

APPENDIX 2

CAMBRIDGESHIRE COUNTY COUNCIL SAFETY OF SPORTS GROUNDS FUNCTION POLICY DOCUMENT

1. INTRODUCTION

1.1 This policy document has been produced by Cambridgeshire County Council after consultation with Cambridgeshire Constabulary, Cambridgeshire Fire and Rescue Service, East of England Ambulance Service NHS Trust, together with the Environmental Health and Building Control functions of Cambridge City Council, East Cambridgeshire District Council, Fenland District Council and South Cambridgeshire District Council and is the agreed policy for managing safety at sports grounds within the County of Cambridgeshire.

1.2 This document provides an overview of policy and incorporates the Terms of Reference of Safety Advisory Groups for all relevant sports grounds within the County of Cambridgeshire.

1.3 Definitions

The Safety of Sports Grounds Act 1975 defines a sports ground as:

“A place where sports or other competitive activities take place in the open air, where accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose.”

A “designated ground” means all sports grounds as are designated by the Secretary of State which have accommodation for more than 10,000 spectators, or 5,000 in the case of Premier League and Football League grounds in England and Wales.

A “regulated stand” is defined as, “any covered stand with accommodation for 500 or more spectators, whether seated or standing” by The Fire Safety and Safety at Places of Sport Act 1987.

The safety advisory group (SAG) is a multi agency advisory group consisting of officers of the local authority and representatives of the police, fire and rescue service, ambulance trust and officers from the respective district council building control and environmental health services, the ground safety officer and other representatives of the sporting clubs. Other representatives may also attend, including inspectors from the Sports Grounds Safety Authority. The primary function of the SAG is to provide specialist advice to the local authority.

A safety certificate is a document drawn up in pursuance of an application received in the form prescribed by regulation that contains such terms and conditions the County Council feels necessary and appropriate or as prescribed by the Secretary of State.

1.4 Aims

Cambridgeshire County Council, working in conjunction with its partner agencies, aims to ensure the reasonable safety of spectators attending any sports ground in Cambridgeshire.

1.5 Objective of Safety at Sports Grounds

1.5.1 To ensure that spectator safety is of the highest attainable standard at all sports grounds throughout Cambridgeshire and in particular those designated or have regulated stands.

1.5.2 To establish and manage the safety advisory groups (SAG) for all designated sports grounds and those having regulated stands.

1.5.3 To establish ad hoc SAGs where necessary and when required.

- 1.5.4 To establish a process for the issue and annual review of general safety certificates for all relevant sports grounds.
- 1.5.5 To foster, encourage and promote a safety culture within all sports grounds in Cambridgeshire.

2. POLICY

2.1 Legislative duties

Cambridgeshire County Council recognises it has statutory duties under the following:

2.1.1 Safety of Sports Grounds 1975 (as amended)

- To issue a general safety certificate for each designated sports ground within the county, containing “such terms and conditions as the local authority considers necessary or expedient to secure reasonable safety at a sports ground.”
- To issue a special safety certificate to designated sports grounds where appropriate.

2.1.2 Fire Safety and Safety at Places of Sport Act 1987

- To issue a general safety certificate for each regulated stand within the county, containing “such terms and conditions as the local authority consider necessary or expedient to secure the reasonable safety in the stand when it is in use for viewing the specified activity or activities at the ground.”
- To issue a special safety certificate to sports grounds having a regulated stand where appropriate.

2.1.3 All safety of sports grounds legislation

- To serve a prohibition notice in respect of any sports ground if the authority considers that “the admission of spectators to a sports ground involves or would involve a risk to them so serious that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the ground or that part of the ground ought to be prohibited or restricted.”
- This policy must be read in conjunction with any current or future regulations have been passed.

2.1.4 The powers of issue and review of a safety certificate are vested solely in Cambridgeshire County Council’s officers with delegated authority for this activity as outlined in 2.2 and 2.3 below.

2.2 Designated Officer

Through the Scheme of Delegation that forms part of the Council’s constitution, Cambridgeshire County Council has delegated all aspects of the function of safety of sports grounds to the Head of Supporting Businesses and Communities who will act as the designated officer for all statutory duties related to the function.

2.3 Coordinating officer

The Head of Supporting Businesses and Communities may further delegate the function to one or more senior officers within the service to act as coordinating officer(s) having responsibility for leading and coordinating the function and chairing the SAGs.

2.4 Consultation

In imposing terms and conditions for spectator safety, Cambridgeshire County Council is required to consult with Cambridgeshire Constabulary and Cambridgeshire and Peterborough Fire and Rescue Service. Also included, as a permanent consultee, is the East of England Ambulance Service NHS Trust.

Where possible and practicable, Cambridgeshire County Council will consult the above organisations once it is considered necessary to impose a prohibition notice.

2.5 Application

The legislation is applicable to all sports grounds in the county in addition to those designated by the Secretary of State or possessing regulated stands.

2.6 Statutory and other Guidance

All regulatory and other activities carried out on behalf of Cambridgeshire County Council for safety of sports grounds shall be undertaken with full and due regard to any statutory or nationally recognised guidance, in particular statutory guidance issued by the Home Office:

- a) **Home Office Circular No 7/1986** – Annex C of which provides guidance on the procedure regarding applications for general safety certificates under the provisions of the Safety at Sports Grounds Act 1975.
- b) **Home Office Circular No 96/1988** – Which includes advice on the issue of safety certificates for regulated stands.
- c) **Home Office Circular No 97/1988** – Which includes statutory guidance to local authorities under section 26 (8) of the 1987 Act on the methodology that must be applied in determining whether a stand at a sports ground is a "regulated" stand.

The Department for Culture Media and Sports (DCMS) has issued guidance in the form of the Guide to Safety at Sports Grounds (known as the Green Guide). Additionally, the DCMS may issue both general and statutory guidance to local authorities. Cambridgeshire County Council and its partners on the SAGs will embrace and apply the advice and guidance contained in this documentation or any replacement.

The Sports Grounds Safety Authority has issued guidance on the safety certification process and related matters. Cambridgeshire County Council will take full regard of this guidance.

Guidance is also issued from a variety of sources and includes non-sporting activities taking place within sports grounds. Cambridgeshire County Council will have regard to this guidance as appropriate to the circumstances.

2.7 Resources

Cambridgeshire County Council will provide for adequate resources from within appropriately appointed council officers who will receive sufficient training/instruction to ensure competence and/or engage competent specialist agencies/external consultants as necessary, to assist the Council in carrying out any or all of its statutory duties relating to the safety of spectators at sports grounds under the 1975 and 1987 Acts.

2.8 Inspections

Cambridgeshire County Council will meet its statutory duty to conduct an annual inspection at all designated sports grounds and at sports grounds with regulated stands.

Cambridgeshire County Council and other members of the SAGs in their professional capacities need to continuously monitor sports grounds through an inspection process to establish that reasonable safety is constantly being maintained. Cambridgeshire County Council will conduct sufficient match day inspections per season at designated sports grounds and others in accordance with best practice.

Officers engaged in regulatory and enforcement work will be drawn from those qualified and experienced in trading standards.

2.9 Fees

At the discretion of the Head of Supporting Business and Communities, Cambridgeshire County Council will collect such fees for the preparation, amendment replacement or transfer of safety certificates in such circumstances that are provided for by law.

3. SAFETY ADVISORY GROUPS

3.1 Safety Advisory Groups (SAGs)

Cambridgeshire County Council has established SAGs to determine the terms and conditions of each general safety certificate and monitor its implementation. These are inter agency groups and are chaired by a County Council officer from within Supporting Business and Communities. Ordinarily this will be the Coordinating Officer, unless a deputy is required.

3.2 Terms of reference

The SAGs will operate within the scope of the "Cambridgeshire County Council Safety Advisory Group Terms of Reference" (the terms of reference).

3.3 Safety advisory groups objectives

- To provide specialist advice to the local authority so it may effectively discharge its functions under the 1975 and/or 1987 Acts.
- To promote a safety culture at all sports grounds
- To support and advise management or operators of all sports grounds, including designated sports grounds and those with regulated stands to improve any aspect of safety
- Ensure the reasonable safety of spectators at sports grounds

3.4 Membership of safety advisory groups

Membership of a SAG should ordinarily be in accordance with the terms of reference although it will be able to appoint or co-opt any person if this is considered to be expedient in the furtherance of its objectives.

3.5 Meetings

Meetings shall be held in accordance with the terms of reference.

4. ROLES AND RESPONSIBILITIES

4.1 Cambridgeshire County Council relies on a number of partner organisations to provide advice and support to fulfil its statutory duties. The key to being successful in promoting a safety culture comes from multi agency working.

4.2 Role of designated officer and those on whom delegated responsibility has been placed

- 4.2.1 To ensure that Cambridgeshire County Council properly discharges its responsibilities under safety of sports grounds legislation.
- 4.2.2 To ensure that each SAG undertakes activities as appropriate to determine the terms and conditions of general safety certificates and special safety certificates and monitor their implementation.
- 4.2.3 To ensure that decisions taken by SAGs are implemented as necessary.
- 4.2.4 To ensure elected Members are kept informed on safety of sports grounds work as appropriate.
- 4.2.5 To be the authorised signatory for general and special safety certificates.
- 4.2.6 To ensure that membership of each SAG reflects the interests of all parties as recommended by the Taylor Report (Final Report by the Rt. Hon. Lord Justice Taylor, following the inquiry into the Hillsborough Stadium Disaster on 15 April 1989).
- 4.2.7 In the event of clear division or dispute emerging from a SAG on safety matters to ensure that any decisions reflect the policies of Cambridgeshire County Council.

4.2.8 To issue and amend general and special safety certificates.

4.3 Deputising

- 4.3.1 A senior officer from within Supporting Business and Communities, acting in the capacity of coordinating officer, will for all purposes deputise for the designated officer should he/she not be available. Such an arrangement will usually be recognised through documentation before being put in place, although matters of urgency may be undertaken without documentation.
- 4.3.2 Suitably trained and experienced officers, who usually undertake the enforcement role may, in the absence of the coordinating officer, deputise for all roles undertaken by the holder of that position with the agreement of the Head of Supporting Businesses and Communities.

4.4 Role of coordinating officer(s)

- 4.4.1 To manage and control the activities of safety of sports grounds work for Cambridgeshire County Council.
- 4.4.2 To chair meetings of each SAG.
- 4.4.3 To act in a coordinating role for all members of a SAG and be responsible for arranging meetings and inspections as appropriate.
- 4.4.4 To attend on selected match days as appropriate to observe and improve understanding of the operations of a sports ground.
- 4.4.5 To receive reports and consider outcomes following monitoring or enforcement activity.
- 4.4.6 To draft and amend the general and special safety certificates for consideration by the designated officer. Small amendments may be made directly in order to ensure a safety certificate remains current.
- 4.4.7 To draft, issue, suspend and withdraw prohibition notices under Section 10 of the Safety of Sports Act (as amended).

This function may also be delegated to persons having demonstrated sufficient competency, not below the level of Lead Officer, who may draft, issue, suspend and withdraw prohibition notices in consultation with the coordinating officer.

- 4.4.8 To keep the Head of Supporting Business and Communities informed of relevant issues to ensure he/she is able to act as the designated officer.

4.5 Role of SAG members

- 4.5.1 To fulfil roles as defined in the terms of reference.

5. ENFORCEMENT

- 5.1** The coordination officer will not ordinarily carry out the enforcement function. Officers of a different team within Supporting Business and Communities will usually undertake it. Reports relating to the outcome of enforcement action will be forwarded to the coordinating officer for consideration.
- 5.2** Enforcement will be subject to Cambridgeshire County Council's published enforcement policy, which incorporates the Regulators' Code.
- 5.3** As part of its enforcement portfolio, it is the policy of Cambridgeshire County Council to offer advice on spectator safety to the management of a sports ground on request.

**CAMBRIDGESHIRE COUNTY COUNCIL
SPORTS GROUND SAFETY ADVISORY GROUP (SAG)
TERMS OF REFERENCE**

INTRODUCTION

Cambridgeshire County Council is the enforcing authority for the Safety of Sports Grounds Act 1975, and the Fire Safety and Safety of Places of Sport Act 1987 within its administrative area and has delegated responsibility for these functions to its Supporting Business and Communities service. The Right Honourable Lord Justice Taylor, in his final report following the Hillsborough Stadium Disaster on 15 April 1989, recommended (recommendation 31) the setting up of a safety advisory group for each sporting venue to assist the local authority in exercising its functions.

Each designated sports ground, or sports ground with a covered viewing stand having a capacity of 500 or more spectators, will have a safety advisory group chaired by a person nominated by Cambridgeshire County Council.

The following terms of reference for safety advisory groups encompass the recommendations made by Lord Justice Taylor.

POLICY

It is the policy of Cambridgeshire County Council to ensure that any safety advisory group set up by it in accordance with any provision set out in law or other authority operates within the values of Cambridgeshire County Council with respect to equality and inclusivity, with no discrimination on any basis including those of religion or ethnic background.

TERMS OF REFERENCE

Definitions

SAG	Safety advisory group, which includes the Chair, the SAG members (including co-opted members) and representatives of the sports ground (referred to as the 'sports ground').
Chair	<p>A person nominated by Cambridgeshire County Council to act as Chair of the SAG and to be instrumental in the arrangements for the issue of a safety certificate.</p> <p>Note: A chair should be of sufficient seniority in the organisation in order to properly carry out the function.</p>
SAG members	Members of the SAG excluding the chair and representatives of the sports ground.
sports ground	Includes the holder of the safety certificate (where one exists) and representatives of the directing mind of the sporting venue, or any person appointed by the sporting venue with authority to operate in this capacity.
enforcement body	The team nominated by Cambridgeshire County Council's Supporting Business and Communities holding Trading Standards authorisations to ensure that sports grounds legislation and the terms of any safety certificate are complied with.
Green Guide	The latest issue of the Guide to Safety at Sports Grounds published by the Department for Media Culture and Sports.

designated ground	A sports ground designated by order made by the Secretary of State as requiring a safety certificate under the Safety of Sports Grounds Act 1975.
Emergency planning	Cambridgeshire County Council Emergency Planning Team (part of Office of Corporate Services)

2. SAG Constitution

- 2.1. Each SAG will have a chair nominated by Cambridgeshire County Council.
- 2.2. The chair will invite representatives from relevant organisations and bodies to sit on the SAG, including those mentioned below:
 - The sports ground
 - Cambridgeshire Constabulary
 - Cambridgeshire Fire and Rescue Service
 - East of England Ambulance Service NHS Trust and if appropriate any other relevant medical personnel
 - A local authority building control representative
 - A local authority environmental health officer
 - A representative of the enforcement body with delegated responsibility for enforcing safety at sports grounds legislation
 - For appropriate venues, a representative of the Sports Grounds Safety Authority
 - A representative from any organisation that is relevant to the venue in question
 - A representative from emergency planning (see 2.8 below)
- 2.3. A quorum for SAG meetings will consist of the chair, a representative of the Sports Ground and two other SAG members.
- 2.4. When considered necessary or appropriate, other bodies or representatives may attend the meeting either to deal with specific matters or to observe the workings of the group. Such attendances may be for the whole meeting or for specified agenda items only.
- 2.5. Representatives of organisations who are SAG members or representatives of the sports ground will have sufficient authority and status to speak and make decisions on behalf of their organisation or body.
- 2.6. The SAG will consult with any organisation on the best way to represent spectator views and the views of people with disabilities including the National Association of Disabled Supporters (operating as Level Playing Field) when it is relevant to do so.
- 2.7. The SAG may agree to set up sub groups, with the consent of the chair, which may include some or all of the main SAG members. Members of other organisations may be invited to sit on a sub group for part or all of its duration. Any recommendations of a sub group should be reported to the chair of the SAG.
- 2.8. Where a SAG or SAG sub group meets to discuss emergency planning for a major incident, a representative of emergency planning will be invited to attend for that session.
- 2.9. The terms of reference for the SAG will be periodically reviewed.

3. Purpose of the SAG

- 3.1. The SAG will contribute to the preparation of a safety certificate and any amendments to a safety certificate or special safety certificate required for a specific event by giving advice and guidance where needed.

- 3.2. The SAG will make recommendations to a sports ground on any matter that may affect the safety of spectators using the sports venue or the operation of a safety certificate.
- 3.3. SAG members will provide expertise, advice, help and support and make recommendations to assist the sports ground and the enforcing authority meet their legal requirements and ensure good practice with regard to safety at sports grounds legislation and a safety certificate.
- 3.4. The chair of the SAG will communicate recommendations arrived at through the SAG to the sports ground.
- 3.5. The SAG will work with the enforcement body to facilitate regular inspection visits to the sports ground and to attend specified activities to carry out during performance inspections. The SAG will take any observations relating to the effectiveness of the safety systems and procedures at the sports ground made as a result of inspections into account.

4. Scope and responsibilities of the SAG

- 4.1. It is important to note that the responsibility for safety at a sports venue rests with the sports ground, however the SAG does owe a duty of care to provide best advice to a sports ground.
- 4.2. The scope of the advice offered by the SAG will be:
 - For a designated ground, the whole sports ground.
 - For a ground with one or more regulated stands for viewing sporting activity that can each hold 500 or more people, the stand(s) and any part of the ground used for the ingress and egress of spectators during normal use and an emergency evacuation. Also included are any buildings which house any facility required by the Green Guide for spectators using the stand(s) and the routes to and from those facilities.
- 4.3. Where a sports ground is not a designated sports ground, the SAG may agree to offer advice on other parts of the sports ground.
- 4.4. The SAG will:
 - Generally comment on and where relevant participate in the examination and review of documents required by the Green Guide
 - Comment on risk assessments carried out by a sports ground
 - Offer advice on the steward's handbook and any other relevant documentation
 - Comment or offer advice on the safety reviews carried out by a sports ground
 - Where relevant, offer advice on the training of sports ground safety personnel and if necessary, in the furtherance of the work of the SAG member's organisation and the safety of spectators, attend training sessions.
 - Offer advice on a sports ground's contingency plans, having regard to any comments made by emergency planning professionals, including those from the police.
 - Offer advice on the emergency evacuation plans and the major incident emergency plans of a sports ground, having regard to any comments made by emergency planning professionals.
 - Participate in the testing of contingency plans and/or emergency procedures and evacuation testing.
- 4.5. There will be at least 3 main SAG meetings (or a lesser number if agreed by the SAG) at each sports venue per year and such other ad hoc or sub group meetings as considered necessary by the SAG.

- 4.6. Minutes will be taken of the meetings and issued to all SAG members and agendas will be sent out at least 7 days before each meeting.
- 4.7. The SAG will review a safety certificate annually.
- 4.8. When making recommendations, the SAG will have cognisance of advice in the Green Guide, Home Office Circulars and the advice of any organisation or body recognised in law for giving advice on the safety of spectators at sports grounds.

5. THE CHAIR

- 5.1. The chair will:
 - 5.1.1. Where a SAG is not already in existence, invite members from relevant organisations to form one. Where a SAG is in existence, invite members to meetings and find replacements where a nominated representative of any organisation is unavailable.
 - 5.1.2. Consult with SAG members during the preparation and issue of a safety certificate.
 - 5.1.3. Ensure that any strategic body with an interest in the work of the SAG is consulted where necessary and is updated on those items relevant to them.
 - 5.1.4. Ensure a safety certificate is legal, amended, re-written and published as necessary.
 - 5.1.5. Respond promptly to requests from the sports ground, SAG members or any other representative regarding any matter that may affect safety at the sports ground.
 - 5.1.6. Set agendas and ensure they are issued at least 7 days before a SAG meeting. Ensure minutes are taken and circulated to all SAG members in good time.
 - 5.1.7. Liaise with SAG members as necessary and make appropriate decisions.
 - 5.1.8. Any decision made between SAG meetings shall be reported on and documented at the next meeting.
- 5.2. Produce written reports as required and submit them to the local authority for consideration.
- 5.3. **The chair will not:**
 - 5.3.1. Take the primary responsibility for safety at the sports ground. This responsibility always rests with the sports ground.

6. OTHER SAG MEMBERS

- 6.1. **SAG members are expected to:**
 - 6.1.1. Represent the views of their organisations at the SAG and make decisions on behalf of their organisation. SAG members should ensure that any advice they give is consistent with the current policies and best practice operated by their organisations.
 - 6.1.2. Ensure that recommendations made by the SAG which may have a strategic or resource implication for their organisation, are properly forwarded to relevant personnel in their organisation, and report back to the SAG on any advice or recommendation given.
 - 6.1.3. Assess the implications of sports grounds' safety policies, procedures and practices on their organisation's responsibilities.
 - 6.1.4. Respond to requests for, and offer the chair best advice in their area of expertise to aid the decision making process.
 - 6.1.5. Act as a source of information and advice to a sports ground to help them meet their safety requirements
 - 6.1.6. Attend safety advisory group meetings and such other meetings as necessary to fulfil the requirements of their own bodies or organisations.

- 6.1.7. Send a replacement if unable to attend a meeting. The replacement will be fully briefed on all relevant matters and given details of any outstanding issues and any update of matters arising.
- 6.1.8. Inform the chair of items that they wish to put on the agenda at least 8 days before the next meeting of the SAG. This will not apply for urgent extraordinary SAG meetings.

6.2. **SAG members are not:**

- 6.2.1. Required to take on more than an advisory role except where it is necessary in order to fulfil the duties of their employment.
- 6.2.2. Required to offer advice or an opinion outside of their area of expertise and may choose whether or not to comment in these situations.
- 6.2.3. Required to replace the role of consultants or other experts that should be engaged by the sports ground and may recommend alternative sources of information or advice.

7. THE SPORTS GROUND

7.1. **The sports ground is expected to:**

- 7.1.1. Take a proactive role in ensuring the safety of the venue.
- 7.1.2. Inform the chair and the SAG of anything that may affect the safety of spectators using the sports ground.
- 7.1.3. Consult, employ or otherwise engage the services of such other experts as is necessary for them to carry out their duties to ensure the safety of spectators.
- 7.1.4. Respond to decisions and recommendations made by the SAG.
- 7.1.5. Inform the SAG of any action or planned action, which has affected or may affect the safety of spectators.
- 7.1.6. Submit contingency plans, emergency and evacuation plans and risk assessments to the SAG for consideration.
- 7.1.7. Submit any tests and reviews of contingency plans, emergency and major emergency plans and risk assessments to the SAG for consideration.
- 7.1.8. Report to the SAG on an annual safety review of crowd safety procedures, policies and practices.