

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Regulatory Committee
<b>Date of Decision:</b>	June 6th 2013
<b>Decision Title:</b>	Safety at Sports Grounds
<b>Decision Reference:</b>	4952
<b>Report From:</b>	Head of Emergency Planning and Business Continuity

**Contact name:** Ian Hoult or Mark Donlon

**Tel:** 01962-846846

**Email:** [ian.hoult@hants.gov.uk](mailto:ian.hoult@hants.gov.uk)

### 1.0 EXECUTIVE SUMMARY

The purpose of this paper is to:

- outline the responsibilities of Hampshire County Council (HCC) under the Safety at Sports Grounds Act 1975 and the Fire Safety and Safety at Places of Sport Act 1987
- summarise current certification status (document attached)
- provide an updated assessment of the key risks that may affect the programme of work and mitigation in place to reduce those risks (document attached)
- provide the reasoning and outline a process as to how Hampshire County Council will discharge its responsibilities under these acts in the future
- seek Member approval for the risk based approach as outlined in this paper and detailed in the supporting Sports Grounds Policy and Strategy (documents attached)

### 2.0 CONTEXTUAL INFORMATION

- HCC is responsible for issuing and enforcing a safety certificate at sports grounds designated by the Secretary of State. There are two designated sports grounds in Hampshire.
- This responsibility also applies to the safety certification of Regulated Stands in Hampshire under the Fire Safety and Safety at Places of Sport Act 1987. This legislation applies currently to five grounds in Hampshire.
- In 2009, the Emergency Planning Unit produced a policy document. This was based on advice from the Sports Ground Safety Authority (previously the Football Licensing Authority). The Sports Ground Safety Authority (SGSA) has now outlined an updated model for local authorities to follow when issuing General Safety Certificates based on the level of spectator risk. HCC intends following this model in the future and therefore the policy has been updated accordingly

- The County Council will charge, on a cost recovery basis, the operators of sports grounds for the issuing of a safety certificate
- Responsibility for the safety of spectators lies at all times with the ground management

### **3.0 SUMMARY OF PROGRESS**

The Emergency Planning Unit assumed responsibility for Sports Ground Safety in 2009 from the Legal team. EPU have:

- Provided appropriate officer training
- Established Safety Advisory Groups across all the grounds
- Issued Safety Certificates where appropriate
- Worked with clubs and partners to monitor and review certificates issued
- Undertaken regular ground and match day inspections
- Implemented Special certification arrangements for non specified events

### **4.0 REASON FOR CHANGE TO EXISTING PROCESS**

The reason for this paper is to outline a change to the certification process employed by HCC. This change will require ground management to use risk assessments to inform appropriate operations manuals that ensure spectator safety. This is considered less directive than the current top down arrangements and is seen as a more modern approach to public safety. Local Authorities are being encouraged by the Sports Ground Safety Authority to adopt this approach at the earliest opportunity

### **5.0 LEGISLATIVE BACKGROUND**

The statutory duties of Hampshire County Council under the following legislation are:

#### **5.1 Safety at Sports Ground Act 1975**

- to issue a General Safety Certificate for each designated sports ground within the county, containing such terms and conditions as Hampshire County Council consider necessary or expedient to secure reasonable safety at sports grounds. The safety certificate will set out the maximum number of spectators that may be accommodated.
- to monitor and enforce the certificate holders compliance with the terms and conditions of the safety certificate
- to arrange for periodic ground and event inspections of the designated sports ground
- to serve a prohibition notice in respect of a sports ground if the authority consider that the admission of spectators to the sports ground involves or will involve a high risk to them
- to issue a special safety certificate as required

#### **5.2 Fire Safety and Safety at Places of Sport Act 1987**

- to issue a Safety Certificate for each regulated stand within the county containing such terms and conditions as Hampshire County Council consider necessary or expedient to secure the reasonable safety in the

stand when it is in use. The safety certificate will set out the maximum number of spectators that may be accommodated.

- to monitor and enforce the certificate holders compliance with the terms and conditions of the safety certificate
- to arrange for periodic ground and event inspections with respect to the regulated stand
- to serve a prohibition notice in respect of a regulated stand if the authority consider that the admission of spectators the stand involves or will involve a high risk to them
- to issue a special safety certificate as required

## **6.0 SPORTS GROUNDS TO WHICH THE LEGISLATION APPLIES**

### **6.1 Designated Sports grounds in Hampshire requiring a General Safety Certificate**

- Aldershot Town Football Club
- The Ageas Bowl (Hampshire Cricket)

### **6.2 Sports Grounds in Hampshire with one or more regulated stands requiring safety certificates**

- Basingstoke Town Football Club (having one stand)
- Eastleigh Football Club (having one stand)
- Farnborough Football Club (having three stands)
- Havant and Waterlooville Football Club (having four stands)
- Thruxton Circuit (having two stands)

## **7.0 HCC REVISED SPORTS GROUND SAFETY POLICY AND STRATEGY (Appendix A and B)**

### **7.1 Policy Aim**

- To outline a framework by which Hampshire County Council (HCC) intends to meet its statutory responsibilities under the relevant Safety at Sports Ground legislation.

### **7.2 Policy Objectives**

- Outline the general principles for the issue of safety certificates by Hampshire County Council
- Provide a summary of the legislative requirement relating to Safety at Sports Grounds within Hampshire
- Outline the accountability of Hampshire County Council and its officers
- Outline the responsibilities of all the organisations and agencies involved particularly those providing specialist advice

### **7.3 Strategy purpose**

- The purpose of the strategy document is to give greater detail as to the process Hampshire County Council will follow when issuing, reviewing and monitoring safety certificates at places of sport.

## **8.0 HCC ACCOUNTABILITIES**

### **8.1 Designated Officer (Chief Executive)**

- The Chief Executive of Hampshire County Council is the accountable designated officer for this function. However the Chief Executive has authorised the Head of Emergency Planning and Business Continuity to act on his behalf as lead officer, to ensure that the requirements of the Safety at Sports Ground Act 1975 are met.

### **8.2 Lead Officer (Head of Emergency Planning and Business Continuity)**

- The Head of Emergency Planning and Business Continuity will chair all the Safety Advisory Groups on behalf of the Designated Officer both at designated grounds and those having regulated stands.
- The Head of Emergency Planning and Business Continuity is authorised to devolve his authority as appropriate to officers both employed by HCC and SAG to carry out the functions set out in the policy

## **9.0 PRINCIPLES OF CERTIFICATION**

- Ground management must satisfy Hampshire County Council that the operations manual complies with or is equal to or exceeds the requirements of the Guide to Safety at Sports Grounds (Green Guide)
- Ground management are responsible for calculating the safe capacities for submission to Hampshire County Council. Hampshire County Council will satisfy itself that the proposed capacities and methodology are sound. If not satisfied then Hampshire County Council may set capacities as it feels appropriate after taking advice from competent authorities.
- The safety certificate that is issued by HCC will detail the maximum number of spectators that may be accommodated
- The safety certificate will be reviewed annually following ground and event inspections

## **10.0 CERTIFICATION PROCESS**

A safety certificate in the future will be issued by Hampshire County Council on the basis that:

- Ground management have made an application for a General Safety Certificate and within three months of that application will:
  - have undertaken risk assessments on all matters relating to the safe management of the ground and spectators and have submitted this information to Hampshire County Council
  - on the basis of the risk assessment management have produced a comprehensive Operations Manual which has been submitted to Hampshire County Council for scrutiny and acceptance through the Safety Advisory Group<sup>1</sup>
  - comply with the policies, plans and procedures set out in the Operations Manual
- If the risk assessment and operations manual are not considered satisfactory within the three month period then either the application shall be deemed to

have been withdrawn or a certificate will be issued limiting the spectator capacity to such capacity as appears appropriate to the County Council. In extreme circumstances this capacity might be zero. Where a certificate with a reduced capacity has been issued, to increase the capacity specified on the certificate the ground management will have to provide a satisfactory risk assessment and operations manual.

### **11.0 RISK ASSESSMENT**

On transfer of responsibility from Legal Services to the Emergency Planning Unit, a risk assessment was undertaken in conjunction with the Corporate Risk Manager. An updated risk register is attached at **Appendix C** identifying current risks and mitigation.

### **12.0 CURRENT STATUS**

- The spreadsheet at **Appendix D1** summarises current progress.
- The spreadsheet at **Appendix D2** will be used to record progress against the revised process

### **13.0 RECOMMENDATIONS**

The Regulatory Committee is asked to:

- note the responsibilities of Hampshire County Council (HCC) under the Safety at Sports Grounds Act 1975 and the Fire Safety and Safety at Places of Sport Act 1987
- note the progress made since 2009 with regard to implementing the legislation
- note the reason for change of approach
- approve a risk based approach as outlined in this paper and detailed in the supporting Sports Grounds Policy and Strategy (Documents attached)

---

<sup>1</sup> Safety Advisory Groups (SAG) are in place at each ground and meet regularly to provide specialist advice to HCC in respect of safety at sports grounds. These are multi agency groups, chaired by the councils lead officer.

**CORPORATE OR LEGAL INFORMATION:**

**Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	Yes
Corporate Business plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Business plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Business plan link number (if appropriate):	
<b>OR</b>	
<b>This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:</b>	
<i>NB: Only complete this section if you have not completed any of the Corporate Strategy tick boxes above. If it is not applicable, please delete.</i>	

*NB: If the 'Other significant links' section below is not applicable, please delete it.*

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u> <a href="#">091007-reguct-R1001095600</a>	<u>Reference</u> 978	<u>Date</u> 2009
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u> <a href="#">Safety at Sports Ground Act</a> <a href="#">Fire Safety and Safety of Places of Sport Act</a>		<u>Date</u> 1975 1987

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

1.1. No impact

### **2. Impact on Crime and Disorder:**

2.1. No impact

### **3. Climate Change:**

- a) How does what is being proposed impact on our carbon footprint / energy consumption? N/A
  
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? N/A

## **APPENDIX A – SPORTS GROUND SAFETY POLICY**

**Hantsfile link:**

[EPU BCM MJD Corporate Policy Safety at Sports Grounds SASG February 2013](#)

## **APPENDIX B - SPORTS GROUND SAFETY STRATEGY**

**Hantsfile link:**

[EPU BCM MJD Corporate Strategy Safety at Sports Grounds SASG February 2013](#)

## **APPENDIX C – RISK REGISTER**

**Hantsfile link:**

[EPU SASG Sports Ground Safety Policy Risk Assessment 2013-02-22](#)

## APPENDIX D1 - SUMMARY OF CURRENT PROGRESS

Location	Type of Certificate	Certificate Issued	Last Match Day Inspection	Next match Day Inspection Agreed	Last Ground Inspection	Next Ground Inspection agreed	Last Safety Advisory Group	Future Safety Advisory Group agreed
Ageas Bowl	Designated Ground	21-Jun-10	22-Jun-12	Jul-13	19-Jul-12	Jul-13	16-Oct-12	07-Mar-13
Aldershot FC	Designated Ground	Aug-99	27-Mar-12	02-Mar-13	22-Jun-11	01-Mar-13	19-Oct-12	Mar-13 19-Jun-13
Farnborough Town FC	Charles Mortimore Stand	Dec 1998	28-Jan-12	23-Mar-13	29-Jun-12	06-Sep-13	08-Feb-13	3-May-13 6-Sep-13
Farnborough Town FC	East	No	28-Jan-12	23-Mar-13	29-Jun-12	06-Sep-13	08-Feb-13	3-May-13 6-Sep-13
Farnborough Town FC	North	No	28-Jan-12	23-Mar-13	29-Jun-12	06-Sep-13	08-Feb-13	3-May-13 6-Sep-13
Farnborough Town FC	Prospect Road End (PRE) Stand under construction	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Basingstoke Town FC	Regulated Stand	Nov-97	Dec-06	TBA 2013	26-May-11	TBA 2013	18-Oct-12	TBA 4 Q 2013
Havant & Waterlooville FC	Regulated Stand West	Aug-01	09-Nov-08	2013 TBA	18-Sep-12	TBA 2014	18-Sep-12	TBA 4 Q 2013
Havant & Waterlooville FC	Regulated Stand North	No	09-Nov-08	2013 TBA	18-Sep-12	TBA 2014	18-Sep-12	TBA 4 Q 2013
Havant & Waterlooville FC	Regulated Stand East	No	09-Nov-08	2013 TBA	18-Sep-12	TBA 2014	18-Sep-12	TBA 4 Q 2013
Havant & Waterlooville FC	Regulated Stand South	No	09-Nov-08	2013 TBA	18-Sep-12	TBA 2014	18-Sep-12	TBA 4 Q 2013
Thruvton Circuit	Regulated Stand 1	Nov-06	11-Jun-11	2013	14-Apr-11	1 Q 2013	07-Jan-13	TBA 1 Q 2014
Thruvton Circuit	Regulated Stand 2	Nov-06	11-Jun-11	2013	14-Apr-11	1 Q 2013	07-Jan-13	TBA 1 Q 2014
Eastleigh FC	Premier Telecom East Stand - partially covered flat standing area -	No	N/A	2013 tba	11-May-11	2013 tba	N/A	2013 tba
Aldershot Military Stadia	Awaiting response from SGSA							

## APPENDIX D2 - REVISED CERTIFICATION PROCESS

Name of Ground	Aldershot Town FC	Ageas Bowl	Basingstoke Town FC	Eastleigh FC	Farnborough FC			Havant & Waterlooville FC				Thruxton
					Stand 1 Regulated less than 2000	Stand 2 Regulated less than 2000	Stand 3 Regulated less than 2000	Stand 1 Regulated less than 2000	Stand 2 Regulated less than 2000	Stand 3 Regulated less than 2000	Stand 4 Regulated less than 2000	
Is the ground designated, regulated less than 2000, regulated more than 2000	Designated	Designated	Regulated less than 2000	Regulated less than 2000								Regulated less than 2000
Has a safety certificate application form been received												
Has completed application form been circulated to Police, Fire and District Councils												
Has a completed risk assessment been received from the ground												
Has an Operations Manual been received from the ground												
Have the Risk Assessment and Operations Manual been assessed and signed off as fit for purpose												
Have the ground produced acceptable capacity calculations												
Has a safety certificate been issued												
Has notice been published in press												
Date of SAG 1 2013												
Date of SAG 2 2013												
Date of SAG 3 2013												
Date of last <b>Ground</b> inspection												
Date of last <b>Matchday</b> inspection 1												
Date of last <b>Matchday</b> inspection 2												
Date of last <b>Matchday</b> inspection 3												
Safety certificate annual review date												