CROWD CONTROL AT VENUES AND EVENTS

A PRACTICAL OCCUPATIONAL HEALTH AND SAFETY GUIDE

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CONTENTS

1 INTRODUCTION

1.1 WHAT DOES THIS GUIDE AIM TO DO?

Managing crowds involves significant risk. The extent, severity and exposure to risk will vary depending on: the circumstances crowd controllers find themselves in; how well crowd control staff have been prepared; and how effectively risks have been controlled.

This Guide has been developed to support and assist crowd control agencies and host employers (venues and events) who use crowd control staff to understand and fulfil their responsibilities under the *Occupational Health and Safety Act 2004* (the OHS Act).

This Guide identifies common safety problems and suggests solutions to ensure crowd control work is conducted as safely as it reasonably can be. It also provides numerous recommendations and tools to effectively secure the health, safety and welfare of crowd control staff, as well as other staff and patrons, when:

- controlling entry into venues or events;
- monitoring and communicating on crowd and individual behaviour;
- dealing with potentially aggressive, abusive or violent behaviour;
- physically managing aggressive, abusive or violent behaviour;
- administering and coordinating 'first response' first aid or critical care; or
- coordinating emergency evacuation of a venue or event.

In preparing this publication, WorkSafe Victoria sought the input of representatives from crowd control industry bodies, regulators, employers, employees and other key stakeholders (a list of whom can be found in the acknowledgments section on page 28).

INTRODUCTION

1.2 FREQUENTLY USED TERMS

Agency: any organisation (i.e. independent contractor) that either directly or indirectly supplies one or more crowd controllers (as a direct employee or as a contractor) to a venue or event.

Crowd controller: a person who is employed or retained principally to maintain order by doing all or any of the following:

• screening entry;

• monitoring or controlling behaviour;

• removing any person; or

• otherwise maintaining order at any public place.

A person is *not* defined as a crowd controller if he or she is responsible for purely checking that people:

• have paid for admission; or

• have invitations or passes allowing for admission.[1]

Employee: a person employed under a contract of employment or training. It should be noted that by virtue of the definition under the OHS Act, 'employee' includes a contractor.

Employer: a person who employs one or more other persons under contracts of employment or contracts of training.

Events: a planned, short-term activity undertaken in a building or structure or series of buildings or structures and/or covering an area of defined open land. This includes trade shows, general shows or fairs, concerts, sporting events and general public gatherings (e.g. demonstrations).

Host employer: a person or company who engages the services of crowd controllers supplied by an agency.

HSR: Health and Safety Representative.

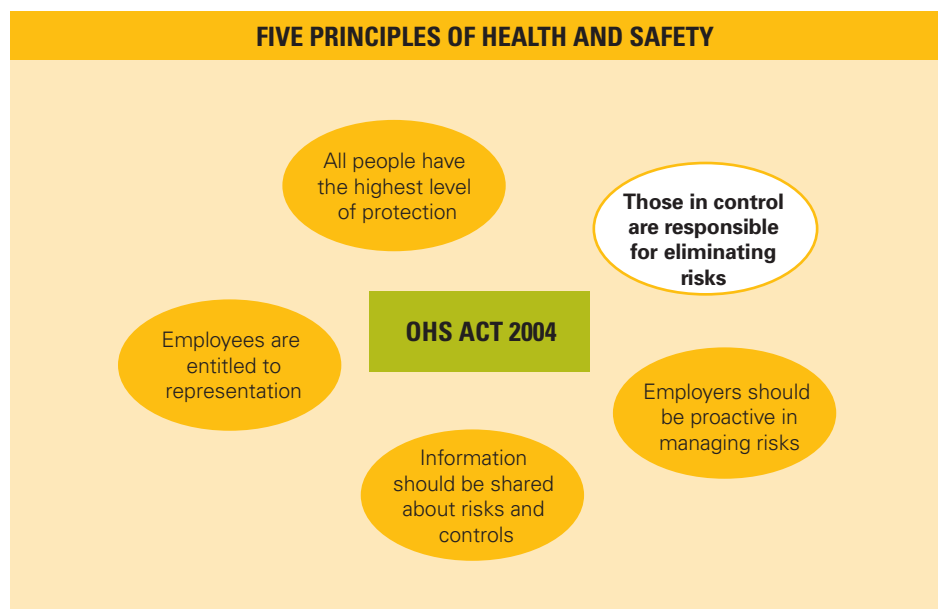**Venues:** any building or structure and associated area/s attached to the building or structure (such as a car park) in which services are undertaken on a regular basis. This includes places such as nightclubs, pubs and sporting arenas.

Workplace: any place where employees or self-employed persons work.

[1]*This definition of a crowd controller is taken from section 3 of the* Private Security Act 2004.

1.3 CROWD CONTROL AND OHS

It is vital that host employers and agencies have a solid knowledge of the current OHS laws that apply to them. However, understanding those laws can be simplified if the principles behind them are understood first. There are five important principles that underpin the OHS laws (and good OHS practices in the workplace). Those principles are set out in the illustration below.

FIVE PRINCIPLES OF HEALTH AND SAFETY

All people have the highest level of protection

Those in control are responsible for eliminating risks

Employees are entitled to representation

OHS ACT 2004

Employers should be proactive in managing risks

Information should be shared about risks and controls

The principles in the yellow coloured panels are mostly self-explanatory. It's the principle in bold text that can sometimes cause confusion.

This principle deals with what is probably the single most important feature of OHS law: the person who controls what work is done and how it's done is the person who's responsible (and will be held accountable under OHS law) for the safety of anyone doing the work. The person in control has to ensure that safety risks associated with that work are either eliminated or reduced as far as is reasonably practicable – if it's not possible to eliminate the risk. (See page 4 for what 'reasonably practicable' means.)

If two people share control over what work is done and how it's performed, each person has to do what they practically can to make the work safe. A contract or written agreement can't change this. What matters is whether a person has control over a situation. For example, a crowd controller will need training in basic techniques in how to defuse a potentially violent situation. This is the sort of training that an agency would be expected to have provided a crowd controller. Ordinarily, there is no practical way for the host employer to deliver such type of training.

The relationship that often exists between a host employer and agency is covered in WorkSafe's publication *Placing Workers in Safe Workplaces – Safety Management Systems Guide for Labour Hire Agencies*. Host employers and agencies should read that publication in conjunction with this Guide.

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1.4 THE ROLE OF THIS GUIDE UNDER THE OHS ACT 2004

This Guide is provided in accordance with section 7(1)(f) of the OHS Act to assist host employers and agencies to comply with their duties and obligations under OHS law. It's expected that host employers, agencies and crowd controllers themselves will use this Guide to form an opinion about suitable health, safety and welfare risk controls, under the test of 'reasonably practicable'. WorkSafe inspectors will also use this Guide for the same purpose.

What does 'reasonably practicable' mean?

Section 20 of the OHS Act outlines what you **must** take into account when deciding if something is 'reasonably practicable'. Specifically, the factors to be taken into account are:

- the likelihood of a hazard or risk eventuating;
- the degree of harm that would result if a hazard or risk eventuated;
- what you know, or should reasonably know, about a hazard or risk and ways of eliminating or reducing it;
- the availability and suitability of ways to eliminate or reduce a hazard or risk; and
- the cost of eliminating or reducing a hazard or risk.

It's important to understand that all the factors listed above have to be taken into account when deciding if something is reasonably practicable. No single factor is more important than another – they all contribute equally.

1.5 HOW TO USE THIS GUIDE

This Guide provides a range of information and tools that can be used to decide the most effective solutions for providing a safe workplace for crowd controllers. The remainder of this publication is divided into five parts (with this introductory section forming part one).

Part two: Safety assessment and consultation

This chapter describes a conventional OHS process that can be used by agencies to make a comprehensive assessment of what risks exist in a specific workplace. The risk assessment can then be used to make informed decisions about effective solutions for managing risks. Although it's acceptable for the assessment process to be conducted 'in-house', agencies should ensure the assessment is carried out by someone with experience in health and safety techniques and the crowd control sector. Appendix 1 of this Guide has a template for conducting the assessment. The template includes a 'prompt list' of major risks and is laid out to allow the agency to conduct an assessment of the risks at a particular workplace or as a general risk assessment.

If a host employer directly employs crowd controllers, then the host employer would be expected to complete the risk assessment.

Part three: Crowd control risk solutions

Part three of this Guide is divided into six sub-sections corresponding to the six key activities typically undertaken by a crowd controller. Within the sub-sections is:

- information on unacceptable work practices that should be stopped if they are used in your workplace (i.e. the obvious safety problems that need to be fixed quickly); and
- advice on risk control solutions that should be implemented to the extent that they are reasonably practicable for your workplace.

Part four: Incident reporting

Part four outlines the notification requirements under the OHS Act for when someone is injured or put in immediate danger at a workplace.

Part five: Further information

References to legislation, publications and other sources of information and assistance can be found in this chapter.

2 SAFETY ASSESSMENT AND CONSULTATION

2.1 CONTROLLING THE RISKS – PLACING CROWD CONTROLLERS INTO SAFE WORKPLACES

Managing crowds involves significant risk. The extent, severity and exposure to risk will vary depending on: the circumstances that crowd controllers find themselves in; how well they have been prepared; and how effectively risks have been identified, assessed and controlled. To fully appreciate the risks involved in any business, time needs to be taken to investigate, identify and assess them.

How to manage risk?

Fundamentally, risk management involves the following four key steps.

1. **Identify and list the hazards that have the potential to cause an injury**. This involves using information and input from all resources, including employees, HSR's, previous incident records, publications (such as this Guide), industry experts and, most importantly, your own eyes and ears (look at what's going on in your workplace and listen to what people are saying). In 'OHS speak' this is called 'identifying hazards'. Work together with employees and ask them what they believe could cause an injury. This should produce a large list of hazards. Don't dismiss any ideas.

2. **Assess the risks**. During step one, you identified a whole range of hazards and now it's time to work out whether each hazard could be the cause of a genuine safety problem. Many people make mistakes at this point because they fail to really appreciate the 'source' or primary reason why the risk exists in the first place. It's important that when you're assessing the source of a risk you ask yourself the 'why' question. Asking 'why?' often enough will progressively break down a risk scenario to the actual 'source' itself. You then have a better chance of implementing a control that will more effectively manage the risk.

   Consider this simple example that illustrates the basic process of assessing a risk:

   - Q. What is the risk?
   - A. Being hit by cars.
   - Q. *Why*?
   - A. Because we have to stand on the road.
   - Q. *Why* do you stand on the road?
   - A. Because we have to direct patrons to stay off the road after they come out of the venue.

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- Q. *Why* do they go on to the road?
- A. Because when they leave there is not enough space for them and those trying to get in.
- Q. *Why* is there not enough room?
- A. Because the other entrance is blocked by speaker stacks and we can't use that door.
- Solution: Implement a potentially expensive traffic management plan; or simply relocate the speaker stacks, open the second entrance and eliminate the risk.

As the example above demonstrates, not asking 'why?' can lead to complicated controls being unnecessarily implemented when a simpler control would have been more effective. Obviously some hazards will need capital expenditure to properly control them.

3. **Prioritising the risks**. Once risks have been assessed, the next step is to prioritise them for remedial action. To help you do this, the risk analysis matrix below is a useful tool. Used by many other industries to prioritise risk, it involves asking two fundamental questions for each assessed risk:

- What is the likelihood of the risk occurring?
- What would be the consequence should the risk occur?

Regardless of the priority ranking given to each identified and assessed risk, it's important to remember that *all* risks should be controlled in the shortest possible timeframe.

RISK ANALYSIS MATRIX					
	CONSEQUENCE				
LIKELIHOOD	**Insignificant**	**Minor**	**Moderate**	**Major**	**Catastrophic**
Almost certain	H	H	E	E	E
Likely	M	H	H	E	E
Possible	L	M	M	E	E
Unlikely	L	L	M	H	E
Rare	L	L	L	H	H

L = Low risk   M = Medium risk   H = High risk   E = Extreme risk

In the example used above, the likelihood of a crowd controller being hit by a car may be determined as 'likely'. The consequence of being hit by a car is determined as 'major', i.e. serious injuries could be sustained by a crowd controller. Therefore, the overall priority would be scored as 'E – Extreme risk' and should be controlled immediately.

4. **Control the risks**. This is the most important part of the entire process. Risk can be controlled in a number of ways, but the first objective should be to eliminate the risk entirely. If this is not possible, exposure to risk should be reduced as much as is 'reasonably practicable'. The process often used to assist in this is known as the 'hierarchy of control'. When choosing a control, start at the top of the hierarchy (i.e. elimination of the risk altogether) and if that's not practicable, move to the next level (i.e. 'substitution'). The higher up the hierarchy you are when implementing a control, the more effective the control will be in reducing the risks.

It's common to have to implement a number of controls to manage a risk effectively. Using the previous example (i.e. under the second step of 'assess the risk'), moving the speaker stacks and opening the second entrance *eliminates* the need for crowd controllers to stand on the road. Introducing a traffic management plan is more time-consuming and expensive and could be less effective in reducing the risk of a crowd controller (and patrons) being hit by a car.

It's also important to note that there may be occasions when it will not always be possible to implement a selected risk control due to the effect of other legislative requirements. But this can't be used as an excuse to avoid the obligation to fix a safety problem.

For example, a host employer might decide that the best way to fix a serious safety problem with vehicle traffic near the entrance to a venue would be to install pedestrian bollards at the front of the venue. However, local council requirements may prevent the construction of bollards. In this example, it would be expected that the host employer would explore other options that will satisfy the council requirements or, if that's unsuccessful, an alternative traffic control solution would be considered.

HIERARCHY OF CONTROL		
Most effective	**ELIMINATION**	Eliminate the risk altogether if possible
	SUBSTITUTION	Substitute the risk with something of less risk
	MINIMISATION	Minimise exposure required to the risk
	ENGINEERING CONTROLS	Develop an engineering solution
	ADMINISTRATIVE/ PROCEDURAL CONTROLS	Develop a policy and supporting procedures
	TRAINING/SUPERVISION	Train or supervise staff
Least effective	**PERSONAL PROTECTIVE EQUIPMENT**	Lowest level of the hierarchy

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Crowd control safety and security risk assessment

Appendix 1 at the back of this Guide contains an example of a crowd control safety and security risk assessment form. The form is a good basic tool for identifying, assessing and controlling risks associated with undertaking crowd control activities. You can also use the form to help you create your own custom-made risk assessment process. The content of the assessment is closely linked to the six key sections on crowd control covered in part three of this Guide.

Who completes crowd control safety and security risk assessments?

The assessments should be carried out by a person who understands the processes described in this Guide and who has experience in health, safety and crowd control management. If the assessment is to be completed by in-house staff, it is expected that the nominated person be an experienced member of staff.

The host employer must be consulted during the assessment process, along with those likely to be affected by the assessment where appropriate.

Where crowd controllers are employed directly by a host employer, the crowd control safety and security risk assessment must be completed by the host employer.

2.2 TALKING SAFETY – WORKPLACE CONSULTATION

Safety at work for crowd controllers is best achieved and sustained when they are actively involved in the decision-making processes regarding issues that will, or are likely to, affect their health, safety and welfare. Irrespective of this, it makes good business sense to ensure matters concerning a venue's or event's security are discussed with those employed to administer such duties. This allows improved opportunity to identify 'gaps' in the management of crowd control activities and make necessary changes.

Section 35 of the OHS Act requires all (agency and host) employers to consult their employees and independent contractors (i.e. crowd controllers), so far as is reasonably practicable, on matters that may directly affect employees' health, safety or welfare. This must include, but is not limited to:

- identifying or assessing hazards or risks arising from the activities of the employer's business;
- deciding on measures to control these risks;
- deciding on the adequacy of employee facilities;
- confirming procedures for:
  - resolving health and safety issues arising from the activities of the employer's business;
  - consultation;
  - monitoring employee health and workplace conditions; and
  - the provision of information and training;
- determining the membership of any health and safety committee (HSC); and
- proposing changes that may affect OHS.

Section 36 of the OHS Act details how employers are required to consult with their employees (and independent contractors) about health and safety matters affecting them. Basically, they must share information about OHS issues with the employees, give them a reasonable opportunity to express their views on those matters and take their views into account.

Consulting about crowd control activities

To comply with sections 35 and 36 of the OHS Act, the agency and host employer should consult with crowd controllers about the following:

- safety and security risk assessments;
- crowd control safe systems of work (e.g. physically engaging patrons, entry control, etc);
- workplace policy or procedures (e.g. how workplace consultation will occur, emergency evacuation, etc);
- implementation of risk control measures (e.g. surveillance equipment);
- review of safety and security risk assessments and safe work practices;
- changes or additions to facilities or amenities;
- changes to workplace boundaries; and
- changes to uniform or personal protective equipment (e.g. first aid kits, hearing protection, torch, etc).

Resolution of health, safety and crowd control issues

When a crowd controller, or others associated with crowd control activities, have issues regarding their or others' (e.g. patrons, other staff) health, safety and welfare, the employers (agency, host employer or both) and employees affected by the concerns must attempt to resolve them.

Section 73 of the OHS Act outlines how workplace health and safety issues need to be resolved. The employer or their representative (i.e. manager, supervisor) and HSRs and/or employees affected by an issue must try to resolve their concerns using agreed workplace procedures. If the issue can't be resolved, a WorkSafe inspector can be called in to assist in this process. The employer or representative attempting to address health and safety issues must be sufficiently senior and competent to act and make decisions.

For more information on the duty to consult, please refer to WorkSafe's publications *Talking Safety Together* and *Consultation – A User's Guide.*

Worker Representation

There is a variety of mechanisms that consultation can take place within the workplace including OHS Committees and designated work groups. HSRs can provide a crucial link between employers and their employees.

HSRs provide employees with a mechanism to have their views and concerns on health and safety in their workplace heard by their employer. HSRs facilitate communication and consultation and the OHS Act gives them a role in raising and resolving any OHS issues with their employer, and powers to take issues further if necessary.

The Act also provides flexibility in how and who HSRs can represent. Traditionally the industry has not had HSRs but now the new Act provides agencies and venues a means in which they can agree in consultation with their employees how representation can be arranged within workplaces.

For further information on Health and Safety Representatives can be gained from the WorkSafe Victoria publication *Employee Representation.*

SAFETY ASSESSMENT AND CONSULTATION

Workplace induction

It's the responsibility of both the agency and host employer to ensure induction is provided for the workplaces that they have control over.

Inducting a new employee into the workplace is the first crucial step in ensuring their health, safety and welfare. Induction should be designed to provide the new employee with the key information about safety at work, including:

- a comprehensive understanding of hazards and risks associated with the work, including the risk of potentially violent encounters, manual handling injuries and effects of fatigue;
- the things in place to control risk at work, including the specific risk control solutions used and the overall system to manage safety at work;
- knowledge of the hazard reporting and other reporting systems used for the workplace; and
- who is in control, roles and responsibilities.

Appendix 2 contains an example induction checklist *(Crowd Control (Agency) Placement Induction Checklist)* for the agency. This checklist or similar should be completed when the agency places an employee into a new workplace.

Appendix 3 contains an example induction checklist *(Host Crowd Control Placement Induction Checklist)* for host employers. This induction checklist or similar should be completed by the host employer for each new crowd controller used at the venue or event.

Where a crowd controller is employed directly by the host employer, the host employer should ensure induction covers both induction checklists or similar.

3

CROWD CONTROL RISK SOLUTIONS

This part of the Guide conveys the **importance of dealing with obvious serious safety risks first and quickly**. Once the obvious risks have been dealt with, the person in control can move on to more complex safety problems that require more detailed risk assessments. All these assessments should be done in consultation with employees and/or their elected representatives.

It's recommended that the tables on the following pages of this publication are used to 'fast-track' the risk assessment process. That is, if the solutions to rectify unacceptable work practices at your workplace are obvious and straightforward to implement, it should be done as soon as possible. Don't delay putting in place good OHS practices. A detailed risk assessment should follow. You might choose to refine the solutions after the assessment, but it's far more important to act on obvious risks quickly.

Work practices described in the **red tables** are likely to be in breach of OHS laws and almost invariably will be placing the health, safety and welfare of crowd controllers at risk. In some circumstances, the unacceptable work practices will also be jeopardising the safety of the host employer's employees and that of patrons. For example, unacceptable work practices dealing with emergency procedures. If you are using the work practices described in the red tables, you need to determine ways to quickly stop doing those things and put in place appropriate controls.

The **green tables** list risk control solutions you should be using in your workplace, as long as they are reasonably practicable. You may not be able to implement the risk control solutions exactly as they are described in the green tables. If this is the case, you should treat the suggested risk control solutions as benchmarks or indications of the type of solutions you are able to implement. It's important to understand that these risk control solutions, although possibly not an ideal 'fit' for your own workplace situation, are solutions generally regarded as quite practicable for many workplaces in the crowd control sector.

The tables include an indicative allocation of responsibility for rectifying unacceptable work practices and putting into effect risk control solutions.

UNACCEPTABLE WORK PRACTICES	RISK CONTROL SOLUTIONS
The practices in the red column should not be used at a venue or event. An agency or host employer who allows these practices to be used is likely to be in breach of OHS legislation.	The solutions in the green columns are regarded as good industry practice and should be implemented by an agency or host employer where 'reasonably practicable' (or as prescribed under other legislation).

It is important to note that the way this responsibility has been set out in the tables is based on what is regarded as common industry practice. The described allocation of responsibility shouldn't be seen as iron-tight for all situations. The tables indicate the person most likely to have the most control or capacity to eliminate or control the risk. The overriding principle here is that if a person has any actual control over how to fix a safety problem they must exercise that control.

CROWD CONTROL RISK SOLUTIONS

3.1 CONTROLLING ENTRY INTO A VENUE OR EVENT

Controlling the flow of people into and out of a venue or event presents a variety of potential risks to the health, safety and welfare of those responsible for crowd control at entry and exit locations.

The primary role of crowd controllers employed to manage entry into events or venues is to ensure potentially troublesome or intoxicated people don't enter and are safely managed at that point. Consideration must also be given to patrons leaving the venue or event and the various risks to crowd controllers, such as aggressive or abusive behaviour, patron illness or patron traffic management issues.

UNACCEPTABLE WORK PRACTICES	
AGENCY	**HOST EMPLOYER**
• No agency induction dealing with controlling entry and exit of patrons. • Inexperienced crowd control staff used to manage entry control. • No appropriate uniform, footwear or other necessary personal protective equipment.	• No induction provided by host employer about dealing with entry and exit of patrons. • No methods for counting patrons into and out of a venue or event. • No traffic management or patron marshalling area controls in place. • No method for communications (e.g. two-way radios) between venue or event management and supervisor crowd controller. • No access to emergency resource kits such as first aid. • No access to fresh water, and inadequate meal or rest breaks. • No policies or procedures established or communicated on how entry/exit control is to be managed. • No induction provided by host employer about dealing with entry and exit of patrons.
SHARED	
• Risks associated with entry/exit control have not been identified or controlled.	

RISK CONTROL SOLUTIONS	
AGENCY	**HOST EMPLOYER**
• A minimum of two crowd controllers at the door (i.e. main entry point to a venue or event) if there is a reasonable likelihood of violence by patrons. • Male and female crowd controllers at the door. • At least one of the crowd controllers at the door is experienced in managing door control and dealing with the type of patron expected at the event or venue. • All crowd controllers can speak English to ensure effective communication. • The supervising crowd controller should have experience in managing large groups of patrons wanting to enter an event or venue. • Provision of protective clothing to suit weather conditions or time of day/night. • High visibility clothing provided that clearly identifies all crowd controllers and, in addition, the supervising crowd controller is able to be distinguished from other crowd controllers. • The types of patron incidents at the door that require attendance by a supervising crowd controller have been decided and communicated to all relevant people in advance and a supervising crowd controller is available to attend those types of incidents.	• Incident registers are maintained and completed as required by Regulations (or otherwise) for all incidents that occur at a venue or event. • Patron traffic management (particularly at events) has been considered and policy regarding this has been clearly communicated to crowd controllers. • All staff at the venue advised on how to identify the supervising crowd controller and all other crowd controllers. • Video and audio monitoring at the entry points and in all marshalling areas. Images and sound recordings must be of a high quality and recorded for possible incident investigation. • Lighting conditions at the door are adequate to allow the crowd controllers to observe patrons and work safely in the space. • Advice on those patrons known to be a potential source of trouble passed on to supervising crowd controller. • Method for systematically counting patron numbers entering or leaving the venue or event. • Weather protection for crowd controllers provided at the main entrance to outdoor events. • Likelihood of patrons carrying concealed weapons considered in safety and security risk assessment and, if this is an issue, policy on dealing with this is conveyed to crowd controllers. If equipment, such as metal detectors, is considered necessary, it should be provided to crowd controllers.

CROWD CONTROL RISK SOLUTIONS

RISK CONTROL SOLUTIONS continued	
AGENCY	**HOST EMPLOYER**
	• Policy on conditions of entry is clearly visible at all entry points. Procedures clearly conveyed to crowd controllers on how to determine compliance with conditions of entry and how to reject or refuse entry if conditions are not met.
	• Emergency signalling devices in the event of an incident or emergency at the entry point should be available. This could include a panic button with strobe lighting, linked to similar internal security systems or warning devices that are monitored by venue or event management as appropriate.
	• Meal/toilet break arrangements for door crowd controllers.
	• Provision of properly stocked first aid kits that are readily accessible by crowd controllers working at the door.
	• Ready access to refreshments as agreed between the host employer and agency, but must include convenient access to fresh water.
SHARED	

- Safety and security risk assessment initiated and led by the agency, but developed in close collaboration with the host employer. The assessment has been completed in consultation with crowd controllers or HSRs who will be working at the venue or event.
- Crowd controllers managing entry points have been inducted into the workplace and received clear instructions on their role, responsibilities and safe systems of work.
- Communication methods for venue or event management and crowd controllers have been established and any associated equipment required has been provided. This is particularly important at large events or venues.

3.2 MONITORING AND COMMUNICATING ON CROWD AND INDIVIDUAL BEHAVIOUR

This section deals with the arrangements in place at a venue or event to allow crowd controllers to monitor people in and around the venue or event and **within the designated workplace boundaries** (see highlighted text box below for further details). It will also cover issues such as crowd controllers reporting 'emerging' issues or concerns to the host employer.

Issues if extending a designated workplace boundary

It's understood that there may be occasions when the host employer may want crowd controllers to work outside the boundaries of the ordinary workplace (e.g. security work in surrounding streets). This can generate a range of new safety issues for the crowd controllers. In the first instance, consideration should be given to cease the need to work outside the usual boundaries of the workplace (e.g. better control over responsible serving of alcohol).

It also must be understood by the agency and the host employer that extending the boundaries of operation is, in effect, an agreement to extend the boundaries of the workplace. In this situation, the safety duties and obligations on both the agency and the host employer will extend across the whole boundary of operation.

In practical terms, this means that issues such as road traffic safety for crowd controllers (if the agreed boundary of operation includes a road) – something that may not ordinarily be an issue at a venue – would become the responsibility of the host employer and agency. An agency should not agree to an extension of those boundaries of operation if it's not possible for the agency to manage the risk to crowd controllers because of the extension of those boundaries.

For example, requiring crowd controllers to patrol badly lit alleys or streets on foot and solo may place them at risk. It's also important to consider the effect on remaining staffing levels of crowd controllers if the boundaries of operation are extended.

Where an agreement has been reached between the host employer and the agency, the safety and security risk assessment should take into account:

- the area contained within the agreement;
- the risks associated with crowd controller health, safety and welfare as a consequence of the agreement; and
- any additional risk controls that need to be put in place because of the agreed boundaries.

All crowd controllers must be informed about the designated boundaries. Crowd controllers should not operate outside of these designated boundaries unless directed to do so *after* a review of existing boundaries has been undertaken and the safety and security risk assessment is revised. In the case of emergencies (e.g. road accidents or serious assaults), exception may be made to the general rules outlined above. Policy on what to do in such situations should be determined by the host employer (in consultation with the agency) and communicated to all crowd controllers well before such emergencies occur.

CROWD CONTROL RISK SOLUTIONS

UNACCEPTABLE WORK PRACTICES

AGENCY	HOST EMPLOYER
• No agency induction dealing with monitoring and communicating on crowd and individual behaviour. • Inexperienced crowd controllers are supplied to the venue or event without appropriate supervision.	• No host workplace induction dealing with monitoring and communicating on crowd and individual behaviour. • Crowd monitoring observation locations are inconvenient or unsafe to use, including bad lighting, unstable work platform or unsafe to get to or out of.

SHARED

- Safety and security risk assessments have not been used to identify risks associated with crowd monitoring.
- Crewing levels have not been identified as part of the safety and security risk assessment. Minimum numbers are only used despite obvious need for more security staff.
- Crowd controllers are exposed to excessive, continuous noise levels (at or above 140db (linear) or 85db (A) over a continuous eight-hour period).
- Risk control issues for crowd monitoring or surveillance in remote or isolated areas have not been identified and risk control solutions not put in place.
- No supervision of staff undertaking crowd monitoring activities.
- No communication tools available for reporting issues identified during crowd monitoring activities.

RISK CONTROL SOLUTIONS

AGENCY	HOST EMPLOYER
• Hazards identified for crowd controllers allocated roaming or patrolling duties and risk control solutions are in place. • Experienced and competent crowd controllers used for roaming or patrol duties. • Communication equipment and systems in place for crowd controllers assigned to roaming or patrol duties. • If it's not possible to provide a crowd controller who's undertaking solo roaming or patrol duties with immediate assistance, then a **minimum** of two crowd controllers should be used. • Competent supervision of crowd controllers undertaking crowd monitoring activities.	• Incidents arising from monitoring crowds are thoroughly recorded to allow safety improvements in monitoring activities, including legally required reporting of incidents. • Crowd controllers' exposure to noise is controlled as required by the *Occupational Health and Safety Noise Regulations 2004*. • High risk areas that require closer surveillance have been identified and risk control solutions specifically for those areas are in place. Risk control solutions should include provision of adequate lighting and surveillance for the crowd controllers working in those high risk areas. • Crowd monitoring observation locations are selected and equipped to be safe and effective to use, including a stable work platform and elevated locations that are safe to get in and out of and don't put crowd controllers at risk of a fall. • Use of strategically positioned video cameras that are capable of capturing high quality, clear images to assist crowd monitoring. Cameras are monitored by other staff during the period of operations. Consideration should be given to providing crowd controllers with wearable, personal video and recording devices.

RISK CONTROL SOLUTIONS continued	
AGENCY	**HOST EMPLOYER**
	• Images from video surveillance are recorded and kept for future examination.
• Use of emergency or incident signal devices at various locations which can be activated (remotely if necessary) by crowd controllers.
• Meal and toilet break arrangements are established for crowd controllers undertaking crowd monitoring activities, including convenient access to fresh water.
• Easy access to first aid kit.
SHARED	

- The agency, in collaboration with the host employer, has carried out a safety and security risk assessment that covers risks associated with undertaking crowd monitoring. Control measures have been implemented to ensure those risks are eliminated or reduced. Crowd controllers are consulted during the risk assessment process.

- Communication tools to suit the demands of the environment or situation are available to report issues identified during crowd monitoring activities. Those tools could include two-way radios, personal communication devices (i.e. blue tooth), cameras or a hand-signalling system.

- Direct communication available between the supervising crowd controller and host management at all times.

- Supervising crowd controller and host employer have a debrief session at the end of each shift/night/event to report on the crowd monitoring activities and failures or inadequacies of the crowd monitoring system. The purpose of this debrief is to help plan improvements in the activities and system.

- Crowd controllers undertaking crowd monitoring activities are inducted into the workplace and clearly understand their role, responsibilities and the safe systems of work in place at the venue or event.

- Staffing levels have been identified in accordance with the safety and security risk assessment to ensure the numbers of crowd controllers are suitable for effective monitoring of patrons at the venue or event (incorporating minimum crewing levels in accordance with the *Liquor Control Reform Act 1998)*. The assessment should also take into account:
  – selection of supervising crowd controllers and crowd controllers with the skills for the work required; and
  – strategic positioning of crowd controllers at the venue or event.

- Crowd monitoring in secluded, remote or closed sections of a venue or event that may potentially pose a risk to crowd controllers during routine inspections has been identified and controlled.

- Crowd controllers provided with high visibility uniforms and personal identification clearly identifying them as crowd controllers.

3.3 DEALING WITH POTENTIALLY AGGRESSIVE, ABUSIVE OR VIOLENT BEHAVIOUR

This chapter focuses on dealing with situations that could see a crowd controller being placed at risk through the use of force. The importance of crowd controllers having the necessary information and training to defuse potentially violent situations is critical. The main objective should always be to calm the situation before physical intervention becomes inevitable.

UNACCEPTABLE WORK PRACTICES	
AGENCY	**HOST EMPLOYER**
• No specific training that covers techniques and skills for defusing potentially violent situations and ongoing refresher courses on this topic.	• No host workplace induction on the venue or event policy for dealing with potentially troublesome patrons. • No clear policy supporting use of non-violent methods to resolve potentially violent situations. • Incident registers not maintained. • Overcrowding of the venue or event. • Facilities not suitable for the numbers of patrons at the event or venue. • Responsible serving of alcohol not managed effectively.
SHARED	
• No procedures dealing with methods of communication between supervising crowd controller, crowd controllers and venue or event management. • No communication equipment provided if that equipment is essential to support communications at the particular venue or event. • Safety and security risk assessment has not taken into account policy for dealing with potentially violent situations. • Insufficient number and/or skilled crowd controllers to enable potentially violent situations to be handled safely.	

RISK CONTROL SOLUTIONS

AGENCY	HOST EMPLOYER
• Training on how to defuse potentially violent situations and deal with troublesome patrons without the need for physical intervention, including training on the effects of drugs typically used at venues and events. • Refresher training courses held on the topic above. • Ensuring crowd controllers have the communication skills to effectively deal with patrons who may be violent or abusive. • Supervising crowd controller is present when crowd controllers are involved in defusing potentially violent situations. • Certain (legal and illicit) drugs will cause recognisable behaviour patterns, including heightened or irrational emotional states. It's desirable that crowd controllers can identify those behaviours and know how to safely deal with an individual suspected to be under the influence of those drugs.	• Responsible serving of alcohol actively managed. • A clear and effective policy on dealing with potentially violent situations that aims to defuse situations and avoid physical intervention wherever possible. • Designated areas are available where potentially violent situations can be defused. These areas should be away from main entertainment or event area, visible to patrons and under video surveillance. • When troublesome patrons are engaged for the purposes of defusing a situation, the patron has a person present who they have chosen as well as a venue or event management representative present. • Incident registers include records of any situation where troublesome patrons are engaged to defuse potential violence. • Numbers of patrons at the venue or event suit the space and facilities.

SHARED

• Communications systems in place allowing communications between all crowd controllers and the venue or event manager.

• Crowd controllers must be inducted into the venue or event and clearly understand their role, responsibilities and safe systems of work with regards to engaging patrons.

• Sufficient numbers of crowd controllers allocated to tasks at the venue or event to deal effectively with potentially violent situations.

3.4 PHYSICALLY MANAGING AGGRESSIVE, ABUSIVE OR VIOLENT BEHAVIOUR

This chapter concentrates on how to safely remove or detain a patron where prior efforts have failed and physical intervention has become necessary. Particular focus is placed on how to do this in such a way as to protect crowd controllers from injury and also look after the welfare of the patron/s involved.

UNACCEPTABLE WORK PRACTICES	
AGENCY	**HOST EMPLOYER**
• No training (including regular refresher courses) provided to crowd controllers on patron restraining or detaining techniques. • No crowd control supervision available during physical interventions. • No procedures available concerning employee counselling or debriefing.	• No host workplace induction dealing with policy on physical intervention. • No policy and procedures dealing with undertaking physical interventions. • No incident reporting after all interventions. • Inadequate first aid facilities or resources available. • Items that could be used as weapons (e.g. glasses, bottles, furniture) have not been identified and *practicable* strategies are not in place to minimise opportunity for these items to be used as weapons.
SHARED	

• Where a security and safety risk assessment has identified the potential for physical intervention:
  • inadequate numbers of crowd controllers are allocated to ensure intervention can be carried out safely; and
  • there is no coordinated approach to communication between the agency and host employer when a physical intervention occurs, including arrangements for calling for external assistance from police.	

RISK CONTROL SOLUTIONS

AGENCY	HOST EMPLOYER
• Training for crowd controllers on when to use basic restraining techniques and how to use them to minimise injury to the crowd controller and person being restrained.	• Policy and procedure dealing with physical interventions. That policy and procedure developed after consultation with police.
• Training is provided to crowd controllers on how to use advanced restraining techniques for extreme situations, where security and safety risk assessment for the general type of work done by the agency identifies the need for training in such techniques.	• Crowd controllers provided with induction covering policy and procedure on physical interventions.
• Refresher training courses held on the topics listed above.	• Incident reporting of all incidents involving physical interventions. The incident reporting information should help provide methods of improving procedures for physical interventions.
• Competent crowd control supervision is available to lead physical interventions.	• Provision of first aid and other emergency – consistent with the information contained in the security and safety risk assessment.
	• **To the extent that it's practicable**, any items at the venue or event that can be used as a weapon are identified and strategies are put in place to minimise the opportunity for those items being used as weapons, e.g. glasses and bottles cleared regularly, chairs and tables secured to floor.
	• Consideration is given to providing a separate area for a violent patron to be restrained or detained while waiting for police attendance. If such an area is practicable, it should be under effective video surveillance.

SHARED

• Where a security and safety risk assessment has identified the potential for physical intervention:
  • adequate numbers of crowd controllers are allocated to ensure intervention can be carried out safely; and
  • there is a coordinated approach to communication between agency staff and host employer when a physical intervention occurs, including arrangements for calling for external assistance from police.

• Policy is in place regarding when and how physical intervention will be used. Crowd controllers who are likely to be involved in physical interventions clearly understand their role, responsibilities and safe systems of work with regards to this task.

CROWD CONTROL RISK SOLUTIONS

3.5 ADMINISTERING AND COORDINATING 'FIRST RESPONSE' FIRST AID OR CRITICAL CARE

This section examines the risks associated with crowd controllers administering first aid or coordinating critical care. It focuses on the types of procedures and resources available to assist crowd controllers to undertake this task safely.

UNACCEPTABLE WORK PRACTICES	
AGENCY	**HOST EMPLOYER**
• No appropriate first aid training or refresher training provided for crowd controllers.	• No host workplace induction dealing with arrangements for administering first aid at the venue or event. • No systems or method available for alerting other staff members to a first aid emergency. • No first aid facilities or resources, including suitable first aid kits available at the venue or event.
SHARED	
• No counselling or debriefing for crowd controllers involved in emergency first aid treatment.	

RISK CONTROL SOLUTIONS	
AGENCY	**HOST EMPLOYER**

• First aid training and regular refresher training provided to all crowd controllers that is appropriate to the likely first aid demands of the work done by the agency staff. The minimum standard of training should be that required by the *Private Security Act 2004*. Training should also cover:
  • substance abuse (e.g. alcohol, illicit drugs overdose, etc); and
  • glass and needle-stick injuries.
	• Venue or event staff employed by host employer (i.e. not crowd controllers unless directly employed by host employer) are trained in providing first response first aid or critical care.
	• Policy and procedures on administering first aid within a venue or event.
	• First aid facilities available within the venue or event. These facilities are suitable for the size and nature of the event. Consideration is given to additional first aid support if assessed as necessary (e.g. St John's Ambulance officers for events).
	• Ability to access in-house emergency alert systems for immediate assistance in the event of a crowd controller needing assistance to administer critical first aid or care.

SHARED	
• Crowd controllers have access to first aid personal protective equipment (i.e. gloves, resuscitation masks, eye protection). Consideration is also given to providing a personal portable first aid resource kit to all crowd controllers on duty. • A larger portable first aid kit should be easily accessible in the event that it is required. • Crowd controllers likely to undertake first aid activities are provided with clear information allowing them to understand their role, responsibilities and safe systems of work with regard to providing first aid to patrons or others. • Procedures for debriefing of crowd controllers after the administration of first aid or critical care are in place. Consideration is also given to provision of professional counselling where provision of first aid may result in trauma for the crowd controller administering the first aid.	

3.6   COORDINATING EMERGENCY EVACUATION OF VENUE OR EVENT

The primary responsibility for developing and communicating the emergency evacuation plan lies with the host employer. Whether crowd controllers have a role in carrying out an evacuation is something that has to be agreed between the agency and host employer. WorkSafe understands that it's common practice for crowd controllers to have some role in the evacuation plan.

This section deals with general emergency evacuation issues and addresses circumstances where crowd controllers will be expected to carry out some part of an evacuation plan. (See also part five of this Guide headed 'Further information' for a list of publications on emergency management.)

UNACCEPTABLE WORK PRACTICES	
AGENCY	**HOST EMPLOYER**
• Crowd control staff supplied to a venue or event where no emergency evacuation plan is in place. • Supervising crowd controller does not make sure crowd controllers are informed by the host employer about the emergency plan and any role the crowd controller may have in that plan.	• No emergency evacuation plan is in place. • No host workplace induction is provided that deals with the emergency evacuation plan. • No venue or event staff trained in emergency evacuation procedures, including training for supervisors. • No emergency evacuation drills carried out at regular intervals at venues. • No set communication methods or system for an emergency evacuation. • Emergency exits blocked, locked or not easily accessible. • Emergency exit lighting or signs are hard to find or poorly lit. • Fire fighting equipment unavailable or poorly maintained. Equipment is located in a position that makes it vulnerable to misuse.
SHARED	
• No counselling or debriefing policy or opportunity for crowd controllers involved in emergency evacuations.	

CROWD CONTROL RISK SOLUTIONS

RISK CONTROL SOLUTIONS	
AGENCY	**HOST EMPLOYER**
• Supervising crowd controllers are trained in advanced emergency evacuation techniques.	• An effective and up-to-date evacuation plan has been developed and the written plan is displayed in an obvious location at the venue or event. • Venue or event staff with emergency evacuation roles can be identified by crowd controllers. If crowd controllers have a role in the emergency evacuation plan, that is communicated to crowd controllers and venue or event staff know what that role is. • Crowd controllers' induction includes information on the emergency evacuation plan and any role they may have in the plan. • If the crowd controllers have a role in the emergency evacuation plan, that role will not put their health and safety at risk during an evacuation. This includes ensuring that crowd controllers are provided with any training associated with their role in the evacuation plan. • Audits are undertaken by host management on a daily basis at the venue or event to ensure emergency exits are visible, well lit and obstruction free and fire-fighting equipment is in good working order. • Emergency evacuation alert system is in place and understood by all staff and crowd controllers. • Emergency services advice is used in developing emergency evacuation plan.
SHARED	
• Crowd controllers who are regularly placed at a venue or event take part in emergency evacuation training at the venue or event. • The safety and security risk assessment, although initiated and developed by the agency, must incorporate essential information from the host employer about emergency evacuation plan requirements, in particular any information about the role of crowd controllers in the plan. • Evacuation debriefing and counselling services are in place.	

4 INCIDENT REPORTING

The OHS Act requires employers who have management and control of a workplace where an incident has occurred to notify WorkSafe by phone immediately on becoming aware of the incident.

In most circumstances it will be the responsibility of the host employer to notify WorkSafe immediately if a crowd controller (or other employee) or member of the public (e.g. patron) is seriously injured or killed at the venue or event.

If a crowd controller is seriously injured or killed, the crowd controller's agency should also be contacted immediately.

4.1 WHAT INCIDENTS NEED TO BE REPORTED TO WORKSAFE?

WorkSafe must be notified when an incident at the workplace results in:

- death; or
- serious injury.

The term 'serious injury' is used in this context to describe those incidents that result in the consequence described in section 37(1) of the OHS Act. They include, but are not limited to, incidents that result in a person requiring:

- medical treatment within 48 hours of exposure to a substance (i.e. hazardous or dangerous substance);
- immediate treatment as an in-patient in a hospital;
- immediate medical treatment for:
  - amputation;
  - serious head injury;
  - serious eye injury;
  - separation of skin from underlying tissue (i.e. scalping);
  - electric shock;
  - spinal injury;
  - loss of bodily function (i.e. unconscious); and/or
  - serious lacerations (i.e. knife, bottle or other stab/cut wound).

There's also an obligation under section 37(2) of the OHS Act to notify WorkSafe if a person is in the immediate vicinity of a number of specified incidents that exposes the person to an immediate risk to their health or safety. Such incidents include:

- collapse of a part of a building;
- an explosion or fire; or
- an object falling from height.

This obligation applies to anyone in the immediate vicinity of the type of incidents described above, including a crowd controller.

Significant penalties apply for failure to notify WorkSafe in the event of a notifiable incident.

INCIDENT REPORTING

4.2 WHY REPORT NOTIFIABLE INCIDENTS?

Apart from it being illegal not to report certain incidents, if a person is seriously injured or killed at a venue or event, it's important to investigate the reasons for this to ensure the same type of incident doesn't re-occur. The information from the investigation can also be used to help prevent similar incidents from occurring at other venues or events.

4.3 PRESERVING A NOTIFIABLE INCIDENT SITE

An employer who has management and control of a workplace (i.e. host employer) where a notifiable incident has occurred must ensure that the incident site is not disturbed until:

• a WorkSafe inspector arrives at the site; or
• such other time as directed by an inspector when WorkSafe is notified of the incident.

The site may only be disturbed before an inspector arrives, or before an inspector issues a direction, in order to:

• protect the health and safety of a person;
• provide aid to an injured person involved in the incident; and
• take essential action to make the site safe or to prevent a further incident.

Further, police officers are able to disturb an incident site to commence investigations if it is considered a crime scene.

If you're in doubt about the need to preserve an incident site, ask for guidance when notifying WorkSafe.

How to notify WorkSafe

1. Notify WorkSafe immediately by calling 132 360

2. Send a written incident notification form within 48 hours by:
   • post to the WorkSafe Incident Notification Coordinator, GPO Box 4306, Melbourne 3001; or
   • facsimile to (03) 9641 1091; or
   • delivery to WorkSafe's head office at 222 Exhibition St, Melbourne 3000

Appendix 4 contains a copy of the WorkSafe *Incident notification form*.

What information must I provide?

When reporting a notifiable incident you will be asked to supply:

• the name and address of the place where the incident occurred;
• the name of any injured person/s, the details of the injury and a brief description of what happened;
• contact details of a person at the incident site; and
• information about whether the police, an ambulance or other emergency service is attending or has attended the scene.

You will be given a reference number when you report the incident to WorkSafe.

Need more information?

Queries should be directed to the Incident Notification Unit by: calling 132 360; or emailing the Incident Notification Coordinator at incidentnotification@workcover.vic.gov.au

Refer to WorkSafe's publication *Guide to Incident Notification*.

5 FURTHER INFORMATION

LEGISLATION

- *Occupational Health and Safety Act 2004*
- *Private Security Act 2004*
- *Liquor Control Reform Act 1998*

For copies of the above Acts, go to www.dms.dpc.vic.gov.au or phone Information Victoria on 1300 366 356.

WORKSAFE PUBLICATIONS

- *Placing Workers in Safe Workplaces – Safety Management Systems Guide for Labour Hire Agencies* (3rd Edition, June 2006).
- *Labour Hire Agencies: Managing the Safety of On-Hired Workers* (1st Edition).
- *Host Employers: Managing the Safety of Labour Workers* (2nd Edition).
- *Advice for Managing Major Events Safely* (1st Edition, April 2006).
- *Talking Safety Together* (1st Edition, October 2005).
- *Consultation – A User's Guide*.
- *Cash-In-Transit: A Guide to Managing OHS in the Cash-In-Transit Industry* (1st Edition, August 2005).
- *Prevention of Bullying and Violence at Work* (1st Edition, February 2003).
- *Information for Employers* (1st Edition, May 2005).
- *Information for Employees* (1st Edition, May 2005).
- *Duties of Contractors* (1st Edition, May 2005).
- *Information on Engaging a Contractor* (1st Edition, May 2005).
- *Information for Senior Officers of Organisations* (1st Edition, May 2005).
- *Information for Occupiers and Those Who Manage or Control Workplaces* (1st Edition, May 2005).
- *Summary of the Occupational Health and Safety Act 2004* (2nd Edition, June 2005).
- *Manual Handling* (Code of Practice No. 25, April 2000).
- *First Aid in the Workplace* (Code of Practice No. 18, 1995).
- *Workplaces* (Code of Practice No. 3, 1988).
- *Return to Work Guide for Victorian Employers*.
- *What to do if a Worker is Injured – A Guide for Employers*.
- *Introducing WorkCover – A Guide for Injured Workers*.
- *A Guide to Risk Control Plans* (September 2002).

For copies of the above WorkSafe publications, go to www.worksafe.vic.gov.au or phone WorkSafe on (toll-free) 1800 136 089.

FURTHER INFORMATION

EMERGENCY MANAGEMENT

- *Emergency Management for Public Venues Guidelines*, Emergency Management Australia, 2004.
- *Australian Standards: Emergency Control Organisation and Procedures for Building, Structures and Workplaces* (AS 3745-2002).

OTHER RELEVANT PUBLICATIONS

- *Australian Standards: Occupational Health and Safety Management Systems* (AS/NZS 4801-2001).
- *Australian Standards: Occupational Health and Safety Management Systems – General Guidelines, Principles, Systems and Supporting Technology* (AS/NZS 4804-2001).
- *Australian Standards: Risk Management* (AS/NZS 4360-2004).

WORKPLACE OHS ASSISTANCE

WorkSafe is able to assist crowd control agencies or venues with 50 employees or less to implement the recommendations provided in this Guide. Up to three hours free assistance by an independent health and safety consultant can be provided. The assistance will be specific to your workplace and includes a simple safety action plan.

To take up this offer, please complete the application form at www.worksafe.vic.gov.au/smallbusform

ACKNOWLEDGEMENTS

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Crowd Controller Employers Association

Victoria Police

Liquor Licensing

Australian Hotels and Hospitality Association

Victoria Security Institute

ALH Group

Liquor, Hospitality and Miscellaneous Union

Security Training Industry

Australian Institute of Public Safety

Australian Nightclub and Bar Association

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APPENDICES

CROWD CONTROL SAFETY AND SECURITY RISK ASSESSMENT

Who uses this form?

This assessment form should be completed by a person who understands the processes described in this Guide and who has experience in health, safety and crowd control management. If the assessment is to be completed by in-house staff, it is expected that the person responsible for the assessment will be an experienced, senior member of staff.

This form should be completed with reference to WorkSafe Victoria's publication *Crowd Control at Venues and Events – A Practical OHS Guide*.

Why?

To assess risks of injury and illness at the proposed host employer's workplace in relation to crowd control activities.

Who needs a copy?

The crowd control agency keeps the original and a copy is provided to the host workplace. Copies should be freely available to all HSRs and employees.

Agency details:

Agency representative: **Position:**

Details of placement:

Host employer details:

Host employer representative: **Position:** **Date of assessment:**

APPENDIX 1

1. CONTROLLING ENTRY INTO VENUE OR EVENT

Detail location of *all* entry/exit points

IDENTIFY RISK/S		RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
1.1	Security camera and/ or audio surveillance						
1.2	Traffic management (patron marshalling areas)						
1.3	Communication systems						
1.4	Crowd control resource kits and personal protective equipment (i.e. first aid, torch, clothing, footwear, etc)						
1.5	Managing patron behaviour and controlling numbers into venue/event						
1.6	Crowd control crewing levels for entry control						
1.7	Physical environment associated with door control activity (i.e. lighting, noise, weather, etc)						
1.8	Procedures or policies associated with entry control						
1.9	Door control supervision						

2. MONITORING AND COMMUNICATION ON CROWD AND INDIVIDUAL BEHAVIOUR

Detail the extent of the workplace boundaries where crowd control activities may be expected to operate

	IDENTIFY RISK/S	RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
2.1	Methods for communicating on crowd and/or individual behaviour						
2.2	Crowd monitoring stations or locations (i.e. unstable platforms, poor lighting, etc)						
2.3	Crewing levels associated with static *and* mobile crowd monitoring activities						
2.4	Physical environment associated with crowd monitoring activities (i.e. lighting, noise, weather, black spots, etc)						
2.5	Security camera and/or audio surveillance						
2.6	Crowd control monitoring and communication supervision						
2.7	Crowd control resource kits and personal protective equipment (i.e. first aid, torch, clothing, footwear, etc)						
2.8	Crowd control emergency signalling systems						
2.9	Procedures or policies associated with crowd monitoring and communication						

APPENDIX 1

3. DEALING WITH POTENTIALLY AGGRESSIVE, ABUSIVE OR VIOLENT BEHAVIOUR

Detail any venue-/event-specific information associated with previous aggressive, abusive or violent behaviour

IDENTIFY RISK/S		RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
3.1	Capacity of crowd control staff to effectively engage and communicate/negotiate with troublesome patrons						
3.2	Venue/event facilities and amenities (i.e. layout, design, condition, etc) likely to aggravate or hamper effective patron engaging						
3.3	Serving of alcohol and risk of drug abuse						
3.4	Procedures or policies associated with engaging patrons						
3.5	Resources to assist in engaging patrons (i.e. quiet areas, personal video/audio recording technologies)						
3.6	Security camera and/ or audio surveillance						
3.7	Crowd control supervision when engaging patrons						
3.8	Engaging techniques for approaching patrons (i.e. 'triangulation')						
3.9	Crewing levels associated with engaging patrons						
3.10	Venue/event emergency services relationship or agreements to assist in engaging patrons (i.e. police)						

4. PHYSICALLY MANAGING AGGRESSIVE, ABUSIVE OR VIOLENT BEHAVIOUR

Detail intervention techniques to be used and resources available for managing aggressive, abusive or violent behaviour

	IDENTIFY RISK/S	RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
4.1	Capacity of crowd control staff to *safely* and effectively restrain/detain patrons						
4.2	Resources to assist in restraining/detaining patrons (i.e. detention areas, personal video/audio recording technologies)						
4.3	Crewing levels associated with physically managing aggressive, abusive and violent patrons						
4.4	Crowd control personal resource kits and personal protective equipment						
4.5	Venue/event facilities, amenities or equipment which could be used against crowd controllers or significantly reduce the effectiveness of physical interventions						
4.6	Venue/event emergency services relationship or agreements to assist in physically managing patrons (i.e. police, paramedics, etc)						
4.7	Crewing levels available to assist when physically engaging patrons						
4.8	Physical intervention techniques for engaging patrons						
4.9	Security camera and/or audio surveillance						
4.10	Crowd control supervision when physically engaging patrons						
4.11	Procedures or policies associated with physically engaging patrons						
4.12	Crowd control trauma counselling and debriefing services						

APPENDIX 1

5. ADMINISTERING AND COORDINATING 'FIRST RESPONSE' FIRST AID OR CRITICAL CARE

Detail location of all first aid equipment and resources

IDENTIFY RISK/S		RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
5.1	Crowd controller competency in administering first aid						
5.2	First aid facilities/resource kits						
5.3	Procedures or policies associated with administering first aid						
5.4	Communication methods for alerting to emergency situations						
5.5	Crowd control trauma counselling and debriefing services						

6. COORDINATING EMERGENCY EVACUATION OF VENUE OF EVENT

Detail location of all emergency exits, fire fighting equipment, other evacuation resource kits and emergency evacuation plans

IDENTIFY RISK/S		RISK/S IDENTIFIED YES/NO	DESCRIBE NATURE OF RISK/S IDENTIFIED	LEVEL OF RISK	DETAIL CORRECTIVE ACTIONS (CONTROLS) TO ELIMINATE OR MITIGATE RISK/S IDENTIFIED	PERSON RESPONSIBLE FOR ACTIONS	DATE COMPLETED
6.1	Emergency exits						
6.2	Fire fighting and other emergency evacuation equipment						
6.3	Procedures or policies associated with administering emergency evacuation						
6.4	Crowd control trauma counselling and debriefing services						
6.5	Communication methods during an evacuation						
6.6	Evacuation drills or training						

Agency representative:

Name of person conducting assessment

Signature: Date:

Host employer representative:

Name of person conducting assessment

Signature: Date:

APPENDIX 2

WorkSafe VICTORIA

Crowd control agency placement induction checklist

Employee name:	Placement date:
Agency details:	Placement supervisor:
Placement details:	

CROWD CONTROL PLACEMENT INDUCTION – To be completed by the crowd controller agency

PLACEMENT DETAILS		HEALTH AND SAFETY – AGENCY AND PLACEMENT SPECIFIC	
	Nature of placement (i.e. entry control)		Agency OHS policy and procedures
PLACEMENT CONDITIONS			Agency drugs and alcohol policy
	Job description and responsibilities		Agency safe work practice procedures (e.g. physical engagement)
	Commencement date and time		Agency OHS consultative arrangements
	Rates of pay and allowances		Agency procedure for communicating OHS information to employees
	Work times and meal breaks		
	Time recording procedures		Agency hazard (safety concerns) and incident reporting procedures, including forms that need to be completed and agency telephone numbers
	Taxation (including completing required forms)		
	Pay arrangements		Agency procedures for actioning OHS concerns
	Superannuation and other deductions		Venue/event worksite hazard identification and control details as documented in the safety and security risk assessment for the venue/event
	Union membership and award conditions		
	Leave entitlement		
	Notification of sickness or absences		Use and care of personal protective equipment (i.e. hearing protection)
	Out of hours enquiries and emergency contact details and procedures		Outline of the venue/event's (placement) safety management policies and how and to whom safety concerns must be reported at the venue/event workplace
	Equal employment opportunity/bullying information		
	Sexual harassment information		
	Workers compensation claim and rehabilitation process	**REVIEW OF EMPLOYEE PLACEMENT (COMPLETED AFTER FIRST SHIFT)**	
MEET KEY PEOPLE PRIOR TO PLACEMENT			Identify whether the employee has been satisfactorily inducted into the venue/event in accordance with the agreed conditions of placement
	Security supervisor at venue/event (identify)		
	Venue/event management in charge of placement		Identify whether the employee is doing only tasks as agreed under the terms and conditions of placement
	To whom and where to report on commencing shift		
Other			

Conducted by (print name):	Signature:
Agency representative:	Date:
Signature:	

APPENDIX 3

Host employer placement induction checklist

Crowd controller name:		Placement date:

Host employer details:		Crowd controller agency details:

Placement details:

HOST EMPLOYER PLACEMENT INDUCTION
– To be completed by host employer, i.e. venue/event management or representative

GENERAL WORKPLACE DETAILS		HEALTH AND SAFETY – VENUE/EVENT SPECIFIC	
	Nature and structure of venue/event		OHS policy and procedures
	Job details and responsibilities		Drugs and alcohol policy
	Work times and meal breaks arrangements		Emergency/evacuation policy/procedure
	Orientation of venue/event (including car parks)		Administering first aid policy/procedure
	Location of all facilities/amenities (i.e. emergency exits, fire fighting equipment, first aid)		Harassment and discrimination policy
	Security specific details (i.e. crowd monitoring locations, cameras)		Information on hazards and controls in the workplace as identified in safety and security risk assessment
	Workplace security boundaries clearly identified		Hazard, incident and injury reporting procedures, including location of incident register or other relevant forms
MEET KEY PEOPLE			OHS consultation procedures
	Introduction to security team members		How to correctly use and store personal protective equipment and/or communication systems
	Venue/event shift manager/supervisor		
	Other non-security co-workers (i.e. bar and door staff)		
WORKPLACE POLICIES AND PROCEDURES (NON OHS)		**CROWD CONTROL SPECIFIC DETAILS**	
	Responsible serving of alcohol policy		Policies and procedures in safe crowd control work practices – venue/event specific
	Code of conduct policy and procedures		Identification of crowd control specific hazards and associated controls in place (refer site safety and security risk assessment)
	Employee Equal Opportunity (EEO) policy		
	Mobile phone usage and smoking policy		Patron intervention policy and procedures
	Personal security (e.g. storing belongings)	**REVIEW OF CROWD CONTROLLER (COMPLETED AFTER FIRST SHIFT)**	
			Review crowd controller work practice and performance
			Review induction with crowd controller to ensure recollection of information you've provided is understood
Other			

Conducted by (print name):		Signature:

Crowd controller name:		Date:

Signature:

Reference Number

☐☐☐☐☐☐ - ☐☐ - ☐☐ - ☐☐☐

Ring 132 360 to obtain a Reference Number.
The Reference Number is your proof of immediate notification. Immediate notification is required under section 38(1) of the *Occupational Health and Safety Act* 2004.

ORIGINAL

OCCUPATIONAL HEALTH AND SAFETY ACT 2004

WorkSafe VICTORIA

WORKSAFE VICTORIA

INCIDENT NOTIFICATION FORM
OCCUPATIONAL HEALTH AND SAFETY ACT 2004

Oct 2006

Office use only

Person Submitting Details (Please print in BLOCK letters)

Name

Position Title

Telephone Number

Date __ / __ / __

Date of Incident __ / __ / __

Time of Incident

Name of Employer / Self Employer

Business Address (Not P.O. Box)

Postcode

Name of Employer of Deceased / Injured Person(s), if any, if different from above

Address of Premises where Incident Occurred

Brief Description of Incident (Give Details of the type of Injury, if any, caused by the Incident)

Details of Deceased / Injured Person(s)

Name

☐ Male ☐ Female

Residential Address

Postcode

Date of Birth __ / __ / __

Telephone Number

Occupation / Job Title / Description

Employee / Contractor / Member of Public

Work / Activity being undertaken at Time of Incident (Identify any Plant, Substance, Equipment Involved)

Person(s) who saw Incident or first came to Scene

Action Taken / Intended, if any, to prevent recurrence of Incident

The above information is to be provided to the extent that it is known at the time of writing

Declaration

I declare that where I provide personal or health information to the Victorian WorkCover Authority (VWA) about any other individual, I am authorised to provide that information, the information has been collected in accordance with applicable privacy legislation and the individual has been or will be made aware of the VWA's identity and how to contact it and of the other matters of which an individual is required to be made aware when personal or health information is collected about them.

Signature

Date __ / __ / __

Name

Optional

WorkCover ID

Establishment No

APPENDIX 4

Collection of Personal and Health Information

VWA is a body corporate established under the Accident Compensation Act 1985. To obtain the contact details of your nearest VWA office, visit our website at **www.workcover.vic.gov.au**

Personal and health information collected in connection with this notification will be used for the purpose of monitoring, assessing and investigating workplace incidents. The information may also be used for the purpose of administering and enforcing legislation administered by the VWA, administration and evaluation of the VWA's programs generally and legal proceedings. Subject to Section 10 of the Occupational Health and Safety Act 2004, the VWA may disclose such information to its contractors and agents, to other regulatory agencies, to a court or tribunal and to any person or organisation authorised by the individual to whom it relates, or by law, to obtain it.

Collection of this information is required by the Occupational Health and Safety Act 2004 and other legislation administered by the VWA. If you do not provide any of this information, you may be subject to a penalty.

Individuals have rights to have access to personal and health information the VWA holds about them: contact the VWA Freedom of Information Officer. You can access the VWA Privacy Policy at **www.workcover.vic.gov.au**

Notice of Incident

Compliance with the Occupational Health and Safety Act 2004 requires an employer or self-employed person to notify WorkSafe immediately after becoming aware of an incident at a workplace which results in—
(a) the death of any person; or
(b) a person requiring medical treatment within 48 hours of exposure to a substance; or
(c) a person requiring immediate treatment as an in-patient in a hospital; or
(d) a person requiring immediate medical treatment for—
    (i) the amputation of any part of his or her body; or
    (ii) a serious head injury; or
    (iii) a serious eye injury; or
    (iv) the separation of his or her skin from underlying tissue (such as degloving or scalping); or
    (v) electric shock; or
    (vi) a spinal injury; or
    (vii) the loss of a bodily function; or
    (viii) serious lacerations; or
(e) any other injury to a person or other consequences prescribed by the regulations

Notice of Incident That Exposes a Person to Risk

An employer or self-employed person must notify the VWA immediately after becoming aware of an incident at a workplace which exposes a person in the immediate vicinity to an immediate risk to the person's health and safety through—
(a) the collapse, overturning, failure or malfunction of, or damage to, any plant that the regulations prescribe must not be used unless the plant is licensed or registered; or
(b) the collapse or failure of an excavation or of any shoring supporting an excavation; or
(c) the collapse or partial collapse of any part of a building or structure; or
(d) an implosion, explosion or fire; or
(e) the escape, spillage or leakage of any substance including dangerous goods as defined in the Dangerous Goods Act 1985; or
(f) the fall or release from a height of any plant, substance or object; or
(g) the following incidents in a mine*;
    (i) the overturning or collapse of any plant; or
    (ii) the inrush of water, mud or gas; or
    (iii) the interruption of the main system of ventilation; or
(h) any other event or circumstance prescribed by the regulations.
*Any notifiable incidents occurring in a mine must be reported to the Department of Primary Industries (DPI) in lieu of the Authority. In addition, any notifiable incidents in a quarry must be reported to the DPI in lieu of the Authority. The contact details for the DPI are set out below.

In addition to the notification, the employer must provide a written record of the incident using this form to the VWA (or the DPI if the incident occurs at a mine or quarry) within 48 hours.

Site Preservation

The incident site must not be disturbed until an inspector arrives or until directed by an inspector except to protect the health and safety of a person; or provide aid to an injured person involved in the incident; or to take essential action to make the site safe or prevent a further incident.

The Occupational Health and Safety Act 2004 Requires You to:

1. Notify WorkSafe immediately on 13 23 60
2. Keep a copy of the form for at least 5 years;
3. Send this Incident Notification Form to WorkSafe within 48 hours:
- by post to the WorkSafe Incident Notification Coordinator GPO Box 4306, Melbourne 3001; or
- by facsimile to (03) 9641 1091; or
- to WorkSafe, 222 Exhibition Street, Melbourne 3000

Contact Details for Notification to the DPI:

1. Ring the DPI District Manager in the relevant District:-
- South Western District BH (03) 5336 6802 AH 0408 334 751
- Melbourne District   BH (03) 9658 4424 AH 0419 593 303
- Gippsland District   BH (03) 5172 2158 AH 0419 375 842
- North East District   BH (03) 5761 1501 AH 0428 541 169
- North West District   BH (03) 5430 4692 AH 0409 541 160
or the Manager, Minerals and Extractive Operations, on BH (03) 9658 4422 or Mobile 0418 506 172.
2. Send a written incident notification form to the DPI within 48 hours:
- by post to The Manager Minerals and Extractive Operations, Department of Primary Industries, GPO Box 4440, Melbourne 3001; or
- by facsimile to (03) 9658 4499; or
- to DPI reception, level 16, 1 Spring Street, Melbourne Vic 3000.

WorkSafe Victoria is a division of the Victorian WorkCover Authority.

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