Devon & Cornwall POLICE

Guidance for Event and Protest Organisers

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Devon & Cornwall POLICE

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ORGANISERS RESPONSIBILITIES

Devon & Cornwall Police recognise the importance of public events in our local communities, and we will support event organisers to fulfil their responsibilities to hold safe events.

The organisation of a public event is a considerable responsibility. In addition to attracting moral and social responsibilities, event organisers have civil, common, and criminal law responsibilities for which they may have to answer to the courts. Event organisers may be liable for the consequences when things go wrong, particularly if there are issues in the planning or control of the event. This is more likely to happen if other interested parties are not consulted or if their advice is ignored. It is therefore imperative that event organisers consider carefully obtaining Public Liability Insurance to cover any potential claim against you.

One of the main responsibilities of the event organiser is to have concern for the safety of the public attending the event, as well as those who may, in any way be affected by it. This responsibility extends to avoiding damage to property, fear or alarm to the public, disruption to the local community and ensuring that the human rights of persons are not infringed. Ensuring public safety at a public event is not a role of the police. The police are responsible for preventing breaches of the law and acting against persons who break the law and maintaining the peace.

The event organisers responsibility for maintaining public safety can best be accomplished if there is no crime or disorder at the event. Equally, the police role of preventing lawlessness and disorder can best be accomplished when public safety is assured. Since these roles are clearly interdependent, it is in the interest of both event organisers and police to co-operate in regulating the event. The police believe that this partnership approach is the most effective way forward for all the parties involved.

The principles of partnership with event organisers are applied at Sporting Events and Stadia. These events are the subjects of written agreement (Statement of Intent) between the club and the police. Although Statements of Intent are not legally binding contracts, they provide a constructive focus for the police and the clubs, to ensure that all the important issues are addressed. The parties sign the document to record their agreement and, though there is no compulsion to do so, it then becomes a matter of accepted professional good practice. Event organisers of other public events are asked to sign similar Statements of Intent which reflect an understanding of roles, responsibilities, and agreement on how they will be met.

In all cases, accurate, early predictions of the type and number of participants are needed in order that the arrangements can be scaled accordingly. Early advice and regular contact thereafter with the emergency services and other authorities will enable the event organiser to make informed, appropriate, and agreed arrangements in relation to traffic management, medical cover, stewarding arrangements, and contingency plans.

This guidance will assist you in identifying some of the risks associated with planning your event. You should **not** underestimate the time required to plan an event.

In general, public perception is that the police are the lead agency for approving all public events, including those which take place on the public highway. In reality, the police have no authority to either approve or ban such events, have no powers to regulate traffic and no general duty to preserve public safety at any public event, except where there are imminent or threats to life. Legal opinion suggests that the responsibility for public safety rests with the organiser of the event, owners of the land the event takes place on, and the Local Authority if the event takes place on a highway. However, other persons or agencies who undertake actions regarding public safety at an event may assume duty of care and, therefore, also become responsible.

This guidance is aimed at standardising the police approach to all organised events staged in a public place and on public highways. It creates an environment where, through consultation and partnership, public events will continue to take place. A greater awareness of the individual responsibility of the organisers and those of the other agencies involved should emerge, which will ensure a more focused approach by all concerned, resulting in a better planned, safer, and more resilient event.

SPECIAL POLICE SERVICES (SPS)

Special Police Services are police services provided over and above core policing at the request of a person or organisation.

Section 25 of the Police Act 1986 states "The Chief Officer of Police of a Police force may provide, at the request of any person, special police services at any premises or in any location in the police area for which the force is maintained, subject to the payment of the local policing body (i.e. the Police and Crime Commissioner) of charges on such scales that may be determined by that body."

An event organiser who requests SPS should contact the police via their local Safety Advisory Group (SAG). A representative from the police will oversee the process of reviewing any costs incurred during an event and agree the level of service that the Police provide for the event.

The event organiser must:

- Give reasonable notice of the event date.
- Make a formal written request for any Special Police Services.
- Agree the terms and conditions.

The Chief Constable reserves the right to:

- Not deploy any police officers or staff to an event irrespective of the notice given or charges made or proposed.
- Object to an event taking place.

The Chief Constable will charge at the Special Police Services rate applicable at the time, for all police officers and police staff deployed to an event, including the cost of vehicles, animals, and travel time:

- Inside a venue/stadium or on the private property/site of the organiser; or
- Where we are requested to provide Special Police Services, e.g., at road closures and phased road closures for events such as cycle races, road races, parades, and processions.

It should be recognised that core police services provide a level of policing within, and for communities, therefore it is important to acknowledge that many small-scale events can be policed with a low input that may represent a public reassurance role within the framework of risk assessment.

ORGANISING A PROTEST, MARCH, OR DEMONSTRATION

When event organisers are planning a protest, march, or demonstration, you should be aware of the provisions of the Public Order Act 1986. By law, you need to notify us of your event at least 6 days in advance of the event; unless it is not reasonably practicable do to so, in which case you must notify us as soon as possible.

Failure to give the police written advance notice (6 clear days) of the date, time, venue, proposed route of the procession, and contact details for the organiser, may constitute a criminal offence. The variation of those details from those previously notified without updating the police or other involved agencies; or failure to comply with

changes, conditions or prohibitions imposed by the police on processions or assemblies may constitute criminal offences.

Tell us about the event you are planning via this link. We look forward to working with you to make sure it goes smoothly.

The event organiser of a protest or demonstration should notify the Local Authority, Fire, Police and Ambulance service about the event and earnestly consider any recommendations made by these services during the planning of the event. Regular meetings should be arranged as necessary by the event organiser.

The event organiser (or their designated deputy) should be contactable throughout the event and available to consult with the police when necessary.

The organiser may wish to consider identifying potential risks and complete a risk assessment to mitigate against these risks. Organiser should consider the use of marshalling to support the event. In addition to this if a TTRO (Road Closure or restriction) has been agreed with the Local Authority, organisers need to ensure their marshals supporting the protest are Chapter 8 accredited or contract a traffic management company to provide this service for them.

The use of certain locations for assembly or dispersal (including the places people will need to use to get to and from the gathering) requires permission from the relevant Local Authority and this must be obtained well in advance by the organiser from the Local Authority. A copy of this permission must then be submitted to the police as soon as possible.

If you are intending to use the road network for any procession or march, you must notify the relevant Local Authority Highways Department and seek approval. If a road closure has not been applied for and the demonstration blocks traffic or other pedestrians on a highway, this may amount to a criminal offence of obstruction of the highway.

Marches in particular, present a moving venue, which is far more unpredictable. Therefore, it is especially important that planning for such events starts as early as possible.

Vehicles or animals should not be involved in processions. The use of vehicles can increase the risk of injury to the people involved and animals can often become overwhelmed by large crowds and panic. People should not be allowed to leave a procession to distribute leaflets. If banners are to be used it is sensible to design them with a hole to reduce the risk of danger when they are used in high winds. Control the use of PA (public address) systems so you do not disturb the local community. Ensure that children under the age of 16 are accompanied by an adult and are kept away from any roads on the edges of procession routes where there might be traffic.

If you are intending to present a petition, you will need to let the police know as special arrangements usually need to be made with the recipient.

Ideally collections should not be made during processions. You should consider making provisions for first aid.

For further guidance and advice view:

- Protests and marches: letting the police know - GOV.UK
- Police powers of arrest: your rights - GOV.UK
- How to tell us about an event or procession | Devon & Cornwall Police
- Guidance on events and processions | Devon & Cornwall Police
- Apply for a collections licence

ORGANISING AN EVENT

Once you have decided the fundamental objectives behind the event, you should formalise your Event Management Plan and Risk Assessment. Most Local Authorities have a standard Event Management Plan Template on their websites. At the end of this document is a link to an EMP which was written in conjunction with Devon & Cornwall Police, Devon & Somerset Fire & Rescue Service and Teignbridge SAG, this may assist in understanding the level of information required.

The organiser should notify the Local Authority, Fire, Police and Ambulance about the event (links below) and consider any recommendations made by these services during the planning.

It is also recommended that you consider communicating with your Local Authority Safety Advisory Group (SAG). The SAG is an advisory body established for the purpose of ensuring, as far as possible, the safety of those persons attending, performing, and working at events and always holds public safety as a priority. Representatives of the SAG includes council services and partner agencies, including all emergency service representatives, public health, and licensing.

All guidance issued by the SAG is advisory only.

Police focus on giving advice on crime and disorder, safeguarding, and managing emergencies, whilst other SAG representatives focus on their areas of core responsibility.

If you are looking to organise a running event, there is specific guidance available to organisers around how to run the event safely. This guidance is owned by the Health & Safety Executive and can be found here, commonly known as the 'Red Guide'.

We encourage you to subscribe to the Purple Guide to Health, Safety and Welfare at Music and Other Events. Written and designed by a group of experts who provide guidance for event organisers, suppliers, Local Authorities, and others involved in the event industry.

Other things to consider including in your event paperwork which are not specifically covered in sections below:

- Venue type
- Location suitability and access to the area
- Numbers of expected attendees, how tickets are purchased, what demographic you are expecting
- What your venue capacity will be and how it will be managed
- Whether any special guests/VIPs will be in attendance (security considerations).

For further guidance and advice view:

- How to tell us about an event or procession | Devon & Cornwall Police
- Notify us about filming | Devon & Cornwall Police
- Devon and Somerset Fire and Rescue Service – Notify of an event
- Cornwall Fire and Rescue Service – Notify of an event
- SWAST - notify us of your event
- Guidance on events and processions | Devon & Cornwall Police
- Guidance on filming | Devon & Cornwall Police
- Devon County Council Highways – Notification of Event
- Torbay Council Highways – Roads
- Plymouth City Council Highways – Roads

- Cornwall Council Highways – Events
- National Fire Chiefs Council – Events Safety Guidance
- NPSA Ingress and Egress Guidance | ProtectUK
- The Purple Guide – Outdoor Events
- The Green Guide – Sports Grounds
- The Green Guide - Supplementary Guidance 03: Event Safety Management
- The UK Good Practice Guide.

TRAFFIC AND TRANSPORT MANAGEMENT

The Traffic Management Act 2004 places a duty on the local Highway Authority (usually the Local Authority) to manage the local traffic network, with one of the primary objectives to reduce congestion. The legislation makes it clear that if there is a potential for disruption to the highway, the event organiser must consult their local Highway Authority at the earliest opportunity in the planning process.

Temporary road closures, traffic restrictions, speed restrictions, and alternative routes require careful consideration depending on the scale of the event, the initial consultation may include representatives of the emergency services via a Safety Advisory Group (SAG).

A temporary road closure application may be made in the following circumstances:

- If there is a likelihood of crowds spilling onto the highway.
- If it is necessary to prevent traffic flow for however short duration to facilitate the event (i.e., a parade or procession).
- If the volume of persons taking part / attending an event on the highway means that road safety will be compromised.
- If it is necessary to control traffic flow by managing the routes available for use i.e., carnivals.

CSAS is an alternative option that event organisers may wish to consider. The community safety accreditation scheme (CSAS) gives employees who are involved in a community safety or traffic management roles, a range of powers, usually only available to police.

It is legal for chief officers of police to issue the power under CSAS legislation to control traffic at pre planned event(s) without the need for Temporary Traffic Regulation Orders (TTRO). For further information, please see The Community Safety Accreditation Scheme (CSAS).

Event organisers should also provide:

- Details of the roads to be closed, together with the length and duration of the closure.
- A detailed proposed diversion route.
- A schedule of signing providing details of the diversion signs and road closures, together with a map or drawing of these positions.
- The proposed number of stewards and their positioning in those road closures.
- Details of the methods to be used to close the roads i.e., barrier type, signage. All signs that are placed on the highway must comply with Traffic Signs Regulations and General Directions 2002 and roads should be closed using the appropriate red and white barrier.
- Management of pedestrian activity (for events such as carnivals, marathons).

Event organisers should consider:

- The implications for other road users, such as emergency services, bus companies, taxis, tourist coaches, and the suitability for any proposed diversion routes.

- Provision for vehicle removal from any road that may be subject to a road closure that may cause obstruction to the event.
- Liaison within the local community groups, churches, mosques, registry offices etc to ensure that access requirements are discussed, and any issues resolved prior to the event.
- Any other foreseeable highway impacts.

Event organisers are also responsible for managing the control of internal traffic at events (i.e., not on the public highway).

The event organisers Traffic Management Plan **should not** include the use of police resources to control or divert traffic. Police resources **will only** be used to deal with spontaneous traffic incidents which may occur during the event. Once the incident is resolved, police will resume their normal duties.

If possible, organisers should encourage people attending the event to use public transport to get to the assembly point and when leaving the event. It is a good idea to provide information about what transport options are available.

The event organiser must also plan provision for the exit and entry of emergency service vehicles, and ideally these route(s) should be pre-defined and separate. Suitable RVP's (rendezvous points) should be clearly identified on the site plan.

Where Counter Terrorism Protective Measures impinge on a road or highway and the restrictions on vehicles, pedestrians or both are for Counter Terrorism reasons, there should be liaison with Devon and Cornwall Police for consideration of an Anti-Terrorism Traffic Regulation Order (ATTRO). An ATTRO provides a statutory basis under the Road Traffic Regulation Act 1984 (RTRA) for regulating traffic and implementing physical security measures to:
• avoid or reduce, or reduce the likelihood of, danger connected with terrorism; and
• prevent or reduce damage connected with terrorism, where terrorism is as defined in the Terrorism Act 2000.

For further guidance and advice view:

- Transport Management – The Purple Guide
- The Community Safety Accreditation Scheme (CSAS)
- NPSA: Hostile Vehicle Mitigation and ATTROs

THE LICENSING OF EVENTS

In England and Wales, the safe supply of alcohol is regulated by the Licensing Act 2003 (the 2003 Act). The 2003 Act also contains measures relating to the provision of entertainment (including live and recorded music and public entertainment) and late-night refreshments (sale, consumption, and management of alcohol). These are known as "licensable activities" and for any event that proposes to provide "licensable activities" it is essential that an appropriate authorisation under the 2003 Act is in place in suitable time before the event commences. This often requires timely consultation with the Local Authority.

The application process may take several months and if objections are raised, then the application is likely to go to a hearing before the Local Authority Licensing Committee or Sub-Committee. The lawfulness of the event may affect the outcome of this process. The application may be granted in full or granted with restrictions and conditions. **Therefore, obtaining early and specialist advice in the early planning stages is strongly advised.**

This guidance is provided to support licensing authorities to conduct their functions under the Licensing Act 2003.

The event organiser should check any licensing requirements for an event. You are advised to do this in the early stages of planning for the necessary licence or authorisation to be applied for and subsequently granted. Further information and guidance can be obtained by contacted your local authority, or by looking at the Licensing Act 2003 Legislation.

Typically, the following are the types of license or authorisations that may be required:

- Temporary Event Notice
- Premises Licence

If you intend to sell alcohol, provide late night refreshments, or provide regulated entertainment (examples listed below), you will need to apply for a premises licence or a temporary event notice (TEN), inclusive of explaining how you will manage that licensable activity. Regulated entertainment includes:

- A performance of live music.
- Playing of recorded music.
- A performance of play.
- A performance of dance.
- An exhibition or film.
- An indoor sporting event (such as boxing or wrestling match).

ALCOHOL MANAGEMENT PLAN (AMP)

Alongside your Event Management Plan, provision should be made for an Alcohol Management Plan (to assist you with your Alcohol Licensing application).

You plan must include (and not limited to some of the following detail):

- The size of the area.
- Will the area be cordoned off?
- Licensing of qualification and training of staff.
- A policy for age verification – preventing U18's with the purchasing and/or consuming alcohol, to include the Challenge 25 policy.
- Who is supplying the alcohol?
- What type of alcohol is being provided?
- What vehicle or structure will the alcohol be sold from?
- Has security been considered?
- Is there any first aid provision?
- How will the event be advertised?
- Is it a ticketed event?
- How will your numbers be restricted?
- Are there enough toilets?
- Do you have an incident book?
- Do you have a refusal process and register?

Event organisers **must** ensure that all staff working at the event are familiar with the recording and reporting processes in place that adhere to the four licensing objectives:

- The prevention of crime and disorder.
- Securing public safety.

- The prevention of public nuisance.
- Protecting children from harm.
- It may also contain conditions relating to drugs management.

In the past couple of years, we have seen a high level of drink and needle spiking reports and event organisers must ensure that such incidents are reported to the police immediately.

Tackling spiking is a priority for the police and spiking can make someone seriously ill or vulnerable to other crimes such as theft, sexual assault, or rape. Spiking factsheet.

There is also a national threat and risk posed by synthetic opioids at festivals. Event organisers and medical providers at festivals need to ensure they have sufficient Naloxone stocks and are prepared for any suspected drug overdoses. SWAST will respond as appropriate to a festival if a 999 call is made. Event organisers can report any drug related harm at festivals to their local Public Health Teams within the Local Authority. Guidance for local areas on planning to deal with potent synthetic opioids.

Contact your local Police Licensing Unit via the Safety Advisory Group (SAG) for further guidance and information.

HEALTH AND SAFETY LEGISLATION

The complex nature of event management means it is crucial that everyone involved in organising an event clearly understands their wider legal duties as well as Health and Safety regulation. The main law governing Health and Safety at work in the UK is the Health & Safety at work Act 1974 (HSWA).

- Applies to employers and self employed
- Protects people at work and members of the public affected by their work
- Employees carry a duty of care.

The event organiser will also need to consider some other relevant UK Health & Safety Legislation:

- Personal Protective Equipment at Work Regulations 1993
- Occupiers Liability Acts 1957 and 1984 (for both Land/Venue Owner and Event Organisers)
- Equalities Act 2010
- Health & Safety (First-Aid) Regulations 1981 (as amended)
- Regulatory Reform (Fire Safety) Order 2005
- Private Security Industry Act 2001
- Corporate Manslaughter & Corporate Homicide Act 2007
- Gross Negligence Manslaughter.

If you have structures at your event, you will also need to consider The Construction (Design & Management) Regulations 2015 and the Temporary Demountable Structures from the Institute of Structural Engineers (TDS not for more than 28 days).

CROWD MANAGEMENT AND SAFETY

The safety and enjoyment of people attending an event will depend on the effective management of the crowd. The preparation of a Crowd Management Plan (also known as Crowd Safety Plan) is an essential part of the event management process. The plan should be prepared by a competent and qualified person. They should have the knowledge and experience necessary to identify crowd dynamics and specific crowd hazards

and be able to propose suitable measures to mitigate these. Within the plan there should be considerations specifically around crowd surge and crowd collapse.

The Crowd Management Plan should consider the four key factors:

- Crowd Profile (composition, vulnerability, number, needs, behaviour, purple, familiarity, home location)
- Event (performers/attraction, content, ancillary offerings, duration, stability of key stakeholders, CV of parties)
- Venue (plan, structure – permanent and temporary, capacity, facilities, safety management team, transport, contingency plans, history of comparable events)
- Variables (weather, environment, linked events, nearby events, global/international/local threats)

With all crowd management considerations, event organisers should the six phases of an event and how the crowds will adjust during each stage:

- Arrival
- Assembly
- Ingress
- Experience
- Egress
- Dispersal.

A key aspect of crowd safety is identifying and understanding the capacity for your event. Event organisers must calculate the capacity numbers for their event based on the footprint size and exit routes. This is particularly important if your temporary structures, marquees/tents, or fence/enclosed areas within the overall event space. Each of these areas will have their own maximum capacity numbers which must be adhered to by good monitoring by stewards or SIA staff.

These calculations will also assist you with your queue design, emergency procedures planning and evacuation plan. If you would further assistance in how to calculate these numbers accurately, please refer to The Purple Guide or The Green Guide if in a sporting arena. Further support can be obtained via your local Fire Safety Officer, details on how to notify them are covered above.

Further advice for Managing Crowds Safely published by the HSE can be found here. The Purple Guide has specific chapters on this top. There is also Cabinet Office guidance on Understanding Crowd Behaviours.

Consideration should be given to security concerns arising during the ingress and egress phases of venue operations. A Crowd Management Plan should consider various strategies for mitigating the related risks. Recognising vulnerabilities in these situations and striving to reduce them is a fundamental part of protective security planning and an essential task for those with responsibility for ensuring the safety and security of staff and visitors. Further advice can be found on the NPSA website Mitigation of Terrorist Threats at venues during Ingress and Egress Guidance

SAFEGUARDING

Event organisers should consider provision for the safety and welfare of children and vulnerable adults at events. It is good practice for event organisers to have well thought-out policies, practices, and procedures in place for keeping children safe and vulnerable adults free from harm. All persons working at the event (including security personnel) must be aware of how to report incidents, including any of inappropriate behaviour.

Event organisers should also ensure they are familiar with local and national legislation, prepare a missing / found child or vulnerable person policy, arrange lost and found children's points within the event site, and consider a meeting point where children or vulnerable adults can be reunited with their parents / guardians.

The following should be considered in the lost child / vulnerable person policy:

- Having a clearly advertised collection point for missing / found children / vulnerable people.
- Ensure persons using radios wear earpieces to ensure information is not overheard by audience members.
- Consider how the event area will be searched and by whom.
- Not making public announcements of a missing child / vulnerable person.
- If you choose to use the PA system to locate an adult and advise they attend the designated zone, do not disclose for what reason you are requesting their attendance.
- If you do not locate a missing child / vulnerable person within a maximum time frame of 30 minutes, we advise that you should contact the police.
- If the child / vulnerable person appears hesitant to go with a person claiming to be parent / guardian or appropriate adult, I recommend that you contact police for advice.
- If you have any concerns for the welfare and safety of a child / vulnerable person, you can contact police for further advice and guidance.

All activities and events for children should be included in overarching risks assessments, and consideration should be given for the allocation of a qualified and fully trained individual with a DBS check.

Event organisers should also ensure that the providers of services and facilities at the event are aware of the needs of children and young adults e.g., bar workers have methods of identifying those who are underage with regards to the sale of alcohol.

Event organisers should also consider requirements of children and vulnerable adults with special needs and disabilities and develop an inclusion policy where possible. Appropriate access for all disabled people should be considered.

A Safeguarding and Vulnerability policy should promote and ensure the wellbeing of those people taking part in the event. The policy should also detail named persons responsible at the event and their responsibilities.

Potential risks at events may include (but are not limited) to the following:

- Exploitation
- Modern slavery
- People trafficking
- Drug supply and use
- Serious and organised crime
- Missing children or adults
- Domestic abuse
- Sexual offences.

SECURITY INDUSTRY AUTHORITY (SIA)

Historically, premises have employed 'door staff' to assist with the running of Licensed Premises and to act as security officers. In 2001 the Security Industry Act 2001 was introduced which requires persons who work within the security industry to have undergone training to become SIA registered.

Certain licensed events will require the addition of SIA trained staff to carry out security work which includes door supervision, searching and patrols.

This SIA ratio requirement is separate and unique, and although they will be working alongside stewards at an event, they have a specific role. Currently there are no ratio requirements for stewards. The number of stewards required will depend on the structure, capacity, geographic and demographics of each event/venue.

All personnel working should be trained and competent as they will need to be constantly on the lookout for issues or hazards that could develop during the event. They may also be required to guide vehicles; clear emergency exits and deal with any behavioural issues. Specific training should be provided for basic first aid assistance and firefighting.

It is recommended that you have a Security Plan in place for your event, which should include: name of the security company, numbers of SIA working, their shift pattern and planned handover times, roles and responsibilities if skill tiered personnel approach taken (trained skills/qualifications i.e. conflict resolution, physical control measures), deployment plan for each day of the event, reporting lines / escalation process.

If the event is fenced where access is controlled, the security company should consider implementing an ejection policy and security log of incidents. The same applies if security expected to confiscate prohibited items, this should be formally recorded as policy with an action log.

For further information around SIA or Stewarding numbers please refer to The Purple Guide or log on to; SIA | Get Licensed (publishing.service.gov.uk).

EVENT SAFETY OFFICERS

Ensuring, through the work of stewards that the event is delivered to the agreed plan will go a long way towards fulfilling the event organisers responsibility for public safety. Therefore, nominating an individual as an Event Safety Officer with specific public safety duties to work alongside the stewarding team is beneficial.

THE USE OF STEWARDS

An agreed plan for a public event, however good it may be, is of no value if there is no means of ensuring that the event takes place according to the plan. It is vital that the organisers keep control throughout the entire event. This is normally achieved by using stewards who act as agents of the organisers to ensure that the participants adhere to what has been agreed. They must conduct decisions made by the organisers as the event proceeds, through a clearly defined chain of command. Their roles will also include the implementation of the event contingency plans, a set of plans and actions to cope with any occurrence, emergency or not, which may happen as a result of the event taking place (these plans must be compiled by an event organiser).

There must be sufficient stewards to communicate the event organisers intentions and directions to all participants in the event.

The risk assessment will help you to establish the number of stewards necessary to manage the crowd safely. When preparing your risk assessment for crowd management, conduct a comprehensive survey to assess the various parts of the site and consider the size and profile of the crowd.

Assessing the number of stewards on the risk assessment rather than on a precise mathematical formula will allow a full account to be taken of all relevant circumstances, including previous experience and qualifications required to successfully manage the event. To manage the crowd, locate stewards at key points. These include barriers, pit areas, gangways, entrances and exits and the mixer desk and delay towers. Examples of some of the matters to be considered for the risk assessment include:

- Previous experience of specific behaviour associated with the performers.
- Uneven ground, presence of obstacles etc within or around the site affecting flow rates.
- Length of perimeter fencing.
- Type of stage barrier and any secondary barriers.
- Provision of seating.

Adequate stewards at public events should be provided by the organiser without the use of police officers. The utilisation of police officers to function as stewards will normally be discouraged by the police. However, if, in exceptional circumstances, authority is given to do so (SPS), the rate of charge will be on a full cost recovery basis. For further guidance and advice view:

- Venue & Site Design (thepurpleguide.co.uk)
- Crowd Management (thepurpleguide.co.uk)

BRIEFING OF STEWARDS

Stewards must be briefed so that they are fully conversant with the event organisers intentions and directions, and a copy of the briefing should be recorded by the event organiser. In addition, they are to be familiar with any contingency plans, emergency processes, evacuation plan, and relevant safeguarding plans for the event and in particular their roles in such plans.

To enable effective organisation of stewards, a chief steward should be appointed (preferably someone who is a member of the organising committee and who has ideally achieved an accredited qualification in event marshalling) to deal with all matters relating to stewards, including their briefing. The chief steward may, depending on the size and nature of the event, consult with the police both before and during its progress.

The overall stewarding of the event should be divided into sections with supervisors being responsible for each group of stewards. Supervisors should be responsible for between 6 to 10 stewards as a guide.

Briefings should be prepared and planned in advance of the event, with the times/dates/locations/briefing officer clearly shared with all the stewards. Briefings must be relevant and current to the event, with attendance recorded via a sign in sheet or other recording mechanism.

A good briefing mechanism is IIMARCH from JESIP. Briefings should be given in clear plain understandable language as to not cause confusion or misinterpretation. Everything briefed out should also be reinforced in writing for reference during their shift.

Organisers should consider how they will know whether the briefing is effective.

FITNESS OF STEWARDS

Under current legislation there is no upper or lower age limits for stewarding. Though they need to be mobile and physically able to move freely around all aspects of the event site they are stewarding. They need to have effective communication skills to communicate with a wide range of individuals and have the mental resilience to cope with conflict. They will need the ability to understand and carry out instructions and have an orderly and organised thought process and be able to work methodically and carry out tasks in sequence.

The selection of stewards is extremely important. They need the ability to be firm, but in a tactful, friendly, and good-humoured way. Effective stewards develop sufficient rapport with the participants for whom they are responsible to enable them to identify and defuse potentially difficult situations and promote an atmosphere of

goodwill. Stewards must be easily identified so that participants and others know that they are acting in an official capacity.

Experience has shown that items such as lapel badges are insufficient for this purpose. A distinctive garment should be worn. Ideally this should be a coloured tabard, with a clearly identifiable number on it and comply with Health and Safety legislation. The event organiser must maintain accurate staff records, which include this number.

To retain control, the organisers must be able to communicate with the stewards during the event. This may be achieved by portable telephone or radio links between the organisers, the chief steward, and the supervisors of the stewards. Communication must be a two-way process. Stewards need to report developments back to the organisers during the event, so a formal organisers' control centre needs to be established. Organisers should be aware that they cannot rely on mobile telephone communications as/if when an incident occurs then networks may become jammed preventing communication.

STEWARDS COMMUNICATING WITH THE POLICE

Stewards must immediately inform the police via 999 of any matter that requires police attention.

Stewards should be helpful, conscientious, and disciplined people who are alert to anything which may need the attention of the police. They must report to the police anything they believe may lead to a criminal offence or breach of the peace and must then act on the directions of the police. If the directions of the organisers and those of the police appear to conflict, stewards must understand that if they ignore the instructions of the police, they may be committing an offence of obstructing the police in the execution of their duty. The police will intervene if the stewards fail to act as requested or if participants ignore the stewards' requests. Stewards must monitor the crowd and not watch the event. It must be stressed that stewards are agents of the organisers. They are **not** police officers and therefore; although they should take all reasonable steps to prevent disorder or breaches of the peace, they must **not** exceed the powers or the ordinary private person.

They must **not** carry or have near them any weapon; carrying a weapon in public is prohibited by law unless there is lawful authority or reasonable excuse. Appointment as a steward carries no such authority and gives no 'reasonable excuse' in law. The possession of a weapon as a deterrent is also prohibited.

USE OF DRONES

Event organisers have a responsibility to ensure that the drone company or specific person is operating legally and consider the drone laws which would include (but not limited to); the distances for operating near 'Assemblies of People', operating near 'Uninvolved People' and what category the drone flight is taking place in (Open A1, Open A2, Open A3 or Specific). Drone legislation can be found on the Civil Aviation's Website here.

The drone company need specific aviation insurance compliant with EC/785/2004 regulations as the flight would not be for 'recreational or sporting purposes'. They would likely need to be operating in the 'Specific Category'. If operating in the Specific category, they would have an 'Operational Authorisation' from the CAA, and this would stipulate their operating parameters.

The organiser should do their due diligence if they are employing a contractor to work at their event to ensure the contractor is safe and legal in the way they would for other contractors.

FAIRGROUNDS AND AMUSEMENT ATTRACTIONS

During the planning stage, event organisers should consider the type of amusements that will be present at the event. Amusements and attractions may include fairgrounds, rides, bouncy castles, bungee jumping, fire eaters etc. Event organisers should also ensure the Health and Safety of employees working on rides and attractions, alongside members of the public using them.

Guidance on safe practice on the management of fairground rides is provided as a free download here. Guidance on the safety of inflatable devices is available here.

Please also refer to the Purple Guide (Amusements) for further good practice.

CRIME AND DISORDER

Most events take place without any crime and disorder related issues, however wherever crowds gather, there is always a risk of incidents occurring. The very fact that events are a means for the public to relax and experience new environments, events can attract opportunists seeking to take advantage of the relaxed atmosphere.

Event organisers should establish contact with the Devon & Cornwall Police Operations Planning Team and the Police Licensing Team via the Safety Advisory Group (SAG). The role of the police within the SAG is primarily focused on the prevention and detection of crime and bringing offenders to justice.

Good practice should be considered by event organisers in understanding the risk of crime at the event and plan how to respond to those risks. Organisers need to consider a wide range of offences that could affect their event, from thefts, assaults (including sexual), and drug related offences. Acts of terrorism should also be considered.

Event organisers should ensure that a clear crime recording and reporting process is in place for the event.

Event organisers should also ensure arrangements are in place for the safe storage and disposal of unlawful and dangerous items that are confiscated or found (knives, weapons, drugs etc). This should include arrangements with local police in relation to any drugs or weapons confiscations.

CRIME PREVENTION

Immobilise is a free UK National Property Register, it combats the sale of stolen gadgets and valuables, alerting the second-hand trade and publicly checkable stolen goods database CheckMEND if an item goes missing. It is a very effective tool in helping to reduce crime and increase repatriation of property to the rightful owner. You may wish to consider viewing the website and proactively promote registration of property at your event. Report My Loss is an online service for the UK public to report lost property. The report information is placed on the national UK police system called the NMPR.

VIOLENCE AGAINST WOMEN AND YOUNG GIRLS (VAWG)

Tackling violence against women and girls acknowledges the disproportionate impact of certain types of behaviour and offending on women and girls – it does not exclude the fact that men and boys can also be victims. The commonality in that perpetrators are usually male in this context, and therefore VAWG-focus is a focus on male or female violence.

At events and within public spaces, in addition to any focus on ‘victim safety’ it is advisable to make the location as undesirable as possible for perpetrators to operate. This can be achieved by having a focus on perpetrator

behaviour encouraging a call-out culture and directly addressing those displaying signs of harmful sexualised behaviours. There is a recognised continuum that shows that tolerance of so-called 'low level,' or 'everyday,' behaviour can create an atmosphere of acceptance that can allow more serious sexual offences to take place.

Event organisers should consider a VAWG-centred approach to their event planning by identifying risk areas within the event footprint (e.g., dimly lit areas, toilets, crowded spaces, dance floors etc) and have a good recording and reporting procedure in place for all event staff. The subject of VAWG and the reporting procedures should be considered in your event briefings to all event staff. Event organisers should consider the additional completion of Bystander training.

Project NightEye/Vigilant intends to make public spaces within the Evening and Night-Time Economy safer for Women and Girls. The project will help to target male perpetrators and deter criminality. To help achieve this, reporting of all suspicious behaviour is key.

Please submit intelligence through Devon and Cornwall's Partnership Information Sharing Portal: Community partnership intelligence (devon-cornwall.police.uk)

- Disrupting predatory behaviour in the night-time economy (Project Vigilant)

COMMUNICATIONS

Effective communication is crucial to an event if it is to run smoothly and safely.

Event organisers must consider what their primary method of communication will be for all stall i.e., mobile phone and/or radios. If radios are used, organisers will need to consider who will have them issued to them and how they will be allocated to ensure all key roles have a means of direct communication. If you are considering using a WhatsApp group chat, organisers will need to consider the GDPR implications and policy decision any personal data included in the chat.

Organisers should consider what their back up communications plan is if their primary source fails or is not working. Things like a PA system for event wide messages or a loud hailer are good emergency measures.

Event organisers need to consider what messaging they are likely to need in the event that an emergency situation occurs during the event. It is best practice to have this pre-prepared and documented, these messages can also then be briefed out to all relevant teams working the event. The main features of effective public announcements can be remembered as ABC (Accurate, Brief, Clear). Be prepared with positive messages, which can be repeated and updated if required. key elements are to give information, provide reassurance, educate people, give direction, and resolve problem (if possible). Try to avoid words like 'emergency, panic or threat.'

Organisers should ensure all staff are fully briefed on all emergency plans including "who does what and when" and that suitable control measures are in place to ensure compliance. Please see above section regarding briefing of stewards.

A map of the event site with key locations and evacuation plans, event control area, emergency routes / ingress, and egress points are advisable.

COMMAND, CONTROL AND EMERGENCY PLANNING

Event organisers should consider queues, evacuation, crushing, flow rates, and muster points at events and have the relevant emergency plans in place.

Organisers should consider producing a clear command structure detailing the most senior representatives who have overall responsibility for making important decisions, in the event of an emergency / critical / major incident, including the details of deputies and contact numbers. The structure should also detail any other key stakeholders who hold responsibilities during the event. This is commonly laid out in a structure chart for ease of reference.

Organisers should consider relevant incident strategies, including pre-determined RVP, access routes, how incident reporting will take place, complaints procedures, handover protocols between staff, transfer of primacy handover document (recording how and where it was handed over, when it was returned etc – taking away the 'we will just work it out between us' – have it pre-planned), show stop procedures and evacuation plans.

You should be able to identify which additional plans are needed through the Event Risk Assessment, for example, severe weather, wind considerations, lost children, food poisoning, suspicious persons, crime/opposing gangs, vehicle crash, crowd surge/crushing or crowd collapse, loss of communications, burns/incidents if fireworks/fires etc.

Plans should be written the way in which reasonably foreseeable matters are dealt with. Recognising reasonably foreseeable incidents, allows matters to be put in place in advance of the incident occurring. Event organisers should work with the statutory agencies to ensure the plans fit with any relevant emergency plans they may hold for the event specifically.

Evacuation planning should be a key consideration when setting up the event footprint, considering where the exits are and flow routes. The evacuation plan should be scaled to the size of the event, considering a full evacuation and also partial evacuation of specific areas or structures. Another element for consideration in this plan is how you will manage an evacuation and secure scene protection if the evacuation is required due to a criminal offence or incident requiring investigation. Scenes should be protected as best possible until blue light services arrive and take over the incident.

Consider where the Event Control area will be, consider; is it access controlled and how will it be accessed by workers or emergency services, who will be working in there during the event, copies of all risk assessment, licences and emergency plans should be kept there and accessible throughout the event, if required.

Within Event Control it is good practice to have one person dedicated to completing an Event Log, this should be a central storage location for recording all incidents/events, issues, briefings, decision making (including options considered and full rationale) and actions taken, reports from/to public and subsequent actions taken, the same applies with reports from staff/other agencies, and any media releases issued. In a policing world, if it has not been written down/documented it is as if it did not happen, this refers to a later investigation or inquiry. This is your record of what happened at the time with all the relevant circumstances recorded and documented, so if you are required to later refer to what happened you have a sufficient record without your memory being hazy. It is sometimes referred to as an Audit log.

MEDICAL PROVISION

Event organisers should ensure adequate medical provision is available to those attending or involved in delivering the event and conduct due diligence in the selection of a competent medical provider. The medical provider should ensure arrangements are in place for the transfer of patients requiring hospital care to minimise the effects of the event on the statutory health service. We encourage further engagement with the Safety Advisory Group (SAG) or local NHS and Ambulance Service.

Further advice and guidance for risk assessments and numbers required can be found in the Purple Guide which takes into consideration information from the Event Medical Association and National Ambulance EPRR Delivery Group. There is also a medical staff questionnaire for completion.

DEBRIEFING

When an event has ended the organisers should arrange for stewards and safety officers to be debriefed so that all information useful to the organisers and the police may be gathered.

Depending on the nature and size of the event, the organiser(s) may wish to consult with the police after the event so that such information may be exchanged and discussed. In this way all parties involved may develop their systems of planning and event management in the light of experience. Experience and good practice have shown that these debriefs should be in the form of a 'hot' debrief straight after the event, followed by a formal debrief some weeks later, which allows time for all organisations involved to gather their own debriefs.

If your event has been part of a Safety Advisory Group meeting, you are likely to be invited to attend a SAG debrief meeting virtually via Teams.

COUNTER TERRORISM

The threat from terrorism is real and increasingly unpredictable, with public spaces and crowded areas being an attractive target for terrorists. The threat from terrorism in the UK currently stands at **"SEVERE"** which means an attack is highly likely (as of date of publication of this document).

The threat we face from terrorism is significant. As we have seen in the UK and across Europe, attacks can happen at any time or any place without warning. Understanding the threat faced and the ways we can mitigate those threats can keep everyone safer. Terrorists have been targeting events for many years, and on occasions, they have been successful, injuring and killing many in the name of their cause. Event organisers have an obligation under the Health and Safety at Work Act 1974 to provide a safe place for their employees to work and for the visitors to their attractions and events.

The risk posed by terrorism should form part of the considerations under this Act. It is essential, for corporate governance, to ensure that all threats have been considered and appropriate measures implemented to manage the risk. It must be recognised and understood that assessing security risk is different to assessing general event risk.

Further information on completing risk assessments can be found in the Purple Guide. The Counter Terrorism chapter informs event organisers about how and where they can get assistance from and what steps to take to make events safer for all and less likely to attract a terrorist.

As an event organiser we advise you to refer to Protect UK to learn the importance of CT security. Protect UK provides terrorism security and emergency preparedness advice to businesses and the public. We encourage all event organisers and all event and security staff working at events to complete the **free** ACT (Action Counters Terrorism) Awareness e-learning. The site also has an extremely useful Protect Digital Toolkit designed to use for event communications and on social media channels encouraging all working and attending the event to stay alert and act if something does not feel right.

As a responsible event organiser please consider the following:

- Before an event, how will you advertise it? Be careful not to advertise information or detail that may assist a terrorist in planning an attack. Consider what can be included to deter this. We call this deterrence communications (www.npsa.gov.uk).
- Your site itself, starting from the approach, the perimeter to inside the event is taking place, what are the risk areas and what can you to mitigate those risks?
- Communications are key to managing an incident. Are your communications "fit for purpose"? It is not just about how you communicate with your staff, but also the public.
- Training for both paid staff and volunteers. There is some excellent free online guidance and training available via Protect UK.

Following recent international incidents, National Counter Terrorism Security Office (NaCTSO) and National Protective Security Authority (NPSA) have released guidance to support local authorities, event organisers, and similar groups to use temporary Vehicle Security Barriers (VSBs) as part of a Hostile Vehicle Mitigation (HVM) scheme. The guidance written by NaCTSO, NPSA, government and policing leads for HVM contains crucial information about using temporary VSBs as part of a HVM scheme, which itself should be one piece of a wider security plan. It also poses pertinent questions, and signposts to further information and resources. Considerations for Temporary Vehicle Security Barriers and Vehicle as a Weapon (VAW) | ProtectUK.

For further information, please see links below:

- Hostile Vehicle Mitigation (our main website page for HVM)
- Recognising Terrorist Threats
- HVM Schemes for the Streetscape
- Public Premises and Events
- Anti-Terrorism Traffic Regulation Order (ATTRO)
- Vehicle Security Barriers at Event Venues

MARTYN'S LAW

In November 2023, the King's Speech set out the programme of legislation the government intends to pursue in the forthcoming parliamentary session. The Terrorism (Protection of Premises) Act 2025 was included known as "Martyn's Law" in tribute to Martyn Hett who was tragically killed alongside 21 others in the Manchester Arena terrorist attack in 2017. The Protection of Premises Act 2025 has now received royal assent as of 3rd April 2025. The implementation phase will be at least 24 months, this will include establishing the regulator function within the Security Industry Authority (SIA), as well as ensuring there is time for businesses, premises, and events to prepare for the legislation coming into force. The government recognises that education, guidance, and communication are key to the success of this legislation and are committed to continuing to work with partners to ensure duty holders understand what is required under the legislation.

Why do we need Martyn's Law?

There have been 14 terror attacks in the UK since the start of 2017. The threat picture is complex, evolving, and enduring, with terrorists choosing to attack a broad range of locations. Martyn's Law will improve the safety and security of public venues and keep the British public safe from terrorism.

What will Martyn's Law do?

Through Martyn's Law premises and events will be better prepared, ready to respond, and their staff will know what to do in the event of a terrorist attack.

What about premises/events run by charities and volunteers?

Charities, community groups, and social enterprises own and operate a broad range of premises (museums, national trust, and other sizeable public premises) and often host or operate events. Recent attacks demonstrate

that terrorists may choose to target a broad range of locations. It is therefore right that we bolster the UK's preparedness for and protection from terrorist attacks, through the implementation of requirements proportionate to the overall level of risk.

Will Martyn's Law apply to all of the UK?
Yes. The legislation will apply across England, Wales, Scotland, and Northern Ireland, as national security is a reserved matter for the UK Government.

Martyn's Law will require responsible persons of venues and events to mitigate risks by implementing proportionate measures to ensure the safety of attendees. However, at this time of writing, it has not been passed into legislation, and the support structures are not in place.

For further guidance and advice view:

- Martyn's Law | ProtectUK
- Infographic on Premises Scope
- Infographic on events scope
- Top tips document
- Animation
- Martyn's Law Myth Buster

SEARCH AND SECURITY

You may be familiar with putting together a plan for your event, and know how to address the requirements around safety, but you may not be so familiar with security issues and terrorism. Here are some of the things we would like you to consider when putting your security and search plan together. This is not an exhaustive list but concludes with recommended links to additional guidance to assist you in your planning.

We encourage you to produce an Event Security Plan, addressing the terrorism threat, which should take into account the attack methodologies and the vulnerabilities surrounding your event.

1. SEARCH

- Prior to the premises / site / venue opening to the public, you should conduct a search of the venue and look for suspicious items, familiarise yourself with the location and secure the site prior to conducting a search. See the Hot Principles (and point 5) on what items may be described as suspicious.
- Arrange for a responsible person with knowledge of the premises to assist you in conducting a search to identify anything unusual.
- Following a search of the building / site / venue, ensure the site is secure and supervised until officially opened. During that period, no unauthorised persons should be permitted entry to the site. Consider what your access control procedures are i.e., locked, and secure, pass entry etc. See point 2 "Access" for further detail.
- Check the perimeter of the building / site / venue, with particular attention being given to nearby shrubbery, outbuildings, and other areas the public have access to.
- Work with the Local Authority to ensure that any surrounding vegetation is cut back to assist with surveillance and searching.
- If a vehicle is parked in the proximity of a venue and arouses suspicions, the incident must be reported to the police via 999 as soon as possible, noting the location, vehicle type, registration, and colour.

- Draw up a schedule for further searches to be conducted and frequent, at regular intervals throughout the day.
- Consider use of a search regime as a condition of entry, where appropriate, and extend this to staff and security working on site.

2. ACCESS and EGRESS

- Access and egress should be restricted to the minimum number of doorways, gates as possible. As far as fire regulations permit, all other entrances, including windows of unoccupied rooms should be secured to prevent any unauthorised entry.
- Check vulnerable spaces, for example cupboards, unoccupied rooms, on the access/egress routes. Have they been searched? Can these areas be secured?
- Waste bins – arrange for them to be emptied and/or moved if not required.
- Ensure you are aware of who is present on site and for what reason. Be prepared to challenge suspicious behaviour for those persons not wearing identification.
- It is recommended that all staff and guests wear identification passes.
- Wherever possible, obtain the details of those persons, other than staff and guests present within the building / site / venue.
- Check that delivery of goods, the conducting of any maintenance works and other ancillary functions at the building / site / venue have been suspended. Consider diverting deliveries to a less vulnerable location for the duration of the event.
- Compile a list of contact numbers for those normally responsible for the building / site / venue to cater for incidents that may occur on the premises.
- Adopt a challenge culture to unauthorised people in restricted areas. A "check and challenge" culture should be supported and completed by all personnel working at the event.
- Consider security concerns arising during the ingress and egress phases of venue operations to mitigate related risks. Recognising vulnerabilities in these situations and striving to reduce them is a fundamental part of protective security planning and an essential task for those with responsibility for ensuring the safety and security of staff and visitors. Guidance can be found here: Mitigation of Terrorist Threats at Venues during Ingress and Egress Guidance.

3. GOOD HOUSEKEEPING

Good housekeeping is an important part of your security regime by helping to reduce the opportunity for placing suspicious items or bags and helps to deal with fake alarms and hoaxes.

Litter Bins

- Review use and location.
- Keep litter bins to a minimum and consider the use of clear bags for waste disposal as it provides an easier opportunity for staff to conduct an initial examination for suspicious items.

Public & Communal Areas

- Keep the public and communal areas e.g., exits, lavatories, service corridors, and yards clean and tidy and well lit.
- Keep the fixtures, fittings, and furniture in such areas to a minimum, ensuring that there is little opportunity to hide devices.
- Lock unoccupied offices, rooms, function areas, and store cupboards.

External Areas

- Keep external areas, entrances, exits, reception areas, and toilets clean, tidy, and well lit.
- As far as possible, reduce areas where items can be concealed.
- Remove items that could be used as a weapon, such as poles, canisters of chemicals etc.

Mail Handling

- Ensure relevant staff are trained in mail/post-handling procedures, i.e., identifying and responding to a suspect letter or package.

Ownership and Personal Responsibility

- Encourage staff to take ownership of their working environment to reduce the risk of suspicious items being left.

Security Awareness

- Do staff understand their roles and responsibilities?
- Do staff know how to report suspicious behaviour and are they aware of the incident reporting procedures?

Equipment

- Regularly check the content and condition of first aid kits, crisis management packs, and fire extinguishers (if available).

Incident Response

- Ensure staff are aware of any contingency plans in the event that the premises / site / venue becomes unusable.

CCTV

- Ensure that all CCTV cameras available are working (and time/date checked on recording system) and all fields of view are unobstructed.

Miscellaneous

- Ensure external activity does not impact upon evacuation routes, assembly areas, exits, or entrances.
- Consider how best to protect information and take proper IT security precautions, including appropriate provision for disposing of confidential waste.

4. BOMB THREATS

Most bomb threats are hoaxes designed to cause alarm and disruption. As well as rare instances of valid bomb threats, terrorists may also make bomb threat calls to intimidate. Whilst many bomb threats involve a person-to-person phone call, an increasing number of threats are sent electronically using email or via social media applications. No matter how ridiculous or implausible the threat may seem, all such communications are a crime and should be reported immediately to the police via 999. Ensure that your contingency plans include how the threat information is recorded, acted upon, and passed to the police.

Evaluating the credibility of a threat is a critical task, particularly if the attack being threatened is imminent. This is a tactic used to place additional pressure on decision-makers. Police will assess the threat at the earliest opportunity.

Responsibility for the initial decision-making remains with the person responsible for the venue (i.e., the location being threatened). **Do not** delay your decision-making process waiting for the arrival of the police.

Your options immediately are to evacuate, lockdown the premises / site / venue (or where the threat is assessed as not credible and limit your actions to informing the police and searching the premises / site / venue for suspicious items).

In all cases

- Complete "Actions to be taken on receipt of a bomb threat" pro-forma / checklist available via https://www.protectuk.police.uk/incident-procedures.
- Avoid revealing details about specific incidents to the media or on social media pages without prior consultation with the police.

Telephone Bomb Threat

- Stay calm and listen – alert a colleague to call 999 immediately.
- Allow the caller to speak uninterrupted.
- Obtain as much information as possible about the caller, including the caller's number, if possible.
- Write down what is said, what location is being targeted and how. Record the message if possible.
- After the call, dial 1471 to obtain the callers number where possible.

Email Bomb Threats

- Do not reply, forward or delete a bomb threat made via email.
- Note the address and print off a hard copy.
- Preserve all web log files – as a guide, 7 days prior and 48 hours after the receipt of the threat message.

Social Media Bomb Threats

- Do not reply, forward or delete a bomb threat made via social media.
- Note which application has been used and any username/ID.

5. SUSPICIOUS ITEMS

What to do

- Do not touch it.
- Make immediate enquiries to trace the owner.
- Did anyone see who left the item?
- Can CCTV be checked?
- Does the item have a label identifying the owner?
- Can the item be deemed "not" suspicious?

If you still think the item is suspicious, use the HOT principles to inform your judgement.

Remember – if you think it is suspicious, **report it** – to Security, Event Management, or the police via 999 immediately.

Now apply the 4 x Cs protocol (**CONFIRM, CLEAR, COMMUNICATE, CONTROL)**.

- **CONFIRM** the item is suspicious or "not."
    - If the item is assessed to be unattended rather than suspicious, examine further before applying lost property procedures.
    - However, if **HOT** leads you to believe the item is suspicious, apply the following 3 further Cs.

- **CLEAR** the immediate area.

- Do not touch the item.
- Take charge and move people away to a safe distance.
- Even for a smaller item such as a briefcase, move at least 100 meters away from the item.
- Keep yourself and other people out of line of sight of the item. It is a broad rule, but generally if you cannot see the item, then you are better protected from it.
- Think about what you can hide behind. Pick something substantial and keep away from glass such as windows and skylights.
- Cordon off the area.

- **COMMUNICATE – CALL 999**
  - **Do not** use mobile phones or radios within 15 meters of the item.

- **CONTROL ACCESS TO THE CORDONED AREA**
  - Staff and members of the public should not be able to approach the area until it is deemed safe.
  - Try and keep eyewitnesses on hand so they can tell the police what they saw.

6. SUSPICIOUS BEHAVIOUR

This includes, but is not limited to:

- **Unusual items or situations** – A vehicle is parked at an odd location, a package / luggage is unattended, a window / door is open that is usually closed, or other out-of-ordinary situations occur.
- **Eliciting information** – A person questions individuals at a level beyond curiosity about a buildings purpose, operations, security procedures and / or personnel, shift changes etc.
- **Observation / surveillance** – Someone pays unusual attention to facilities or buildings beyond a casual or professional interest. This includes extended loitering without explanation (particularly in concealed locations); unusual, repeated, and/or prolonged observation of a building (e.g., with binoculars or video camera/phone camera); taking notes or measurements, counting paces, sketching floor plans etc.

What to do:

- If someone's behaviour appears suspicious – i.e., if it is unusual and is not normally behaviours that you would normally expect, then you **must act** without delay. You must not ignore it.
- What you do, depends on many factors, but you must **tell someone.**
- If safe to do so, you can approach a person that has been seen acting in a suspicious manner and ask them to account for their actions. Being with a friendly "can I help you?" It is proven that those conducting hostile reconnaissance (the information gathering phase of attack planning) that they do not want to engage or be spoken to. **Speak to them only where it is safe to do so.**
- Be confident, be polite, but challenge them if you can – use your communication skills. If you are not satisfied by their answers or non-engagement, inform the police immediately and confirm the following:
  - **WHO** did you see, what did they look like, did they have any distinguishing features? What were they wearing?
  - **WHAT** have you seen, what has happened?
  - **WHERE** did the situation happen, in what location?
  - **WHEN** did it happen, what date and time?
  - **WHY** did you think it was suspicious?
- Do not worry, do not delay, just act. Have the confidence to act. Your actions could help avert an attack and save lives.
- Look for suspicious behaviour.

- Learn what is normal for your environment and what is not.
- Understand it, challenge it, report it.
- Whatever you do, do not ignore it.

You cannot spot a terrorist from their appearance, age, ethnicity, gender, or clothing. You can identify and report suspicious behaviour.

7. STAY SAFE – WEAPONS AND FIREARMS ATTACKS

If you are alerted to a firearms or weapons attack, stay calm, RUN or HIDE, only when it is safe and TELL the police by calling 999.

- **RUN**
  - Consider your safest options.
  - Escape if you can.
  - Is there a safe route? RUN, if not HIDE.
  - Can you get there without exposing yourself to greater danger?
  - Insist others leave with you, but do not let their indecision slow you down.
  - Leave belongings behind.
- **HIDE**
  - If you cannot RUN, then HIDE.
  - If you can see the attacker, they may be able to see you.
  - Cover from the 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 so.

Armed police response:

- Follow the police officers' instructions.
- Remain calm.
- Can you move to a safer view?
- Keep your hands in view.

Police officers may:

- Point guns at you.
- Treat you firmly.
- Question you.

- Not be unable to distinguish you from the attacker.

When it is safe, give first aid if you can. Citizen Aid is a UK charity empowering the public to save lives.

8. EVACUATION AND LOCKDOWN PROCEDURES

When considering evacuation, the safety of **all person's present is of paramount importance.**

- Prepare a contingency plan to identify alternate means of access and egress to the venue, in case of emergency, and identify a designated evacuation RVP (rendezvous point). A physical map will aid with this.
    - Consider any potential risks with your RVP, i.e., water line, weather, access, restrictions etc.

If you are required to evacuate or lockdown the venue – use your judgement.

- Stay calm.
- Assess the situation, the type of incident, its location, attackers, and hazards.
- Is the incident or device inside the venue or outside of the venue.
- Establish where the safest place is.
- If you can evacuate, take the safest route, do so in an orderly manner, insisting others go with you.
- If you lockdown, go to a safer place, secure all entrances and exits to the premises where possible.
- Communicate to all present what is happening and advise as to the most appropriate action.

Follow the **RUN, HIDE, TELL** principles, and inform the police via 999.

9. MAIL HANDLING

If you receive a suspicious item, call the Police via 999. Clear the area immediately. Do not attempt to open the letter or package. Avoid unnecessary handling. Keep it separate so it is easily identifiable.

How to identify a suspicious package, indicators to suspicious deliveries.

- Unexpected item, especially if hand delivered.
- A padded envelope (Jiffy bag) or other bulky packages.
- Additional inner envelope or other contents that may be difficult to remove.
- Labelling or excessive sealing that encourages opening at a particular end or in a particular way.
- Oddly shaped or lopsided.
- Envelope flat stuck down completely (normally gummed envelopes flaps leave slight gaps at the edges).
- Marked "to be opened only by" or "Personal" or "Confidential."
- Unexpected or unusual origin (postmark and / or return address).
- No return address can be verified.
- Poorly or inaccurately addressed, address printed unevenly or usually.
- Unfamiliar writing or unusual style.
- Unusual postmark or no postmark.
- More stamps than weight of package.
- Odours emanating from the package.

Explosive or incendiary indicators

Rough handling through the postal system means an item received is unlikely to detonate if moved. Any attempt at opening the item may set off or release the contents.

- Unusually heavy or uneven weight distribution.
- Small hole(s) in the envelope or wrapping.

Chemical, Biological or Radiological (CBR) indicators:
Additional indicators include:

- Powders or liquids emanating from the package.
- Wrapping stained by liquid leakage.
- Unexpected items or materials found in the package on opening (loose or in a container) such as powdered, crystalline, or granular solids; liquids; stick substances or residues.
- Unexpected odours observed on opening.
- Sudden onset of illness or irritation to skin, eyes, and nose.

Actions upon delivery of any suspicious delivered item:

- Avoid unnecessary handling.
- If you are holding the item, put it down on a cleared, flat surface.
- Keep it separate so it is easily identifiable.
- Do not move it.

Move away immediately – Secure the room to prevent unauthorised access.

- Clear immediate area and each adjacent room, including rooms above and below.
- If there is any suggestion of chemical, biological, or radiological materials, move those directly affected into a safe location close to the incident – keep these individuals separate from those not involved.
- Prevent others approaching or accessing the cleared areas.
- Do not use mobile phones or two-way radios in the cleared area or within 15 metres of the suspect package.
- Communicate regularly with staff, visitors, and the public.

Notify the police (via 999)

- If the item has been opened or partially opened prior to being deemed suspicious. It is vital that this is communicated to the police.
- Ensure informants and witnesses remain available to brief police officers when they arrive on site and that accuracy of their observations are preserved.

10. CHEMICAL, BIOLOGICAL AND RADIOLOGICAL INCIDENTS (CBR)

Chemical, Biological and Radiological (CBR) attacks have the potential to cause significant harm or damage and disruption to infrastructure. CBR attacks can be difficult to conduct, often requiring expertise and resources. Attacks can involve the use of corrosive or flammable chemicals, toxic materials, or radioactive sources. The damage and injury caused by a CBR attack depends on the material and the manner of which it is deployed.

CBR recognition – First indicators may include:

- Individuals showing unexplained signs of skin, eye or airway irritation, nausea, vomiting, twitching, sweating, disorientation, breathing difficulties.
- The presence of hazardous or unusual material/equipment.
- Unexplained vapour, mist clouds, powder, liquids, or oily drops withered plant life or vegetation.

- Distressed birds or animals.
- Odd smells or taste.

Potential dispersion and exposure methods include:

- Spraying (liquids or powders)
- Gas release (e.g., gas cylinders)
- Contamination e.g., food or drink
- Materials left in situ.

Other exposure methods may involve an explosive device.

- **STEP 1, 2 & 3 PLUS** is a useful process to assist in recognising the CBR incident and actions to take.
- **STEP 1 –** One casualty / persons incapacitated – no obvious reason – Proceed as normal.
- **STEP 2 –** Two casualties / persons incapacitated – no obvious reason – Approach with caution.
- **STEP 3 –** Three or more casualties / persons incapacitated in proximity – no obvious reason - Use caution and follow step **PLUS.**
- **PLUS –** Consider what action can be undertaken to save life using the following principles;
  - Remove people from the immediate area to avoid further exposure to the substance.
  - Remove outer clothing.
  - Remove the substance from skin using a dry absorbent material to either soak it up or brush it off. Use wet decontamination when a caustic agent is suspected.
  - Communicate, reassure, and advise that immediate medical help and advice is on the way (see below).
  - Report it to the police via 999 immediately.

Seek further guidance from Police via 999 and follow advice.

Inside a Building

- If an item or package, leave it alone. Do not cover, immerse, or move it.
- Evacuate the affected area, do so as quickly as possible, closing doors and windows as you go, and turning off fans or air circulation systems.
- Move those directly affected by the incident to a safe location, ideally outside, but as close as possible to the scene of the incident.
- Separate those directly affected by an incident from those not involved to minimise the risk of inadvertent cross-contamination.
- Disrobe, remove affected outer clothing, considering environmental conditions and the privacy of the affected person.
- Decontaminate initially by self-decontamination, using absorbent material, e.g., paper towel. Blot and rub contaminated skin. Leave used materials and move away.
- Only wash with water if signs of exposure to caustic substances such as itching, soreness or pain.
- Instruct people not to wander off – though you cannot contain them against their will.

In Open Air

- Move away from the source – uphill / upwind (walk into the wind).
- Assist others who are less able / injured if you can.
- Decontaminate initially by self-decontamination, using absorbent material, e.g., paper towel. Blot and rub contaminated skin. Leave used materials and move away.
- Only wash with water if signs of exposure to caustic substances, e.g., itching, soreness, pain.
- Do not eat, drink, touch your face / eyes or smoke.
- Do not go to hospital or leave the scene, emergency services will come to you.

You do not need to make any special arrangements beyond normal first aid provision. The emergency services will take responsibility for treatment of casualties.

When the emergency services arrive, act upon their instruction as you may require further decontamination and medical help.

11. VEHICLE AS A WEAPON (VAW) – VEHICLE BORNE THREATS

Threats from vehicles can be mitigated by installing physical measures which can be blended into the street or streetscape. These may be passive (static) or active (security controlled) and can be installed either on a permanent or temporary basis.

Safety arrangements employed at the entrances to premises or events can include managing social distancing, hygiene measures, and general security procedures. This can lead to queues of people building up in vulnerable areas.

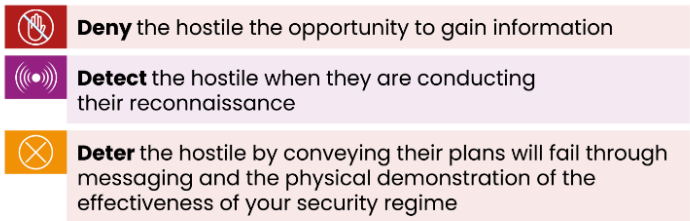
To minimise the risk to queues of people, consider these practical and achievable steps;

- Publish information about the entry procedures, enabling people to prepare in advance and know what to expect.
- Create an efficient entry procedure that will enhance the customer experience and enable people to enter more quickly.
- Ensure staff are trained in all aspects of the entry procedure and are motivated to support and encourage people.
- Staff should be vigilant and be trained in how to respond to an incident.
- Queues should not be positioned near live traffic i.e., roads if they must be, position away from the kerb edge.
- Position queues near structures to provide some protection (e.g., bus stops, signage posts, seating, telephone boxes, fences, walls, gates, flowerbeds, and trees).
- Queue routes should be planned for areas where vehicles do not normally have access, ideally within the curtilage of the site.
- Close off vehicle access for shared spaces when queues are present.
- In car parks, create a pedestrian safety zone by preventing or limiting vehicle parking next in queues of people.
- Consider enforcing “no parking” as far away from the queues as possible with traffic cones, temporary pedestrian rails, and more robust barriers.
- Consider utilising staff vehicles that will remain in position throughout the event to create a sterile area – it is important that any vehicles parked are not identified as staff vehicles.
- Where possible, orientate the queues so people can see hazards approaching and at a right angle to potential vehicle attack routes.
- Consider further liaison with Devon and Cornwall Police in relation to Anti-Terrorism Traffic Regulation Orders (ATTROs)

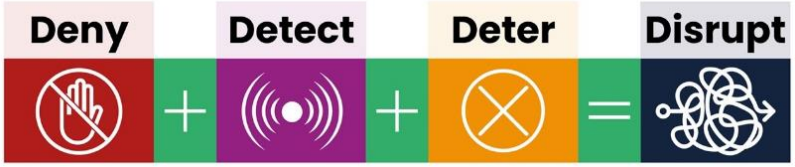
12. DENY, DETECT AND DETER

What are you trying to achieve with your security plans?

This approach will disrupt the hostile's plans and play on their concerns of failure and detection.



The key to disruption comes from understanding the information, the hostile needs, where they are going to have to go to get this information, as well as the hostile mind-set (how far will they go to obtain the information they need).



Once this is understood, you can shape your protective security and other resources, such as communications and event staff/security behaviours, to help disrupt hostile reconnaissance.

13. RISK ASSESSMENTS

- **Have** you recognised "Acts of Terrorism" in your risk assessment?
- **Conduct** a risk assessment to identify the threats your event might face and their likelihood.
- **Identify** existing and potential vulnerabilities and the impact of any breaches of security. This may include a vehicle being used as a weapon, placed improvised explosive devices – bringing weapons to include knives and firearms into the event and using them.
- **Review and revise** your risk assessment whilst the event is ongoing. Are the mitigation measures suitably briefed and are they effective?
- **Do you have effective briefings** planned for **all** staff regarding mitigating the risk of terrorism?
- **Have you considered** SCAN free training programme for all staff working at your event? SCAN assists events with maximum safety and security using their existing resources and empowers staff to correctly identify suspicious activity and know what to do when they encounter it. In addition to this, the skills event staff will learn will provide the event with an enhanced customer experience.
- **Review terrorism** as you would any other risk / hazard and record what you have done to mitigate the risk to as low as reasonably practicable (ALARP).
- **Review and revise** your risk assessment whilst the event is ongoing. Are the mitigation measures suitably briefed to staff? Are the measures effective?
- **In context of a Public Enquiry**, if it is not written down, you did not consider it! Record your rationale in full detail as this will be your memory bank if something goes wrong.

GUIDANCE AND FURTHER ADVICE

Devon & Cornwall Police recommend event organisers take further advice from the following documents and websites, which in turn, provide further specialist advice from other authoritative sources.

- The role of the Safety Advisory group (SAG)
- The Event Safety Guide (Purple Guide) (£25 for full version) or (Purple Guide 'Lite') (£10 aimed at voluntary and community events)
- Guide to Safety at Sports Grounds (Green Guide) (SGSA)
- Can-do guide (GOV website for organisers of voluntary and community events)
- The Events Industry Forum are currently working on a Small Events Guide. See progress here.
- Protect UK App (published by NaCTSO)

- ACT (Action Counter Terrorism) Training
- SCAN (See, Check and Notify training)
- Martyn's Law
- Alcohol Licensing Guidance
- National Society for the Prevention of Cruelty to Children (NSPCC)
- Disclosure and Barring Service: The Home Office
- HSE Guidance on running events safely
- Guidance for organising a Street Party
- Summary of the Traffic Management Act 2004
- National Protective Security Authority – Advice & Guidance
- Hostile Vehicle Mitigation (HVM) | ProtectUK
- Recognising Terrorist Threats Guide | NPSA
- NPSA Ingress and Egress Guidance | ProtectUK
- Crowded Places – The Planning System & Counter Terrorism (this publication was withdrawn in May 2022; however useful guidance remains on the site).

Event Management Plan - v4 Jan 2025.d

Devon & Cornwall POLICE

Dear Event Organiser,

Re: Event On The Highway

The Police Service is frequently contacted about events, charitable or otherwise, which are being organised to take place on public highways. Unless prescribed in law, it is not a requirement for the police to either grant or deny permission to hold events on the highway. It is, however, a national policy set by the National Police Chiefs Council to discourage events of this nature for safety reasons. This includes footpaths where participants are likely to conflict with other vehicular traffic due to present day traffic conditions and tragedies which have occurred in the past.

As police we have a duty to prevent accidents and therefore cannot condone events where people are placed in unnecessary danger. This is in line with the current NPCC Roads Policing Strategy 2022-2025. Whilst your cause may be worthwhile, use of the highway for such purposes can present risks to those taking part and other road users, which outweigh the benefit.

The Traffic Management Act 2004 places a statutory responsibility upon local authorities concerning the roads. They must effectively manage the road network for which they have responsibility to ensure the expeditious movement of traffic across that network and others to which it links. If you decide to progress with the event, the relevant local authority will be best placed to provide advice and guidance on the proposed route. It is strongly advised that you contact each of the local highway authorities on whose roads the event will run. You may find useful road safety information at www.open.gov.uk via the highway authorities' websites. If there is to be any accompanying vehicle it should be driven at such a speed that it causes no inconvenience to other road users and when parked should be completely off the highway.

Should you decide to continue with the proposed event, you as the organiser are fully responsible for carrying out appropriate risk assessments and mitigation measures. We ask that you undertake an early and full consultation with the relevant authorities and via a Safety Advisory Group, in order that wherever possible every effort is made to ensure the maximum safety for those taking part in this event. It may be that your event requires you to have insurance in respect of public liability, and I suggest that you seek advice on this matter.

Should any incident occur, you may wish to consider potential liability in relation to the potential for consequential civil litigation. In the event of a collision occurring which resulted in a death or serious injury to any person, a police investigation would be launched and involve a detailed review of your risk assessments, planning, safety, and organisation of the event. In any subsequent inquiry or Court hearing, the content of this letter will need to be disclosed.

Yours Faithfully

Contingency, Operations & Events Planning Team
Devon & Cornwall Police