds. It does not affect existing policy and no Equalities impacts have been identified.

ACTING DIRECTOR OF REGULATION AND ENFORCEMENT

Background Papers: list background papers which have been used in writing the report