

Torbay Public Safety Advisory Group

Event Safety

A Guide for Organisers

This guide has been produced by the Torbay Public Safety Advisory Group (PSAG) and has been designed to assist Event Organisers and Organisations proposing to hold an event within the Torbay Council area. A range of useful check lists are included in the guide which is applicable to events of all sizes which may take place on open land or the public highway. These events include:

- Fairs and Fetes
- Carnival Processions
- Firework Displays
- Out Door Concerts
- Charity Events
- Half Marathon

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SECTION 1

1.1 History

Where large gatherings of people take place there is the potential for dangerous situations to occur or public safety issues to arise.

This was clearly shown at the Hillsborough Stadium disaster in 1989 and the Bradford Football ground fire in 1985. Following these two tragedies, new laws were introduced to increase safety at sports grounds and the Football Licensing Authorities and the Safety at Sportsgrounds Advisory Groups work hard to promote safety at sports events.

However, many public events are not covered by the strict controls that govern sports events and often take place without consultation with the safety expertise that is available through Local Authorities and the emergency services.

1.2 Background

The Advisory Group was formed to provide a forum for the Local Authority and the Emergency Services to discuss ways in which those events not covered by existing legal arrangements for registration could be dealt with. Its remit also encourages organisers to take advantage of safety advice with the objective of ensuring that events take place in a safe manner.

The Advisory Group will raise the profile of public safety at events throughout the Torbay area. The vehicle for achieving this aim is to utilise the existing personnel in those organisations already involved in securing safety at sporting events.

It will also ensure that the organisers of public events held throughout Torbay, many of which attract large crowds, receive appropriate advice to enable such events to be held safely.

This document will guide you, as the organisers of public events, on the safe running of your event and may even be able to help promote the event for you.

The information given by all the agencies on the Advisory Group is free and is often in addition to any legal requirements and statutory guidance that may apply to your event.

Of course, if the Group identifies public events that are likely to take place with the potential to compromise the safety of people attending them, then clearly it may have to take action to prevent such events from taking place, unless necessary safety improvements are implemented.

As well as offering guidance to anyone organising a public event, the Group will endeavour to ensure that such assistance is consistent and will encourage a minimum standard of safety at all events held throughout Torbay.

1.3 What is the Torbay Public Safety Advisory Group?

This advisory group was set up by Torbay Council and the Emergency Services as a forum to ensure any existing public events or future events being considered, which may have the potential to present a significant risk to public safety are thoroughly discussed to ensure that organisers comply with their statutory obligations.

Events can be brought to the attention of PSAG via a number of routes. These include direct from the Police, a neighbouring local authority or a department within Torbay Council. Event Organisers

themselves may also make direct contact or the group is advised through an advertisement for the event appearing in the local press.

Members of the group include

- Devon and Cornwall Constabulary
- Devon & Somerset Fire & Rescue Service
- West Country Ambulance Service (or South Western Ambulance Service)
- Harbour & Marine Services
- Torbay Development Agency
- Torbay Council

Torbay Council departments include:

- Community Safety
- Emergency Planning
- Leisure Services
- Licencing
- Parking Services

Attendance by representatives from other organisations, voluntary groups, press officers and other service providers may be appropriate for certain events.

1.4 What do you need to do?

In order to assess the potential risk presented by your event and thereby determine the degree of assistance that can be offered, it would be helpful if you could inform the Group of the following:

- The Name and type of Event including a brief description
- Name and contact details of the Event Organiser(s)
- Location of the event
- The time and date of the event.
- How many visitors are estimated to attend the event (if more than 50)
- Has adequate parking provision been made for the event
- Details of any activities which will be taking place
- The results of any risk assessments that you have carried out.
- Is your event open to the general public.
- Is your event taking place on the public highway
- Is your event intended to be in a public place, such as a park, town centre or open space
- Is your event intended to be at a private venue, but due to its size and/or type of activity planned, there may be concern for the safety of those attending or living nearby.
- Is food and drink available, particularly alcohol.

Ideally you should give notice of your proposed event to the Group at least 12 weeks in advance. Larger events will require at least six months notice and at least 12 months notice for major events.

Small Events i.e. under 499 people attending

Large Events i.e. over 500+ in attendance or those which involve road closures / entertainment licence.

Major Events e.g. pop concerts or other events attracting large numbers of people. Where there is significant media and economic benefit, or reputational risk as an events venue.

You may require planning permission to erect some structures over a period of time, as well as an appropriate licence and a temporary highway closure.

If the land you wish to use is Council land (e.g. Torre Abbey Meadows Babbacombe Downs, Paignton Green, St Mary's Park Brixham, parks, beaches, etc) you will need to contact the Council's Events Officer.

1.5 What happens next?

For small events the Group will note your plans and the Council's Events team will offer safety advice where required. Under normal circumstance the Group will not be required to take any further action. However, in some cases, the Group may require you to change or alter slightly some of your existing plans to help improve public safety at your event.

For large or major events, the Group will take a more active role; for example, the Group may wish to meet with Event Organisers to discuss plans and arrangements in more detail.

1.6 Who is responsible for safety at public events?

The Event Organiser(s) and/or landowner are responsible for public safety at public events.

The Law requires Event Organisers to have a named person who is responsible for the safety at your event. For large and major events this may be a dedicated safety officer with a support team.

SECTION 2 - Event Guidance Note - Introduction

This guidance pack has been designed to provide information to organisations wishing to arrange an event in Torbay. The forms contained within the pack can be used for all events regardless of size, however some parts may not be relevant for smaller events.

The guide gives general advice that should be used when arranging any type of event. However, it must be remembered that events can be extremely diverse, ranging from a simple Fete/Fayre, to a large outdoor carnival and therefore this guidance cannot be considered exhaustive. It is likely that additional guidance will be required for specialist events and larger scale activities.

Should you consider that more information is required there are many national associations and clubs who may be able to offer advice on specific types of event.

2.1 Risk Assessment

Please remember that organisers of events have a legal responsibility to ensure the Health, Safety and Welfare of any employees, volunteer helpers or contractors involved in arranging the event and to the public and participants attending. This should be ensured by carrying out a detailed risk assessment. All hazards associated with the event should be identified, the level of risk assessed and appropriate action taken to reduce these risks to an acceptable level. All events must comply with recognised safety standards and you must take all reasonable precautions to ensure the event takes place safely.

A formal record should be kept of the risk assessments. A simple guidance note and an example form are provided with this pack. Completed forms should be retained for future reference.

Where the event consists of more than one attraction, e.g. a summer fete, a written risk assessment may be required for each activity. In these circumstances, the enclosed risk assessment form can be photocopied.

Any contractors involved in the event should also carry out risk assessments. Where relevant, you should obtain copies of these.

More information regarding risk assessments can be obtained from the Environmental Health and Consumer Protection Division.

2.2 Stage 1 - Pre-planning

Detailed preplanning is essential to ensure the event is successful. The following need to be considered at this stage:

- **Where.** Make sure the venue you have chosen is adequate for the proposed event. Do not forget to consider the impact on the local community, how easy it will be for people to get to the venue and any car parking requirements. Consider the suitability of the venue and any existing hazards, which may be on the site such as water hazards, overhead power lines etc. Consider whether or not emergency routes will be adequate for the size of the event you wish to hold. If holding your event on the public highway you will be required to complete a Temporary Road Closure Application form giving a minimum of 12 weeks notice.
- **When.** Consider the time of year, including the consequences of extreme weather conditions at an outside event. The day of the week and time will also need consideration regarding the nature of the event, noise and ease of travel etc. You will probably need to arrange lighting for an evening function. Try and avoid other major events which may have

been organised for the same date as your proposal. Please contact the Events Team who can inform you if your proposed event clashes with other already planned events.

- **Who.** Identify the aims of the event. Are particular groups or types of people to be targeted, such as young children, teenagers, the elderly or disabled? If so, specific facilities may be required to accommodate them or additional stewards to ensure adequate safety standards are maintained.
- **What.** Decide on the type of activities to be held. Will there be any specific hazards such as animals or water sports? If possible also try to establish the size of the proposed event.
- **Specialist equipment.** Will the activities require the use of any specialist equipment such as bungee jumps, fair rides, bouncy castles, etc.? If so, does this equipment pose any specific hazards? Will a particular activity need barriers etc? Some equipment may require certificates of erection by a competent person.
- **Code of practice.** For larger events there will be a need to comply with guidance particularly the Code of Practice for Outdoor Events published by the National Outdoor Events Association Tel: 0208 6998121, which gives advice on structures, marquees, tents and electrical matters. The HSE Guide to Safety at Events is also a very useful reference document. If a public highway has to be closed for the event, a Temporary Road Closure Application must be completed giving a minimum 12 weeks notice.
- **Welfare arrangements.** The organiser must estimate the number of attendees to the event and consider its duration. Toilet and first aid requirements should be based on these estimations. Advice is given in the Code of Practice for Outdoor Events referred to above. Permanent toilets should be checked for adequacy and maintained during the event. The provision of drinking water will be necessary. Depending upon the scale of the event, refreshments and other facilities may be required. Provision also needs to be made for lost children, missing persons, baby changing and lost property.
- **Special permission (Licensing requirements).** You may require a number of different licences for your event, particularly if you are intending to sell alcohol, provide entertainment including music, dancing, singing or similar, or if it includes a display or exhibition of boxing, wrestling, judo, karate or similar sport. These events require a premises Licence or a Temporary Event Notice to be submitted. All events where items or services are sold must obtain Street Trading Consent, though there are no charges for those that are entirely charitable. For more information contact the Licensing Team on 01803 208120, or visit the Licensing webpage on www.torbay.gov.uk.
- **Insurance.** The Council requires proof of the existence of your Public Liability Insurance cover. Until this is received, permission to hold the event is unable to be granted. Event Organisers are required to hold a current policy of Insurance in respect of Public Liability or Third Party risks (including products liability where appropriate). The relevant limit of indemnity shall be no less than £5M but it remains the responsibility of the event organiser / operator having taken independent professional advice to determine the appropriate level of cover having regard to the nature of their operation and the perceived level of risk. The council reserves the right to require a higher limit if deemed necessary.

All contractors and performers need their own Public Liability cover and depending upon the nature of your organisation and the proposed event other insurances may also be required. The event organiser should obtain and retain a copy of the Public Liability insurance details for any performer/contractor/caterer or Third Party taking part in the event. It is not sufficient just to ask if insurance is in place; evidence will be required in the event of a claim.

- **Timescale.** Set out the proposed timescale and give yourself as much time as possible to organise the event. You may need as much as 9 to 12 months planning. Some specialist advice may be required, and special permission could take time. Do not forget the summer can be a busy time with hundreds of events taking place within your area.
- **Event plan.** This should include all your health and safety arrangements. Once you have resolved all the issues referred to above, keep records of the proposals as a formal plan for the event. This will help you when carrying out your risk assessments.

For events on the Highway please also see Appendix 1

2.3 Stage 2 - Organising the Event

Once you have decided on the fundamental objectives behind the activities, you can then start to organise the event in detail. Remember to write things down as you go and to keep the event plan up to date.

- **Establish a committee.** Identify specific responsibilities for all committee members. One person should be identified as the event manager and be responsible for liaison with other organisations such as the council, the local police force and other emergency services. One person, with suitable experience, should be given overall responsibility for health and safety and another person co-ordination and supervision of stewards.
- **Liaison.** Contact the local police, fire brigade, ambulance and first aid providers via the Torbay Public Safety Advisory Group. Tell them about the event and ask them for advice. Decide what additional information is required regarding specific activities and make contact with the council and/or the relevant organisations. Other emergency services may also need to be contacted such as HM Coastguard and Torbay Harbourmaster for waterborne events at sea or on the harbour area.
- **Costs and Notice Periods.** Establish as early as possible what costs may be involved in hosting your event. An item such as Licenses, Temporary Road Closures, Parking Suspension Notices and Highways signage involves completing legal processes which have stipulated timescales. Failure to give sufficient notice may affect your event taking place on your chosen date.
- **Site plan.** Draw out a site plan identifying the position of all the intended attractions and facilities. Plan out and designate the entrance and exit points, circulation routes, vehicle access and emergency evacuation paths.
- **Emergency plan.** A formal plan should be established to deal with any emergency situations, which may arise during the event including an evacuation. For indoor events, the building you are using may already have a procedure in place. The complexity of this will depend upon the size and nature of the event itself. A simple easy to follow plan will be acceptable for a small event. You may have to liaise with the emergency services, local hospitals and the council's emergency planning officer (which may be chargeable) and create a planning team to consider all potential major incidents and how you would deal with them. Organisers of larger events may wish to contact the council for further information.
- **Temporary structures.** Many events will require temporary structures such as staging, tents, marquees, stalls etc. Decide where this equipment is to be obtained, who will erect it

and what safety checks will be required. The location of any such structures should be identified on the site plan. Consider whether barriers will be required to protect the public against specific hazards such as moving machinery, barbecues, vehicles and any other dangerous displays etc. In some cases, barriers will need to have specified safety loadings dependant upon the number of people likely to attend. Temporary structures should only be obtained from experienced suppliers.

- **Catering.** Ensure any caterers are registered and have the Trading consent from the Council and that they will be sensibly positioned such as away from children's activity areas and near to water supplies etc. Adequate space should be left between catering facilities to prevent any risk of fire spread. Ask to see caterers' food hygiene certification. You may wish to use only caterers who are members of the Mobile Outside Caterers Association. You should obtain a list of their menu and charges to ensure their prices are reasonable. The event organiser should obtain and retain a copy of the caterer's public liability insurance.

- **Stewards.** You must have enough stewards for the size and type of your event. The number stewards you need will depend upon several factors.
 - If the event is indoors or outdoors.
 - How many children are likely to attend?
 - If it is dark or light.
 - If there are unsound surfaces.
 - If the weather is bad.
 - If vulnerable people are there.
 - If alcohol is being served.

Smaller events may use helpers and volunteers as stewards, while major events will often need professional stewards hired for the occasion. All stewards must be properly trained and briefed. Stewards are likely to require registration with the Security Industry Agency (SIA).

Stewards at larger events must be fully briefed on all aspects of the event including crowd control and emergency arrangements. Written instructions, site plans and checklists should be provided to them. It is important that stewards can be easily identified by the public and that they can effectively communicate with each other, their supervisor, the person responsible for health and safety, and the event manager.

All stewards should be properly trained and competent as they will need to be constantly on the lookout for hazards, which could develop during the event. They may also be required to guide vehicles, clear emergency exits, and sort out any behavioural problems. Specific training should be provided for basic first aid assistance and fire fighting. Stewards may require personal protective clothing such as hats, boots, gloves or coats. For evening events, they may need to be issued with torches. At all day events, duty rotas will be required.

- **Crowd control.** The type of event and the numbers attending will determine the measures needed. Consideration will need to be given to the number and positioning of barriers, and the provision of a public address system. Raised concert style 'pop barriers' can only be used if you have trained and experienced stewards, who are familiar with how they work.

- **Numbers attending.** The maximum number of people the event can safely hold must be established. This may be reduced dependant upon the activities being planned. The numbers of people attending the event may have to be counted to prevent overcrowding. Remember that one particular attraction may draw large numbers of visitors.

- **Provision for the disabled.** Specific arrangements should be made to ensure disabled visitors have adequate facilities, parking and specific viewing areas and can safely enjoy the event.
- **Security.** Depending upon the nature of the event, specific security arrangements may be necessary, including arrangements for securing property overnight. Cash collection should be planned to ensure this is kept to a minimum at collection points and that regular collections are made to a secure area. Following your risk assessment, stewards or helpers collecting cash may require money belts or other carrying facilities. Counting and banking arrangements should be given careful consideration.
- **On-site traffic.** Contractors and/or performers vehicles and other traffic should be carefully managed to ensure segregation from pedestrians. It may be necessary to only permit vehicular access at specific times and not during the event itself. Separate entrances should be provided for vehicles and pedestrians with specific arrangements for emergency vehicle access. Car parking facilities will be required at most events and these will have to be stewarded. Consider where such facilities should be situated.
- **Off-site traffic.** Unplanned and uncontrolled access and egress to a site can result in a serious accident. Traffic control both inside and outside the site should be discussed with the police and Torbay Council.

Road Closures. Adequate directional road signage must be provided in prominent positions on the approaches to the event. Where a public highway is to be closed for an event to take place, an application must be made to Torbay Council for a 'Temporary Traffic Regulation Order'. Any suspension of current parking restrictions must be agreed with Parking Services, and the Highways team will process any traffic diversions required.

- **Signage.** You must provide clear directional and information signage at your event. Multilingual signs may also be required. All signage placed on/or adjacent to the public highway must be agreed with the Highways department and placed out by a qualified person. When the highway is to be closed for an event to take place, signage must be placed out 7 days prior to the event taking place.
- **Transportation.** The local rail and bus companies should be advised of larger events to establish if existing services will be adequate. As the event organiser you will also need to liaise with them if road closures or diversions are intended.
- **Contractors.** All contractors should be vetted to ensure they are competent to undertake the tasks required of them. Wherever possible personal references should be obtained and followed up. Ask contractors for a copy of their safety policy and risk assessments, and satisfy yourself that they will perform the task safely. Always ask to see their Public Liability insurance certificate, which should provide an adequate sum of indemnity. Provide contractors with a copy of the event plan and arrange liaison meetings to ensure they will work within your specified parameters. The event organiser should obtain and retain a copy of the contractor's Public Liability Insurance.
- **Performers.** All performers should have their own insurances and risk assessments and the same considerations must apply as for contractors. Where amateur performers are being used, discuss your detailed requirements with them and ensure they will comply with your health and safety rules and event plan. The event organiser should obtain and retain a copy of the performer's Public Liability Insurance.
- **Noise.** Events that are held at either open air sites or within lightweight buildings can cause disturbance to those living in the vicinity through the noise generated by the activity.

The most common source of complaint is from music events but other activities can also cause problems. For example motor vehicles, fairground rides, tannoys and fireworks.

Noise associated with events can cause significant problems. In particular, events that finish after midnight (and in some areas even earlier) will require careful planning to prevent complaints being received and the possible intervention from Environmental Health officers. Thought must also be given to the siting of potentially noisy equipment such as generators and compressors.

Firework displays are another issue; generally they should start and finish as early as possible. Careful consideration should be given as to whether it is appropriate to use "mortar shells" and similar high noise fireworks.

To minimise the disturbance and annoyance that can occur, the organizer should follow the appropriate guidance and codes of practice. The Event Guidance Pack includes advice for open-air events and for those inside buildings.

For open-air events: the Code of Practice on Environmental Control at Concerts, produced by the Noise Council in 1995 – this publication is no longer in print, however you can obtain a copy of it by contacting The Library at the Chartered Institute of Environmental Health, Tel: 0207 928 6006.

Finally advice can be sought from the Environmental Protection team, on 01803 208091.

- **Facilities and Utilities.** Where electricity, gas or water is to be used, detailed arrangements must be made to ensure the facilities are safe. All portable electrical appliances including extension leads etc. should be tested for electrical safety and a record kept. Any hired equipment should come with a certificate of electrical safety.

Where events are taking place outside, residual current circuit breakers should be used and if possible the power supply stepped down to 110volts. All cables will have to be safely hung or matted/restrained to eliminate any electrical and tripping hazards. Potential hazards due to extreme weather should not be overlooked at outside events. Portable gas supplies for cooking should be kept to a minimum in designated areas away from the general public. The same should apply to any fuel supplies items such as portable generators etc. Generators should be suitably fenced or barriered to prevent public access from public areas. All these arrangements should be clearly shown on the site plan.

- **Toilet Facilities.** The number of toilets required will depend on the number of people expected to attend your event, based on the British Standard. When siting toilets remember to make them accessible and allow room for queues. Cleaning and emptying the toilets is also a vital consideration, as is lighting if you are planning an evening event.
- **Fire Risk Assessment.** From October 2006 the Regulatory Reform (Fire Safety) Order 2005 came into effect. Under this new legislation, a "responsible person" at every premises is required to carry out a fire risk assessment and take steps to reduce or remove the risk.

Event organisers must:

- Carry out or nominate someone to carry out a fire risk assessment identifying the risks and the hazards
- Consider who may be especially at risk
- Eliminate or reduce the risk from fire as far as is reasonably practical and provide general fire precautions to deal with any residual risk
- Take additional measures to ensure fire safety where flammable or explosive

- materials are stored or used
- Create a plan to deal with any emergency and document your findings
- Review your findings as necessary.

More information, along with new guides are available from Devon and Somerset Fire and Rescue Services at www.devfire.gov.uk

- **Contingency Plans.** Consider the implications on the event of extreme weather conditions. Will the event be cancelled? Could specialist matting be hired in at short notice? Or could the event be moved to an alternative inside venue. This will involve a lot of planning and may be too complex for anything other than the smallest of events. There could also be other scenarios, which should be planned for, such as dealing with a disappointed crowd if the main attraction has not turned up.
- **Communications.** You must have a reliable method of communication in place for the event. It is essential for the stewards and organisers to be able to communicate during the event. In addition, there should be at least one office on site, jointly staffed by all the organisations taking part. Equally vital is the method of communication with the public. This is particularly important if the site has to be evacuated.
- **First Aid.** You must provide and pay for an agreed level of first aid, paramedical and medical facilities at your event. The Group can help you liaise with the Ambulance Service and voluntary groups.
- **Clearing Up.** Arrangements may be required for waste disposal and rubbish clearance both during and after the event Individuals should be designated specific responsibilities for emptying rubbish bins and clearing the site. At some events there could be discarded hypodermic needles, which need to be disposed of safely. This will require specialist training and equipment.
- **Risk assessments.** Taking all the above into consideration, you should establish which specific hazards require individual risk assessment. Initial assessments should be undertaken and any remedial action specified in the updated event plan. A timescale should be specified where necessary.

Sale of Alcohol/Provision of Entertainment. If you are proposing the sale of alcohol at your event you will need to make appropriate arrangements. . This is administered by Torbay Council's licensing team. Information on applying for licences is available on the licensing section of Torbay Council's website at www.torbay.gov.uk.

Who will it affect?

The Licensing Act 2003 will affect anyone concerned with:

- Pubs and nightclubs
- Indoors sporting events
- Off licences
- Restaurants that serve alcohol
- Businesses offering hot food or drink between 11pm and 5am
- Hotels, guest houses and other places that provide alcohol
- Private members club and social clubs
- Theatres and amateur dramatic clubs
- Cinemas
- Organiser of occasional entertainment.

Some activities will be exempt from the requirement for licensing and for specific details you should contact Torbay Council's Licensing Team (Telephone No 01803 208120).

Types of Licence

There are four types of authorisation under the new system:

- Premises Licences
- Club Premises Certificates
- Personal Licences
- Temporary Event Notices

Premises Licence

The licence will allow the holder to use specified "licensed premises" for "licensable activities". A premises licence can be granted either for a fixed time or indefinitely. The key change that licensees will be able to make is with regard to operating times, as there will no longer be statutory limitations to the hours during which businesses are able to provide licensable activities, however consideration must be given to the potential impacts and measures put in place to control them, i.e. noise. All applications must be copied to and considered by number of agencies including The Police, Environmental Health's Noise and Health and safety Teams, Fire etc. For more information see the Licensing Act 2003 page on Torbay Council's website, www.torbay.gov.uk.

If you intend to sell alcohol as part of the licence you must have a Designated Premises Supervisor who holds a Personal Licence.

Club Premises Certificate

This certificate will provide authorisation for qualifying clubs to use club premises for qualifying club activities, e.g. private members clubs. This is a similar process to Premises Licences above.

Personal Licences

Every supply of alcohol under a premises licence must be made or authorised by a person who holds a personal licence, unless the event is covered by a Temporary Event Notice (see below). You can apply for a personal licence to the Torbay Council. Personal licences will be valid for 10 years. It is a requirement of the legislation that the designated premises supervisor holds a personal licence.

Temporary Event Notices

These notices relate to temporary events with less than 500 attendees where "licensable activities" are planned.

For specific details about which type of licence you require, what supporting documents are required, periods of notice, etc, please seek advice from Torbay Council's Licensing Section or visit the Licensing Act 2003 page of the website www.torbay.gov.uk.

With Temporary Event Notices (TEN) the event can last for up to 96 hours. Only 12 may be held at any one location within a year and there must be at least 1 day between events (i.e. if you have a 96 hour event there must be at least a day before the next event at the same location, you cannot run the periods into one long-running event).

It is absolutely essential that any Temporary Event Notice is applied for at least 12 working days before the event, and remember bank holidays don't count as working days. Advice is to submit the notice three weeks beforehand to avoid disappointment.

If you are intending to use door security staff, the men/women must be registered with the SIA (Security Industry Authority). They are a non-departmental government body. It is a criminal offence to use persons not registered with them and the Police will prosecute if necessary. The SIA contact number is 08702 430 100, E-mail info@the-sia.org.uk, website: www.the-sia.org.uk.

If you are using volunteer stewards, then SIA requirements do not apply in all cases. Please contact the SIA for more information.

Other Licences. You may also need a Phonographic Performance Limited licence and or a Performing Right Society licence if you are proposing to play music at your event.

2.4 Stage 3 – Final Preparations

Just prior to the event a detailed safety check will have to be carried out. This should include the following:

- **Routes.** Ensure clear access and exit routes and adequate circulation within the site. Pay particular attention to emergency routes.
- **Inspections.** A checklist is provided as an example. A walk through inspection of the site should be carried out immediately prior to, during and after the event to identify any potential hazards and to check out communications are working. You may want to carry out more than one inspection during the event. All defects should be noted and also the remedial action taken. These checklists should be retained for future reference.
- **Siting.** Make sure that all facilities and attractions are correctly sited as per your site plan. Be certain that the first aid facilities, fire extinguishers and any cash collection boxes are in place. Check waste bins are in their correct locations.
- **Signage.** Ensure adequate signage is displayed where necessary. This should include emergency exits, first aid points, information and lost children points and other welfare facilities such as toilets and drinking water.
- **Vehicles.** Check that all contractors, performers and exhibitors vehicles have been removed from the site or parked in the designated area before the public are permitted to enter. If vehicles are being placed on the highway it is the drivers responsibility to ensure parking restrictions are adhered to as failure to do this may result in the issuing of a Penalty Charge Notice (PCN).
- **Structures.** Ensure all staging, seating, marquees and lighting structures have been erected safely and that certification has been obtained from the relevant contractors as a record of this.
- **Barriers.** Check that all barriers and other protection against hazards are securely in place and there is no risk of falling from staging or other facilities.
- **Stewards.** Make sure that all staff have arrived and are in their correct location. Ensure all stewards are wearing the correct clothing for easy identification.
- **Lighting.** Check all lighting is working, including any emergency lighting.

- **Public information.** Make sure the public address system is working and can be heard in all areas.
- **Briefing.** Check that all stewards and staff have been fully briefed and understand their responsibilities.

2.5 Stage 4 – After the Event

- **Site condition.** After the event, another inspection should be carried out to make sure nothing has been left on the site which could be hazardous to future users. This inspection should also identify any damage which may have been caused during the event. If any structures are left overnight, it must be ensured they are left in a safe condition and are safe from vandalism etc. If numerous structures are left, specific security arrangements may be required.
- **Accidents.** If an accident occurs, the names and addresses of witnesses should be obtained, photographs taken and a report made by the organisers. An accident form should be completed and a copy sent to the Council. You will also need to advise your own insurance company and make a statutory accident report if necessary. If any accident or dangerous occurrence is reported, action must be taken to prevent any further incidents taking place.
- **Claims.** Should any person declare an intention to make a claim following an alleged incident associated with the event, you should contact your insurers immediately. They may also require a completed accident form.
- **What to do when things go wrong.** Remember as the organiser of the event, you are responsible for the safety of everyone who is involved. If anyone is hurt or injured because of your negligence, you will almost definitely end up in Court.

If an incident does occur at any event in the Council's area, the Group will ask:

- Were plans in place to manage a major incident?
- Were the risk assessments completed, including all of the items included in the checklists?
- Were there enough emergency services resources on site?
- Was there a detailed casualty treatment, management and evacuation plan?
- Were the emergency procedures properly explained and practiced?
- Was there a clear chain of command and control?
- Were communications between key personnel and the crowd adequate?

Remember careful planning and organization will help ensure that your event is successful and above all else safe.

- **Manslaughter**

The underlying principle behind the success of any event is that the health and safety of all persons attending the event is paramount. A charge of involuntary manslaughter caused by gross negligence is the worst case scenario for individuals organising major events, such as members of a committee and company directors.

For a prosecution to succeed it must prove that:

- ◇ The Defendant owed a duty of care to the deceased;
- ◇ That the Defendant had breached that duty;

- ◇ That the breach had caused death; and
- ◇ That the “Defendant’s conduct departed from the proper standard of care incumbent upon him, involving as it must have done a risk of death ... for such that it should be judged criminal” (The House of Lords in R –v- Adomako in 1994).

Individuals who organise a major event owe a duty of care to all of those persons who attend the event for whatever reason not to place them in an obvious life-threatening position.

Gross negligence manslaughter is a serious crime that carries a maximum sentence of life imprisonment on conviction. On the same facts, somebody charged with gross negligence manslaughter could also be charged under health and safety legislation and upon conviction could face massive fines.

The Government is currently considering implementing the recommendation of the Law Commission’s Report 237, published in March 1996, to create a statutory offence of “corporate killing”. It is unclear whether this would present any real changes to the legal position for those planning major events.

Angelo Micciche, Assistant Solicitor, Kerrier District Council.

Bibliography

The Law Commission Report 237, March 1996

“Involuntary Manslaughter: Where to now?” by Stephen O’Doherty, “Justice of the Peace”, Volume 168, January 2004 at page 5.

“The Corporate Killing Bill: Why the delay?” by L. Watkins, “Justice of the Peace”. Volume 168, 29th May 2004 at page 408

www.corporateaccountability.org/Updates/manslaughter.htm

Note: if you have insurance it will only cover against civil claims and not criminal as these are uninsurable.

Under Civil Law an adult can claim against the organisers from up to 3 years after the event. It is therefore important to keep all relevant documents after the event e.g. risk assessments, safety check records (reporting “default free”), safety plan, insurance documents.

It could be difficult if an organiser or committee were being sued much later, for them to provide evidence that they exercised their “Duty of Care” if they had not kept these documents secure. Local authorities will require a copy of your health and safety plan before your event takes place.

SECTION 3 - Further Information

To obtain further information before notifying us of your event, please get in touch with the contact officers detailed below:

Torbay Council Departments

Contact Mr Conway Hoare (Events on Council Land)
Senior Events Officer

Cultural Services
Tor Hill House
Union Street
Torquay
TQ2 5QW
Tel: 01803 208862
events@torbay.gov.uk

Emergency Planning
Town Hall
Castle Circus
Torquay
Tel: 01803 207045
emergency.planning@torbay.gov.uk

Environmental Protection Team (Noise)
Environmental Health & Consumer Protection Division
Roebuck House
Abbey Road
Torquay
TQ2 5EJ
Tel: 01803 208091
environmental.protection@torbay.gov.uk

Health and Safety Team
Environmental Health & Consumer Protection Division
Roebuck House
Abbey Road
Torquay
TQ2 5EJ
Tel: 01803 208039
icensing@torbay.gov.uk

Licensing Section (Torbay Council)
Environmental Health & Consumer Protection Division
Roebuck House
Abbey Road
Torquay
TQ2 5EJ
Tel: 01803 208126
licensing@torbay.gov.uk

Highways (Torbay Council)
Roebuck House,
Abbey Road,
Torquay,
TQ2 5EJ.
Tel: 01803 207657
highways@torbay.gov.uk

Parking Services
PO Box 422
Torquay
TQ2 5WU
01803 207679
parking@torbay.gov.uk

Marine Services (Torbay Council)
Torquay Harbourmaster
Torquay Harbour Office
TQ1 2BG
Tel: 01803 292429
marine.services@torbay.gov.uk

Planning Department (Torbay Council)
Roebuck House
Abbey Road,
Torquay
TQ2 5EJ
Tel: 01803 207799
planning@torbay.gov.uk

Other Useful Contacts

Devon and Cornwall Constabulary Licensing Section
Paignton Police Station
PO Box 1
Paignton
TQ2 3YF
Tel: 01803 841287
licensing.torbay@devonandcornwall.pnn.police.uk

Devon and Somerset Fire and Rescue Service
Divisional Headquarters
Newton Road
Torquay
TQ2 7AD
01626 653700
dsfire.gov.uk

Health and Safety Executive
Ballard House
West Hoe Road
Plymouth
PL1 3BL
Tel: 01752 276300
formsadmin.plymouth@hse.gsi.gov.uk

HM Coastguard
Customs House
Kings Quay
Brixham
TQ5 9TW
01803 882704
wm.brixham@mcga.gov.uk

South Western Ambulance Service
Trust Headquarters
Unit 4 Abbey Court

Eagle Way
EXETER
EX2 7HY
Tel: 01392 261500
publicrelations@swast.nhs.uk

SECTION 4

4.1 Website addresses

Safety at Fireworks Displays	www.hsebooks.com/books	Tel 01787 881165
Guide to Safety at Sports Grounds	www.hmso.gov.uk	Tel 0870 600 5222
Rules for Competition	www.amazon.co.uk	
The Events Safety Guide	www.hsebooks.com/books	Tel 01787 881165
Industry Guide to Good Food Hygiene Practice : Catering Guide	www.cieh.org	Tel 020 7827 5882
Industry Guide to Good Food Hygiene Practice : Markets and Fairs Guide	www.cieh.org	Tel 020 7827 5882
National Guidelines for Outdoor Catering	www.cieh.org	Tel 020 7827 5882
Managing Crowds Safely	www.hsebooks.com/books	Tel 01787 881165
5 Steps to Risk Assessment	www.hsebooks.com/books	Tel 01787 881165
Safety Guidance to Street Arts, Carnival Processions and Large-Scale Outdoor Performances	www.streetartnetwork.org.uk	Tel 01883 345011

4.2 Useful Publications

The following is a list of useful publications, which give excellent advice about event safety.

Giving your own Fireworks Display	ISBN 0.7176 0836.0 £5.75 HSG 124 produced by the Health and Safety Executive
Guide to Safety at Sports Grounds	The Stationery Office (1997) "The Green Guide" ISBN 0113000952 £15-00
Rules for Competition	ISBN 085134 1373 produced by the British Athletic Federation Tel: 0121 440 5000
The Event Safety Guide	ISBN 0 7176 24536 Produced by the Health and Safety Executive
Industry Guide to Good Food Hygiene Practice: Catering Guide	Published by Chadwick House Group Ltd
Industry Guide to Good Food Hygiene Practice: Markets & Fairs Guide	Published by Chadwick House Group Ltd
National Guidelines for Outdoor Catering	Published by Chartered Institute of Environmental Health Officers (CIEH)
Five steps to risk assessment ING164	Produced by the Health and Safety Executive
Managing Crowds Safely HSG 154	Price £17-50 Produced by the Health and Safety Executive
Safety Guidance for Street Arts, Carnival Processions and Large Scale Performances	ISBN 0-9544892-1-7 Price £10-00 Produced by the Independent Street Arts Network
Model National and Standard Conditions for Places of Public Entertainment and Associated Guidance	ISBN 1904031110 Available from Entertainment Technology Press – ABTT Publications)
The Event Safety Guide – A Guide to Health, Safety and Welfare at Music and Similar Events HSG 195	HSE 1999 "The Purple Book" ISBN 07176 24536 This is used for ALL events larger than 500 persons.
Five Steps to Risk Assessment : Case Studies	HSE 1998 ISBN 07176 15804
Fire Safety Risk Assessment Open Air Events & Venues	DCLG 2007 : ISBN 13978 1 85112 823 5 Available as a download from www.firesafetyguides.communities.gov.uk This is aimed at events for up to 500 persons.

All the above publications should be available from your local bookshop.

Torbay Council: Licensing Policy 2007	Available from Torbay Council's Licensing Section and www.torbay.gov.uk
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Events held on the Highway – Safety Checklist

In additional to the general safety checklist items, the following issues must be considered when organising events on the highway to ensure public safety.

- ❑ **Timing.** Try to avoid holding your event in the dark as poor visibility and tiredness can make accidents more likely.
- ❑ **Planning your route.** Whenever possible your event should be held in a park, sports ground or on country footpaths away from the public highway. Remember that charity walks need careful planning, so try and plan the route away from roads wherever possible. Try not to use roads without proper footpaths or verges. Don't use roads where there are roadworks as these can be dangerous.
- ❑ **Signposting your route.** The Police cannot provide signs for your event. Before any signage is placed on the highway you must discuss this with the Highways department at the Council, to ensure that the signs are compliant with current regulations. All signage costs must be met by event organisers.
- ❑ **Organisation on the day.** Try to start and finish your event away from the highway. Mass starts are dangerous – avoid them. Enter and leave the highway without causing inconvenience to road users. Don't obstruct the highway. Never allow cars to follow closely behind groups of participants. Support vehicles should not travel slowly, causing obstruction or inconvenience to other traffic. Ensure that you have enough marshals to supervise the whole route. Make sure the marshals are properly briefed and clearly identified. Make proper arrangements to look after people who drop out.
- ❑ **Using crossing places on the route.** Remember only Police Officers have the power to stop traffic. Your marshals must not try to do this – they can only advise people when it is safe to cross. Crossings should be at places where there is good visibility.
- ❑ **Changes in the route.** Make sure that the Police and Council are advised well in advance of any changes to your route and that they are satisfied that legally enforceable safety measures are in place. Make sure that everyone taking part knows about any changes through the marshals or signage.
- ❑ **Advice for those taking part.** You should pass on the following advice to everyone taking part in your event: If any part of the event takes place in the dark, everyone should wear reflective or white clothing. Remember that fluorescent clothing helps people to be seen during the day, but is of little use at night. If on foot, stay in small groups, using only footpaths and verges.
- ❑ If there are no footpaths, face oncoming traffic, no more than two abreast. Use the proper crossing places and always cross in a group – be extremely careful on busy roads.
- ❑ Remember – children tire easily and may become a danger to themselves and others.
- ❑ If you take animals, keep them under control.

- Comply with road traffic signals and the advice given in the Highway Code.

Road Closures

Torbay Council must be informed of **ANY** proposed temporary road closures for an event. A Temporary Traffic Regulation Order may be required. For further advice please contact Parking Services direct.

If the Council agrees to your proposal for a temporary road closure this will be followed by a 5 day consultation period to inform the Emergency Services and Stage Coach Ltd. This allows for any objections to be raised at an early stage.

Your application must also fulfill the following criteria:

1. The Event Organiser will advertise the event in the local press at their own expense and pay any administrative costs associated with any road closures or possible parking suspensions required.
2. The Event Organiser will liaise directly with the Police and relevant Council departments required in order to hold the event.
3. The Event Organiser will comply with the Public Safety Advisory Group requirements as well as their own legal responsibilities in holding the event.
4. The Event Organiser will be responsible for the placing and removal of all advisory and diversionary route signs and barriers associated with diverting traffic and for any cost thereof.
5. The Event Organiser will be responsible for ensuring access for all emergency vehicles during the period of the road closure.
6. The Event Organiser will provide evidence of a current Public Liability Insurance policy for the event to Torbay Council's Events Manager.

Parking Suspensions

Contact Parking Services if you wish to suspend the parking on/around the road where your event is to take place. The Council is legally obliged to inform the public of their intention to suspend any parking. Notices and cones will then be placed out 7 days prior to the parking suspension taking place. There will be a cost for this legal process to take place.

Event Guidance Note Checklist for Stages 1-3

Introduction

To ensure that you have fully considered and acted upon all the issues raised in Stages 1 – 3 of this form (Pre-planning; Organising the event; Final preparation) tick them off below. An action column has been provided to allow you to monitor progress. Space has been given at the foot of each stage to allow for brief notes.

Stage 1 Pre-planning

	Done	To do	By when	By whom
• Where				
• When				
• Who				
• What				
• Specialist equipment				
• Code of Practice				
• Welfare arrangements				
• Special permission				
• Insurance				
• Timescale				

Notes:

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Stage 2 – Organising the event

	Done	To do	By when	By whom
• Establish a committee				
• Liaison				
• Site plans				
• Temporary structures				
• Specialist equipment				
• Catering				
• Stewards				
• Crowd control				
• Numbers attending				
• Provision for the disabled				
• Security				
• On site traffic				
• Off site traffic				
• Transportation				
• Contractors				
• Performers				
• Facilities and Utilities				
• Contingency Plans				
• Clearing up				
• Risk Assessments				

Notes:

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Stage 3 – Final preparations

	Done	To do	By when	By whom
• Routes				
• Inspection				
• Siting				
• Signage				
• Vehicles				
• Structures				
• Lighting				
• Public address				
• Briefing				
• Accidents				

Notes:

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Safety Inspection Checklist

(before during and after the event)

Walk through safety inspections should be carried out immediately prior to, during and after the event. More than one inspection may be needed during the event. Using this form note all defects and also the remedial action taken. This is not an exhaustive list and care should be taken to identify any other hazards associated with the activities at the event.

Location:

Before the event - It is recommended as a minimum inspections are carried out at least daily prior to the start of the event.

	Prior to Event	
	Yes	No
Site access/egress		
• Are entrances/exits clear?		
• Are staff/stewards in place?		
• Can emergency vehicles gain access?		
• Are pedestrians segregated from vehicles?		
• Are security precautions in place?		
• Have adequate signs been provided?		
Site condition		
	Yes	No
• Is site free from tripping hazards eg cables, potholes, footpath defects, etc?		
• Are permanent fixtures in good condition eg seats, fencing, signage, etc?		
• Has vegetation been cut back, debris removed and the area made safe?		
• Have current weather conditions created new hazards to be addressed?		
Attractions/activities/structures		
	Yes	No
• Have all structures been completed?		
• Have all structures been inspected and approved by a competent person where required?		
• Are all activities/attractions sited correctly and checked?		
• Have all activities/attractions supplied evidence of insurance and health and safety requirements?		
• Are all potentially hazardous activities segregated and/or fenced as required?		
• Have temporary flags/decorations been installed correctly and		

checked?		
• Have any unanticipated hazards been introduced?		
Event Provisions	Yes	No
• Is fire fighting equipment in place?		
• Is lighting in place where required?		
• Have electrical supplies/equipment been checked/certified?		
• Have toilets been provided where required?		
• Are first aid facilities in place?		
• Is control centre in place and public address system working?		
• Are adequate waste bins in place?		
• Are stewards in place?		

Defects noted:

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Remedial action taken:

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Printed Name of Inspector:

Signature:

Date & Time of Inspection:

Location:

During the Event

	During the Event	
	Yes	No
Site access/egress		
• Are entrances/exits clear?		
• Are staff/stewards in place?		
• Can emergency vehicles gain access?		
• Are pedestrians segregated from vehicles?		
• Are security precautions in place?		
• Have adequate signs been provided?		
Site condition		
	Yes	No
• Is site free from tripping hazards eg cables, potholes, footpath defects, etc?		
• Are permanent fixtures in good condition eg seats, fencing, signage, etc?		
• Has vegetation been cut back, debris removed and the area made safe?		
• Have current weather conditions created new hazards to be addressed?		
Attractions/activities/structures		
	Yes	No
• Have all structures been completed?		
• Have all structures been inspected and approved by a competent person where required?		
• Are all activities/attractions sited correctly and checked?		
• Have all activities/attractions supplied evidence of insurance and health and safety requirements?		
• Are all potentially hazardous activities segregated and/or fenced as required?		
• Have temporary flags/decorations been installed correctly and checked?		
• Have any unanticipated hazards been introduced?		
Event Provisions		
	Yes	No
• Is fire fighting equipment in place?		
• Is lighting in place where required?		

• Have electrical supplies/equipment been checked/certified?		
• Have toilets been provided where required?		
• Are first aid facilities in place?		
• Is control centre in place and public address system working?		
• Are adequate waste bins in place?		
• Are stewards in place?		

Defects noted:

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Remedial action taken:

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Printed Name of Inspector:

Signature:

Date & Time of Inspection:

Location:

After the Event

	After the Event	
	Yes	No
Exhibitors/Attractions		
• Have all attractions been dismantled and removed?		
• Have all exhibitors vacated the venue?		
• Have all vehicles left the venue?		
Temporary Facilities		
	Yes	No
• Has all equipment been dismantled and removed?		
• Have all structures been dismantled and removed?		
• Have temporary markers such as stakes, ropes, flags, etc, been removed?		
• Have any holes/trenches etc been made good?		
• Have all temporary electric installations been isolated and made safe?		
Waste Collection		
	Yes	No
• Has all waste been collected satisfactorily?		
• Has all waste been removed from the site?		
• Have all residue fire hazards been checked e.g. fireworks, bonfires?		
Venue Condition		
	Yes	No
• Has any damage to permanent facilities, building or the ground been reported?		
• Has any damage been found during inspection?		
• Agree condition with the landowner.		

If the answer to any of the above is yes then describe briefly below.

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Incidents/Accidents	Yes	No
<ul style="list-style-type: none"> Were any incidents/accidents reported during the event? 		

If Yes, describe briefly below. (If there was personal injury then please complete accident report form and return to the Council).

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Remedial action taken:

(please advise the Council of any damage found and remedial action taken).

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Printed Name of Inspector:

Signature:

Date of Inspection:.....

Event Risk Assessment Guidance Form

Event Date of Event Venue Organiser

Hazards identified	Persons at Risk	Risk Factor (high medium low)	Measures required to control the risk	Action To be Taken by (Name)	Date Completed and Signature

Name of Assessor (printed):

Signature: Date:

Event Risk Assessment Guidance Note and Form

A full risk assessment should be carried out for all events. This will be a legal requirement in many circumstances. The following guidance should aid you in carrying out your risk assessments. A form to record your findings has also been provided.

Identifying the hazards

All hazards should be identified including those relating to the individual activities and any equipment. A hazard is something with the potential to cause harm. Only note hazards which could result in significant harm. The following should be taken into account:

- Any slipping, tripping or falling hazards.
- Hazards relating to fire risks or fire evacuation procedures.
- Any chemicals or other substances hazardous to health e.g. dust or fumes.
- Moving parts of machinery.
- Any vehicles on site.
- Electrical safety e.g. use of any portable electrical appliances.
- Manual handling activities.
- High noise levels.
- Poor lighting, heating or ventilation.
- Any possible risk from specific demonstrations or activities.
- Crowd intensity and pinch points.

This list is by no means exhaustive and care should be taken to identify any other hazards associated with the activities at the event.

Identifying Those at Risk

For each hazard identified, list all those who may be affected. Do not list individuals by name, just list groups of people. The following should be taken into account:

- Stewards.
- Employees.
- Volunteers.
- Contractors.
- Vendors, exhibitors and performers.
- Members of the public.
- Disabled persons.
- Children and elderly persons.
- Potential trespassers.
- Expectant mothers.
- Local residents.

Areas to consider

The following are examples of areas to consider:

- Type of event.
- Potential major incidents.

- Site hazards including car parks.
- Types of attendees such as children, elderly persons and the disabled.
- Crowd control, capacity, access and egress and stewarding.
- Provision for the emergency services.
- Provision of first aid.
- Provision of facilities.
- Fire, security and cash collection.
- Health and safety issues.
- Exhibitors and demonstrations.
- Amusements and attractions.
- Structures.
- Waste management.

Assessing the risk

The extent of the risk arising from the hazards identified must be evaluated and existing control measures taken into account. The risk is the likelihood of the harm arising from the hazard. You should list the existing controls and assess whether or not any further controls are required. The following should be taken into account:

- Any information, instruction and training regarding the event and the activities involved.
- Compliance with legislative standards, codes of good practice and British Standards.
- Whether or not the existing controls have reduced the risk as far as is reasonably practicable.

Further action necessary to control the risk

Classify risks into high, medium and low. Examples of risks falling into these categories are as follows:

High	An unsecured inflatable being used in adverse weather conditions by young children.
Medium	A display of animals in a roped off arena.
Low	A mime artist performing amongst the crowd.

For each risk consider whether or not it can be eliminated completely. If it cannot, then decide what must be done to reduce it to an acceptable level. Only use personal protective equipment as a last resort when there is nothing else you can reasonably do. Consider the following:

- Removal of the hazard.
- Preventing access to the hazard e.g. by guarding dangerous parts of machinery.
- Implement procedures to reduce exposure to the hazard.
- The use of personal protective equipment.
- Find a substitute for that activity/machine etc.

Record the Risk Assessment Findings

Use the attached Risk Assessment Form to record all significant hazards, the nature and extent of the risks, and the action required to control them. Keep this for future reference or use. You could also refer to other documents you may have, such as manuals, codes of practice etc.

Review and Revise

If the nature of the risks change during the planning of the event, the risk assessments will need to be reviewed and updated.

Information

Where the risk assessment has identified significant risks, you must provide information to all those affected, regarding the nature of the risk and the control measures to be implemented.

Event Participation List

Name of Event: Event Date:

	Name of Activity (i.e. Caterers, exhibitors, ground entertainment, inflatables, fairground equipment, dance groups, bands etc.) Please include their Charity Registration Number (if applicable).	Insurance Details Attached Yes/No	If 'No' Please give details
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