

# Police Service of Northern Ireland

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SP 15/2007

## SERVICE PROCEDURE

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### POLICING OF FOOTBALL MATCHES/ SPORTING EVENTS

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#### 1. SERVICE PROCEDURE IDENTIFICATION

**SERVICE PROCEDURE TITLE:** Policing of Football Matches/Sporting Events

**PROCEDURAL OWNERSHIP:**

**DEPARTMENT** Operational Support  
**BRANCH** Operations

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## **2. AIM OF SERVICE PROCEDURE**

This Service Procedure seeks to set out a series of guidelines that will assist those with specific responsibilities for the policing of football matches and other sporting events.

## **3. INTRODUCTION**

### **(1) Executive Summary**

One of the many demands placed on police is that associated with the policing of sporting events. The burden tends to be more concentrated with regard to the policing of football matches but extends to include other events eg rugby, gaelic games, horse racing and boxing contests. The primary functions of police on duty at these events in accordance with section 32 of the Police (NI) Act 2000 is, to preserve order; to prevent the commission of offences; and where an offence has been committed, to take measures to bring the offender to justice.

### **(2) Origin**

A new procedure for planning and organising football matches has been agreed between the Irish Football Association (IFA), Police Service of Northern Ireland (PSNI), Chief Environmental Health Officers Group (CEHOG) and Sports NI. Details of this procedure are outlined later in this Service Procedure.

### **(3) Implication of Service Procedure**

Officers are reminded of the importance of safeguarding the human rights of all those affected by these events. Rights that may be engaged include Article 3 of the European Convention on Human Rights (re use of force), Article 5 (deprivation of liberty) and Articles 10 and 11 (freedom of expression and association). As regards the use of force, Policy Directive 07/2007 'Public Order and the Use of Force,' should be consulted. As regard freedom of expression and association, any restriction on these rights must be in accordance with the law, for a specified aim (usually the prevention of disorder or crime) and must be necessary in a democratic society. Further advice can be obtained from the Human Rights Legal Adviser as necessary.

### **(4) Application**

- (a) These instructions are relevant to those events where police regularly perform duty inside the ground/venue. They do not relate to events where police perform duties outside but not inside eg traffic etc. It is important that those who are responsible for the implementation of Service policy have an understanding of the Health and Safety requirements, the role of ground management (hereafter referred to as 'management') and how that differs from the role, responsibilities and duties of police.
- (b) Standards and guidance directed specifically at organisers are available through Health and Safety at Work legislation. Environmental Health Officers from local authorities are the enforcement agency. In their enforcement role they utilise the 'Guide to the Safety at Sports Grounds'. The standards made available are similar in many respects to those in the UK mainland.

## **4. LEGAL BASIS**

- (1) The Health and Safety at Work (NI) Order 1978, Articles 4, 5 and 6 requires employers, so far as is reasonably practicable, to ensure:
  - (a) the health, safety and welfare of their employees; and

- (b) the health and safety of other persons who may be affected by their undertaking.
- (2) As a general rule the legislation is applicable to any premises or grounds if an individual working there receives payment other than reimbursement of expenses for work which they undertake. Article 6 of the Health and Safety at Work (NI) Order, 1978 may apply in respect of risks to volunteers, as to any other person who uses the premises.
- (3) The Management of Health and Safety Regulations (NI) 2000 Regulations 3 and 4 require that employers assess the risks to the health and safety of both employees and other persons who may be affected by their undertaking and adopt suitable control measures.
- (4) The Health and Safety (Enforcing Authority) Regulations (NI) 1999, Regulation 4 and Schedule 1 (subject to the exceptions specified in sub-paragraph 4 which are not relevant to this Service Procedure), state that "The district council for the district in which the premises are situated shall be the enforcing authority for them", provided the main activity carried on in non-domestic premises is specified in Schedule 1. The main activities specified within Schedule 1 which determines whether the district council will be the enforcing authority, includes the practice or presentation of the arts, sports, games, entertainment or other cultural or recreational activities.
- (5) The main enforcement powers are included in the 1978 legislation:
  - (a) Article 21 provides for the appointment of Inspectors;
  - (b) Article 22 sets out the powers of Inspectors which includes powers of entry accompanied by police, if the Inspector has reasonable cause to apprehend any serious obstruction to the execution of his duty;
  - (c) Article 23 allows the service of an improvement notice requiring certain works to be effected;
  - (d) Article 24 allows the service of a prohibition notice which prevents certain activities until the works specified in the notice are carried out;
  - (e) Article 31 allows criminal proceedings to be taken summarily or on indictment, following a breach of duty or failure to comply with the requirements of a notice issued under Articles 23 or 24.
- (6) Complaints in connection with the failure of employers, and specifically in this instance, the management of the club or premises, should be made to the Chief Environmental Health Officer of the responsible local district council. Any individual can make a complaint but complaints concerning issues raised in this Service Procedure should be made by District Commanders.
- (7) A risk assessment should be completed in respect of each event using the PSNI GRA62 assessment template for sporting events.

**5. POLICY LINK**

Policy Directive 07/07 – Public Order and the Use of Force.

**6. CONSULTATION**

- (1) Irish Football Association (IFA);
- (2) Chief Environmental Health Officers Groups (CEHOG);

- (3) Sport NI.

## 7. HUMAN RIGHTS/EQUALITY/INTEGRITY/FREEDOM OF INFORMATION

- (1) This Service Procedure is deemed to be Human Rights compliant.
- (2) This Service Procedure has been screened for Section 75 considerations.
- (3) This Service Procedure meets integrity standards.
- (4) This Service Procedure is suitable for disclosure with the exception of Appendix 'B' in accordance with the Freedom of Information Act 2000.

## 8. PROCEDURE AND GUIDANCE

### (1) Guide to Safety at Sports Grounds

- (a) The object of the guide is to provide guidance for management, local authorities and technical specialists such as engineers to assist them to assess how many spectators can be safely accommodated within a sports ground used for a sporting event. It also outlines measures for improving safety at existing grounds. The document in itself has no statutory authority but health and safety officers from the local authority may use their statutory powers to impose the standards recommended in the document.
- (b) It is stressed that the guide is an aid to professional judgement and common sense, not a substitute. Although some of the standards may apply to all grounds it is important to apply the guide to the relative needs of the individual ground. The guide has already been distributed to District Commanders and others directly involved in the policing of sporting events. It is a document to which continued reference may be necessary. This Service Procedure highlights some of the main issues that will affect policing but ultimately the definitive guidance is contained within the document itself.
- (c) The guide identifies types of safety problems within grounds and their immediate environment. It suggests that some of these problems may be overcome by:
  - (i) good ground management;
  - (ii) improving safety by design;
  - (iii) care and maintenance;
  - (iv) fire precaution.
- (d) In the area of ground management the guide sets out the management responsibilities. The following is an overview of the responsibilities most relevant to policing:
  - (i) **Safety Officer**

The safety officer, appointed by management, will be solely responsible for the safety of individuals attending the event and be able to authorise and supervise safety measures. They will be easily identifiable and either they or their deputy will be on duty at a central control point during the game. CCTV, if available, will be an important aid to the safety officer in the discharge of their responsibilities. Management should monitor CCTV to prevent overcrowding and other safety problems. If management is denied this facility then it could be argued that they were prevented from fulfilling their functions in this regard.

**(ii) Contingency Plans**

The management should prepare in conjunction with the Northern Ireland Fire and Rescue Service (NIF&RS), PSNI and Northern Ireland Ambulance Service (NIAS), contingency plans, including arrangements for:

- (aa) various emergency situations including fire;
- (bb) possible crowd disturbance;
- (cc) coping with exceptionally large numbers of spectators arriving at the ground;
- (dd) failure of any detection, warning lighting, communications system or other equipment.

In the preparation of plans management must consult with the emergency services concerning access for their vehicles. Contingency planning within the present context is primarily a management responsibility. In some incidents the staff will be able to deal with the problem. Key staff, ie the safety officer and the chief steward will play a critical role in the implementation of any response. It should be an integral part of the management's arrangements with all staff clearly briefed as to what their duties and responsibilities are.

**(iii) Policing**

Management should consult with police to arrange adequate policing and police facilities and they should give all possible assistance to police. They should provide adequate police control facilities within the venue. A clear understanding of the division of duties and responsibility between police and management is essential.

Irrespective of whether police perform duty inside the grounds, management have the responsibility to prepare contingency plans. Although there will be venues where police do not perform duty inside the grounds, the management may need to consult with police about their contribution to different situations, eg major disasters, bomb scares, etc. Where there is an agreed input District Commanders should take whatever steps are necessary to ensure local police personnel are aware of their contribution to such plans.

**(iv) Stewards**

Staffing levels and stewarding will vary according to the venue and the nature of the event. Stewards should be fit, active and capable of performing the duties allocated to them. Those duties should be set out in writing and each steward should have a checklist of responsibilities. This checklist or aide-mémoire card will be issued to all stewards for carrying during the event.

Management should appoint a chief steward responsible for co-ordinating the responsibilities of all the stewards. The chief steward should if possible attend police pre-match briefings. The control of all stewards should be from a central control point with an efficient means of communication to all stewards.

A full list of the duties of stewards and the additional duties of crowd control stewards is recorded at Appendix 'E'.

**(2) Policing**

See also the Guide to Safety at Sports Grounds (known as the red guide) and the Event Safety Guide (known as the purple guide). These documents should be used in conjunction with the Manual of Guidance on Keeping the Peace and Public Order Criminal Justice Strategy.

**(a) Policing Function**

Policing arrangements, especially in regard to football grounds have evolved as an informal process between local police and management. The production of procedures in August 2006 for planning and organising football matches has formalised these arrangements and now provides a clear agreed policy which is endorsed by all the key players. In the past lack of initiative or failure to accept management responsibilities may have prompted police to intervene in areas associated with crowd management and safety issues. It must be reaffirmed that these are the responsibility of the club and not police. The primary functions of police on duty at these events in accordance with section 32 of the Police (NI) Act 2000 is, to preserve order; to prevent the commission of offences; and where an offence has been committed, to take measures to bring the offender to justice. The primary duties of police also include the protection of life and property and whilst police should not accept formal responsibility for safety within a venue there may be circumstances where police would be under a duty to act and assist the club with their responsibilities.

**(b) Liaison with Management**

Effective liaison between management and police is a prerequisite to the efficient discharge of the respective responsibilities of both. The procedure for planning and organising football matches outlined in paragraph 5 and Appendices 'A' to 'E' of this Service Procedure provide clear guidance on the liaison between police and management in respect of planning, policing and post event de-briefing.

**(c) Statement of Intent**

The policing arrangements for any event will be determined, in normal circumstances, by the relevant District Commander. Where police do perform duty at such an event there must be a written understanding or statement of intent agreed between the police and the management setting out the functions and responsibilities of each. A statement of intent is attached to this Service Procedure at Appendix 'F'. The statement has been drafted with football clubs in mind but it can be amended to suit any venue and any type of event. The statement clearly describes the division of responsibilities between the police and the management or other organisers.

**(d) Implications of the Division of Responsibility**

- (i) The division of responsibility must be reflected in the operational order for the event and it is important that police are not committed to any tasks which rightfully fall to management. Guidance on the completion of Operational Orders can be found in the Manual of Guidance on Keeping the Peace and Public Order Criminal Justice Strategy and Service Procedure No 9/2008 'Procedure and Guidance in Relation to Public Events'.
- (ii) In the event of overcrowding or similar problems coming to the notice of police the following action will be open to them:
  - (aa) in the event of a non-urgent nature the matter should be brought to the attention of the management's safety officer for appropriate action;

- (bb) in the event of an urgent nature where injury may occur or life put at risk then appropriate action in line with an officer's fundamental duty to protect life may be undertaken;
- (cc) if in either (i) or (ii) above an evacuation of the venue is required, police involvement should be at the request of the management.

**(e) Contingency Planning**

- (i) It will be necessary for police to draft contingency plans outlining the duties of individual officers and co-ordinating an appropriate response to the different emergency situations. These plans will reflect the liaison which is necessary between the emergency services. Additionally the police plan must be compatible with the management's contingency plans which are an integral part of the 'Safety Management Plan' to be prepared by the club/association as at Appendix 'C' of this Service Procedure.
- (ii) It is recommended that the basic duties of individual officers arising from the implementation of the contingency plan should be included with the operational order produced for the event. Appendix 'G' attached to this Service Procedure provides some guidance on the nature and content of contingency plans.

**(f) Cutting Equipment**

Northern Ireland's particular problems necessitate the retention of substantial segregation and perimeter fencing. The report of Lord Justice Taylor recommended (recommendation 21) that suitable and sufficient cutting equipment should be provided at each venue where there are perimeter fences to permit the immediate removal of enough fencing to release numbers of spectators should this become a necessity. There is no specific recommendation as to who should use the equipment but the report indicates that the user should be trained. Its use should be authorised by a senior police officer. Stewards or officials are most likely to be on duty in the venue on a regular basis and it seems reasonable that it should be an official who is trained to and would use the equipment. The management should therefore supply, store and maintain the equipment and train its officials in its use.

**(g) Keeping Supporters Back at the End of Games**

It has traditionally been a policy to hold one group of supporters back at the end of a game to ensure that there is no conflict with the opposing supporters. There is no specific statutory power to do so and police have relied upon common law. It is important to bear in mind that keeping supporters back should not be done as a matter of course. If the officer in charge considers that there is a likelihood of a breach of the peace, if both sets of supporters leave the stadium at the same time, they may keep back one set of supporters for as long as is necessary to minimise the likelihood of such breach. It is important to bear in mind that keeping supporters back is not an arrest or detention, and that it should not be described as such, or as any form of punishment. The reason for the decision should be recorded.

**(h) Pre-match Inspections**

The IFA and Irish Premier league (IPL) have agreed to pitch inspection times which it is hoped will minimise the likelihood of games being called off at a very late stage. These inspections and final decisions will be made at least 3 hours before kick off.

**(i) Operational Orders**

Operational orders for personnel on duty at events should be bound and in A5 format. This will facilitate the carrying of the order and allow easy reference to it, if necessary, during the course of the event. Guidance on the completion of Operational Orders can be found in the Manual of Guidance on Keeping the Peace and Public Order Criminal Justice Strategy and Service Procedure No 9/2008, 'Procedure and Guidance in Relation to Public Events'. In planning such events district planners must ensure liaison with the NIAS and the NIF&RS - see Service Procedure No 9/2007, Liaison with Northern Ireland Ambulance Service (NIAS), Northern Ireland Fire and Rescue Service (NIF&RS) and Other Agencies. Service Procedure No 9/2007, provides guidance in relation to liaison with these services concerning major/serious incidents, spontaneous or planned incidents.

**(3) Procedure for Planning and Organising Football Matches**

- (a) It is recognised that those people involved in organising football matches, be it a Club or an Association have a responsibility for ensuring the safety of spectators, players and officials attending the game. In discharging that responsibility they need to recognise that safety should not be seen as a set of rules or conditions imposed by others but rather as standards set from within which respect the safety and culture of their organisation.
- (b) The purpose of this procedure is to assist Clubs and Associations to establish appropriate standards and its overall aim is to provide a framework for an agreed decision-making process when categorising and planning matches based on risk.
- (c) In particular it:
  - (i) Sets out a mechanism for the identification and planning of high, medium and low risk games;
  - (ii) Facilitates a consistent approach, to planning by establishing clear rules and guidelines regarding issues such as ticketing, the sale of alcohol, etc;
  - (iii) Establishes agreed standards and provides a robust audit trail should a major accident or incident occur.
- (d) The procedure has been developed and agreed by:
  - (i) Irish Football Association (IFA);
  - (ii) Police Service of Northern Ireland (PSNI);
  - (iii) Chief Environmental Health Officers Groups (CEHOG);
  - (iv) Sport NI.

**(4) Identification of High and Medium Risk Games**

**(a) Initial identification**

- (i) The IFA will send a letter to the clubs and associations pre season asking them to categorise the forthcoming fixtures. A Core Group, consisting of a representative and representatives of the IFA, The Premiership Management Committee, PSNI, SCNI and Northern Ireland Health and Safety Liaison Group (NIHSLG) will meet in August to review and agree the assessments returned by the clubs and associations.
- (ii) The main purpose of the group is to determine the risk category of the various fixtures.
- (iii) The IFA will convene the group and provide secretariat support, including the production and distribution of minutes for all meetings.
- (iv) The basis of the categorisation will be the Association of Chief Police Officers (ACPO) guidelines and the main factors that will be considered are:
  - (aa) The number of spectators likely to attend, eg is full ground capacity likely to be reached?;
  - (bb) The significance of the game/level of competition;
  - (cc) The potential for disorder;
  - (dd) The need to segregate supporters;
  - (ee) The extent of safety management exercised by the Clubs/Associations involved;
  - (ff) History between teams;
  - (gg) Current tension between teams;
  - (hh) History of spectator behaviour;
  - (ii) Condition of the ground.
  - (jj) Impact on the Community.

**(b) Ongoing identification**

Following the initial meeting in August the Core Group will meet as necessary to review risk categories. These meetings can be convened by any member of the group and will be hosted by the IFA; again it will ensure that minutes of all meetings are produced and distributed.

- (c) The procedure will be reviewed annually by the Working Group and an updated version sent to all relevant organisations in August.
- (d) The Council and PSNI representatives will circulate the final fixture list to their colleagues throughout Northern Ireland and advise them to keep the list under review as the season progresses and circumstances develop that could alter the risk rating. The IFA will advise the Clubs to also keep the risk ratings under constant review. In respect of the PSNI the fixture lists will be circulated to District Event planners by the PSNI representative.

**(5) Pre-match Planning**

- (a) The IFA, following consultation with the PSNI will notify the relevant Club or Association in writing that a match has been deemed to be high or medium risk.
- (b) In determining the level of risk associated with the event, the organisers must take cognizance of a Community Impact Assessment provided by local police. This will be provided on a match basis at the pre match consultation stage and may impact on the initial risk category.
- (c) Community Impact Assessments will be required for potential high or medium risk games. Community Impact Assessments will be regularly updated to take account of emerging issues and to ensure they are timely, relevant and a useful aid to decision-making. PSNI will provide clubs or associations with a Community Impact Assessment for high and medium risk games well in advance of the match, ie during the initial planning consultation process.
- (d) If deemed appropriate by the local police commander, the Community Impact Assessment may include details of policing arrangements to reduce the potential for disorder and enhance public safety'.
- (e) Any re-designation of high and medium risk games to a lower risk category must have the approval of the other key stakeholders, eg PSNI and district council H and S. The IFA must be informed without delay of any decision to re-designate a high or medium risk game.
- (f) A generic safety plan for each ground must be lodged with the IFA at the beginning of the season. It should be agreed in advance with other stakeholders; it should also be kept under review and be amended to reflect changes to the ground or other relevant issues. The safety plan must be sufficient to show that the minimum safety requirements for low risk games are in place.
- (g) Each Club or Association must have a nominated single point of contact, the Event Manager. The Event Manager will have overall responsibility for overseeing the planning and organisation of the event and ensuring that adequate health and safety arrangements are in place. This will normally be the Club/Association Chairman/Chief Executive or senior Board/Committee member. This person must be authorised by the Club or Association to act on its behalf and their contact details, including a mobile telephone number and email address, should be provided to the IFA before the start of the season to be added to the list of contacts in Appendix 'B' to this document. Please note the Club Secretary can not take on the role of Event Manager unless they are in a position to be able to relinquish their secretarial duties on match days.

**(6) High Risk (H – Colour Code Red)**

- (a) For high risk matches the IFA will require the Club or Association to hold a pre-match planning meeting at least 4 weeks in advance of the game. Where this is not possible, for example in certain rematches, the meeting must be held at the earliest time possible after the details are known.
- (b) The pre-match planning meeting should be attended by the following:
  - (i) Representatives of the Clubs;
  - (ii) Event Manager (if different from above);
  - (iii) Safety Officer for the Ground;

- (iv) Relevant Association;
  - (v) IFA;
  - (vi) PSNI;
  - (vii) District Council (H and S);
  - (viii) External Stewarding Company.
- (c) All persons attending should be fully aware of the issues and be in a position to give advice and make decisions on behalf of their respective organisations.
- (d) A list of names and contact details is included in Appendix 'B'.
- (e) It will be the responsibility of the Club or relevant Association to record an accurate minute of the meeting and to distribute the minutes to all those in attendance.
- (f) Where possible the Club or Association should prepare in advance of the meeting details of the proposed safety management arrangements for the match, which should include the following elements:
- (i) Match details;
  - (ii) Anticipated numbers of spectators (including guests);
  - (iii) Match day communication arrangements, including a list of names and contact details of key personnel, eg person with overall responsibility for safety, Safety Officer, Senior PSNI Officer, IFA Officer, External Stewarding Manager, Council H & S Officer, etc. Communication arrangements should also detail the role of these people, how they will communicate on the day, eg pre-arranged meeting points and times. Other general arrangements should include the use of radios, etc;
  - (iv) General details of the ground, including capacities for both seated and standing areas and the condition of those areas;
  - (v) How the ground will be used, including entrancing arrangements for spectators and players, viewing arrangements for spectators and guests (including disabled spectators) and exiting arrangements. Entrancing and exiting arrangements should include details of vehicle and pedestrian separation;
  - (vi) Kick off time;
  - (vii) Ticketing;
  - (viii) Segregation;
  - (ix) Searching;
  - (x) Security;
  - (xi) Arrangements for ensuring the safety of the referee and assistant both on and off the field.
  - (xii) Stewarding;

- (xiii) Sale of alcohol and use of glass;
- (xiv) Pre-match checks;
- (xv) First aid;
- (xvi) Positioning of catering vehicles and temporary structures;
- (xvii) Contingency arrangements in the event of an emergency such as a terrorist threat or structural collapse.

NOTE: This is not an exhaustive list and there may be other factors relevant to individual fixtures.

- (g) If it has not been possible to document the safety management arrangements in advance of the meeting this should be done by the Club or Association immediately following it and distributed to all those in attendance. A template for a basic Safety Management Plan is contained in Appendix 'C'.
- (h) Policy and guidelines regarding ticketing matches, kick off times, stewarding and the sale of alcohol are contained in Appendix 'A'.

**(7) Post-match meeting**

- (a) The Club or Association should hold a meeting of the key people listed in the safety management arrangements as soon after the game as possible and no longer than 2 weeks following the game. If any of these people are unavailable their written comments should be requested in advance (email or fax would suffice) and be presented at the meeting by the host Club or Association. This meeting should follow a simple format of discussing what went well and what should be changed for future games.
- (b) The Club or Association should produce a brief report listing these points and any other action points arising from the meeting. The report should be sent to the IFA and circulated to all relevant organisations. A template for a post match report is contained in Appendix 'D'.
- (c) **Medium Risk (M – Colour Code Amber)**
  - (i) A medium risk match is deemed to be a fixture that does not, after careful consideration by all relevant parties, meet the criteria for a high risk game yet is significantly different from a low risk match.
  - (ii) The key element to consider is public safety (as opposed to a threat to public order or violence in a high risk game) and this criterion would be applicable when it is anticipated that significantly higher numbers of spectators would attend this fixture than is the norm.
  - (ii) For medium risk matches the IFA will require the match organiser to consult with all relevant parties and to be satisfied that the necessary arrangements have been put in place (this may or may not involve a meeting). The IFA will also require the Club or Association to submit a safety management plan to it **at least** 2 weeks prior to the game or as soon as possible after the details of the game are known and a post match report.
- (d) The safety management plan should include the elements listed above. A template is contained in Appendix 'C'. A template for the post match report is contained in Appendix 'D'.

**(e) Low Risk (L – Colour Code Green)**

- (i) A low risk match is deemed to be a fixture that does not require additional safety arrangements to be put in place. The generic safety plan for the ground should incorporate the appropriate safety management arrangements for this type of match.
- (ii) Advice and guidance, if required, can be obtained from the IFA, the PSNI and the local District Council. Contact numbers are detailed in Appendix 'B'.

**9. MONITORING/REVIEW**

The Superintendent, Operational Policy and Support as owner is responsible for reviewing this Service Procedure on an annual basis.

**Service Procedure No 15/2007**

**Index Entries/**

- 'F' - Football Matches/Sporting Events – Policing of**
- 'P' Policing of Football Matches/ Sporting Events**
- 'S' Sporting Events/Football Matches**

## TICKETING

### 1. POLICY

The agreed Policy is that all high-risk matches will be ticket only. Premiership and Senior Club semi finals and finals and all matches played between Linfield and Glentoran will also be ticket only (subject to review).

Any deviation from this Policy, following a pre-match planning meeting or consultation for medium risk games, must be noted in the minutes of that meeting or in the safety management plan for medium risk games. The record should include clear reasons for not adhering to the Policy. Any objections to the deviation should also be noted.

### 2. GENERAL ARRANGEMENTS

- (1) Ticket only means that no tickets will be sold at the ground after a certain agreed cut-off time prior to kick-off. This should be well publicised so that supporters are aware of this. There should however be contingency arrangements in place to deal with spectators who may turn up without tickets. These should be well planned in advance and agreed with all interested parties. In some circumstances an alternative nearby venue could be used to sell tickets from rather than opening up a cash turnstile. This should be somewhere within walking distance of the ground and adequate arrangements would need to be put in place to ensure the safety of those involved, eg cash handling.
- (2) The process of numbering tickets should be gradually introduced to matches, especially where a near capacity crowd is expected. Tickets should clearly identify the area of the ground for which it is valid and all sections of the ground and aisles, rows and seats should be clearly marked. Stewards should be familiar with the ground and trained to direct spectators to their seats.
- (3) For Cup matches Clubs will make an application to the IFA requesting to sell tickets, specifying how many they want. Clubs should then put a system in place to obtain the details of those who are buying tickets. A limit should also be set on the number of tickets that can be purchased by individuals. Unsold tickets should be returned to the IFA by an agreed time.
- (4) Arrangements should be put in place so that Clubs know how many tickets have been sold at all times. This may be more easily achieved through the numbering of tickets. All interested parties should be kept up to date with ticket sales.

3. A ticketing strategy should be agreed at the pre-match planning meeting or consultation for medium risk games and tickets should not go on sale until it has been agreed.

The following rules will apply to a ticket only match:

- (1) Where possible, tickets for seated areas should be printed with seat numbers - initially this rule should be applied to games where a capacity crowd is expected.
- (2) A ticket should clearly identify the area of the ground for which it is valid and all sections of the ground should be clearly marked.
- (3) Tickets should be colour coded for ease of identification and to facilitate segregation.
- (4) Information on conditions of entry should be included on the ticket, eg no alcohol, no glass, bottles must have tops removed, subject to a search, etc.
- (5) The most sophisticated anti-counterfeit measures must be incorporated into match tickets.

**NOT PROTECTIVELY MARKED**

- (6) Immediately the match organisers become aware that counterfeit tickets may be in circulation, they should contact PSNI, to agree a strategy for dealing with the problem.
- (7) Ticket allocations need not be equal but should be calculated under consideration of the likely sizes of the various contingents of supporters concerned.
- (8) Where appropriate Clubs should apply to the event organiser requesting to sell tickets and specifying how many it wants. Unsold tickets should be returned to the event organiser by an agreed time.
- (9) For certain games, ticket allocations should be staggered by the Club or relevant Association, a portion at a time, with no subsequent portion being made available until the Club or Association is satisfied that the previous portion has been distributed correctly.
- (10) Each Club or Association is responsible for ensuring that its ticket allocation is distributed among its own supporters.
- (11) A limit should be set on the number of tickets that can be purchased by individuals.
- (12) All parties distributing tickets must keep detailed records of sales, including the names and addresses of all persons to whom tickets are allocated or sold.
- (13) Where a game is designated 'ticket only' a cash gate should **NOT** be opened.
- (14) The Club or Association should have a suitable mechanism for establishing how many tickets have been sold at any given time.
- (15) The Club or Association must inform prospective supporters well in advance of the need to purchase a ticket.
- (16) It must also be publicised that spectators found in the wrong section of the ground will be removed from the stadium.
- (17) If it is clear that all the tickets will not be sold the Club or Association can in agreement with the pre-match planning committee make arrangements to sell tickets on the day of the match at an agreed venue away from the ground or in the vicinity of the ground with a cut off time 2 hours before kick off.
- (18) It is important the principle of ticketing for matches is not brought into disrepute by wholesale selling immediately prior to the match but there needs to be a contingency available whereby it is safer to admit spectators rather than keep them outside the ground. This facility should only be used in exceptional circumstances based on the public order assessment provided by PSNI.
- (19) Tickets stubs must be retained by the Club or Association for up to 3 months after the match.

**Any deviation from these rules should be agreed at the pre-match planning meeting or consultation for medium risk games and the reasons for the deviation clearly recorded in the minutes.**

#### **4. SALE OF ALCOHOL**

**Alcohol must not be sold at high-risk matches from any outlet within the ground or premises associated with the ground.**

**Any deviation from this Policy, following a pre-match planning meeting or consultation for medium risk games, must be noted in the minutes of that meeting or in the safety management plan for medium risk games. The record should include clear reasons for not adhering to the Policy. Any objections to the deviation should also be noted.**

**NOT PROTECTIVELY MARKED**

**When alcohol is being sold at matches, Clubs and match organisers should adhere to the following rules:**

- (1) A valid license must be held by the Club permitting them to sell alcohol.**
- (2) Clubs must observe any notices/orders that are in place.**
- (3) Alcohol must not be taken into the viewing areas.**
- (4) Match days it is recommended that glassware is not used in bars. If it is used a robust system must be put in place to ensure that no glass is taken out of the bar.**
- (5) Strict stewarding arrangements must be put in place to ensure these rules are adhered to. These stewarding arrangements must be reflected in the Safety Plan.**

## **5. KICK OFF TIME**

It is important that Clubs and Associations are receptive to varying kick off times to suit specific circumstances and this is particularly relevant with regard to safety. An early kick off (up to 1300 hours) may be appropriate for certain high-risk matches, for example:

- (1) Where there has been a recent history of alcohol related spectator disorder.
- (2) Where there is intelligence of expected spectator disorder.
- (3) Where a game is particularly competitive/significant.

The kick off time must be discussed and agreed at the pre-match planning meeting. The reasons for agreeing a certain time must be clearly recorded in the minutes. Any disagreement should also be recorded. Where disagreement exists and there is an issue of public safety the PSNI will be the final arbiters as there may be serious implications for police resources.

## **6. STEWARDING**

- (1) Effective safety management requires the employment, hire or contracting of stewards in order to assist with the circulation of spectators, prevent overcrowding, reduce the likelihood and incidence of disorder, and provide the means to investigate, report and take action in an emergency.
- (2) Stewards should be fit, active and have the character and temperament to carry out the duties required of them.
- (3) Stewards appointed by the Club should have received recognised training from Sport NI. Individuals such as members of ground staff, security guards, hospitality staff and commissionaires should not be considered as stewards, unless suitably trained.
- (4) In some cases it will be necessary to engage independent stewards. The club or association will be responsible for all contracted stewards and must ensure that the contractor is competent and properly insured. The duties and responsibilities of both sets of stewards should be agreed and clearly documented. These details should be contained within the safety management plan. Examples of the duties of both types of steward are contained in Appendix 'E'.

- (5) The briefing of stewards forms a necessary component of effective safety management. Arrangements for this will vary according to the number of stewards involved. If the total number does not exceed 50 it may be possible for all stewards to be briefed together by the safety officer or chief steward. Where there are more than 50 stewards on duty, experience shows that it may be more beneficial to conduct briefing sessions in smaller groups. In such cases the safety officer or chief steward would brief supervisors who in turn brief their individual sections.
- (6) Good communication and co-ordination between Club stewards and independent stewards is essential. Ideally they should be briefed together.
- (7) A de-brief of stewards is also necessary to ensure that any incidents or problems are referred to the safety officer for follow up action. As part of the de-briefing procedure incident forms should be handed to the supervisor, chief steward or safety officer.
- (8) An accurate record of briefings and de-briefings should be kept. They should be scripted by the safety officer and attached to the post event report.

**NOT PROTECTIVELY MARKED**

**Safety Management Plan**

**Club/Association title:** \_\_\_\_\_

**Address:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Fixture:** \_\_\_\_\_

**Anticipated Attendance:** \_\_\_\_\_

**Person with overall and final responsibility for safety (Event Manager)**

**Name:** \_\_\_\_\_

**Position in Club/Association:** \_\_\_\_\_

(This will normally be the Club/Association Chairman/Chief Executive or Senior Board/Committee member. If the operational arrangements, such as engaging contractors, etc are to be delegated to, for example, the Club Secretary, that person must be listed below. This is done on the understanding that the Event Manager retains overall responsibility for safety).

**Name:** \_\_\_\_\_

**Safety Officer**

**Name:** \_\_\_\_\_

**Position in Club/Association:** \_\_\_\_\_

**Received SCNI training            YES/NO**

The Safety Officer is responsible, along with the Event Manager for assessing the risks associated with the fixture and preparing the safety management plan. They will have responsibility for match day safety and will direct arrangements regarding safety on the day from a designated control point. They will inspect the venue prior to the event and advise the Event Manager of any issues. They will brief and debrief the Chief Steward, the supervisor of the independent stewards and others as necessary. They will review any safety documentation forwarded to the Event Manager and advise them of any problems.

Key Personnel (Names and Contact Details)

**(This should be a list of people who will be present at the match and it will vary depending on the size and nature of the game).**

**Event Manager or their Deputy;**

**Safety Officer;**

**Chief Steward;**

**Manager of Independent Stewards;**

**Club A Representative;**

**Club B Representative;**

**Senior Police Officer;**

**IFA Official;**

**First Aid/Medical Manager;**

**Council H & S Officer.**

Details of the Ground where the match is to be played

**Provide general details of the ground including capacities for both seated and standing areas and the condition of those areas. Details of temporary structures, broadcasting vehicles and catering outlets should also be included here.**

Details of how the Ground will be used

(a) Entrancing Arrangements – **include the following details:**

**Is admission by ticket only? If so state this and the details of the agreed ticket strategy (see Appendix 'A'), this should also include contingency arrangement for dealing with those people who turn up without a ticket.**

**Which turnstiles will be used, will there be segregation outside the ground, if so how will this be managed?**

**Will searching be required, if so state who will do this, what they will confiscate and the standard/level of searching that is expected.**

**How vehicle/pedestrian segregation will be achieved.**

**Car parking arrangements.**

**How players, guests and sponsors will enter the ground.**

**How the entrancing arrangements will be stewarded.**

**Arrangements for ensuring the safety of the referee and assistants.**

- (b) Viewing arrangements – include the following details:

**Where the various sets of spectators (including guests, directors, and disabled spectators) will be accommodated.**

**If segregation is required how it will be achieved.**

**If numbers or access to certain areas is restricted how this will be achieved.**

**How even distribution of spectators in certain areas will be achieved?**

**How people will circulate throughout the ground?**

**The stewarding of spectators.**

**Arrangements for ensuring the safety of the referee and assistants.**

**Measures in place to prevent crowd disorder and pitch invasions, eg CCTV, use of PA system, parts of the ground not used, etc. Other measures might include an early kick off and restrictions on the sale of alcohol (see Appendix 'A'). Provide details of how these measures will be used and stewarded.**

- (c) Exiting Arrangements – include the following details:

**A list of all the exit gates, and if possible, a plan of the ground with the exit gates marked on it.**

**Which gates will be used to evacuate particular areas of the ground?**

**How the gates will be stewarded and made available to exit spectators at any time throughout the game.**

**How segregation inside and outside the ground will be maintained during exiting.**

**How vehicle/pedestrian segregation will be achieved.**

**Arrangements for ensuring the safety of the referee and assistants.**

- (d) Communication Arrangements

**Include the following details:**

**The use of radios, who will have them and how they will be used.**

**A designated control/meeting point.**

**Designated time(s) for all relevant key personnel to meet prior to the match starting.**

**Arrangements for ongoing communication throughout the game.**

- (e) First Aid/Medical Facilities

**Distinguish between first aid, medical and ambulance cover.**

- (f) Community Impact Assessment

**A copy of the Community Impact Assessment must be attached to this report.**

- (g) Contingency Arrangements

The Club/Association should detail the arrangements it has in place to protect the spectators, players and visitors in the event of an emergency occurring, such as a terrorist threat, structural collapse, serious crowd disorder, a pitch invasion, etc. These arrangements should include details of pre-match security, liaison with the emergency services, specific methods of communication, emergency evacuation, etc.

NOTE: The intention of this template is to provide general guidance on how to lay out a safety management plan. It is not necessarily comprehensive should be adapted to suit individual circumstances.

**DE-BRIEFING REPORT**

**De-briefing is an essential part of the safety management system. It is the means by which the Club/Association can assess the effectiveness of the safety management operation and discover whether their perception of the event is shared by other safety personnel.**

1. Post Match Consultation

Type: Meeting/by Phone/by email/Written Report\* / Other (**Underline as appropriate**)

If 'other' underlined please specify

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Date of Meeting:

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2. **Organisations Consulted**

NAME	ORGANISATION	DATE

3. **Observations (list under the following headings)**

- (a) What worked well?
  
  
  
  
  
  
  
  
  
  
- (b) Problems observed with the structure, fabric of fittings at the ground.
  
  
  
  
  
  
  
  
  
  
- (c) Issues arising from the movement, location or conduct of spectators.

- (d) Breaches of the ground regulations.
- (e) Feedback from staff or spectators on the operation of the safety management policies or procedures.
- (f) New factors likely to affect the identification of hazards or change the level of risk.
- (g) Impact on the community.
- (h) General Comments.

4. **Action to be taken**

ACTION	PERSON RESPONSIBLE	COMPLETION DATE

Event Manager \_\_\_\_\_ Date \_\_\_\_\_

A copy of the Community Impact Assessment must be attached to this report.

**\*Attach any written reports**

1. **Duties of Stewards**

The duties of stewards may vary depending on the size and configuration of the grounds and the nature of the event, however the basic duties, whether Club stewards or crowd control stewards should be to enforce the Club/Association's safety procedures and, where applicable all the ground regulations.

2. **The basic duties of ALL stewards are summarized as follows:**

- (1) To understand their general responsibilities towards the health and safety of all categories of spectators (including those with disabilities and children), other stewards, ground staff and themselves.
- (2) To carry out pre-event safety checks.
- (3) To control or direct spectators who are entering or leaving the ground, to help to achieve an even flow of people in, to and from the viewing areas.
- (4) To assist in the safe operation of the ground, not to view the activity taking place.
- (5) To staff entrances, exits and other strategic points, for example segregation, perimeter and exit doors or gates which are not continuously secured in the open position while the ground is in use.
- (6) To recognise crowd conditions so as to ensure the safe dispersal of spectators and the prevention of overcrowding, particularly on terraces or viewing slopes.
- (7) To assist the emergency services as required.
- (8) To respond to emergencies (such as the early stages of a fire); to raise the alarm and take the necessary immediate action.
- (9) To undertake specific duties in an emergency or as directed by the safety officer or the appropriate emergency services officer.

3. **Additional duties of Crowd Control Stewards**

- (1) To carry out pre-event security checks.
- (2) To search spectators and remove and dispose of prohibited items.
- (3) To refuse admission to excessively drunk or disorderly spectators.
- (4) To carry out ticket checks outside the venue and turn away spectators without a ticket.
- (5) To maintain segregation lines between rival groups of spectators.
- (6) To provide intensive stewarding to areas of the ground with the potential for unruly behaviour and or crowd disorder.

**NOTE: A number of these additional duties may require PSNI support. This should be agreed in advance with a Senior Police Officer who will be present on the day of the match.**

**Statements of Intent  
Police Service of Northern Ireland - (Name of Organisation)**

**STATEMENT OF INTENT AS TO WORKING PRACTICES AT (NAME OF VENUE)**

This statement of intent does not create a legally binding contract or agreement between the Police Service of Northern Ireland (PSNI) and (management of venue) but simply defines the respective duties of the aforementioned management and the police as recommended by the final report into the Hillsborough Stadium disaster.

**RESPONSIBILITIES OF THE MANAGEMENT**

Management officials will be responsible for the safety, control and monitoring of the crowd entering, leaving and within the venue and in particular for the filling of each self-contained pen or area and the monitoring of each such pen or area to avoid overcrowding and any other steps necessary to ensure crowd safety.

The management is also responsible for enforcing venue regulations.

**RESPONSIBILITIES OF THE PSNI**

The PSNI may assist officials of the management where necessary with their duties relating to crowd control and safety.

The PSNI will endeavour insofar as is practicable under the circumstances prevailing at the relevant time to respond to incidents of disorder inside or in the vicinity of the venue during the actual policing operation.

In any circumstances where the police commander decides that they have to take overall control of all safety and public order aspects at (name of venue) by virtue of their duty to protect life and protect property, they shall notify the Safety Officer of that decision. During this period of police primacy, the employees and agents of the management will work in conjunction with and under the direction of the police commander.

**VARIATIONS**

Any variations as to the division of responsibility will be agreed in writing by the management and police and will be appended to this document, signed by the same representatives identified hereunder:

Signed: \_\_\_\_\_  
  
For or on behalf of  
(management of venue)

Signed: \_\_\_\_\_  
  
District Commander  
for or on behalf of the PSNI

Dated: \_\_\_\_\_

Dated: \_\_\_\_\_

## CONTINGENCY PLANS

### 1. GENERAL

- (1) Contingency plans should seek to identify the potential threats and difficulties which may arise at the various sporting venues. These ought to include:
  - (a) major structural collapse or failure;
  - (b) fire;
  - (c) bomb threats;
  - (d) power failures;
  - (e) late arrival of large numbers of spectators immediately prior to the scheduled commencement time.
- (2) An agreed strategy will at the very least minimise major difficulties and in extreme situations will save lives.
- (3) Common elements within plans will include:
  - (a) agreed means of alerting staff and any emergency services present, to any difficulty (normally the public address system using coded messages);
  - (b) clear identification of the ground by an agreed classification system so that confusion over the actual location of an incident is removed;
  - (c) effective internal and external means of communication;
  - (d) keeping the spectators, including those unaffected, informed of what is happening and what to do.

### 2. KEY PLANNING ELEMENTS

- (1) Access routes agreed between ground management and the emergency services to ensure speedy entry, exit and clear routes in the proximity. It may be deemed necessary to restrict parking on certain routes close to the venue.
- (2) Communication facilities eg telephone locations at the venue.
- (3) A control point for speedy transfer of information between ground management and the emergency services.
- (4) The actual location of the control point and other important rendezvous sites for the emergency services.
- (5) Locations of fire alarms and fire fighting equipment.
- (6) Location of first aid station.
- (7) Location of casualty clearing station.

- (8) The successful implementation of any contingency plan will depend on the level of preparedness of the staff supposed to carry it out. This state of readiness also includes the planning process which needs to be complemented by training and exercising. Exercising need not be a complex and expensive process. It is the responsibility of the management of the premises to ensure that their staff are adequately trained.
- (9) Where larger scale exercises are to be held to test any contingency plan there may be a requirement upon police to participate.