URBAN SAFETY PROJECT
EVENT PLANNING AND CROWD SAFETY MANAGEMENT IN MYANMAR BACKGROUND PAPER

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About the author

Stephen Otter is The Asia Foundation's senior rule of law advisor for the Urban Safety Project. From 2012 to 2016, Stephen was one of Her Majesty's Inspectors of Constabulary, responsible for inspecting UK policing and law enforcement in areas which included the Metropolitan Police, National Crime Agency, Ministry of Defence Police, British Overseas Territories and counter-terrorism policing. Prior to this, he was the Chief Constable of Devon and Cornwall Police, where he combined leading the 6,000-strong police force with being the national lead on equality, diversity and human rights for the UK's Association of Chief Police Officers. In 2008, Stephen was awarded the Queen's Police Medal. He holds a master's degree in Criminal Justice Policy from the London School of Economics, and a postgraduate diploma in Criminology from Cambridge University.

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1. INTRODUCTION

In order to help the people of Myanmar benefit from peace and security, The Asia Foundation has established plans to achieve three outcomes in its Urban Safety Project. These are:

1. Township-level safety and security actors better understand urban safety challenges, and community priorities;
2. Safety and security-related actors improve their problem-solving skills as well as enhance collaboration and communication efforts;
3. Inter-agency and expert policy dialogue and practice on urban safety is strengthened among relevant actors at state/region and national levels.[1]

In support of achieving these outcomes, The Asia Foundation commissioned its Senior Rule of Law Advisor to draw up this background paper about methods for securing crowd safety through effective event planning and crowd management. The paper focuses principally on events organized to entertain large numbers of people, such as the annual balloon festival in Taunggyi. The paper draws on policies and practice from countries including the UK, India, New Zealand and USA.

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1. Urban Safety Project Master Inception Deliverables v20170214 Draft to FCO (Yangon: The Asia Foundation, 2017).

2. EXPLANATION OF MAIN CONCEPTS AND TERMS

2.1. Definitions of terms used in this paper

Events. This background paper focuses on events organized for the purpose of entertainment of large numbers of people.

Crowds. When large numbers of people gather in a specific place for an event, crowds are formed, creating the potential for minor or major injury occurring through the dynamics of crowd behavior.[2] Measures should be taken by the organizers of events to ensure that there is effective and safe crowd management so that overcrowding does not occur.

Event organizer. For the purpose of this paper, the organizer is taken to be anyone who has prime responsibility for the event.

Crowd management. In this paper, crowd management includes all measures taken in the normal process of facilitating the movement and enjoyment of people. People attend an event for a purpose which can include entertainment, education or celebration.[3] Crowd management assures people that they will get what they expected from the event, and go home safely.

Crowd control. This is sometimes used interchangeably with *crowd management*, but in this paper the term is used to describe the controlling of a mass of people to prevent the outbreak of disorder and of possible riot,[4] and the prevention of injury and protection of health & safety.

Event safety plan. A written plan which is used by all those involved in managing an event to make sure it is run safely. A list of the information it should contain can be found in section 3.1.2.

Site safety plan. Scaled plan drawings of the site or venue of an event, with emergency routes, and any temporary installations and facilities plotted onto them.

2.2. Roles and responsibilities

This section examines the roles and responsibilities of the organizations which the literature identifies as being important to effective crowd management at events.

Event organizer. An event organizer has a duty to plan, manage and monitor the event to make sure that workers and the visiting public are not exposed to health and safety risks.[5] The organizer must as far as reasonably practicable ensure the safety of visiting crowds.

While certain aspects of crowd safety can be allocated to contractors, for example stewarding, the organizer will retain overall responsibility for ensuring the safety of the public.

Safety officer. Appointed by the event organizer to coordinate all aspects of safety at the event.

Police. In many jurisdictions, the police have core operational duties in relation to public events, which

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2.   Health and Safety Executive, *Managing crowds safely.* HSG154 (Norwich: HMSO, 2000).
3.   Alexander Berlonghi, "Understanding and planning for different spectator crowds," in *Engineering for crowd safety*: Roderick A. Smith and Jim F. Dickie (Eds). (Amsterdam: Elsevier Science Publishers B.V., 1993).
4.   Ibid.
5.   Health and Safety Executive (UK). http://www.hse.gov.uk/event-safety/running.htm.

include:

- protecting life and property;
- preserving order;
- preventing the commission of offences; and
- investigating crime and bringing offenders to justice.[6]

Local authority. Often responsible for: emergency planning; the licensing of food vendors and sale of alcohol; traffic management; and food hygiene.

6. College of Policing (England and Wales). https://www.app.college.police.uk/app-content/operations/operation-al-planning/core-principles/.

3. GUIDANCE BASED ON INTERNATIONAL EXPERIENCE

This section aims to provide practical guidance, from international literature, to help those organizing events to manage crowd safety in a systematic way. It does not specify a particular way of achieving crowd safety, i.e. for a specific type of event, but sets out a general approach. The section draws heavily on the contents of the UK's Health and Safety Executive guidelines on managing crowd safety:[7] and the College of Policing authorized professional practice regarding how the police should plan and conduct specific operations.[8]

This guidance is organized under the following headings:
- Planning;
- Assessing risks;
- Putting precautions in place to address potential hazards;
- Emergency planning and procedures, including the role of the police;
- Communication;
- Monitoring crowds; and
- Review.

3.1. Planning

Good planning from an early stage will help the organizer and others involved to run the event safely. Sufficient time should be allowed to gather information, consult, obtain advice, and put in place effective precautions to safely manage crowds at the event.

It is important to involve the right people from the start of the planning process, including, where appropriate, representatives from local authorities, police and other emergency services.

3.1.1. Pre-planning scoping

Before any planning is undertaken, it is important to establish that it is possible for crowd safety to be managed effectively for the type of event and its venue. Key issues to consider as part of this scoping work are set out below.

Expected turnout. When forecasting the expected turnout it might be helpful to consider:
- attendance numbers on previous occasions;
- numbers visiting similar events;
- proposed levels of publicity;
- the effect of public holidays, and weather; and
- whether extra visitors will attend special attractions.

Characteristics of attendees. The characteristics of the people attending will need to be considered as part of an early assessment of how possible it would be to run the event safely. For example: children, people with special needs, and the elderly will need special consideration.

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7.   Health and Safety Executive, *Managing crowds,* 2000.
8.   College of Policing (England and Wales). https://www.app.college.police.uk/app-content/operations/.

Getting to and from the venue. Consider the following transport issues well in advance.

- Where are the nearest bus and train stations and will existing timetables be adequate?
- Where are local car and coach parks?
- Is the layout of roads and pedestrian routes to the venue adequate to deal with the expected turnout?
- Are there any roadworks or construction work being carried out in the proposed area?

Venue suitability. Ensure that the maximum capacity of the venue is established, taking into account areas taken up by facilities such as food stalls, so as to avoid overcrowding and to allow the safe entry and exit of visitors. Particular consideration should be given to whether the venue would allow the safe exit of people in an emergency. The maximum capacity of a venue should be calculated using the following four factors:

- the time it takes to get into the venue;
- the time it takes to get out of the venue;
- emergency evacuation time; and
- the capacity of the venue.

Each of these factors is likely to give a different capacity for a venue. The safest is the lowest capacity of the four.

Excess arrivals. It is important to assess the likelihood of more people attending the event than planned, and at what level safe crowd management ceases to be possible.

3.1.2. Planning the event

Once the decision to proceed with the event has been made, the event organizer should arrange for regular planning meetings to be held. These should bring together the main interested parties and there should be clearly defined roles and responsibilities for all involved. A record of these meetings should be made as part of tracking and communicating decisions, and for the purpose of reviewing how effective the event safety plan was once the event is over.

In some cases, the date, size and nature of an upcoming event is known for many months or even years in advance. Event organizers and police planners should use the time available to work closely with partner agencies and others, such as community groups, as part of a pre-event strategy.

The planning process will incorporate the steps set out in the following sections of this report. This process should result in the completion of a written plan which can be used by all those involved in managing the event to make sure it is run safely. The sort of information that should be contained in an event safety plan are as follows;

1. Scaled plan drawings of the site or venue, with any emergency routes, and temporary installations and facilities plotted onto them (site safety plans).

2. A profile of those likely to attend the event; this is essential when planning for risks and ensuring that appropriate precautions are in place for the event.

3. An organization chart which sets out a brief overview of the responsibilities for the main roles within the event, and who reports to whom.

4. The staff involved in security and crowd management. Includes: numbers of volunteers as well as paid staff; how staff can be identified, e.g. yellow tabards; duties of staff; training provided; and the nature and format of pre-event briefing and training sessions.

5. How the crowds at the event are to be monitored and managed.

6. Communication systems at the event; e.g. PA systems; radios; loud hailers; mobile phone numbers etc.; signage and public information systems (e.g. social media) to help people move safely around the site, including location of first aid posts, lost children collection etc.; contact information relating to the media.

7. First aid and emergency medical support for the event. Include where each first aid point is located (include this in the site safety plan).

8. Fire risk assessment. Include details of type, number and location of fire extinguishers, and list pyrotechnics and special effects to be used during the event.

9. Police involvement in the event, including details of the police command center.

10. Traffic management plan.

11. Risk assessments and planned precautions to mitigate the risks for each element of the event.

12. In the case of an emergency, arrangements and procedures for the hand-over of control of all or part of the event to the emergency services (usually the police).

13. Dedicated emergency vehicle access routes and rendezvous points, and public routes planned for use by emergency vehicles.

14. Emergency evacuation plans for attendees and safety staff (include in the site safety plan).

15. Details of training provided for staff in preparation of an evacuation.

16. Arrangements for safeguarding and reuniting lost children and other vulnerable people with parents or guardians.

17. Arrangements to de-brief the event and for a post-event review.

The contents of any particular event safety plan will depend on the type and scale of the event in question. An excellent guide to event safety planning has been written by the Indian Government's National Disaster Management Authority, called *Managing Crowd at Events and venues of Mass Gathering, A Guide for State Government, Local Authorities and Organisers* (2014).[9] Seattle's city government use a pro forma for their event safety plans which illustrates how such a plan could be presented.[10]

3.2. Assessing risks

An essential part of planning for safe crowd management at events is the need to conduct risk assessments. This means looking carefully at what is proposed to identify hazards that could harm the people attending, or those tasked with keeping them safe. Risk is the chance, high or low, that somebody will be harmed by the hazard. It is the combination of how likely harm will occur as a result of the hazard, and how severe that harm has the potential to be.

The risk assessment should examine all aspects of the event, including transport to and from it. It should identify incidents that could occur, even if they seem unlikely, e.g. a bomb threat or fire. It is also important to carefully evaluate all places where there may be high crowd density and subsequent crushing, e.g. queueing

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9. http://ndma.gov.in/images/pdf/managingcrowdsguide.pdf.

10. https://www.seattle.gov/Documents/Departments/SpecialEvents/ADDENDUMS/ADD_F_SafetyPlan.pdf.

areas at the entrance to the venue.

The following five-step approach can be used for risk assessment.

Step 1: Look for hazards. Consideration should be given to all aspects of the event, and all those involved in managing the event should be consulted about what they think the potential hazards might be. It is useful to refer to information from the reviews of previous similar events. It is also important to identify hazards that are not immediately apparent such as those that might arise from the introduction of a new feature at the event, e.g. the late addition of food vendors. The following paragraphs provide examples of hazards that might be presented by a crowd and the venue.

Examples of hazards presented by a crowd:
●   crushing between people, and against fixed structures;
●   trampling underfoot;
●   surging, swaying or rushing; and
●   dangerous behavior, such as climbing on equipment or throwing objects.

Examples of hazards presented by a venue:
●   slipping or tripping due to inadequate lighting;
●   collapse of a structure, such as a fence or barrier, that falls onto the crowd;
●   crossflows of people as they cut through the crowd to get to areas such as toilets; and
●   sources of fire, such as cooking equipment.

Also, it is important to identify hazards that might be caused when things go wrong, e.g. an emergency, such as the loss of power or a fire resulting in evacuation.

Step 2: Decide who might be harmed and how. The aim of this step is to understand what the likely cause of each hazard might be, what danger each hazard poses, and who might be affected.

Step 3: Evaluate the risks. This is when the assessment of likelihood and severity of hazards is carried out.

Consideration should then be given to whether it is possible to eradicate each risk altogether. This can usually be achieved by either removing the hazard or tackling its causes. For example, it may be possible to exclude all vehicles from a site prior to the event, thus eliminating the risk of people being struck by vehicles during the event.

If it is not possible to eradicate the risk, then thought should be given to how to control the risk, i.e. making it less likely to occur and/or reduce its severity. Putting precautions in place to control risk is dealt with in the next section of this paper.

Step 4: Record findings. It is important to record details of the hazards and the people who are at risk from them. Records should contain: an assessment of the level of the risk, i.e. Low, Medium or High, based upon its likelihood and severity; and the precaution that is going to be taken to reduce the risk of people being harmed.

Step 5: Review the risk assessment and revise if necessary. During an event, it is good practice for the event

organizer and others involved in its management to review how effective the risk assessment and the mitigating actions are.

3.3. Putting precautions in place

Once a risk assessment has been carried out in relation to the event, it is necessary to put in place precautions to reduce the risk of people being harmed. The types of precautions fall into two broad categories—those relating to the venue, and those relating to the crowd. The following list sets out examples of precautions that should be considered.

3.3.1. Precautions at the venue

Transport to and from the venue
- Phase arrivals and departures to prevent overcrowding;
- Ensure transport facilities (e.g. bus stops, train stations, car parks) are sufficient to cope with the expected numbers of people. Schedule the event to finish at a time which allows people plenty of time to catch transport;
- Encourage people to use public transport; and
- Use of a shuttle bus to take people to and from the venue.

Parking
- Clearly signpost parking arrangements some distance from the venue to inform drivers before they arrive;
- Avoid locating coach drop-off and pick-up points, and parking places very close to the entrances and exits; and
- Cordon off areas for parking to protect emergency access routes and areas for pedestrians.

Access routes to and from the venue
- Separate pedestrian routes from vehicle routes;
- Provide clear routes for emergency vehicles and make sure all emergency services are aware of their location;
- Provide adequate lighting for routes and, where necessary, provide guard rails or barriers to prevent trips and falls;
- Where possible, provide: direct routes to prevent people taking unauthorized shortcuts; one-way systems; routes without pinch points or width changes; routes that are level, ramps for wheelchair users; and
- Provide facilities such as toilets and refreshments outside the venue for those who arrive early in order to attract people away from particularly busy areas.

Entrances and exits
- Use effective stewarding and barriers to encourage orderly queuing and movement through entrances and exits;
- Provide a way for people to get out of the queue without having to go against the flow;
- Avoid locating ticket sales, temporary structures, attractions, facilities, and main information sources close to entrances and exits;
- Signpost entrances and exits suitable for disabled people;
- Avoid letting people queue on roads unless the queue can be physically separated from traffic;

- Avoid, if possible, letting people queue on stairs, especially if used by others or are part of an escape route; and
- Take action at entry points to ensure prohibited items cannot be taken into the venue.

Inside the venue or at the site
- Make sure entrance routes do not filter directly into vantage points to avoid people blocking the flow into the venue;
- Put in place measures, such as barriers, to avoid crushing in the case of a crowd surging—a situation often associated with a particularly exciting aspect of the event; and
- Use barriers where there is a need to keep areas clear of people.
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Viewing areas
- Design viewing areas so that everyone has a good line of sight of the attractions to avoid crushing as people surge to see better; and
- Provide viewing areas for wheelchair users, making sure they are not affected by crowd movement and do not block exits.

3.3.2. Precautions for crowd management

Staff capacity and capability
- Provide an adequate number of staff to ensure there is effective crowd management. The staffing structure will depend on the nature and size of the event.
- Establish clear understanding of roles and responsibilities (these should be written into the event safety plan—see 3.1.2.). This is particularly important when there is more than one agency involved, e.g. police, fires service, local government, etc.
- Train all staff to carry out their duties effectively. Supervisors should be trained in the handling of emergencies, in particular how they will work alongside the emergency services.
- Brief all staff prior to the event, and provide them with a written statement of their duties and a plan showing the key features of the venue.
- Provide staff with identification and distinctive clothing which clearly indicate the duty that they are performing, e.g. different-colored shirts, jackets or tabards.

Staff deployment
- Identify the parts of the venue where staff will be needed and the numbers required under both normal and emergency situations. Locate staff at key points such as entrances and exits.
- Staff duties could include:
  - knowing the layout of the site and being able to assist the public by giving information about the available facilities, remembering those with special needs;
  - being aware of the location of entrances and exits and first-aid points;
  - ensuring that overcrowding does not occur in any part of the venue by managing and directing the crowd, particularly on entering or leaving the venue;
  - keeping gangways and exits clear at all times and preventing standing on seats and furniture;
  - controlling unruly behavior and investigating immediately any disturbances or incidents;
  - ensuring that combustible litter does not accumulate;
  - communicating with supervisors;
  - knowing and understanding the arrangements for evacuating the venue, including coded messages and undertaking specific duties in an emergency;
  - monitoring of crowds at key points where overcrowding may occur; and

- controlling vehicle parking and marshalling traffic.

Command and control
- Coordinate the management of staff from the event's control point, maintaining effective communication with all staff and supervisors.

Enforcing rules
- Rules, such as a ban on alcohol at an event, should be enforced fairly and firmly, with clear protocols agreed with the police if necessary.

When things go wrong
- As part of the risk assessment, identify potential disruptions and set up procedures to deal with them (often referred to as 'contingency procedures' or 'plans').
- For each disruption, consider the extra resources that will be required in staff and equipment. Ensure that procedures are made known to all relevant staff. Staff meetings or briefings could be used to remind staff about the procedures prior to the staging of the event. Mock exercises are a useful way of testing out the procedures for dealing with disruptions and emergencies.
- At large events, barriered-off areas, often referred to as 'safety zones', should be designated. If overcrowding threatens, people can be filtered into and through the 'safety zone' to prevent crushing.

It is good practice to conduct adequate inspections, exercises and tests to establish that all precautions are effective and safe for the purposes intended.

Planning for emergencies is covered in the section that follows.

3.4. Emergency planning and procedures

Emergencies are situations with the potential for serious injuries requiring immediate and specialist action beyond the capabilities of venue staff. They usually result in the emergency services becoming actively involved, and often the urgent evacuation of people from the venue.

Emergencies may include: fire or explosions; bomb threats; collapse of a structure, e.g. seating or staging; release of hazardous substances, e.g. a gas leak; or unanticipated, hostile weather conditions, e.g. flooding or high winds.

Overcrowding and disorder can be factors in the creation of emergencies, e.g. overloading of barriers, staging etc. They are also factors that make dealing with emergencies more difficult.

3.4.1. Measures to manage emergency situations
This section sets out the principle issues that should be covered in emergency procedures to minimize risks due to crowding during emergency situations.

It is important to keep written emergency procedures together as an emergency plan, and as explained in section 3.1.2., the emergency plan should form part of the overall event safety plan. The event organizer should make sure that copies of the emergency plan are easily accessible to managers, supervisors, stewards, other relevant staff, and personnel from the emergency services and local authority. The emergency procedures should form part of staff training and should be reinforced during event briefings. A summary of the emergency procedures and other relevant information could be put on a small card or sheet and provided to all staff.

It is good practice to carry out exercises to ensure that the procedures will be effective in the event of an emergency.

Emergency procedures should cover the areas set out in the following paragraphs.

Informing the emergency services
The event organizer should decide who will liaise with the emergency services in the event of an emergency and who will deputize for them in their absence. They should be clear on their responsibilities.

Once an emergency is identified, the police and other relevant emergency services need to be told as soon as possible. The following information should be passed on to the emergency services:
- The address of the venue;
- The nature of the emergency, and its extent if known;
- The access route and meeting point, noting that the previously agreed access route may no longer be suitable due to the circumstances of the emergency; and
- Any relevant information about hazards, e.g. storage of chemicals.

Communicating with staff
Different levels of urgent response may be necessary, from injury or sickness of one person to a major incident that requires urgent evacuation. It is therefore important that a competent person with authority to stop the event is designated at the planning stage. This responsibility usually falls to the event's safety officer.

There should be a system for passing on information to all venue staff and any relevant outside bodies, clearly specifying who should be informed and in what order. Staff need to be kept informed about any emergencies within the venue in a way that does not alert the crowd before staff are ready and in a position to handle the sudden flows of people that will follow. This could be done, for example, by two-way radio, or by coded public address messages. The latter can also be used to signal to staff to listen to radio messages or to contact the control point by phone.

Information for staff could include: the nature of the emergency, the location and the affected areas, the procedures to follow, and any special information such as which escape routes or exits should not be used.

Communicating with the public within the vicinity of the event
Consideration should also be given to what the public should be told about the emergency—and when. Whether the whole venue is told at once will depend on the nature of the emergency.

People may be confused and unsure of what action to take in an unfamiliar situation. Some may be more concerned about making alternative arrangements, such as looking for separated friends/family or telephoning home about a delay. The way instructions are provided can address these concerns and influence the speed of the public response.

It will help to give short, clear instructions, repeating important information and phrasing instructions positively, e.g. 'Use the green door', not 'Do not use the red door'). Messages should be polite, firm and calm—and not alarming.

People can be informed about evacuation by combinations of the following means:
- recorded or live PA messages;
- word of mouth by staff (including the use of loud hailers);
- audible alarms; and
- information boards (including scoreboards, star screen, etc).

Information to be given to the public might include:

- which exits to use and how to get there;
- where to assemble, if appropriate;
- the reason for the instructions (e.g. 'to avoid overcrowding in Area A, please use…'); an assurance to people that arrangements will be made to compensate them or to refund/re-schedule the event;
- telling people where the meeting point(s) are for friends/relatives who have got separated;
- availability of toilets and telephones outside the venue; and
- providing information on any transport arrangements that are available.

Evacuation

If the decision is made to evacuate the venue, or part of it, people tend to evacuate via the routes and exits with which they are most familiar. Unless clear directions are given, this could result in overloading of certain routes and exits. Arrangements are therefore necessary to make use of all available exits, and people should be directed to the most appropriate one. It may also be necessary to turn away those arriving at the venue as quickly as possible.

Ensure suitable arrangements are made to provide assistance to people with special needs, e.g. disabled people and those with young children and pushchairs, during the evacuation.

If the layout of the venue is complex, or the size of the area to be evacuated is particularly large or distant from the exits, it may be more practical to ask people to gather at various safe points in the venue and then escort them in groups to the exits.

Staff need clear guidance on what to do if someone refuses to cooperate, for example insisting on going in the wrong direction or being reluctant to leave.

A clear route for emergency vehicles should be maintained and the emergency services must be made aware of the route. This is to avoid emergency vehicles having to compete with departing traffic and the evacuating crowds in order to get to the venue.

Assembly areas

Safe assembly areas are vital for successful evacuation. There should be enough assembly areas of a size sufficient to accommodate the crowd. These areas should be situated away from dangerous areas such as flammable or chemical stores, or car parks in bomb threat situations. Signs should be prominent and that the locations of assembly areas on venue maps or programs are clearly marked. This will make it easier to direct the crowd to them when an evacuation is necessary.

People in assembly areas should be provided with:
- relevant information, e.g. closure of car parks, availability of facilities such as toilets, telephones and meeting points etc; and
- updated information on what is happening at regular intervals, e.g. whether and when the venue is likely to be reopened, or if the event is likely to continue etc.

If departure *en-masse* as a result of an emergency or otherwise is likely to lead to congestion of departure routes or hamper emergency services, a phased departure should be considered.

3.4.2. The role of the police in emergency planning and procedures

As stated in section 3.1, it is important to involve the right people from the start of the planning process, including, where appropriate, representatives from local authorities, police and other emergency services. The police usually play a lead role in both the planning for, and the response to emergencies. At larger events, they will often have a command presence at the event, with a control room at the venue and officers on the ground

ready to respond to emergencies.

In many jurisdictions, the core operational duties of the police in relation to public events include:
- protecting life and property;
- preserving order;
- preventing the commission of offences; and
- investigating crime and bringing offenders to justice.[11]

Legal and Human Rights considerations
In deciding the strategy of the police in relation to their role at any particular event, the police commanders should consider the following:
- the duties of the police and other statutory obligations;
- Human Rights commitments;[12]
- the legal basis for police action;
- relevant police policy; and
- use of force implications.

Command Structures
In the UK and some other jurisdictions, the police organize their commanders using the Gold, Silver, Bronze (GSB) structure.[13] This structure provides a framework for establishing a strategic, tactical and operational command response to an emergency situation. It also facilitates the flow of information necessary for making and communicating command decisions in emergency situations.

The gold commander assumes and retains overall command for the operation or incident. He or she has overall responsibility and authority for the gold strategy and any tactical parameters that silver or bronze commanders should follow. The gold commander, however, should not make tactical decisions. He or she is responsible for ensuring that any tactics deployed are proportionate to the risks identified, meet the objectives of the strategy, and are legally compliant. The gold commander chairs the gold group, which is the multi-agency forum operating at the gold (strategic) tier of command.

Where the police respond to an emergency, a gold commander assumes overall command and has ultimate responsibility and accountability for the response to that incident.

The silver commander commands and coordinates the overall tactical response in compliance with the strategy, and is the tactical commander of the incident. Generally, there should be one tactical commander, but it may desirable in large-scale incidents or operations to have more than one silver commander. The gold commander (when appointed or in a position to assume command) decides how many silver commanders are appointed and their individual span of command.

Silver commanders should liaise with bronze commanders when developing the tactical plan. They should also ensure that bronze commanders understand the strategic intentions, the key points of the wider tactical plan, and the tactical objectives that relate specifically to their area of responsibility.

The bronze commander is responsible for the command of a group of resources, and carrying out functional or geographical responsibilities related to the tactical plan. The tasks identified by the silver commander are delegated to bronze commanders to deliver in accordance with the priorities set by the silver commander and/or tactical coordinating group. The number of bronze commanders and their

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11. College of Policing (England and Wales). https://www.app.college.police.uk/app-content/operations/operation-al-planning/core-principles/.
12. Universal Declaration of Human Rights. United Nations. http://www.un.org/en/universal-declaration-human-rights/index.html.
13. https://www.app.college.police.uk/app-content/operations/command-and-control/command-structures/.

roles/specialisms is determined by the scale and nature of the incident.

Bronze roles are created and disbanded throughout the period of an incident and can be allocated based on geographic (commands a geographic area) or functional (commands a specific task such as public order) considerations.

Bronze commanders must have a clear understanding of the silver commander's tactical plan, i.e., what they are required to deliver, in what timescale and with what resources. Some bronze commander roles require specialist knowledge, skills and expertise and, therefore, should be allocated to individuals or post-holders who are appropriately trained and competent. This should be the case even when the competent officer holds a lower rank than officers he or she commands.

Police briefing
Briefings of officers and others involved in an emergency operation should be structured according to the needs of the operation and directions from the Gold, Silver and Bronze commanders. In the UK, the police use the model illustrated in Annex A when briefing officers.[14]

Police Debriefing
The purpose of debriefing is to identify good practice and areas for improvement. The gold, silver or bronze commander should establish, at an early stage, the debriefing arrangements required and identify who should be responsible for compiling and assessing any debriefing material generated.

3.5. Communication

Good communication with the public and between the staff deployed to maintain crowd safety is an essential aspect of managing an event effectively.

3.5.1. Communication with the public
Timely and clear communication with people visiting an event is necessary to avoid confusion about where to go. This can prevent overcrowding and frustration, and can result in people being more inclined to follow instructions.

There are many ways of communicating effectively with the public. Whatever methods are used, it is important to make sure the communication provides accurate, up-to-date and relevant information.

Consideration should be given to providing information using digital methods, such as mobile phone Apps and social media. Also, communication should be made in the languages best suited to the people attending the event.

Wherever possible, efforts should be made to provide information to the public in advance to help them plan. For example:

• transport details, meeting points, venue rules and prohibitions could be printed on the ticket or promotional leaflet;
• display boards at the venue's entrances and exits could be used to inform people about items such as tickets that they need to have ready or prohibited items that cannot be brought into the event. This may reduce congestion at ticket checkpoints; and
• a formal press release, letter drop, or advertisements could be used to provide information to the local community.

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14. https://www.app.college.police.uk/app-content/operations/briefing-and-debriefing/.

People should be told promptly when an event is postponed or transport is delayed; this could be done via display boards, public address system or loud hailers. Information should also be given about the measures that are in place to deal with the changes.

All signs, and particularly those relating to fire safety and emergency evacuation, should be presented and sited so that, as far as is possible, they can be easily seen by people with impaired vision or color perception. Clear, audible public address announcements are vital for safety of people with impaired vision. People with impaired hearing rely on the presentation of clear, informative visual information.

3.5.2. Communication between staff

Control points
It is good practice to establish a control point throughout an event in order to coordinate the flow of information between staff. This can help to:

• gain an overall picture at the venue, e.g. size of crowd, build-up of queues, serious incidents;
• coordinate the deployment of all staff responsible for crowd management; and
• coordinate actions with other agencies such as the emergency services.

For small venues, the control point can be in the form of a room in a school or office building with basic communication equipment (e.g. telephone and a two-way radio), and the necessary plans and procedures. At an outside event, it could be a tent or cabin.

A major venue, on the other hand, may require a purpose-built central control room equipped with closed circuit TV monitors etc. Often provided and staffed by the police, control rooms are particularly useful in emergency situations, where the actions of venue staff and emergency services need to be closely coordinated. It is good practice for different organizations involved in managing an event to share a control room to facilitate good communication between them and their staff.

The following points should be considered when deciding where to locate control points, and how to equip them.

• Avoid locating near any potential hazards or high-risk areas;
• Access should be restricted to authorized personnel only;
• If several items of electrical equipment are installed, fire extinguishers should be provided;
• General noise levels should be kept to a minimum, so that staff can communicate without difficulty;
• Install emergency back-up power supplies, emergency lighting and back-up monitoring and communication systems; and
• Identify a secondary control point in case an emergency should require one.

It is important to avoid confusion about areas of the venue being discussed in communications. Areas of the venue should be given agreed names or numbers that can be clearly understood by all staff. A grid map is useful for large outdoor events to assist staff to identify a location at the venue. To make sure that communication tasks are properly carried out, consideration should be given to providing written checklists for the staff concerned.

It is good practice to secure some forms of communication for high-priority use only, such as a radio channel solely for the use of the medical teams.

3.6. Monitoring crowds

The monitoring of crowd behavior is a key component of crowd management, enabling staff at the event to detect crowding problems at an early stage. It also helps to assess how well the crowd safety precautions are working.
Three areas to monitor are:
• overall number of people (to ensure that the overall venue capacity is not likely to be exceeded);
• distribution of people (to help prevent local overcrowding); and
• identifying potential crowd problems (to prevent problems such as public disorder from escalating and leading to overcrowding).

3.6.1. Where to monitor

The risk assessment process should identify potential problem areas which will need to be closely monitored. Such areas may include:
• entrances and exits;
• standing areas with a potential for crowd surges or pushing;
• popular stalls, attractions, exhibits and refreshments;
• bottlenecks (e.g. stairs, escalators etc);
• areas where people queue; and
• enclosed or confined areas.

3.6.2. How to monitor

Counting systems
Counting systems can help to estimate the number of people within a venue. These systems can provide information to staff at the control point about how quickly people are entering and when an area is expected to become full.

Examples of counting systems include:
• hand counters, used at entrances;
• issuing an agreed number of wristbands to allow people to enter particular areas, such as a standing area at a music event;
• turnstiles linked to automatic counting systems; and
• computerized systems linked to sensors at entry points.

The following ways of counting may be more appropriate at venues where there are few defined boundaries, such as open air events where people are continuously arriving and leaving throughout the day:

• sampling flow rates at entrances to estimate numbers entering and/or leaving the venue;
• monitoring of cars and coaches entering the venue and checking how full the parking areas are;
• using closed-circuit television (CCTV) or staff at vantage points to view the crowd and estimate numbers; and
• estimating the number of people based on advanced bookings, transportation schedules or previous experience.

Staff within the crowd
This enables staff to experience crowding conditions at first hand. It also enables them to identify signs of distress or tension. Staff on hand can help to assist people or diffuse any dangerous behavior such as jumping onto seats or 'surfing' the crowd.

Where monitoring is done by staff stationed at particular posts, they should occupy vantage points where they can scan a sufficiently large area and their lines of sight are not obstructed.

Monitoring can also be carried out by staff patrolling the venue. This is appropriate where crowding problems are likely to develop slowly at particular points within the venue. Staff may be given specific areas to check at regular intervals.

Closed-circuit television (CCTV)
CCTV systems can vary from a few fixed cameras at key locations through to extensive coverage using a large number of remote operation cameras with zoom lenses. CCTV allows an overview of sections such as entrances, departure routes and problem areas relayed directly to the control point.

The systems can provide information about the distribution of people in a number of areas and are useful for directing and monitoring crowd management operations. CCTV is particularly useful to monitor areas which would otherwise require a great deal of staffing. A CCTV system should never be considered as a substitute for good stewarding or other forms of safety management. It should be viewed as a helpful addition.

The CCTV system should be adequately maintained and inspected. There would also be a contingency plan to cover power supply or system failure. For large events, an auxiliary power supply may be appropriate.

3.7. Review

At the conclusion of an event, it is important to conduct a review of all aspects of the arrangements that were put in place to manage crowd safety so that any learning can be used for future events to avoid the same mistakes being repeated. It should be conducted as soon as possible after the event has finished to make sure that any learning is fresh in people's minds. Representatives of all organizations involved in the event should take part in the review and the results should be written down so that there is a record of the learning for future events. The headings in this guidance would provide a useful framework to organize the findings of a review.

4. CONCLUSIONS

Running a safe and successful event requires event organizers and all relevant agencies to take all the steps set out in this guidance.

A safe and trouble-free event requires good planning from an early stage. This involves gathering information to help identify risks and learn from previous mistakes in a way that gives time to develop effective plans. These plans should include precautions that eliminate or reduce the risk of harm to people attending the event. Plans should be written down and available to all involved in managing the event.

The police and other emergency services should be involved in the planning from an early stage to make sure that there are effective plans and procedures for any emergency that might happen at the event.

The event organizer should review how the successfully the event was managed, recording any learning from the review and making this available to others so that the same mistakes are not repeated. This is particularly pertinent for events that repeat regularly, such as football matches and balloon festivals.

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ANNEX A

UK Police Briefing Model.[15]

Information	Operation timeline, location details, brief history (if applicable) evaluated intelligence, partner and community issues, results of community impact assessment/equality impact assessment.
Intention	Gold strategy, tactical plan, available powers and policy.
Method	Tactical plan, available powers and policy, contingency plans.
Administration	Identity of commanding officers, specific officer duties, operational policies (eg, protocols, arrest, media) partner responsibilities, duty times and locations, briefing times and locations, health and safety, policing style and dress code.
Risk assessment	Individual assessment of all relevant risks.
Communications	Mutual aid command protocols, communications plan, radio equipment and channels, call signs, information for public dissemination, contact information.
Human rights and other legal issues	Relevant European Convention on Human Rights Articles, rationale for justification of operation, disclosure details.

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15. https://www.app.college.police.uk/app-content/operations/briefing-and-debriefing/.