SAFETY AND SERVICE ESSENTIALS

Balance S4 : Strengthening the Safety and Service pillars of the Saint-Denis Convention

" Sport Welcomes All

Balance S4

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Contents

Introduction

1. Purpose of this document

This document aims to support the European Union - Council of Europe's Joint Project "Balance S4 – Strengthening the Safety and Service Pillars of the Saint-Denis Convention".

It provides an overview of the essentials for the safety and service elements of the convention. These elements are often and mistakenly seen as subordinate to security. The Saint-Denis Convention clearly outlines the importance of all three elements. This guidance and the wider project aim to rebalance and strengthen the awareness and understanding of the safety and service pillars.

It is not a comprehensive representation of all issues. However, it should provide sufficient overview of some of the key principles and where further information and tools can be found.

This guidance should be used proportionally, based on the individual stadium and/or event. It is not expected to be followed exactly and instead should be used to enhance the stadium management in their understanding of safety and service.

Safety essentials

1. Management has the responsibility to keep all people safe.

2. Understand the safe capacity.

3. Assess the risks involved.

4. Recognise the importance of good design and safety management.

5. Safety cannot be achieved in isolation.

Service essentials

1. The spectator journey starts when purchasing event tickets.

2. Preparing a welcoming environment is key.

3. Positive attitudes and actions of event personnel have a positive impact on spectator behaviour.

4. Every spectator should be able to enjoy the event day without fear or worry.

5. Communication is key to a safe and welcoming atmosphere.

2. Safety, security and service

It is widely acknowledged that the delivery of a safe event is achieved by adopting an integrated and balanced approach towards the core elements of safety, security and service, as advocated by the Council of Europe. In brief, these are:

a. **Safety – all measures related to the protection of people from being injured or facing a risk to their health and well-being during sports events, including protecting people on their journey to the event and in public viewing areas outside stadiums.**

To be considered 'safe' management should ensure the stadium is:

► free of hazards, as far as is reasonable or practicable; and

► well managed: that is, the responsibility for safety should be allocated to a named individual (Safety Officer) and that the personnel operating and staffing the stadium should be appropriately trained, briefed and resourced, and be able to carry out their allocated safety roles both in normal conditions and in the event of an incident.

Understanding the distinction between the physical condition of a stadium and its safety management forms a crucial part of event safety management. Equally important is recognizing how these two aspects are interdependent.

b. Security – all measures designed to deter, prevent and sanction any incident of violence or misbehaviour in connection with football or other sports events – inside or outside of a stadium.

To be considered 'safe' a stadium should also be secure. Conversely, a stadium that is not secure cannot be considered to be safe.

Security depends on the following five key elements being in place:

- ► A named individual with responsibility for security. On event days they might report directly to the Safety Officer. In some locations, it may fall within the remit of the Safety Officer.
- ► Measures to prevent, detect and respond to, as far as is reasonably practicable, incidents of violence or criminal activity (including terrorism) from taking place. This should be based on information and intelligence.
- ► The stadium's security personnel should, as part of the overall safety culture, engage with all aspects of event planning to ensure that staff in other functional areas share situational awareness.
- ► Access controls and management plans should be in place to deny entry to non-accredited individuals and vehicles to the stadium.
- ► Plans should be in place to manage access and any vulnerable points which are intersected by areas or routes shared with the public.

Finding and maintaining a balance between measures required for safety and those required for security is one of the major challenges of event safety management.

c. Service – all measures designed to make football and other sports events enjoyable and welcoming for all, in stadiums but also in public spaces where spectators and supporters gather before, during and after the matches.

Service encompasses those management plans and procedures that are aimed towards the wellbeing of *all* people at an event, whether attending as individuals or in groups (including family groups).

Wellbeing is relevant to safety management because experience shows that the behaviour of people at an event can be significantly influenced by conditions at a stadium, and by the attitudes and actions of the event staff.

Everyone should be able to enjoy the event without the fear of discrimination or abuse from any party, be it from fellow spectators or event staff.

People present at an event should not only be safe, but they should *feel* safe as well.

3. About the European Union - Council of Europe Joint Project

The Joint Project "Balance S4" aims at assisting the 46 Council of Europe Member States in effectively implementing the three pillars of the Saint-Denis Convention – Safety, Security and Service – in a balanced and integrated way. In particular, the project aims to further strengthen the safety and service pillars, notably with a view to promoting safer sports infrastructures, inclusion, diversity, accessibility and non-discrimination for spectators and other participants at football stadia and other sports venues.

Through this project, Member States should have a better understanding of the importance of the balanced integrated approach and the role of safety and service in it; and have a higher awareness of the importance of having safer, healthier, more welcoming, inclusive, accessible, diverse and equal sports venues for all participants. The aim is that the safety and service principles and standards are embedded in the national strategies, policies and practices, from national to local levels, in an interdependent and overlapping way with the security dimension.

Work with the Sports Grounds Safety Authority (SGSA)

The SGSA has been commissioned to support the European Union - Council of Europe "Balance S4" joint project following a selection process, recognising its longstanding commitment to the work of the Saint-Denis Convention, as well as its international expertise in promoting safety at sports venues. Renowned for setting the standards for safety, SGSA provides world leading guidance in this field.

4. Supporting guidance and documents

a. Standards of the Saint-Denis Committee

The Saint-Denis Committee adopted Recommendation Rec(2021)1 on Recommended Good Practices on Safety, Security and Service at Football Matches and other Sports Events, in particular its Annex A on Safety and Annex C on Service, which set the Council of Europe's standards in this field, as well as Annex D with a checklist.

The Saint-Denis Committee further adopted Recommendation Rec(2022)2 on a Model national legislative and regulatory framework on safety, security and service at football matches and other sports events. Its Annex 1, on a model national law, sets the recommended safety, security and service provisions, whereas Annex 2 sets a model of a regulation on stewarding at football matches and other sports events.

b. Guide to Safety at Sports Grounds (Green Guide)

The Sports Grounds Safety Authority (SGSA) is the UK Government's advisor on safety at sports grounds and a world leader in safety. SGSA provides independent, expert advice, based on over 30 years of experience in making football in England and Wales a safe and enjoyable event for spectators. SGSA uses its expertise to advise and support other sports and related industries in the UK and internationally.

Put simply, SGSA's purpose is to ensure that sports grounds are safe for everyone.

SGSA's expert team of Inspectors provide first-rate support and advice based on their collective knowledge of areas including engineering, policing, emergency planning and facilities management. They support individual clubs and grounds, sports bodies, governments, architects and engineers to minimise risk and help deliver safe events for all.

The Guide to Safety at Sports Grounds (also known as the *Green Guide*) is the world's foremost guidance on the building, planning and management of safety at stadiums.

A fundamental principle of the *Green Guide* is that responsibility for all people present in a sports ground lies at all times with the ground management. It also emphasises that safety at sports grounds is achieved by establishing a balance between good management and good design.

The *Green Guide* details how to calculate a stadium's safe capacity, outlining how to calculate the entry, holding, exit and emergency exit capacities. It also details the requirements for the safe movement of people in, out and around the sports ground, detailing:

► Circulation, including ingress, egress, vertical circulation and concourses.
► Structures and installations, including barriers and separating elements and spectator accommodation (both seated and standing).
► Importance of effective systems including communications and control issues, along with mechanical and electrical installations.
► Specific issues, including fire safety, medical and first aid provision, and media provision.

To support the *Green Guide*, several free worked examples and annexes have been created to provide additional detail on certain issues:

► Annex A – P Factor Indicative Questions.
► Annex B – S Factor Indicative Questions.
► Annex C – Guidance on Colour Vision Deficiency.
► Annex D – Demountable Structures Checklist.
► Annex E – Medical Room Checklist.

Capacity calculation worked examples:

► Football and rugby.
► Cricket.
► Racecourse.

All of these can be found on the SGSA website (https://sgsa.org.uk/document/greenguide/)

The *Green Guide* is updated periodically, usually around every 10 years. The latest, sixth edition, was published in October 2018.

The next edition of the Green Guide is due for publication in 2029.

c. Supplementary Guidance 03: Event Safety Management

The Supplementary Guidance 03: Event Safety Management (SG03) provides a comprehensive overview of the planning and delivery of safe events. It builds on ideas and concepts within the Green Guide, for example around Zone Ex, safety personnel and the contents of the Operations Manual.

Safety management seeks to ensure that all people present at an event not only are safe but also that they should have sufficient confidence in the safety management operation to feel safe.

The core elements of event safety management are brought together in this guidance, including:

- ► Management responsibilities and safety personnel, including the safety officer and stewarding.
- ► Conducting risk assessments and contingency planning.
- ► Developing an Operations Manual and Event Day Plan.

To support the Supplementary Guidance 03: Event Safety Management document, SGSA produced the following annexes and templates which are freely available on the SGSA website (https://sgsa.org.uk/document/sg03-event-safety-management):

- ► Exercise planning.
- ► Control points.
- ► Recording of tests and inspections templates.
- ► Template risk assessment form.

d. Toolkit of Factsheets on Saint Denis Convention

To support the Saint-Denis Convention, the Council of Europe has published a Toolkit comprising 16 factsheets, titled "*How to ensure a safe, secure and welcoming environment at football matches and other sports events*". All you need to know is available on Toolkit - Sport (https://www.coe.int/en/web/sport/factsheets). These include the following, of particular relevance for the safety and service elements:

- ► Safety: Which actors and which roles?
- ► Safety: How to assess, identify and manage risks at sporting events?
- ► Safety: Certification, maximum safety capacity and European standards.
- ► Service at football matches: What is it about?
- ► Racism, discrimination and intolerance, including hate speech, in sport.
- ► Accessibility and inclusiveness at sports events.

e. Online training

The Council of Europe and the University of Liverpool have produced a free online course to raise awareness and understanding of the requirements of the Saint-Denis Convention.

The course – Promoting and Strengthening the Council of Europe Standards on Safety, Security and Service at Football Matches and Other Sports Events (https://rm.coe.int/online-course-on-the-saint-denis-convention/1680abb343) – is made up of eight modules.

These modules contain details of effective and efficient safety, security and service management at sports events with the ultimate aim of making football matches and other sports events more welcoming, safe and secure.

It is highly recommended that anyone involved in the safety and security of events, particularly football matches, should complete this course.

f. Country Profiles

The Council of Europe developed a database with "country profiles" that provides a list of countries that have ratified the convention, along with detailed information on the institutions responsible for sport and security, major sports events, supporter organisations, the legal framework and national strategies. It also highlights the major risks involved in each country. This is available to anyone interested in learning more about the specific actions each state is taking to implement the Saint-Denis Convention on the website (https://www.coe.int/en/web/sport/interactive-map-with-country-profiles).

Essentials of safety

Regardless of the size of the stadium or the activity there are five key principles for spectator safety. These are outlined in detail across all of the SGSA's guidance documents.

In brief, these are:

1. Management has the responsibility to keep *all* people safe.

2. Understand the safe capacity.

3. Assess the risks involved.

4. Recognise the importance of good design and safety management.

5. Safety cannot be achieved in isolation.

The following sections provide further details on each of these principles.

1. Management has the responsibility to keep *all* people safe

For all individuals involved in the management, organisation or hosting of an event, whatever their role, whatever the nature of the event, wherever the event is staged, the safety of *all* people present must take precedence over every other concern.

'*All people*' includes not only spectators or audience members but also players, athletes, participants and performers, competition officials, stadium and event staff, representatives of the emergency services, representatives of the media, and indeed any individual who attends the event, in whatever role.

2. Understand the safe capacity

At its most basic level, one of the first issues to consider is the capacity of the stadium and its suitability for accommodating the anticipated attendance numbers.

The stadium, or section within it, including those areas where people queue to gain entry, congregate for amenities, or disperse, can be considered safe only if the number of people present – and that includes all people, not only spectators – equals the number of people that area can accommodate safely.

The safe capacity should be carried out by a competent person – that is someone who has the sufficient training and experience to conduct the assessment. However, it is important for all involved in the stadium management to be aware of how the safe capacity is calculated.

This section provides an overview of the factors used to calculate the safe capacity:

a. **Entry capacity** – the number of spectators who can pass through all the entry points or turnstiles serving the stadium, or a section of the stadium, within a one-hour period.

b. **Holding capacity** – the number of spectators that can be safely accommodated in the viewing accommodation of the stadium, or in a section of the stadium.

   For seated accommodation this is the actual number of seats, less any that cannot be used safely owing to seriously restricted views or inadequate condition.

   For standing accommodation this is determined by several factors, including an assessment of the space available and the appropriate density measure, crush barrier strengths and layouts and any seriously restricted views.

   For both seated and standing accommodation, the holding capacity will also be assessed according to its physical condition (also known as the (P) Factor) and the safety management of that area (the (S) Factor).

c. **Exit capacity** – the number of spectators that can safely exit from the stadium, or from a section of the stadium, under normal conditions. The calculations should take into account whether the exit route is flat or stepped. In addition, it should be calculated based on the exit width of the narrowest point, for example this may be a vomitory or staircase leading to the final exit, rather than the width of the exit gate itself.

d. **Emergency exit capacity** – the number of people (spectators and all other people present) that can safely exit from the stadium under emergency conditions to a place of safety within a set time. The determination of that set time is based on an assessment of the levels of fire risk present throughout the exit route (for example eight minutes), as well as whether the route is stepped or flat, and the width of the narrowest points, as in the exit capacity above.

e. **Final capacity** – having calculated all the above figures, the final capacity of the sports stadium, or section of it, will be determined by whichever is the lowest figure of the above four factors.

Once the final capacity of a section, or of the whole stadium, is determined, in no circumstances should a larger number of spectators be admitted.

If that final capacity is lower than the level management ideally requires, it can only be raised after the necessary remedial work has been completed, and/or the quality of safety management improved, and after the area in question has been re-assessed by a competent person.

To support the understanding of how a safe capacity is calculated, the SGSA has developed supporting materials, available on its website (https://sgsa.org.uk/physical-factors/calculating-safe-capacity/).

3. Assess the risks involved

Event safety management is, in essence, about the management of risk.

More specifically, managing risk is one of the principal means by which stadium management can meet their responsibility to achieve a reasonable degree of safety for all people present at an event.

No other forms of risk management should take precedence over the safety of all people present. For example, no event should be staged, nor, once started, continued, despite known safety risks, purely in order to avoid financial losses, avoid breaking commercial arrangements, or avoid potential reputational damage to the hosts or visitors.

Risk assessments generally fall into one of the following five main categories:

a. **Standard, or generic risk assessments**: to consider potential incidents, hazards or threats when the stadium is in standard operational mode.

This type of risk assessment is typically drawn up before the start of a season at stadiums which stage the same sport or type of event on a regular basis. It will, however, need to be supplemented on an event-to-event basis by the following.

b. **Event specific risk assessments**: to consider potential incidents, hazards or threats arising from the specific event in question, also when the stadium is in standard operational mode. Even if standard or generic risk assessments have been completed, no two events are identical. Each might attract a slightly different demographic, or take place at a different time of the day, or year, or in different circumstances or in different weather conditions. Therefore, an event specific risk assessment is critical.

c. **Dynamic or ongoing risk assessments**: to consider incidents or hazards that emerge, or threats that are identified, during the event planning cycle.

Any risk assessment can only reflect conditions or circumstances at the time the assessment is carried out. As conditions or circumstances change, as incidents occur, as hazards arise, or as threats are identified, it will be necessary to conduct a further, dynamic risk assessment to determine whether further controls or mitigation measures, or changes to standard operational procedures, will be necessary.

d. **Statutory risk assessments**: as required under local or national legislation, for example, in relation to health and safety, fire safety, medical provision or equality and inclusivity.

e. **Risk assessments carried out by external agencies**: events are often graded or categorised by external agencies or emergency services, such as the police, in order to ascertain their own resourcing levels. Third party contractors such as broadcasters and caterers should also provide their own risk assessments.

Although the ultimate responsibility for commissioning risk assessments lies with the stadium management, all risk assessments must be carried out by competent persons with the appropriate skills and experience.

Furthermore, risk assessment is not an exact science because different people and organisations perceive risk in different ways. It is therefore good practice for risk assessments to be reviewed by a group of people in consultation, rather than by a single individual.

4. Recognise the importance of good design and safety management

Safety at stadiums is best achieved when led by good design overlaid by high quality safety management.

Reasonable levels of spectator safety are difficult to achieve where design is poor. Additional levels of safety management should not be seen as the solution to compensate for poor design. In this respect, safety cannot be achieved simply by ensuring that individual components of a stadium – such as stairways, gangways, seated areas or terraces – are satisfactory in themselves. The inter-relation of these and other components, such as concourses and CCTV systems, is critical. None can be treated in isolation without consideration of the effect its design and management has upon other components. They should all be compatible and combine to form a balanced unit.

Safety management seeks to ensure that all people present at an event not only are safe but also that they should have sufficient confidence in the safety management operation to feel safe. It should never be an afterthought. It is a discipline that requires forethought, focus, detailed planning and leadership, backed up by information and intelligence gathering, the co-ordination of multiple stakeholders, targeted communications, and the presence of competent staff who are appropriately trained, briefed and resourced.

Points to consider include:

a. The importance of maintenance, tests and inspections for all parts of a stadium. These should be retained within a Planned Preventative Maintenance Schedule. By adopting this proactive approach, management should be able to reduce its long-term costs, as well as reduce any potential liabilities arising from damages or faults.

b. Regardless of the type or size of an event, there should be a control point (also known as a control room). This facility should form the hub of the safety management team's command, control and communications network during an event. This should include access to critical life safety systems including the fire detection and alarm system master panel, CCTV cameras, PA systems, communication systems and emergency lighting.

c. Stadiums should be inclusive and accessible to all spectators – no one should be excluded because of disability. Stadium management should strive to meet all the requirements of disabled supporters so that stadiums are fully accessible with a focus on making all supporters' services equal and inclusive. Management should also be conscious of any legal requirements around accessibility.

d. No matter how basic or sophisticated the stadium, or how technologically advanced the safety systems in place, it is the competency and capacity of the stadium's people that will ultimately determine the quality of the safety management operation. For this, there must be an effective safety management structure, or chain of command, in place at the stadium. This includes:

   ▶ A Senior Executive with overall responsibility for safety.

   ▶ A Safety Officer to plan and oversee the event day operation.

   ▶ Supervisory stewards to form a link in the chain of command between the Safety Officer and all other stewards.

   ▶ Stewards performing locational or functional roles.

   ▶ A named individual with a responsibility for security.

   ▶ Event attendants carrying out non-safety critical (service) roles.

e. There should be a Safety Officer in place who has overall responsibility for safety at an event. The Safety Officer plays a pivotal role in the implementation of the management's Event Safety Policy and, as such, should be a skilled and experienced professional who has demonstrated occupational competency for the role. During an event, the Safety Officer should:

   ▶ be recognised as being in overall control of all operational matters in relation to safety management; and

- ► be given the authority to make any safety-related decisions without having to refer to the senior executive with responsibility for safety, the stadium management or the event organiser.

f. An Operations Manual should be in place which sets out the way a stadium operates on a daily basis. It serves two principal purposes: firstly, to act as a reference point and a prompt for key members of the safety management team during an event, and secondly, to act as a record of the event planning process, should it be necessary to review or question any of the actions taken. The range of documents to be included in the Operations Manual will vary according to the stadium and the event, but is likely to include:

- ► The Event Safety Policy.
- ► A set of annotated site plans of the stadium and its immediate environs.
- ► Capacity calculations.
- ► Generic risk assessments for the stadium and the event, including any regular pre-event activities.
- ► The Stewarding Plan, based on a staffing risk assessment.
- ► All contingency plans.
- ► The Security Plan, to include counter terrorism measures and the security of athletes, performers and VIPs.
- ► Any Memorandum of Understanding or Statement of Intent in place, for example with service providers or the police, that has a bearing on event safety management.

The SGSA website outlines full details of what should be included in the Operations Manual (https://sgsa.org.uk/safety-management/operations-manual/).

5. Safety cannot be achieved in isolation

Whilst the responsibility for safety in a stadium rests with the management, it cannot be achieved alone. It requires the participation and co-operation of numerous agencies and stakeholders, depending on the stadium and the event. This is what is meant by implementing an integrated approach to safety.

The stakeholders involved will vary, but are likely to include:

- ► the local authority, which might require a safety certificate and/or licence to be in place, with certain conditions, such as a limit on capacity;
- ► a sport governing body, which may impose certain requirements;
- ► the police;
- ► medical providers who will require certain access and facilities;
- ► fire service;
- ► the local highways authority; and
- ► others, such as local businesses.

A key factor of this is the need for stadiums, and wider stakeholders, to consider the *Zone Ex*. Zone Ex is defined as consisting of those areas, either in the public domain or under private ownership, considered to be integral to the circulation and safe management of people both arriving at the stadium and dispersing afterwards. Typically, Zone Ex includes routes linking the stadium with transport hubs, car parking areas and local amenities. However, in every location its extent and character will differ.

These and other relevant elements and characteristics of Zone Ex must be taken into consideration when planning the event safety management. This is because:

a. No stadium or event exists in isolation.

b. The physical characteristics and management of Zone Ex may have a bearing upon the safe capacity of the stadium.

c. Safety management plans must balance the operational requirements of the stadium and the needs of those attending the event against any impact that the event might have upon Zone Ex.

In most locations the routes or areas that make up Zone Ex fall outside the legal jurisdiction of the stadium management. It is nevertheless incumbent upon them to ensure that all safety, security and service arrangements within that zone are integrated, co-ordinated and agreed by all key stakeholders prior to the event.

Essentials of service

The Council of Europe Saint Denis Convention states:

"The concept of service comprises all measures designed to make football and other sports events enjoyable and welcoming for all, in stadiums but also in public spaces where spectators and supporters gather before, during and after the matches. This incorporates material elements like good catering and toilet facilities; but above all, focuses on the manner in which people are greeted and treated throughout the event."

This section outlines the following five essentials of service:

1. The spectator journey starts when purchasing event tickets.
2. Preparing a welcoming environment is key.
3. Positive attitudes and actions of event personnel have a positive impact on spectator behaviour.
4. Every spectator should be able to enjoy the event day without fear or worry.
5. Communication is key to a safe and welcoming atmosphere.

These are detailed in Balance S4 Guidelines and in the Balance S4 Training Toolkit.

A central part of service is to understand the 'spectator journey'. Fundamentally, spectator behaviour at an event can be significantly influenced by conditions at the stadium and by the attitudes and actions of the event staff. The 'spectator journey' itself can be defined as the experience of a spectator from the purchase of event tickets to the return home after the event has taken place.

1. The spectator journey starts when purchasing event tickets

A safe and welcoming experience for spectators begins before the event itself. It starts at the point of purchasing tickets. For example, ticket buyers (whether supporters of a home team or visiting supporters) should have an understanding of the location of seats and have options to select the most appropriate placement within the stadium. This should include having clearly identified, accessible fan and family areas.

For this, an effective Ticketing Strategy, as part of the Operations Manual, is critical. An important part of this is effective relationships in the stadium itself between the safety team, ticket office, facilities management, marketing and any other relevant departments.

At the point of purchase, it can also be useful to include information about the spectator journey. This could cover activities which will be available before the start of the event, for example if any fan zones were planned, or any family friendly activities taking place, either inside or outside the stadium.

2. Preparing a welcoming environment is key

Preparations ahead of an event day are essential to creating a welcoming environment. This is true not only for the stadium itself, but also providing key information to spectators.

a. Stadium preparations

Ahead of an event day, the stadium should set a positive tone, by ensuring that cleaning and sufficient inspections and checks take place in the period before the gates open. This includes making sure that seats, concourses, toilets facilities, etc, are clean and tidy.

b. Spectator preparations

Stadium management should make sure that spectators are provided with sufficient information ahead of the event day in order for them to feel safe and welcome. This could include:

► Details of how to get to the stadium through different transport points and how to effectively access the stadium, for example using the correct gate for their seats.

► Details of any security arrangements in place on event day. This could include providing details of any searching and screening that may take place, any bag restrictions, and so on.

► Terms and conditions of entering the stadium.

Some stadiums have achieved this through the introduction of videos which follows the spectator journey into the stadium. This can be particularly effective for visiting fans.

Stadium management should also consider facilities for spectators in order to make the experience as welcoming and enjoyable as possible, and outlining the facilities available before the event day. This could include, for example, supporting spectators with specific requirements, such as having hearing loops for deaf/hard of hearing spectators, the provision of sensory rooms or offering faith rooms.

3. Positive attitudes and actions of event personnel have a positive impact on spectator behaviour

Stewards are amongst the most critical staff members at a stadium, as they implement the policies and instructions from the safety management team. They are often the first and only point of contact between the stadium management and members of the public. Their roles and responsibilities focus on ensuring a safe and welcoming environment for spectators.

It is, therefore, critical that stewards, and any other public facing roles, have the appropriate training, qualifications (as required) and briefing to effectively do their roles.

All stewards should:

- ► be fit and active;
- ► have a mature character and temperament; and
- ► demonstrate interpersonal skills.

The duties of a steward will vary, depending on the size and configuration of the stadium and the nature and timing of the event. As an overview, these can include:

- ► Assisting with the circulation of spectators, including during ingress and egress.
- ► Monitoring and controlling crowd movements and density within viewing areas, so as to prevent overcrowding.
- ► Identifying and reporting any potential hazards, or incidents.
- ► Staff entrances, exits and other strategic points, such as the pitch, or any exit doors or gates as needed.

There are also various roles at a stadium which can be safely carried out by well-trained and briefed individuals who are not a qualified steward. These roles are focused on customer service and enhancing the experience of spectators in and around the stadium. These non-safety critical roles can be completed by an Event Attendant.

Whilst Event Attendants do not require the same qualifications as stewards, they must have similar qualities and attributes, as noted above. They must also be sufficiently trained and briefed by the stadium.

The basic duties of Events Attendant include:

- ► Wayfinding and general support to spectators.
- ► Guidance and direction to attendees arriving by car or on foot.
- ► Customer care duties including directing to refreshments, toilets and first aid facilities.
- ► Monitoring non-safety critical locations, as identified by the safety management team and included in the deployment section within the Stewarding Plan.

Stewards can carry out the duties of non-safety critical roles and locations. It is the responsibility of stadium management to determine how best to use their resources, as part of the Stewarding Plan.

In order to enhance the service provision, all personnel conducting safety, security and non-safety related roles should be properly trained and briefed to carry out their roles effectively.

a. Training

Training is critical for all safety personnel, particularly non-safety critical roles, such as Event Attendants. This is to make sure they are fully aware of stadium and event requirements, along with having a clear understanding on the roles and responsibilities they hold – in other words what they can and, importantly, what they cannot do.

As good practice, management should encourage continuous professional development and refresher training opportunities for safety personnel. In addition, management should ensure records of training received are kept for each personnel member.

Training should be:

- ▶ **Stadium specific** – delivered to each employee, volunteer or contractor before or when they first attend the stadium. This important familiarisation training is to outline the safety and security features and requirements of the stadium.
- ▶ **Event specific** – alongside gaining an understanding of the stadium, training should include elements specific to the nature of the event taking place. Importantly changes to the usual operational procedures or policies will need to be identified and communicated.
- ▶ **Role specific** – staff members deployed to specific roles or locations within each stadium will need to be appropriately trained on the key safety, security and service roles and actions needed for the event and location or deployment.

b. Briefing

Event day briefing and debriefing sessions are an essential part of safety management operations. They allow stadium management to be confident that every member of the safety team are informed of the key issues for the day, and how they relate to their roles.

The content of briefing sessions will vary according to the stadium and the event. They are intended to provide safety personnel with whatever specific information and instructions they require in order to perform their functions at that particular event. The contents of the briefing should be relevant, concise and clear.

In addition, stadium should balance the security requirements with the welcoming atmosphere. For example, a heavy police/military/armed guard presence at entry points can impact how safe and welcome fans might feel. Whilst, of course, the safety and security of spectators should never be compromised, it is important to consider the perceptions of fans.

4. Every spectator should be able to enjoy the event day without fear or worry

Stadiums should be a safe, secure and welcoming environment for all. Critical to this is ensuring that those with specific requirements, for example disabled spectators are not discriminated against. An Accessibility Plan is essential to this. Stadium management should also consider the welfare of wheelchair users during adverse weather, for example by providing ponchos or covers if they are in open spaces, including accompanying persons.

Beyond this, spectators should be able to enjoy a match, with sufficient facilities and concessions available throughout the stadium and without their health and well-being being affected.

Offensive and bigoted behaviour and language must not be tolerated at any time. Stadium management should ensure there are effective plans in place to deal with anyone who is displaying those behaviours.

In addition, it is important to consider the general welfare of spectators before, during and after events, and having appropriate policies and procedures in place to ensure a smooth event. This could include:

- ▶ Having appropriate safeguarding policies in place for children, young people and vulnerable adults.
- ▶ Ensuring there are appropriate facilities in place for spectators, such as sufficient toilets and refreshment opportunities.
- ▶ Considering the needs of visiting spectators, and ensuring away areas are welcoming, with appropriate staffing arrangements, and the abilities to put club colours in the area. Visiting supporters should not be treated as second rate to home supporters.

Stadium management should also consider the general welfare and support for spectators. This includes having food, beverages, appropriate hygiene and cleaning activities during a match, particularly in concourses.

5. Communication is key to a safe and welcoming atmosphere

The central factor in all service elements is the importance of effective communications.

Communications should be friendly, understandable and accessible. It should be in both written and verbal forms, with consideration given to those with sight problems (such as colour-blindness), cognitive or hearing difficulties to ensure that all spectators have an equal ability to receive the required information about a stadium before, during and after an event.

Consideration should also be given to ensuring key communications are available in other languages, particularly if the stadium hosts events such as UEFA cup fixtures or international matches.

Communication is also key for fans to be aware of any impact on travel arrangements after an event. In particular, this relates to visiting spectators who may not know the stadium and require additional advice and support.

Stadiums can achieve good communication in a number of ways, including:

- ► messaging sent to spectators ahead of the event;
- ► information about the event on the stadium's website;
- ► information being located strategically around the stadium;
- ► social media activities; and/or
- ► the establishment of a specific app.

Critically, the safety team should work closely with communications/marketing teams to ensure that information is effectively distributed.

It is also important to obtain feedback from spectators themselves in order to try to address any issues or needs, and to continuously improve the service element at stadiums. This could be achieved via fan forums, to feedback on events and experiences, through the establishment of a Supporter Liaison Officer, online feedback forms, or a combination of these and other activities.

The Guide to Safety at Sports Grounds (Green Guide) Guide to Safety at Sports Grounds (Green Guide) - SGSA

The Saint-Denis Convention country profiles Country Profiles - Sport

SGSA annexes and templates website SG03: Event Safety Management - SGSA

The SGSA website for safe capacity calculation Calculating safe capacity - SGSA

Toolkit of Factsheets on Saint Denis Convention Toolkit - Sport

The SGSA website for the Operations Manual https://sgsa.org.uk/safety-management/operations-manual/

The Council of Europe and University of Liverpool E-learning courses - Sport

The EU – CoE joint project Balance S4 "Strengthening the Safety and Service pillars of the Saint-Denis Convention" was launched in January 2024 and is running until December 2025. It is co-funded by the European Union and the Council of Europe and is implemented by the Sport Division of the Council of Europe. This joint project is constructed under the scope of the Saint-Denis Convention, which promotes since 2016 a multi-agency integrated approach to ensure high levels of safety, security and service at sports events (S4). The Convention and the Balance S4 joint project are set to meet the legitimate expectations of all individuals: to attend sports events safely, securely, in a welcoming manner, in an environment where human rights and the rule of law are respected and violence and disorder tackled, both inside and outside of sports venues.

As most of the knowledge and expertise until now has been concentrated on the security pillar of the Saint-Denis Convention, this joint project is therefore answering the need to strengthen the safety and service pillars, aiming at reaching the necessary balance between them.

Through comprehensive research, extensive consultations, and active engagement with national and international stakeholders, the project has provided valuable insights into current safety and service practices across Europe. This process facilitated a detailed mapping of existing measures, identified best practices, and highlighted areas for improvement. Key activities, such as awareness-raising workshops, conferences, video interviews with experts, Training of Trainers sessions, and interactive exercises led by the Sports Grounds Safety Authority (SGSA), equipped participants with practical resources and tools. The present document is aimed to deepen the understanding of the spectator journey, enhance safety and service quality, and foster effective communication.

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The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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