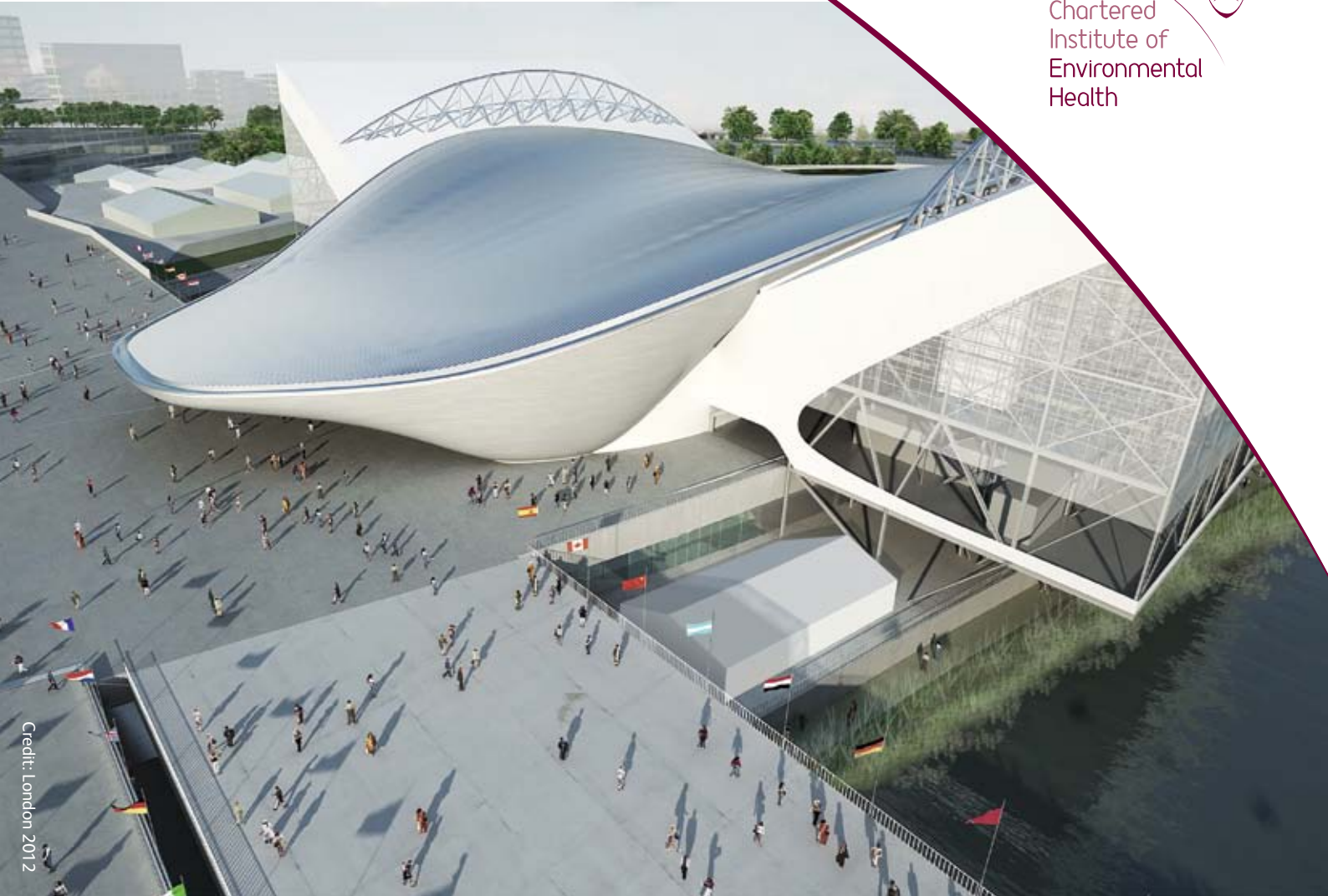




Chartered
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Health



Safety Advisory Groups and Event Planning: Supporting the environmental health contribution

November 2010

Acknowledgements

The document has been prepared in consultation with the London Boroughs Olympic Consortia and the Olympic Park SAG (SAGOP), representatives of the Core Cities Group, National Joint Chairs and Northern Safety of Sports Grounds, Football Licensing Authority and has been produced in consultation with environmental health professionals with specific experience in working with SAGs and similar type groups including Swindon Borough Council, Belfast City Council, Westminster City Council, Gosport Borough Council.



Forward

The London Olympics and Paralympics in 2012 will be the largest ever peacetime project in the UK. Over the period of the games it is estimated that there will be over 450000 extra visitors staying in London alone and over 5.5 million day visitors with events and activities spread throughout the country. 17 Local authorities will be hosting competition venues, 9 outside London, 19 with live sites. The workforce alone will number 200,000, utilising 70,000 volunteers.

The Chartered Institute of Environmental Health established in 1883 is the professional and educational awarding body for environmental health practitioners. Its Royal Charter, charitable mission, training courses and services are dedicated to the protection and promotion of the health of people. Our branded crest is the mark of quality assurance world wide. The holistic approach of environmental health takes into account all the potential impacts to health by external factors such as air quality, food safety, workplace safety, environmental pollutants, infectious diseases and housing standards and aims to remove or reduce risk. In the context of the London Olympics it is vital for the health and safety of all those involved that planning for the event and its impacts take all those aspects into account, is coordinated, thorough and consistent.

The Council of the CIEH has committed its charitable professional resources to provide support, guidance and assistance for the period leading up to and beyond the games and to provide a legacy for good environmental health management for future events of this size and complexity wherever they may be held throughout the world.

The CIEH is working closely with all the agencies involved in planning for the games and this guide on safety advisory groups and event planning is amongst a number of subjects that has been addressed to support the planning process and through them a consistent approach to a safe games.

The production and compilation of this guide has been led by Sharon Smith, Jenny Morris and Tay Potier and my thanks go to them and to all those who have been directly or indirectly involved in their development.

Failure to plan is planning to fail - we aim to help make these Games the safest and most successful with a lasting legacy of good practice on environmental health implementation for use by future generations.

A handwritten signature in black ink, appearing to read 'Graham Jukes', written in a cursive style.

Graham Jukes
Chief Executive



Aims of the guidance document

This document aims to set out how Safety Advisory Groups (SAGs) sometimes also known as Operational Management Groups, Public Event Safety Groups or Event Safety Advisory Groups, can be utilised as a tool in planning the safety of community events and other similar public mass gatherings. There is separate detailed guidance for setting up specific SAGs for larger sport stadia (please see references).

This document is primarily aimed at the smaller non certified sports grounds and the range of public and community events that may require either licensing or for the smaller events notified via a Temporary Event Notice. The type of community events that may benefit from a SAG include, outdoor festivals, county shows, community events and specialist shows such as gymkhanas, dog shows, carnivals, processions, travelling fairs. The guidance has been developed as part of the preparations for the Olympics and Paralympics 2012 and the promotion of the Cultural Olympiad.

The guidance aims to provide a general framework for setting up a SAG or similar multi partner forum and to highlight how environmental health professionals can contribute to the process. The document sets out templates for terms of reference for such a group, composition and partner involvement. It clarifies the role that environmental health can make towards the setting up and implementation of these groups.

The document aims to stimulate discussion and may be adapted to reflect local and event specific requirements. It is not intended to stand alone but should be read in conjunction with the relevant legislation and wider industry and professional guidance.

What are SAGs and what role can they play?

SAGs were recommended as a result of the Hillsborough Stadium Disaster and are now recognised as a fundamental core planning forum for safety planning at all sports stadia. They have been relatively successful planning tools and the principle of this type of partnership/ inter professional approach is good practice to be shared for events that are organised outside of main stadia.

SAGs and public events

SAGs are now often set up for major public events such as outdoor concerts. The local authorities have a legislative requirement in respect of certifying sports stadia and licensing public events and as such they have democratic public accountability. The Licensing Act 2003 has meant many smaller events can take place through applying for a Temporary Event Notice (TEN) although, the larger events will require licensing.

Public and community events may be “one off” and may take place in venues or at sites not normally designated for that function, such as local parks and streets. These will therefore provide additional risks because of the nature and environment in which they are taking place. It is in these circumstances that the benefits of working in collaboration across services will provide a more effective and consistent advisory and management response to public health and safety risk.

SAGS and sports grounds

Sports grounds are “static” premises and sporting events are likely to be held within them on a regular basis and therefore are more readily controlled and planned for. Environmental health professionals may already be involved in supporting and advising venue managers as part of their normal responsibilities.

SAGs may be considered for non-certified sports grounds and non-licensed public events and need to be developed in a proportionate way to risks assessed. In some circumstances it may be appropriate to negotiate a localised memorandum of understanding between all partners to support agreed approaches to non-certified sports grounds especially if there are to be regular events held at the premises.

Role of the SAG

The role of the SAG is separate from the operational management of the event. It is the event organiser/ management team that will be ultimately responsible for the health and safety planning. The SAG is there in an advisory capacity. It provides independent advice to event organisers, who retain the legal responsibility for ensuring a safe event.

Individual representatives of organisations forming the SAG may have powers to require event organisers to comply with their legal obligations. HSE's guidance on Local Authority SAGs can be found at www.hse.gov.uk/event-safety/safety-advisory-groups.htm

One of the important roles a SAG can perform is to bring all relevant partners together to plan and prepare for the event in a co-ordinated way. This may include emergency services, emergency planning and other key local authority officers such as environmental health (health and safety), highways, building control, licensing and waste management. In some areas it may be useful to set up a local memorandum of understanding between partners that provides a framework for agreed approaches. There may in some cases be conflicts of interest where the local authority is the promoter and or land owner. Local authority environmental health services often have experience of advising their own Council on community health and safety matters.

The purpose of the SAG is to assist a local authority and other key partners in exercising safety and other public protection functions. The environmental health service can work in partnership through a SAG to create consistent and co-ordinated processes that will oversee and enhance public safety. The responsibility for the management of the event still remains with the event organiser and therefore the SAG needs to be working closely with the event management team. The SAGs can also:

- Advise on minimising any inconvenience to local residents, businesses and the general public
- Encourage wellbeing (Local Government Act 2000 Health and welfare of community)
- Focus resources using risk assessment and facilitating proportionate advice and regulation
- Enable effective planning to facilitate less intensive monitoring and inspection
- Promote safer events as contributing to safer and stronger communities
- Support businesses and organisers through having a single point of contact for the Event and consistent professional advice and support
- Increase good publicity and encourage more business and visitor engagement through safer events
- Share good practice

Preparing for the Olympics and Paralympics 2012

The Olympic and Paralympic Games are the largest public mass gathering in the world. Health and safety at the main Olympic Park and other related events and venues is of paramount importance. The SAG can be a useful way to bring relevant partners together to plan and prepare for events linked to the Olympics/Paralympics either through the sporting activities or through the national and local programme of cultural events that will be taking place leading up to the Games. In London, Augmented SAGs are being set up with a wider remit to encompass an inter agency partnership to help co-ordinate the complex planning for the Games. In other areas across the UK, consideration of SAGs can help localities prepare for the potential increase of local cultural events celebrating the Olympics/Paralympics in 2012. Environmental health professionals can maximise their involvement and contribution through taking part in the SAG.

Legislation

This section outlines the legislative framework for the health and safety at community venues and events.

Health & Safety at Work etc. Act 1974

The local authority is an “enforcing authority” as defined in the Health and Safety (Enforcing Authority) Regulations 1998 for work activities where the main activity includes cultural, entertainment or sporting activities.

The local authority will enforce the relevant statutory provisions to ensure the health, safety and welfare of employees, members of the public and any other person affected by a work activity. This includes all outdoor public events except for the erection and dismantling of structures or equipment used in the event. These activities are enforced by the HSE. Find out more at www.hse.gov.uk/event-safety/faqs.htm

Licensing Act 2003

The local authority is the “licensing authority” under the terms of the above Act and is required to carry out its licensing functions within its borough boundary, in consultation with the responsible authorities in respect of all licensable activities, which include: the sale by retail of alcohol, the supply of alcohol to a club, the

provision of regulated entertainment and the provision of late night refreshment.

The licensing authority has a duty to determine premises and personal licence applications and undertake enforcement activity, and in doing so promote the four objectives of: preventing crime and disorder, public safety, prevention of public nuisance, and protection of children from harm.

Sports grounds

The host local authority will exercise its powers under the Safety of Sports Grounds Act 1975 and the Fire Safety and Safety of Places of Sport Act 1987 in respect of the safety certification of sports grounds. Further detailed guidance exists on the local authority duties in relation to safety in Sports grounds (certified and non certified).

Professional and industry guidance also exists to support effective public health risk management. Please see section on further information.

Roles and responsibilities of the core members of the SAG

Environmental health professionals can show leadership in developing good practice and partnership approaches to public health and safety. Through taking the lead in encouraging the setting up of SAGs or similar partnership approaches environmental health services will directly contribute to improving public health and minimising public risk. Appendix 1 provides a template terms of reference for a SAG that can be used and adapted to reflect local needs.

This section explores the potential roles and responsibilities of the core members and their accountability within a SAG. It is helpful that the Chair of the SAG has appropriate status, authority and time to commit to the role.

Role of the Chair of the SAG:

- To ensure that the SAG properly discharges the responsibilities.
- To ensure that the membership of the SAG reflects the need to address relevant risks associated with public safety and wellbeing issues
- To ensure that due account is taken of the views of all members of the SAG, including those attending by invitation

- To keep an overview of all plans to facilitate a consistent and co-ordinated approach
- To act as the conduit between the SAG and the event organiser and/or management team
- To audit the event to ensure compliance with the plans submitted and draw attention to any deficiencies which may require urgent action or improvement.

Role of the environmental health/health safety and licensing officers

- The service will be represented by an officer or his/her appointed deputy who will attend all meetings of the SAG
- To act in a co-ordinating role to the SAG on all matters relating to the local authority
- To provide technical advice and appraisal of published documents relating to public safety and wellbeing at public events and inform on any implications arising.
- To provide technical support to the SAG in relation to all relevant matters concerning the event
- To prepare, monitor, enforce, review guidance and any relevant licensing conditions and advise in consultation with members of the SAG

This may include: advice and guidance on ensuring compliance with food safety, health and safety, street trading, advice on water supply, taking samples for examination for microbiological safety, pest management, environmental controls, event sustainability, minimising the risk of statutory nuisance occurring, carrying out related monitoring.

Role of the Building Control Service on the SAG

- The service will be represented by an officer or his/her appointed deputy who will attend all meetings of the SAG and advise on all technical/legal aspects of legislation within the remit of the service as they relate to public events

This may include: advice and guidance on compliance with relevant legislation related to temporary stands, staging and all other temporary de-mountable structures, examine design and construction sign off certification, including assessment of competency where relevant, work out ingress and egress flow rates and identify pinch points, work out crowd capacities and densities.

Role of the emergency services on the SAG

- Each service will be represented by a person of appropriate experience/ competency (or his/her appointed deputy) who has the full authority of the relevant service to give advice and guidance and make recommendations on safety issues and advise on:
 - All technical/legal aspects of legislation within the remit of the service as they relate to public events.
 - Public safety and crowd management.

Review

The CIEH will periodically update and review the document. Please forward any comments and suggestions to policy@cieh.org.

References and further information

Sports Grounds and Public Events Safety Advisory Group Terms of Reference Guidance Document

Author: Core Cities Group July 2004
<http://www.corecities.com>

Guide to Safety at Sports Grounds. A guide to spectator safety issues at sports grounds

5th edition. 2008 Authors: Football Licensing Authority on behalf of DCMS Publisher: The Stationery Office Ltd. ISBN 978 0 11 702074 0

The guide covers the management, design, scrutiny and certification of sports grounds and is aimed at helping achieve a common goal of safety, comfort and welfare of all spectators at sports grounds at all times and in all situations, including non-sporting events. Green Guide principles are expected to be applied by local authorities and sports grounds management across the board in addressing safety considerations at sports grounds.

<http://www.culture.gov.uk/imagespublications/GuidetoSafetyatSportsGrounds.pdf>

Printed copies available for purchase from The Stationery Office Ltd.

Working in Safety Advisory Groups – course

Emergency Planning College Easingwold, York
<http://epcollege.com/epc/training/courses/courselist/working-in-safety-advisory-groups/>

General safety for public events

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This guidance is currently being revised and copies of the existing version are available free to local authorities and can be downloaded from the reference section of the LACORS website <http://www.lacors.gov.uk/>

General

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Appendix 1

Template Terms of Reference for the SAG

This template can be adapted to meet local requirements.

Policy statement

This section contains a statement that reflects the local authority's aims and objectives in relation to safety at the event. It is only a broad statement of the overall objectives.

It is the policy of (local authority) involved in the event and related venues to uphold reasonable standards of public safety and to encourage the well being of the public, operatives and competitors. The local authority will maintain a SAG for the event and set up sub-groups, if required, for individual or groups of venues and technical issues.

Main role of SAG

The main role of the SAG is to provide specialist advice to the "host local authority" to help them discharge their public safety and wellbeing functions. In relation to Olympic venues, the SAG may also provide an advisory role by providing advice and assistance to the ODA and LOCOG and their agents on request.

The SAG will operate in accordance with agreed terms of reference, and keep and make available as appropriate records of its activities in order that it effectively carries out this function and to ensure transparency of decision making. The terms of reference need to be dynamic and reviewed on a regular basis.

Specific terms of reference

- To advise on the event, venues and its immediate environs as required
- To advise on the exercise of the powers under the Health and Safety legislation and the Licensing Act 2003 for the event and venues
- To advise on the enforcing actions and duty of care of the local authority and other partners as defined in related legislation

- To provide a forum within which the local authority and other with partners to develop a co-ordinated approach to crowd and spectator safety and wellbeing
- To take on other safety and public protection functions as agreed
- To receive reports in relation to matters found during inspections by group members
- To receive notification of the issue of any prohibition notice and any prosecutions
- To be available if required to offer advice to LOCOG and/or other local authorities with regard to Olympic/Paralympics venues, in relation to operational consistency and public safety

Status of SAG and conflicts of interest

- The SAG cannot take any decisions on behalf of the local authority, its role is advisory
- The decision making power is delegated to the local authority or other as designated (this may be the Chair of the SAG)
- The ultimate responsibility for the event safety lies with the event organiser and management team.
- Core members of the SAG must declare any material conflict of interest in relation to any item put before the SAG, prior to any discussion on that matter. If the interest could be considered prejudicial, then that person should consider if they should withdraw and be replaced by an appropriate party agreed with the SAG

Composition of the SAG

This section records which authorities or partners need to be represented on the SAG.

- The SAG shall consist of persons with sufficient seniority/experience/competency/ knowledge on their services strategic/ policy/practical issues to be able to take operational decisions on behalf of their service/body, save where these raise new policy issues
- The SAG will be constituted in the following manner; however the composition of the SAG should be appropriate to the event being planned for
 - Core members
 - Invited representation

Core members

Core membership may include:

- Chair (from the local authority)
- Lead services for health safety and licensing
- Environmental health services
- Chair Local Authority Safety at Sports Venues technical team (if appropriate)
- Building control
- Emergency planning
- Police service
- British Transport Police
- Fire Brigade
- Ambulance service

Invited representation

Those persons/partners who are invited to the SAG meetings to make a presentation or offer advice to the SAG but who may not be party to the formal decision making process of the SAG. However, they will be allowed to freely contribute to any meeting, to which they are invited and will have their view considered, reported/recorded.

The following may be invited either to all SAG meetings, or to a particular meeting as considered appropriate:

- NHS/Public health services
- Legal service representation (the relevant solicitor for the local authority)
- Other relevant local authority service representation such as highways, waste services
- Voluntary first aid services
- Transport services
- Local tourism representative
- Football Licensing Authority
- Local business representation

The Chair may invite such other specialist as the Chair feels appropriate to assist the SAG fully consider any issue.

Administration of the SAG

This section gives suggestions for the general administration of the SAG from the appointment of the Chair/lead service, through to the role of administrative support and consultation procedures for the SAG.

- The Chair will be a representative from the host local authority
- The relevant service lead will act as lead service to the SAG and sub-groups
- The local authority will provide the administrative support to the SAG and sub-groups or as agreed
- The SAG will consult all core members of the SAG, invited representation, other council services and national bodies as considered appropriate.

Frequency of meetings of the SAG

- The number of SAG meetings can be flexible, determined by particular local circumstances and will be event specific. Any core member may request an additional special meeting or series of meetings; such requests shall be considered by the Chair.
- It will be within the remit of the SAG to constitute smaller working parties to address specific issues relating to the event and venues. The outcome of any such groups will be reported to the next available SAG.

SAG Minutes

- Each meeting of the SAG will be prearranged to an agenda published in advance of the meeting with minutes recorded
- The minutes of the meetings will be circulated to all SAG members, and to such other parties as may be determined by the Chair
- A summary of meetings of the SAG will be held by local authority as a public record and be subject to the Freedom of Information Act 2000 (FOIA) and the Data Protection Act 1998 for further discussion)
- The FOIA Inter-Agency protocol adopted by local authorities and other public authorities will operate where information is requested from the SAG's records and the involvement of another public authority is necessary prior to the decision about the disclosure or non-disclosure of information.



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