



# Somerset Council

## SOMERSET COUNCIL SAG Terms of Reference V1

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## 1.0 Introduction

In his report into the Hillsborough Stadium Disaster, Lord Justice Taylor recommended that local authorities (local councils) should set up Safety Advisory Groups (SAGs), to assist them in exercising their functions under the Safety of Sports Grounds legislation.

Whilst there have been no similar major disasters at musical events within the UK, there have been notable crowd-related incidents and SAGs, although not recognised in legislation, have become widely accepted as being a best practice approach to improving safety at events and gatherings of large crowds, across the board.

It is for the above reason that Somerset Council has established its own SAG (here in referred to as 'the SAG'). This document has been written and developed to provide a single point of reference to SAG members and event organisers alike.

The SAG is made up of core members from Somerset Council, the police, the fire and rescue service and the ambulance service. Its primary role is to promote and encourage high standards of public safety and wellbeing at events held in the area and does this by providing event organisers with appropriate advice, signposting and guidance at regular meetings. This document has been written and developed having had regard to 'The UK Good Practice Guide to Working in Safety Advisory Groups' published by the Emergency Planning College, January 2015.

The intention of this document is to act as a constitution to promote consistency in terms of structure, terms of reference, membership, roles, responsibilities, and policies. The broad aim being to assist and guide the development of a forum through which event holders can engage to seek good practice when striving to enhance public safety at their event.

## 2.0 TERMS OF REFERENCE

### 2.1 SAG AIMS

The terms of reference are an important element of the constitution, promoting the key role of the SAG in the provision of a quality assurance process for those safety related aspects of any event(s) and/or venue(s). It should be stressed that the functions of the group will be distinct from, and not confused with, any planning, management or community engagement/consultation groups drawn together to support the delivery of an event.

- To provide the event organiser with appropriate advice, signposting and guidance in order to assist with the delivery of a safe and enjoyable event.
- To promote clarity of roles and responsibilities relevant to the event(s) within the SAG's remit.
- To promote the principals of sensible risk management and good practice in safety and welfare planning.
- To promote consistent, coordinated, multi-agency approach to event planning and management.
- To promote safer events in contributing to safer and stronger communities.
- To establish clear timelines for the provision of paperwork to the SAG.
- To advise the licence holders, event planners and landowners in respect of the formulation of appropriate contingency and emergency arrangements.
- To advise the licence holders, event planners and landowners in respect of relevant legislation and guidance.
- To consider the implications of significant incidents and events relevant to their venue(s) and events.
- To consider emerging threats to events, such as terrorism.
- To consider the implications of significant incidents and events relevant to the surrounding areas and facilities.
- To encourage arrangements to be made to minimise disruption to local communities.
- To receive reports relevant to debriefs, visits and/or inspections of the venue or event.
- Enable effective planning to facilitate less intensive monitoring and inspection.

- To receive and discuss proposals for public events and alterations to existing public events as deemed appropriate.

The SAG will operate in the following ways:

- It will be the policy of the SAG to, so far as reasonably practicable, offer advice to ensure the highest possible standards of public safety at events to encourage the wellbeing of the public, operatives, neighbouring communities and others affected by the impact of it.
- The group does not make any decisions on behalf of the local authority or other agencies as its role is advisory and as such it has no authority to either approve or ban events.
- On the rare occasion where there is disagreement between the SAG and event organiser, and there remains a genuine risk to the public and/or event employees and contractors, the SAG will, through the Chair advise the relevant person(s) of the SAGs formal position in being unable to support the Event unless the issues identified are resolved. The most appropriate member agency on the SAG should act under its own regulatory framework to resolve the issue(s). Decisions on the use of statutory powers will be a matter for the relevant authority to consider, not the SAG, and should be discharged separately.
- The overall responsibility for the safety of persons at an event will lie with the event organiser, venue owner/operator and management team.
- Members of the SAG must declare any material conflict in relation to any matters put before the group, prior to any discussion on that matter. Should this interest be considered prejudicial, then the Chair will request that person withdraws from inputting to the matter and be replaced by an appropriate party agreed within the group. Where there is a perceived conflict of interest for an LA run event, a Chair from an alternative agency shall be appointed.
- The SAG will have arrangements to ensure that appropriate records of procedures and meetings are maintained.

- Outcomes and actions determined during meetings of the SAG will be held by Somerset Council as a public record and be subject to the Freedom of Information Act and the General Data Protection Regulations.
- The lessons learned via the SAGs processes and procedures will be applied for the benefit of all events within its area of responsibility.
- The SAG is not responsible for reviewing safe systems of work of the event organisation or crew. However, it will be relevant to consider the consequences of work-related incidents during periods of public access.

## 2.2 Categories of an Event

An event or activity may be referred to a full SAG meeting or it may be that documents are circulated so that members can review the information and individually feedback any concerns, advice etc. to the organiser.

The SAG is primarily aimed at a range of public and community, medium to large sized events. Small events will present lower risk but those with higher risk factors are likely to be brought to the attention of relevant authorities through the application for a Temporary Event Notice (TEN).

In deciding whether an event or activity needs to be referred to the SAG, the following factors will be considered:

- The nature of the event
- Levels of risk within the event
- Number of attendees (at any one time)
  - Small < 500 attendees
  - Medium < 5000 attendees
  - Large > 5000 attendees

Events within these categories can also be classified into:

- | <b>Low Risk Factors</b>   | <b>Medium Risk Factors</b>  | <b>High Risk Factors</b>   |
|---|---|--|
| <ul style="list-style-type: none"><li>• Small &lt; 500 attendees</li><li>• Events with a strong history of competent management</li></ul> | <ul style="list-style-type: none"><li>• Medium &lt; 5000 attendees if other High-Risk factors present</li><li>• New events or events with no history and other high-risk factors present</li><li>• Events near a trunk road</li></ul> | <ul style="list-style-type: none"><li>• Large &gt; 5000 attendees</li><li>• Events with no history or poor history of competent event management or 'near-miss' from a previous event.</li><li>• Likely to attract audience beyond local community</li><li>• Overnight camping with alcohol licence</li><li>• Events near a trunk road</li><li>• Unusual nature of event</li></ul> |

Those medium to large scale events that do not have strong history of competent management or could significantly impact local communities are the type of events that may benefit from SAG input and could include:

- Outdoor festivals – with or without camping
- County shows
- Carnivals
- Processions
- Travelling fairs
- Food shows
- Firework displays
- Sporting events
- Inflatable Structures

Some smaller public and community events may be 'one off' and may take place in venues or sites not normally designated for that function, such as local parks and streets. These will therefore provide additional risks because of the nature and environment in which they are taking place. It is in these circumstances that for some smaller events a formal SAG may not be convened but there may be benefits of working in collaboration across services to provide a more effective and consistent advisory and management response to public health and safety risk.

There may on occasion be times where the Local Authority will wish to develop a community event of its own, such as in response to a public celebration or to encourage tourism and economic development. Such circumstances may provide a perceived risk of conflict where the Authority may be both an event organiser as well as holding a senior position on the SAG, i.e. Chair. Under such circumstances, it will be appropriate for the Chair of SAG to seek an independent and competent person of sufficient seniority to temporarily assume the position of Chair to oversee engagement with the event organiser.



### 3.0 Membership of the Safety Advisory Group

Guidance suggests a SAG should be made up of core and invited members. It should be the case that a core member be expected to attend all meetings and consider all agenda items and they should advise the Chair if they are unable to attend, and whenever possible a suitable competent substitute should attend on their behalf. An invitee may only expect to be present for particular meetings, agenda items or because they have specific experience which may benefit the group in relation to issues under discussion or consideration.

It will be important that member organisations attend with staff that have appropriate skills, experience and position in their organisation to be a credible and competent member of the group. Inexperienced, untrained or incompetent representation may lead not only to unsafe decisions and advice but more likely an excessive demand on event organisers to make events safe almost beyond what is reasonably practicable. In order to ensure organisers do not avoid an offer of attending a SAG, members must be realistic and fair in their expectations, as such, knowledge and experience among members will be crucial.

#### The Somerset SAG will include the following core members:

- Environmental Health
- Licensing
- Traffic Management
- Building Control
- Avon & Somerset Police
- Devon & Somerset Fire and Rescue Service
- South Western Ambulance Service NHS Foundation Trust
- The Heart of the South West Trading Standards

Invited members may include:

- Civil contingencies
- Communications/media
- Legal services

- Public Health, UKHSA, NHS
- Health and Safety Executive
- Highways England
- British Transport Police
- Landowner

Event organisers taking up an offer to attend a SAG may choose to bring additional event committee members or third-party support who may be assisting with their plans. This may include:

- Venue owner/operator
- Landowner
- Stewarding Provider
- Security Provider
- Traffic/Transport Provider
- Medical/voluntary first aid services Provider
- License holder/Designated Premises Supervisor

N.B. these are not intended to be exhaustive lists

### 3.1 Chairing of the Safety Advisory Group

The Chair of the SAG shall be an appointed representative of the Somerset Council with the appropriate skills and competencies to ensure the group functions effectively and efficiently. The role will require focus upon collaboration, communication and diplomacy, whilst maintaining an objectivity of approach in taking account the views of the group members. In the instance that there is a conflict of interest for the appointed Chair, for example Local Authority run events, an appropriate Independent Chair shall be nominated. Either from an adjoining Council or from one of the agencies that make up the core membership.

The SAG meetings will be chaired in such a way as to:

- Ensure that the group discharges its responsibilities fairly, effectively, efficiently and proportionately.

- Ensure that, where practicable, appropriate representation on the group.
- Ensuring that all members have the opportunity to participate.
- Ensuring that an audit trail of group processes is maintained.

## 3.2 Roles and Responsibilities of the Core Members

The following intends to identify the most relevant responsibilities applicable to core members. It should be remembered that some member organisations operate across significant geographic authority areas which result in them being involved in numerous SAGs. The need for consistency across borders must be emphasised.

### a) Somerset Council

- Will be the lead authority for the issue, renewal, monitoring and enforcement of licences issued under the Licensing Act 2003, supported by the other responsible authorities.
- Will be the lead authority for environmental health matters.
- Will be responsible for some health and safety and duty of care related matters. The Health and Safety (Enforcing Authority) Regulations 1998 (EA Regulations) allocates the enforcement of health and safety legislation at different premises/ work activities between LAs and HSE.
- Will provide technical advice and appraisal of published documents relating to public safety and wellbeing.
- Will provide technical support to the SAG in relation to aspects of legislation within their service as they relate to public events.
- Will act in a co-ordinating role to the SAG.
- A Category One responder under the Civil Contingencies Act.
- Will provide technical advice where the highway is affected.
- Arrange for the maintenance of clear and safe routes for emergency vehicles, traffic and pedestrians on the Highway.
- Will provide appraisal of any road closure or other temporary traffic management measures which may be necessary.

- Will provide technical and legal advice to the SAG, organisers, traders, businesses and consumers in relation to aspects of legislation within their service as they relate to public events.
- Will provide advice and direction to the SAG in regards public health matters as they relate to public events.

**b) Avon & Somerset Police**

- Will provide proportionate advice and guidance around CT Security.
- Will 'threat and risk' assess the event and may provide policing support, where applicable, for an event and any event control (if established and requested)
- Will be responsible for dealing with public disorder and demonstrations.
- Intelligence gathering and co-ordination capabilities.
- Incident response where and when appropriate.
- Crime investigation and reduction.
- Community policing.
- Will provide technical advice and appraisal of published documents relating to public safety and wellbeing.
- Will provide technical support to the SAG in relation to aspects of legislation within their service as they relate to public events.
- A Category One responder under the Civil Contingencies Act.

**c) Devon & Somerset Fire and Rescue Service**

- The provision of fire safety resource.
- Incident response where and when appropriate.
- Will provide technical advice and appraisal of published documents relating to public safety and wellbeing.
- Will provide technical support to the SAG in relation to aspects of legislation within their service as they relate to public events.
- A Category One responder under the Civil Contingencies Act.

**d) South Western Ambulance Service NHS Foundation Trust**

- May provide medical and first aid advice/assessment.

- May be a medical provider.
- Incident/emergency response where and when appropriate.
- Will provide technical advice and appraisal of published documents relating to public safety and wellbeing.
- Will provide technical support to the SAG in relation to aspects of legislation within their service as they relate to public events.
- A Category One responder under the Civil Contingencies Act.

#### **e) Event Organiser**

- Legal responsibilities towards employees and others, for Health and Safety at Work through:
  - Safe systems of work
  - Arrangements to protect other persons
  - Risk assessment
  - H&S Policy
  - Method statement(s)
- Health and Safety arrangements including planning, management, monitoring and record keeping, for Fire safety, Traffic, Crowd safety, Security, Medical, Stewarding and Emergency and Contingency planning, making reference to and taking guidance from the Purple Guide.
- Participation and cooperation with SAG and timely provision of Draft Documentation as set out in Terms of Reference.
- Communication arrangements.
- Public health monitoring including Infectious disease control, Food safety and Hygiene.
- Welfare arrangements including Toilets, management of Waste, Drinking water and hand washing facilities.
- Safeguarding and welfare arrangements.
- Licensing, safety certification and other statutory requirements. – Including drugs and alcohol policies.
- Ensuring appropriate insurance cover is in place.
- Supporting physical SAG site visits when required.

#### **f) Venue owner/operator**

A land/premises owner may still have responsibilities for:

- Ensuring the existence of appropriate insurance cover
- Ensuring only bona fide/authorised equipment is allowed on site
- Establishing the extent of licensing conditions
- General duties under health and safety legislation
- Fire risk assessment
- Ensure the land/premises are in such condition so as not to cause danger to users/visitors

## **4.0 Safety Advisory Group Processes and Meetings**

### **4.1 Format of meetings**

Other than the SAG members and guests, as described above, attendance at meetings by event organisers will be by request or invitation. The meeting will principally comprise of two elements; a discussion between members only, followed by a discussion with invited event organisers and will be held virtually or face to face.

At multi-event meetings the various event organisers will be allocated times when their own event is to be discussed. It should therefore not be necessary for all invitees to sit through discussions that are not relevant to them. There may also be issues of a commercially sensitive nature that would make it appropriate to restrict access.

It should be noted that there may be times when certain member organisations of the SAG are not represented at a meeting and therefore organisers cannot treat the presentation of advice or recommendations as a complete review of their event management documentation.

The Chair will reserve the right to cancel a meeting in advance if it becomes clear core member representation at that meeting is reduced to such a level that the benefits to an event holder attending are similarly reduced.

## 4.2 Frequency of meetings

The number of SAG meetings will be flexible, determined by local circumstances and will be event specific and it is noted that there will be busier times of the year when SAG meetings become more frequent to meet the needs of the Events taking place.

With members fulfilling many other responsibilities in addition to SAG, it is important to ensure that meetings are held only as necessary and that best use is made of time. Determining whether to invite an event to a SAG will require a consistent methodology. This will be done on a risk-based approach by considering a combination of:

- Events of an unusual nature
- Levels of risk presented by the event
- Numbers attending (at any one time)

## 4.3 Administration of Safety Advisory Group

An event requesting attendance or accepting an invite to SAG will be expected to provide advance notification of its draft Event Management Plan (EMP) and associated documentation, e.g. risk assessments, site layout plans etc. Draft documentation should be sent as early as possible, and at the latest 4 weeks prior to the meeting. The preferred method for receiving and sending event documentation will be through electronic means, documentation will then be circulated to SAG members.

SAG members will review the documentation and raise any issues of concern or provide advice directly to the organiser while copying in the SAG Chair to prevent repetition and over burdening the organiser unnecessarily and also provide an audit trail.

Each meeting will have an agenda published in advance of the meeting.

Notes will be taken by a member of staff and will be circulated amongst members. Any recommendations and/or advice resulting from a meeting will be sent to event organisers separately. Because they are not made available immediately, it is strongly recommended that event organisers make their own notes of key points during the meeting e.g. recommendations/advice given.

Should a meeting be held using a virtual platform the Chair will ask all parties prior to commencement whether there is universal agreement for the meeting to be recorded. Any electronic recordings made will be held securely by the local authority and handled in accordance with data protection requirements and the Council's privacy statement. Meeting minutes will be held by the local authority as a public record and be subject to the Freedom of Information Act 2000.

It is recommended that organisers aim to give the SAG appropriate notice of their event, taking into consideration the size of event and risks associated. Event Organisers should review notice periods stated within the Licensing Policy and use this as a guide. [Annex 3 Statement of Licensing Policy LA03 2021 - 2026 Version 2.docx](#). Additional notice periods need also be considered where an organiser may need to apply for a licence, road closure/ Traffic Regulation Order etc.

#### 4.3 Review of terms of reference

The terms of reference will be reviewed by the SAG annually, normally in January.



## 5.0 Conclusion

This constitution ends with a reminder of some of the fundamental principles of the SAG process:

1. Events are an important part of the lives of UK residents and should be encouraged.
2. Event organisers are under no obligation to attend a SAG meeting.
3. SAG members will encourage and support events, especially those by the community for the community.
4. SAG is a good means to examine the safety aspects of events and should be encouraged to do so.
5. SAG should be seen by organisers as supportive of their endeavours.
6. There is no legal basis for SAG to exist although aspects of the Civil Contingencies Act may be deemed to make them so.
7. SAG should advise the event organiser about public safety matters that they think need further consideration and explain their reasons.
8. SAG members themselves will have their own legislative and enforcement powers that they should consider utilising wherever disagreements cannot be resolved.
9. SAG membership should consist of experienced practitioners.
10. SAG has no power to 'authorise' or ban events.
11. The responsibility of running a safe event lies with the organiser at all times.

## 6.0 Contact Details of members

Authority/organisation:	Has responsibility for:	Contact details:
Council	Organisation and administration of the SAG	
Licensing Authority	Regulation of alcohol, entertainment, late night refreshment, street trading, charitable collections, adult entertainment, skin piercing, taxis and private hire vehicles.	
Environmental Health	Health & safety, food safety, private water supplies and preventing public nuisance (inc. noise, odour, light).	
Planning	Development Control – planning permission and enforcement	
Somerset Building Control Partnership	Building Regulation applications, dangerous structures and demolition works.	
Avon and Somerset Constabulary	Public order, incident and emergency response, crime investigation and reduction, community policing. Security advice and guidance.	
Devon and Somerset Fire and Rescue	Incident and emergency response and enforcement of fire safety legislation.	
South Western Ambulance Service NHS Foundation Trust (SWAST)	Incident and emergency response.	
Devon & Somerset Trading Standards	Weights and measures, age restricted products, community safety, animal movement.  Grandstand (Sports Grounds)	
Somerset County Council Highways Authority	Maintain the highway network, ensuring it is safe and can be used by the public without obstruction. Secure and facilitate the movement of traffic along the road network of the authority and that of other traffic authorities. Contribute to securing the	

	more efficient use of the road network and/or avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic.	
Somerset County Council Civil Contingencies Unit	Assess the risks, prepare contingency plans, co-ordinate the local authority response and support the recovery management process so that the impact of emergencies on the life and vitality of communities, people and businesses is minimised.	<a href="mailto:civilcontingencies@somerset.gov.uk">civilcontingencies@somerset.gov.uk</a> <a href="mailto:infoccu@somerset.gov.uk">infoccu@somerset.gov.uk</a>
Somerset County Council Public Health	Have public health objectives in Somerset to reduce health inequalities and increase life expectancy	
Security Industry Association	Regulator of the Security Industry	