

National Police Chiefs' Council

Events Guidance



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Event Policing – NPCC Operational Advice Document

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This document must not be read in isolation. It forms part of the POPS APP and therefore should be read in conjunction with the POPS APP and other reference documents in this guidance. [Authorised Professional Practice](#) (APP), [NPCC Publications](#) and Government Agency or third party directives & guides such as the [SGSA 'Green Guide'](#) and events industry guidance such as the Events Industry Forum '[Purple Guide](#)' (subscription applies). This document has been produced following consultation with Police Forces and partners. It provides a route map to the operationally accepted best practice and guidance.

This document refers to legislation applicable in England and Wales. In relation to Police Scotland and the Police Service of Northern Ireland, devolved legislation in place in those force areas should be substituted for the legislation shown in this document where applicable.

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1. An Introduction to Events.

The UK Events Report

2019 was a landmark year for the Events Industry reporting a direct spend of £70 billion, accounting for over 50% of spend in the UK visitor economy, providing over 700,000 jobs and generating in excess of £165 billion in trade facilitated at business events.

The occurrence of COVID-19 in the first quarter of 2020 put all of that achievement on hold as the Events Industry went into lockdown and the precise timing of its re-emergence as a potent economic generator is yet to be fully understood.

Business events, whether meetings, association events or trade exhibitions, underpin sectoral growth in the economy, attract foreign direct investment, and promote expertise and knowledge transfer opportunities. Festivals, consumer shows, sporting events, and other cultural and music events all help to animate a destination which, in turn, drives more tourism, more business visitors and investors, and students wishing to come to the UK to study – whether that be in the area of event management or in other disciplines

Events also stimulate thought leadership through the sharing of knowledge, research and intelligence that progresses scientific and technological understanding and innovation. They also bring communities together, whether they are united by a common geography, interest, cause or belief. Finally, events attract international audiences to the UK, who buy our products and services and, in many cases, return with their families, boosting and complementing the UK tourism industry.

In total, the UK's events industry is estimated to be worth £70 billion in direct spend, accounting for over 50% of the UK visitor economy. Over £31 billion of this total is comprised of business events, principally meetings, conferences, and exhibitions, while almost £39 billion is contributed by leisure events, including arts and cultural events, music events and festivals, and sporting and recreational events, as detailed below:

Conferences and meetings - £18.3 billion* • Exhibitions and trade fairs - £11 billion** • Incentive travel and performance improvement - £1.2 billion*** • Corporate outdoor events - £0.7 billion**** • Total - £31.2 billion. Arts and cultural events - £5.6 billion**** • Festivals, fairs and shows - £6.0 billion**** • Music events - £17.6 billion**** • Sporting events - £9.6 billion**** • Total – 38.8 billion *Source: UK Conference and Meeting Survey 2019 **Source: Economic Impact of Exhibitions in the United Kingdom, 2019 ***Source: Events Are GREAT Britain Report ****Source: Value of Outdoor Events 2018 (UK)



2. Events to which this advice applies.

An event for the purposes of this operational advice is a lawful event, social, economic, religious, or political, that attracts a gathering of people whose presence presents a potential risk to the safety of the crowd and or participants. It requires a police response in some form, either in the planning or live event phase, including coordination of resource and or expertise. This will also apply to a lawful sporting event.

This document should be considered and used for all events and should be used to compliment specific advice for other NPCC leads.

The below is a useful, but not exhaustive list of events this document is relevant to.

- Sporting events including those sporting events which take place on the public highway (i.e. marathons, fun runs, etc.)
- Concerts and festivals.
- Charity events.
- Conferences.
- Parades (which do not meet the requirement to notify police under [Section 11 Public Order Act 1986](#), namely, processions or parades commonly or customarily held in the policing area and funeral processions).
- Events of National Significance, or where two or more events run concurrently but have a potential national impact.

3. Aim

The aim of this operational advice is to encourage and support consistency in the following key areas.

- The role of police at events.
- Early engagement with event organisers and other partners
- Charging for police services
- Provide advice to forces in relation to problem solving at high risk events and those with local and National impact.
- Sign post guidance, legislation and policies that may assist policing at events to reduce crime, disorder and or terrorism.



4. Role and responsibilities of the Police.

[Public Order APP \(Planning and Deployment Section\)](#) states:

The requirement for police attendance and action at an event is based on the need for the police service to discharge its core responsibilities:

- *preventing and detecting crime*
- *preventing or stopping a breach of the peace*
- *traffic regulation (only under statutory powers relating to events)*
- *activating contingency plans when there is an immediate threat to life*
- *Coordinating emergency response activities associated with a major incident taking place at the event.*

When planning a police response, it is imperative that commanders have a clear understanding of the role that police will perform during the operation. Once committed to undertaking a role outside the core or otherwise statutory and common law duties and obligations, individual commanders may be held accountable for any police activity or inactivity regarding that commitment. Chief constables (or their equivalents) are also likely to be held responsible (e.g., when taken to court). Chief constables, as the employers of police staff, may be accountable in respect of police staff actions. This is very relevant in relation to the policing of events.

It is also widely accepted that the police have no general duty to preserve public safety (crowd control) at any public event, except where there are imminent or likely threats to life. Legal opinion suggests that the responsibility for public safety rests with the organisers of an event, the owners of the land on which it takes place and the local authority if the event takes place on a road. However, other persons or agencies who undertake actions regarding public safety at an event may assume a duty of care and, therefore, also become responsible. In the past the police service has taken the lead and undertaken actions to facilitate public events, acting for what they believed to be the public good. However, a more focused approach, confining police action to those issues which are part of our core responsibilities and where there is legal authority, must be adopted.

Further to the above, in the current financial situation, forces must also carefully consider every deployment of officers and staff and consider whether each deployment (whether paid for or not) represents best value and is the best use of the resource. This is particularly relevant in the field of event policing where, by the very nature of the event, there is an existing event organiser (many of whom will be organising the event for commercial purposes) with a moral and legal obligation to ensure the safety and security of people attending their event.



For most events, this will mean organisers take their responsibilities seriously, comply with relevant legislation and put in place adequate control measures to manage crime, disorder and security meaning the presence of police is not required or is limited.

However, there will be occasions where the management of crime, disorder or security-related issues is beyond the capability of the organisers and the presence of police may be required. Examples of such events may include (not an exhaustive list):

- Events with a national profile which attract significant public interest/attendance (possibly including live TV broadcast)
- Events likely to result in significant crime and/or disorder
- Events where the [Joint Terrorism Analysis Centre \(JTAC\)](#) threat assessment indicates that the appointment of a CT Security Coordinator (SecCo) and development of a police-led protective security plan is required (see Section 10 below)
- Events where the audience profile may (through no fault of the event organisers) lead to an increased risk of criminality, disorder, safeguarding issues or terrorism (such an event may include an event likely to be attractive to large numbers of young people attending on their own). See Section 9 below.

After considering the above, it is recommended that all forces:

- Fully consider known and likely events within their force areas/regions and document their approach by way of the Public Order [Strategic Threat and Risk Assessment](#) (STRA) process, thereby ensuring a strategic approach to the policing of events
- Have in place processes (in line with [Intelligence Management APP](#)) to identify events which may require a police involvement and effectively assess the threat, harm and risk presented by such events
- Make decisions regarding the policing of events, the management of risk related to events and the deployment of police resources in accordance with the [National Decision Model](#) (NDM)

The above STRA, intelligence, risk management and decision making processes could lead to the force deciding to adopt one of the following options in relation to any specific event coming to their attention:



Categorisation	Likely contributing factors to decision making (examples)
Not policed (but ongoing assessment by way of force tasking and coordination processes)	• No current intelligence to indicate any risk of crime & disorder or terrorism (or a low risk which can adequately be managed by the organisers of the event.) • Low profile event with only limited attendance and only local/regional interest.
Casual attention by Neighbourhood Policing Teams (NPT)	• Low risk of crime & disorder nearby to the event or terrorism, with crime & disorder issues inside the event area being managed by the organisers of the event. • Low to medium profile event with reasonable attendance and regional or national interest.
Contingency policing operation with police liaison in Event Liaison Team (ELT) / Multi-Agency Control (MAC) (regardless of whether or not police are deployed within the event footprint)	• Low to medium risk of crime & disorder or terrorism which may require some form of police intervention due to unknown or untested capability of the event management or a police-led protective security plan. • Unknown (or difficult to assess) participant profile/behaviour.
Full policing operation with full command structure, etc.	• Medium to high risk of crime & disorder, all or part of which is beyond the capability of the event management (i.e. gang attendance, risk of child protection issues, etc.) or increased risk of terrorism. • High profile event attracting national interest, live TV coverage, high numbers of young people attending on their own, etc.



5. Intelligence systems and processes.

[Intelligence Systems and Processes](#) (Intelligence Management APP) are essential to ensure risks related to events within force areas are effectively managed. The Intelligence APP gives detailed guidance on ensuring effective intelligence [governance](#), structures, tasking & coordination, dissemination and intelligence [products](#).

Where a decision is made to police an event and implement guidance in the [Operations](#) and [Public order | College of Policing](#) it is essential that a designated Bronze Intelligence is appointed and the intelligence requirement for the policing operation set.

Force-wide intelligence Sharing

All forces should utilise the services of the former NEIU National Events Intelligence Unit. Now part of the NPoCC – SIB. The unit contributes to the planning of festivals and large scale music events across the country. This has directly led to significant reductions in crime and disorder at many large events and without this function there is a high probability of increases. The team can be contacted on NPoCCMailbox-.SIB-Events@met.police.uk

Use of the National Reporting Form.

The [National Police Coordination Centre \(NPoCC\)](#) have introduced (with the agreement of the respective NPCC leads) the 'National Reporting Form'. The National Reporting Form is intended to provide a central reference point of all events and protests in England and Wales. Submitted reports will act as a signpost for further information to support wider learning and identify good practice across forces. Using this information commanders and planning teams will be able to ascertain who had policed a similar event in order to conduct further research to inform and assist their planning. Completion and submission of the form should form part of the debriefing and review process for any operation. In deciding whether or not to submit a form, commanders and planners should remember that the underlying aim is to ensure learning and best practice is shared to assist colleagues planning and commanding other, similar, operations. Forms should be completed for all the following events;

- All protests and demonstrations.
- Large scale public gatherings.
- Unlawful occupation of land or premises.
- Organised marches and parades.
- Public Military Events.
- Festivals, carnivals or public celebrations.
- Sporting events, excluding football.
- Visits by protected VIP's.
- Any event where the Gold commander consider there is wider learning or knowledge that will benefit other forces.



6. Multi-Agency Working

Safety Advisory Groups.

Introduction

A Safety Advisory Group (SAG) is made up of representatives from Local Authorities, emergency services, other relevant bodies and the event organiser. The Purple Guide states;

“The role of the SAG is to enable event organisers to share information with (and be challenged and scrutinised by) public health and safety agencies regarding the particular event, specifically the risks and the intended management arrangements to ensure public and employee safety.

They also allow an organiser to understand local emergency plans, and to allow agencies to ensure that an event taking place doesn't make their emergency plans ineffective. It is at the SAG that police can address any concerns in relation to safety at the event.”

Whilst there is no current statutory basis for SAG's to be established, events should be considered through a SAG process based upon risk. In most cases this would be through Borough or District Councils or Metropolitan authorities.

Ideally a consistent approach for the decision of whether or not to bring an event to a SAG would occur nationally and across boundaries. This should be based on issues such as the nature of the event, the levels of risk associated with that event and the numbers of people attending the event at any one time. The crowd profile, sale of alcohol, scale of the event, risk activities and complexity of the event are some of the factors that partners should use to assess if a SAG may assist regarding public safety at an event. Currently there is no nationally consistent approach.

During 2021 a survey of all forces within England and Wales took place. This provided evidence of inconsistency of approach and raised a number of concerns that will be addressed through the National Events Working Group during 2022.

The Emergency Planning College provide national guidance on how SAGs should function in the 'UK Good Practice Guide to Working in Safety Advisory Groups' (available to download) and is endorsed with key partners. (written in 2019 this will be refreshed in early 2022).

Structure and Terms of Reference

The Chair of the SAG should be independent to ensure no conflict of interest and, whilst generally it is recommended that the police do not chair the SAG, there may be an occasion where it is appropriate to do so. Irrespective of who chairs the SAG there should not be a presumption or inference that legal responsibility for what occurs within the SAG is held by that individual.

As stated above, the local authority, police, fire & rescue service and ambulance service should be considered core members of a SAG. Invited members may include (this list is not exhaustive):

- Other local authority representatives as deemed appropriate (this could include Event Team, Emergency Planning, Highways, Health and Safety)
- Event organisers/promoters (contractors where appropriate)
- Venue and or landowner/operator
- Health representatives
- Stewarding/security
- Traffic/transport providers
- British Transport Police
- Maritime and Coastguard Agency
- Harbour Authorities
- Medical First Aid providers
- Highways Agency
- Crowd Safety Managers

There is no requirement to sit in person and SAGs can be conducted virtually. There may be occasions though where it is more appropriate for a SAG to meet face to face with event organisers for example, for new or large, complex events. There may also be instances when an 'on site' meeting would be appropriate for one or more SAG meetings, so the site and any challenges can be considered. This particularly relates to a new site with which the SAG may be unfamiliar.

Key to an effective SAG will be the Terms of Reference (TOR) which should accurately reflect the key role of providing a quality assurance process for safety related measures at an event (or venue), these TORs should be reviewed annually unless specific reasons dictate more regularly. The functions of a SAG should be distinct from any multi-agency planning group established for a specific event and should be different from any multi-agency arrangements in place for the management of an event (i.e. an ELT/Multi-agency control room – see below). Agreeing a SAG's TOR is a matter for members of the local SAG, however, the following may be considered (this list is not exhaustive);

To promote clarity of roles and responsibilities relevant to the event(s) within the SAG's remit. This should include the SAG members roles and may include the powers and policies of those organisations in relation to events.

To establish clear timelines for the provision of paperwork to the SAG and agree attendance and timelines with organisers. (NB. Where events have failed or been problematic, it is often noted that timeframes previously agreed have slipped significantly or no timeframes had been set in the first place.)

To advise the local authority and/or event organiser in order to ensure high standards of health and safety

To promote the principles of sensible risk management and good practice in safety and welfare planning. In doing so to balance all reasonable matters of safety and not permit

specific members to focus on just one source of danger. The holistic view is essential to ensure all aspects of safety have been considered.

To promote a consistent, coordinated, multi-agency approach to event planning and management.

To advise the local authority and/or event organiser in respect of the formulation of appropriate contingency and emergency arrangements.

To advise the local authority and/or event organiser in respect of relevant legislation and guidance.

To encourage arrangements to be made to minimise disruption to local communities.

To consider the implications of significant incidents and events relevant to their venue(s) and events, especially in view of the new definition of safety within the Green Guide and considerations regarding 'Zone X'.

To consider emerging threats to events, such as terrorism methodologies, drone use and the still developing threat of cyber terrorism and deniability of service

To consider the implications of significant incidents and events relevant to the surrounding areas and facilities

To receive reports relevant to debriefs, visits and/or inspections of the venue or event.

In some cases, it will be relevant to consider specific terms of reference in addition to these generic examples. These may include:

- To advise the local authority with regard to its functions in relation to safety certification
- To advise the local authority with regard to its powers under the licensing legislation.
- To consider specialist advice relevant to the event or specific circumstances nationally or in the area where the event is being held if there are threats to public safety or public health.

The Role of the Police

Depending on the size, scale and nature of the event, consideration should be given as to who is the most appropriate person to attend the meetings on behalf of the police service. It may be that the levels of competence would sit with an operational planner or it may be deemed equally appropriate for a POPS Gold or POPS Silver to attend. In some cases, both POPS planner and a senior representative would be appropriate. Where possible we recommend consistency in attendance to the SAG to build relationships and understand the process and procedures of the SAG in more depth. Forces should consider training representatives who attend SAGs to enable them to better understand their roles and responsibilities within it.

Where a public authority, member of the public or a commercial entity puts on an event then they are responsible by reason of various torts, statutes and contractual provisions for the



event, including the safety of it. The police are obliged to go about their duty to do what is necessary to prevent crime and provide protection to life and limb. However, they are not obliged to deploy officers to a public event to discharge that duty any more than they are obliged to station an officer outside someone's house to prevent a possible burglary. The police can assess the situation based on threat, risk and harm and if the Force are satisfied that the overall prevention of crime and protection of life and property is best served by having officers respond to requests for assistance rather than deploying officers at a particular event then that is a matter for the Chief. We are not obliged to act as stewards for the event.

However, other persons or agencies who undertake actions regarding public safety at an event may assume a duty of care and, therefore, also become responsible.

It is critical that the police give advice and guidance within their sphere of expertise and not personal views on matters that do not relate to their role.

Further to the above, in the current financial situation, forces must also carefully consider every deployment of officers and staff and consider whether each deployment (whether paid for or not) represents best value and is the best use of the resource. It is strongly recommended that discussions around any police costs take place outside of the SAG. However, it may be appropriate to highlight resourcing requirements if working with the event organiser around their security plans.

Advisory Function

It should be noted that SAGs have no decision-making powers and, as such, a SAG has no power to prevent an event from taking place, although some agencies represented have powers to do just that if there are serious concerns regarding safety

If a SAG wants to raise an objection of an event to organisers, then it is recommended that a letter outlining the concerns or issues should come from the SAG. A template is attached that agencies may wish to have "agreed" by their legal teams in advance, which means only the content relevant to the specific event will need to be added.

Other Guidance

- Health and Safety Executive – The role of local authority safety advisory groups.
- Events Industry Forum – 'Purple Guide' (available by subscription).



7. Problem solving high risk and National Events

In planning for a pre-planned event, there are certain circumstances where action by the police may be appropriate, for example, when a pre-planned event is considered to be unsafe or could potentially result in significant crime & disorder, terrorism, or public safety.

In planning for the event, it is recommended that a starting point is reviewing the debrief document from the last event (if previous event has been held) and to commission and review a Community Impact Assessment and then share with the event organisers.

A key part of the planning is to ensure a SAG is set up at the earliest opportunity along with Multi agency planning meeting. (Please refer to section 5 in this document re Multi Agency Working and role of SAG).

There needs to be a coherent awareness of the threat and risk and that this is shared with relevant partners to allow assessments and appropriate mitigation measures to be put in place or considered.

Where private industry have ownership of events police should be aware what training safety officers receive.

Within the "Guide to safety at Sports grounds" there is reference to the training around risk management. This also has templates that they should follow and encourages dialogue with all partners. As such, early dialogue with them is key and it is vital we all share awareness around risks and understand what mitigation they are putting in place.

The scanning for information and intelligence needs to be as wide as possible and the key element is the community impact assessment. Invariably there may not be specific information /intelligence re OCGs attending certain events however consideration should be made of relevant recent incidents between groups in the community or other ongoing issues within the local community.

This would allow the organisers to review staffing and put measures in place or they may feel it is beyond their capability and request police assistance in shape of SPS request.

A wide scope of tactics and not just consider Public order tactics. The starting point should be public safety and not public order. Police should also consider varying tactics. For example, make better use of plain clothes options, or deployment of project servator officers pre/during and post event.

Briefings are key. Do Police know why they are at that event and what is their role and do they understand the role of event staff? Better informed staff ensures they know the role of event staff and what their role is. This is a 2 way process between event organisers and ourselves.

A drug safety strategy should be considered. This should include Pre event, during the event and then Post event. It should highlight the role of the event organiser, Local Public health agency and use of early warning system if a particular issue arises in relation to a certain drug at festivals or events.

A clear plan around Zone X needs to be agreed as referenced in the green guide. It is important that this involves the input of relevant external organisations such as Local authorities, highway agencies, event organisers and, where applicable, owners of private property. Please refer to the Green and Purple guide for full reference.

In certain circumstances, action by the police may be appropriate when a pre-planned event is considered to be unsafe or could potentially result in significant crime & disorder or terrorism.

Such action could be (but is not limited to):

- review debriefs from previous event
- Commission Community Impact assessment
- Request SAG /Multi Agency meeting
- Review threat and risk
- Request via Gold SECCO report
- Use of Project servitor assets pre /during/post
- Debrief to be held.
- A letter to the organisers advising of the potential danger and their liabilities
- Use of [Section 12 of the Public Order Act 1986](#) or [Section 13 of the Public Order Act 1986](#) to [restrict](#) or [prohibit public processions](#) (this does not apply in Northern Ireland)
- Application for injunction
- Coordination with the Crown Prosecution Service to remind the land owner of their responsibilities under the [Occupiers Liability Act 1984](#)
- Action under the [Licensing Act 2003](#) to make objections about a licence or temporary event notice (see below)
- Co-ordinate with the event organisers [public liability insurer](#)
- Co-ordinate with the [Health and Safety Executive \(HSE\)](#) to seek improvement notices and/or prohibition notices
- Seek a review of the safety certificate or special safety certificate under the [Safety at Sports Ground Act 1975](#) (see section 7. below)
- Use of dispersal powers under [Section 34-42 of the Anti-Social Behaviour, Crime and Policing Act 2014](#)



- Closure Order under [Section 76 of the Anti-Social Behaviour, Crime and Policing Act 2014](#)

(It is recommended that legal advice is taken prior to embarking on the options above).

Safety Certificates and Special Safety Certificates.

It should be noted that this section is only applicable to events held inside purpose built stadia.

The [Safety of Sports Grounds Act 1975](#) governs the issue of safety certificates and special safety certificates in relation to events which take place in stadia. A great deal of guidance and information can be found on the [Sports Ground Safety Authority](#) (SGSA) web site and in the SGSA publication [Guide to Safety at Sports Grounds \(commonly known as the 'Green Guide'\)](#).

The Safety of Sports Grounds Act 1975, requires the county council, unitary authority, metropolitan or London borough ('the local authority') to be responsible for issuing and enforcing a safety certificate in respect of sports grounds designated by the Secretary of State. These are sports grounds that, in the opinion of the Secretary of State, have accommodation for more than 10,000 spectators (5,000 in the case of Premier League or Football League grounds in England and Wales). The 1975 Act 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. The Act did not foresee that a sports ground might be fitted with a roof that could be closed for certain events. However, provided that some sport is played with the roof open, such a venue should still be regarded as a sports ground. The legislation does not apply to indoor arenas or temporary arenas (i.e. pop festivals in parks or agricultural land). Instead, these are generally covered by the Licensing Act 2003.

[Section 2 of the 1975 Act](#) allows local authorities to impose such terms and conditions as the local authority consider necessary or expedient to secure reasonable safety at the sports grounds when it is in use for the specified activity or activities, and the terms and conditions may be such as to involve alterations or additions to the sports ground.

Special Safety Certificates are issued when the stadium is being used to hold an event of a type not specified in the general safety certificate (e.g. a pop concert being held inside a football stadium).

In order to utilise this legislation to deal with a challenging event taking place (or to implement control measures to manage the impact of such an event), police would be required to show that "admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the ground or that part of the ground ought to be prohibited

or restricted” ([Section 10, Safety of Sports Grounds Act 1975](#)). To be able to make an application under this section, police would need to show that the physical condition of the stadium is insufficient to safely manage the event in question (referred to in the ‘[Green Guide](#)’ as the (P) factor) and/or the quality of safety management in place at the stadium is insufficient to effectively manage the event in question (referred to as the (S) factor).

Whilst action under this section is worth considering for events (or potential events) which present a high risk of crime and/or disorder, police commanders and planners must realise that any application under this section must show “*how the likely behaviour or conduct of those attending and the inadequacies of the stadium infrastructure or management impacts on the safety of those attending*”. Any objection under this section can only relate to the stadium itself (including entry and exit) but not to activity (i.e. drunkenness, disorder or drug dealing) by people attending the concert which takes place in nearby residential areas. This cannot be managed by way of an application under this section (see Licensing Act 2003 below).

Licensing Act 2003.

The HM Government publication [Revised Guidance issued under Section 182 Licensing Act 2003](#) (issued April 2017) is a comprehensive and authoritative summary of applicable licensing legislation which is of great assistance to police commanders and planners in managing licensed events (or potential events) likely to have significant crime and disorder issues associated with the event.

Police must be aware of event organisers objectives under any licence issued under the Licensing Act 2003. The Act sets out four licensing objectives which must be taken into account when a local authority carries out its functions. They are:

1. The prevention of crime and disorder.
2. Public safety.
3. Prevention of public nuisance.
4. The protection of children from harm.

The [Licensing Act 2003](#) offers a great deal of guidance and options for police commanders and planners in managing problematic licensed events with potential powers much wider-ranging than those available under the Safety of Sports Grounds Act 1975. Where a proposed event includes licensable activity such as the sale of alcohol or the playing of live music, police representatives involved during the event planning process should, at the earliest juncture, seek the advice of an experienced police licensing officer and ensure that officer is invited to any planning meeting or safety advisory group. Ideally this contact should be as soon as the police become aware of the proposed event due to time constraints imposed by the Licensing Act 2003.

8. Command, Planning and Tactics

Policing principles.

Where a decision is made to police an event, the principles contained in various College of Policing APP must be followed in relation to:

- [Command and Control](#) (Operations APP) and [Command](#) (Public Order APP)
- [Operational Planning](#) (Operations APP)
- [Core Principles of Public Order Policing](#) (Public Order APP)
- [Tactical Options](#) (Public Order App)
- [Briefing and Debriefing](#) (Operations APP)
- [Post Incident Procedures](#) (Operations APP)

Crowd science and crowd safety.

The police have no general duty to preserve public safety (crowd control) at any public event unless there are imminent or likely threats to life. In addition, the [Public Order APP \(Planning and Disorder Section\)](#) identifies the core responsibilities of police (which does not include crowd safety). However, it is acknowledged that police commanders and planners do require some form of awareness of crowd science and an understanding of crowd safety in order that they can encourage event organisers, SAG's and licensing/certifying authorities to, where necessary, take expert advice when required. To this end, the College of Policing now include crowd science in command and planning training and CPD to enable police commanders and planners to identify potential crowd safety issues and request other agencies to take the necessary certified expert advice and/or guidance to safeguard the public. It is important for police commanders to consider in their planning events taking place over public holidays.



9. Safeguarding children and young people.

Safeguarding is a term which is broader than 'child protection' and relates to the action taken to promote the welfare of children and protect them from harm. Safeguarding is everyone's responsibility. All organisations that come into contact with children should have specific safeguarding policies and procedures in place. This includes voluntary and community organisations, faith groups, private sector providers, as well as schools, hospitals, event organisers and sports clubs. Safeguarding is defined in the HM Government publication [Working together to safeguard children 2015](#) as:

- Protecting children from maltreatment.
- Preventing impairment of children's mental and physical health or development.
- Ensuring that children grow up in circumstances consistent with the provision of safe and effective care.
- Taking action to enable all children to have the best outcomes.

Where an event is likely to attract large numbers of children, police must be proactive in working with event organisers to identify whether the event is being specifically targeted by offenders likely to prey on children at or near the event. Police must ensure that organisers of an event likely to attract large numbers of children are aware that those attending the event could become a target for exploitation (sexual or otherwise), modern slavery/trafficking, drug supply, other serious & organised crime and CSE. Police commanders should ensure that safeguarding is a priority for event organisers and the Safety Advisory Group. Where safeguarding is not being prioritised, the police service must ensure everything that is legally possible is done to redress the situation.

During an event, children and young people may be vulnerable to harm at different times and in different forms. The inter-relationship between contexts can lead to people encountering multiple and changing risks. The approach to the management of events should consider the interconnected and overlapping nature of that person's current situation as well as their past experiences. This will include consideration of their protected characteristics and social categorisations (e.g. poverty, educational attainment, historical experience of trauma as a child or adult and cross-generational trauma that may lead to particular discrimination or disadvantage).



“Working Together to Safeguard Children”, the 2018 guide to inter-agency working to safeguard and promote the welfare of children, found that children are clear about what they want from an effective safeguarding system. This includes;

- For adults to note when things are troubling them.
- Having the right to be heard and understood and to have that understanding acted upon.
- To be protected from all forms of abuse and discrimination and the right to special protection and help, if a refugee.
- To be informed about and involved in decisions, concerns and plans.

Children have a right to be protected from harm. It is therefore important that any organisation that works with children or knows children will attend their event(s) have a clear set of guidelines about how they will keep children safe and respond to child protection concerns. The [NSPCC web site](#), offers a great deal of guidance and advice for organisations who may require advice or assistance in writing and implementing a safeguarding policy.

The following issues should be addressed in the organisers safeguarding arrangements (as a minimum requirement – See Section 7. above Licensing Objectives – point 4 which covers Safeguarding):

- Suitability of the area (or areas) designated for viewing by children (or likely to be occupied by children).
- Policy on spectators bringing infants to the event.
- Procedures for dealing with lost and found children.
- Toilet facilities – provision and ratio.
- Revised staffing levels and staff that have been recruited through a safe recruitment process which includes DBS and reference checking.
- Searching policies and procedures.
- Refusal of entry, ejections and other policies for dealing with children and young people who are drunk, breach ground regulations and /or commit offences.
- Ticketing strategy and entry policy – to include checking of ID to ensure age appropriate when over 18 only events.
- Provision of specialist safeguarding, medical and welfare staff – training of stewards in relation to sexual offences (understanding of forensic opportunities, scene preservation, etc.).



- It is likely that children and young people attending events will have crossed local authority borders which in itself can be a risk to the right information and intelligence being shared in a timely and appropriate way. This must be considered along with an awareness of opportunities for OCG's to coerce victims at events.
- A bespoke assessment of the potential risks to children at the event – i.e. who may pose a risk and what situations may increase the risk.
- Identification of the different ways someone might raise a concern at the event.
- Transparency around the organisation's annual [Human Trafficking Statement](#) (provided the organisation is of such a size to be required to produce such a statement).

The [Major Investigation and Public Protection APP](#) gives a great deal of guidance on [modern slavery](#), [gangs & youth violence](#), [managing sex offenders](#), [child abuse](#) and [child sexual exploitation](#).

Where such a risk exists, this should be a key element of the investigative strategy and [intelligence](#) requirement for the event, with, where necessary, specialist officers employed on the event working under the direction of [Bronze Crime](#). Where an event does not have a dedicated 'Bronze Safeguarding', police commanders in charge of events should have a thorough understanding of their statutory responsibilities and a safeguarding strategy in place.



10. Protective security

The current terrorism threat level makes putting in place effective and proportionate counter terrorism protective security measures challenging (given the volume and size of events which take place within force areas). In relation to protective security, police commanders and planners should consider the following actions/factors at an early stage:

- [JTAC](#) threat assessment should be obtained via local Special Branch (SB or equivalent) to inform present and future strategic decision making and tactical planning. Account must also be taken of the prevailing national threat assessment, with the event-specific and national threat-levels informing decision making.
- Consider early appointment of a CT Security Coordinator (CT SecCo) working to Gold/Strategic Commander. Guidance on the appointment of a CT SecCo is available via the College of Policing (pnsc@college.pnn.police.uk). or force lead. The appointment of a CT SecCo can include the following events or circumstances (not an exhaustive list):
 - Public Military Events.
 - Party political and other high security conferences, summit, etc.
 - High profile ceremonial and civic events.
 - Events involving protected persons.
 - Crowded place events (including high profile sporting events).
 - Other events where the police Gold Commander believes that the appointment of a CT SecCo will support the delivery of a safe and secure event.
- The role of a CT SecCo includes:
 - Developing a security plan with a view to minimising threat, managing vulnerability and therefore mitigating risk.
 - In respect of a policed event or operation - supporting Gold's strategy.
 - Coordinating all aspects of protective security by looking at an event holistically from a CT perspective.
 - Using an in-depth knowledge and awareness of a range of security assets and their operational deployment to:
 - Target harden.
 - Reduce vulnerability.
 - Lessen risk.

- Implement multi-agency protective security measures with the organisers and other partner agencies via the multi-agency planning process and/or SAG.
- Explore opportunities for organisers to help and support protective security, for example, through promotion of the [Action Counters Terrorism campaign](#).
- Ensuring staff involved in policing the event are briefed on any threat and have relevant information available to them, for example,
 - NPCC/College of Policing “Terrorism Response: Aide Memoir” (restricted access, available from secure APP web site).
 - STA (See, Tell, Act) safe principles for officers should be applied.
 - **Stay Safe. Think about your own and the public’s safety**
 - **See:** what is happening and where
 - **Tell:** communicate, describe incident/type of weapon
 - **Act:** stay safe, update, observe/contain
- Ensuring police commanders and planners are aware of relevant counter terrorism command and control functions/structures contained within ‘NPCC (2015) Command, Control and Coordination of Major CT Operations’ (restricted access via secure APP web site)
- Work together with the organiser and other partners to implement [National Counter Terrorism Security Office \(NacTSO\)](#) guidance in relation to [Crowded Places](#). This work should also include consideration regarding the development of protocols relevant to the environment and the role of the event organiser and that of the police.
 - The implementation of NacTSO “[Run, Hide, Tell](#)” guidance is relevant to public places and large open spaces. However, careful consideration must be given regarding the implications of “run, hide, tell” within a stadium environment. Where events are taking place within such an enclosed stadium environment, police must work closely with the safety officer at the stadium to ensure police understand the existing plans for the stadium and how they will be applied to the event in question, should a firearms and/or weapon attack take place.
 - Consultation with regional Protect/Prepare leads/teams and Counter Terrorism Security Advisors (CTSA’s) will support the development of these protocols.

Other invaluable guidance can be found through the [NacTSO web site](#) (which is primarily aimed at the public, businesses and event organisers). [NPCC – National, Counter Terrorism Policing HQ](#) and [National CT Policing web site \(only available from a PNN enabled account\)](#)



(which are aimed at the police service) should be seen as the gateway to a range of tactics, advice and products available to businesses, event organisers and the police.

The [Manchester Arena Inquiry](#) has resulted in a number of recommendations around events. The consideration and deployment of counter terrorism protective security measures both for the event space and in wider surrounding Grey Space remains to some extent voluntary. However, should H.M Government choose to introduce primary legislation in the form of a Protect Duty the mechanisms for engagement with both Partners and stakeholders will need to be enhanced.

Currently event venues are assisted in the design of protective measures for the whole life of the venue by CTSA's, NaCTSO, and CPNI through assessments advice and the SAGs

The protection of public accessible locations and the wider Grey Space measures should be considered by the event organisers in the run up to the event in coordination with the police (CTSA's SECCO's and CTPLO) along local partners and venue owners where applicable, both through the SAG and separate meetings



11. Costs and charging

Background

Section 25 of the 1996 Police Act (as amended) applies to the policing of events by way of Special Policing Services. The Chief Constable is responsible for agreeing any special policing services to be provided over and above the level considered necessary to discharge their duties and the PCC is responsible for determining the charges to be made.

Following a request for policing, the Chief Constable will determine the policing requirement in discussion with the event organiser and in accordance with the circumstances of each event or request. Within the agreed scope of delegation, this will usually lead to agreeing the basis of the associated charges although significant or exceptional events may be subject to consultation with the PCC in accordance with its policy.

Policing an event may involve providing special policing services to an event organiser over and above that which the Chief Constable considers necessary to discharge their core duties. Although, predominantly, this involves police officer or police staff time, it can also require other elements of a specialist nature, including vehicles, horses, specialist equipment and support functions as part of the service provision.

Charges for policing services should be made to the event organiser. He/she should then be able to take these into account when planning an event. Event organisers should consult with their local force early in the planning process. Forces should then assess the policing needs of the event so that the level of resources and the likely charges that will apply can be identified well in advance of the event.

Stated Cases

Cases heard in 2006 in the Court of Appeal (Reading Festival Limited v West Yorkshire Police Authority), 2007/08 (GMP v Wigan AFC) and 2017 (Ipswich Town FC v Suffolk Constabulary) have impacted on the approach to be taken in providing Special Police Services.

Before any agreement is made to provide special policing services the following 4 questions must be considered when determining if the Event is a Special Policing Service (SPS).

1. Has there been a request for the service to be provided?
 - No – this service are not SPS
 - Yes – continue to question 2
2. Are the services to be provided on private land (i.e. land which is owned or leased by a private individual or body)?
 - Yes – it is likely the services are SPS
 - No – continue to question 3
3. Are the services to be provided on land which is ordinarily accessible to the public, but where access is restricted for the duration of the service provision (i.e. areas closed off to non-ticket holders)?
 - Yes – it is likely the services are SPS but legal advice should be obtained before proceeding
 - No – go to question 4



4. Are the Service to be provided on public land?
 - Yes – the services are unlikely to be SPS unless the services requested are in excess of that which the Chief Constable considers necessary to provide to satisfy the police's public duties. Legal advice should be obtained before proceeding
 - No – the services could be SPS

It is strongly suggested that police resource managers draw up a written agreement and statement of intent when planning policing of events with event organisers which should be signed by both parties prior to the event. This in turn will form the basis of subsequent charges, subject to the possibility that deployment requirements might be changed by mutual agreement. The agreement will protect both parties and safeguard police against liabilities, cancellation and failure to pay. Appendix X provides a suitable template that forces may adopt.

Costing Methodology

The cost recovery model seeks to provide a consistent basis for calculating the charges and ensure Full Economic Cost recovery by using the Special Policing Services rate meaning any service provided is not subsidised by the core policing grant or the tax payer. These rates are annually agreed and published for the whole force based on NPCC guidance and include all direct and indirect costs such as salary, accommodation, training, vehicles and uniform. Any deviation from this rate could lead to legal challenge from other parties.

For policing of events other than football it is recommended that forces apply a minimum 4-hour charge for the provision of additional policing services. This minimum takes into account the time from initial briefing, any travel time to and from the actual policing service and de-brief. NPCC guidance for football recommends a minimum 6-hour charge.

National Police Chiefs' Council



12. Firearms.

It is the view of the NPCC lead for Armed Policing and the NPCC lead for the policing of Events, that any decision to deploy firearms at an event is no different from any other decision to authorise the issue and deployment of firearms for any other policing purpose. As a result, any decision regarding the issue and deployment of firearms at an event to which this advice applies should be taken in accordance with the [Armed Policing APP](#). Furthermore, it is also the view of both NPCC leads that firearms officers should not be deployed to an event under SPS. The rationale for this view is that if the threat is so significant that the authorisation for the deployment of firearms officers is required, then it is considered that this is a [core responsibility of police](#) and, hence, should be provided without cost recovery under [Section 25\(1\) of the Police Act 1996](#).

