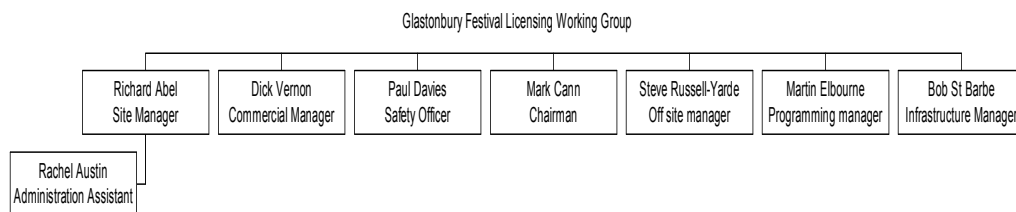


# **THE REPORT OF THE LICENSING WORKING GROUP 2002**

**(The most recent full root and branch review of the Festival)**

## 1.0 Introduction

- 1.1** The Licensing Working Group (LWG) was established by Michael Eavis, the Promoter of Glastonbury Festival (GF), following the meeting of the Mendip District Council Regulatory Board, held on 12th October 2000. The key objective of the LWG was to address the issues raised in the reports presented at that meeting, in preparation for a licence application for Glastonbury Festival in 2002.
- 1.2** The LWG has been set up by the Promoter to meet the brief outlined below. It is intended that the documentation produced will be submitted with, and form part of, the Promoter's licence application.
- 1.3** The LWG, in its present form, does not envisage its existence continuing following the completion of this documentation. Its existence is purely to address the very special circumstances that applied in 2000. Its aim is to ensure that the infrastructure and systems are in place to ensure such circumstances do not re-occur.
- 1.4** This includes defining roles and responsibilities for the Management Team. The LWG does not consider it necessary, or practical, that a full Management Team should be appointed for GF 2002 at this stage because;
- It could pre-empt the conclusions of much of the work at present in hand.
  - It is not practical to identify and engage all necessary management staff many months before the event in an industry where everyone is freelance.
  - Systems must be established which are adequately robust so as to not be dependent on the individuals concerned.



Dick Tee was co-opted to join the LWG, in June 2001, to contribute his specific technical expertise.

The LWG comprises:

**Richard Abel**

Glastonbury Festival Site Manager since 1986; Advisor to 'Feile', 'Witness' and 'T in the Park' Festivals at various times since 1990 and contributor to "Larger Events", "Campsites" and "Temporary Structures" chapters in the Health and Safety Executive Event Guide. Site Manager in 2001 for new event for 55,000 at Knebworth, promoted by the Ministry of Sound. Has been a contractor to most of the big European festivals in recent years.

**Mark Cann**

Chair of the Group. He has worked for the Festival since 1981. Production Manager for the Pyramid Stage until 1997 and currently Artiste Liaison Manager for the Pyramid and Other Stages. Subsequently appointed Deputy to the Promoter.

**Paul Davies**

Glastonbury Safety Manager since 1996. He has been in fulltime Safety Management since 1987. He holds NEBOSH qualifications to Diploma and Postgraduate Diploma level and has a Masters Degree. In 1994 he was awarded an MBE for achievements in the field of safety Management. Paul worked for the MOD, being responsible for safety in all UK Air Bases, before taking up the post of Head of Safety at an international airport in 1996 - a post he still holds. He lectures in the UK and abroad on Safety Management and has wide experience in public and private sector safety, as a consultant, including work at sporting events and music festivals

**Martin Elbourne**

Musical Director for Glastonbury Festivals since 1992. Co-founder of the WOMAD Festival in 1982; agent and adviser to GFL until 1992. He is also a director of the Guilford Festival.

**Steve Russell-Yarde**

Off-Site Manager since 1998. Previously worked for Parking Promotions acting as Parking Manager for GFL. Recruited by GFL as Off-Site Manager in 1998. He is the operations director for Cash and Traffic Management which specialises in mission and traffic control for outside events. Clients include the Open Golf Championships, CLA Game Fair, Burley Horse Trials and World Super Bikes at Brands Hatch.

**Bob St Barbe**

Infrastructure Manager since 1995. After college worked in supermarket management. Subsequently employed by Blatcon for 20 years as Works Manager at the factory in Wells, managing a team of over 100. Gained NEBOSH qualification during that time.

**Dick Vernon**

Commercial Manager since 1994. Responsible for the Festival Office, Markets, Sponsorship, Website and Publicity. Prior to his work with the festival, he worked in the civil service for 28 years. His final post, before voluntary severance, was Business Development Manager in the Employment Service, based in Bristol.

## **2.0 *The Brief***

### **2.1** The LWG is charged with:

- Identifying and addressing those issues needing particular attention and at least partial solution, before submission of a licence application for a festival in 2002.
- Identifying and addressing failings in the present planning and management structures for the festival and ensuring satisfactory structures are in place before the detailed planning of the next festival commences.
- Inviting relevant input from sources outside the present festival team.
- Preparing documentation to support the licence application for 2002.

## **3.0 *The Report***

### **3.1** GFL was prosecuted for having too many people on site in 2000, thereby potentially making the site unsafe. This was attributable to the unauthorised entry of large numbers of people, which resulted from:

- The failure of the fence.
- The inability of perimeter security to prevent unauthorised entry.
- The inability of the contractors to adequately remedy damage to the fence.
- Widespread media coverage of the failure of the fence.
- A deep-rooted culture in some of the public that perceives unauthorised entry as acceptable.
- The success of the ticket system in preventing unauthorised entry through the gates, thus putting more pressure onto the fence.

### **3.2** The potential safety implications of the excessive attendance in 2000 raised understandable concerns from the Regulatory Body. Prior to a licence application being considered for a future festival, the Elected Members of Mendip District Council (MDC) need to be reassured about the safety and professionalism of GFL - and that the experience of GF 2000 will not be repeated. This report addresses these concerns.

### **3.3** In meetings with Mendip District Council (MDC) and Avon and Somerset Constabulary (ASC), it became clear that both parties believed that a fundamental review of the festival would be valuable, before looking at specifics of a licence application. Much of the work of the LWG is to be found in The Review.

**3.4** The topics that the LWG addressed in the Review were:

- The Area to be Fenced
- Site Layout
- Arena Safety
- Stewarding
- Attendance Numbers
- Emergency Provision
- Camping
- Site Access
- Travellers
- Security

**4.0** *Non Ticket Holders*

**4.1** The following points about non ticket holders in 2000 were agreed by the LWG:

- The vast majority of unauthorised entrants were either transported to the site by public transport, or, left their cars in official or unofficial car parks. No serious attempt was made by GFL or other operators to prevent non-ticket holders from boarding coaches, shuttle busses from Castle Cary station, or, from parking their cars in the previously mentioned car parks.
- Had unauthorised entrants not gained access and been held outside the perimeter fence, this would have arguably presented a still greater risk to their health, safety and comfort, and to that of the local population.
- The press and radio played a major part in both exposing the failure of the fence, and in promoting the culture of unauthorised entry.

**4.2** In GF 2002, it is planned to respond to the above and minimise the arrival at the site of non-ticket holders. The LWG intend to achieve this by:

- National Express only to carry ticket holders in their coaches, which come to the Festival Bus Station.
- Badgerline only to carry only ticket holders in their coaches which come the Festival Bus Station.
- Arranging that the 'Rail and Ride' shuttle buses will transport only ticket holders to the site.
- Ensuring that only vehicles with appropriate tickets can park in festival car parks.
- Improving advance signage.
- Co-ordinating the steward and security operation around the site.
- Running a publicity campaign, prior to GF 2002, to dissuade non-ticket holders from coming to the festival.

#### **4.3 Trains**

**4.4** Lengthy discussions have been held with the rail operators about managing the non ticket holders that arrive at railway stations. For the rail companies, the problem is not only the arrival of the public without festival tickets, but also without rail tickets.

**4.5** Concerns regarding the safe capacity of Castle Cary Station, were voiced by ASC at the Regulatory Board meeting, which reviewed GF 2000. The LWG considered moving the rail operation to an alternative station. Bristol Temple Meads, Bridgwater, Taunton and Frome stations were regarded as possible options.

- Bristol Temple Meads was considered too far from the site for an effective bus service to operate to and from the site. The operators felt that " it would create more problems than it solved".
- Bridgwater and Frome are small stations with poor rail services and could not match the existing operation at Castle Cary.
- Taunton has a good rail service, but road access to the station is poor. The buses transporting festival passengers would compete with the main access route for vehicles accessing the festival car parks. It would not be practicable to run a shuttle 'Rail and Ride' service effectively over this distance.
- If an alternative station were to be used for 'Glastonbury Specials' the public would still be likely to use the regular scheduled services to Castle Cary to access the festival site. As a result, the train companies would

need to split their operation and resources, which would impact on their effectiveness. The possible options of using Castle Cary on the Wednesday and Thursday and then switching services to Taunton for the rest of the festival, or of using both stations throughout, were discounted for the same reason.

- 4.6** The rail operators, Wales and West, recommend that the festival 'Rail and Ride' shuttle service should continue to operate from Castle Cary, which, from a railway and safety point of view, still offers the best for all concerned. The LWG agree that Castle Cary remains the station best located and best able to provide services for the festival.
- 4.7** The rail companies felt that there was no safe way to check ticket holders onto special trains operated by Great Western, running from Paddington to Castle Cary. The experience of staff at Paddington Station in 2000, where a ticket check operation was attempted, proved that it was not possible to check the festival tickets of large numbers of people as they boarded a train at a main line station. (In addition, there was no legal way of preventing passengers from travelling on these trains as long as they had bought a valid rail ticket.)
- 4.8** An effective operation to reduce the non-ticket holders boarding special trains would involve a significant number of staff placed at each of the stations on the route from London to Castle Cary. The knock on effect would be to displace passengers from the special trains onto other scheduled services, resulting in them being overcrowded.
- 4.9** The LWG concluded that for safety and practical reasons rail services should remain located at Castle Cary, and that it is not viable to check non-festival ticket holders boarding trains. Preventing non-ticket holders arriving by train at Castle Cary is therefore not feasible, other than by influence through the publicity campaign.
- 4.10** The LWG and train operators discussed scaling down the service to Castle Cary. The consensus was that, if this were done, both non ticket and genuine ticket holders, would end up stranded at other stations, causing additional problems. The rail operators concluded that the best option would be to set up systems at Castle Cary to address the problems of platform safety caused by the volume of passengers.
- 4.11** It became evident in 2000 that the operation at Castle Cary station needed to be reviewed. The levels of crowding, especially on the Monday, suggest that the entire station car park should be utilised for crowd control and for the management of festival visitors. GFL will enhance the facilities for those waiting for trains and increase the staff support the festival provides. This will involve using a professional security company and trained stewards.
- 4.12** The Off-Site Manager has agreed the level of security and steward provision at the Castle Cary Station with the train operators and the BTP Inspector. It was agreed that in 2002 there will be no car parking in the station to give additional area for the BTP, the rail staff and buses to operate safely, while leaving plenty of space for pedestrians to access the station. A detailed plan

of the layout of the station will be made available to ASC and MDC 56 days prior to the festival.

**4.13** In the past, the free 'Rail and Ride' festival shuttle service transported all passengers from Castle Cary station to the festival site. The LWG decided that in future this will no longer be the case. Trained stewards will check the tickets of people wishing to use this service. Everybody that travels by the shuttle service to the festival in 2002 will be required to have a valid festival entry ticket. (This message will be included in the pre-festival publicity to discourage non-ticket holders).

**4.14** The shuttle service worked extremely well over the period of GF 2000. The main problem on arrival was buses being delayed on the Thursday evening by traffic congestion. The routing of these buses was reviewed but there does not appear to be any workable option to divert these buses around the main traffic congestion. On departure, there were problems regulating the numbers of people getting to the railway station and co-ordinating the bus operation at both ends. The Communications Manager has investigated potential improvements for communication between the stewarding staff at the Festival Bus Station and those at the Railway Station. As in 2000 the combination of radios and mobile telephones is available. The Communications Manager will talk to the Rail Company about the possibility of installing a temporary telephone line at the Railway Station.

#### **4.15 Buses and Coaches**

**4.16** The LWG enjoyed very successful discussions with Badgerline and National Express. Both companies are confident that systems can be set up to sell travel tickets to festival ticket holders only. National Express will sell tickets through their own agents and can act as festival ticket agents, only selling travel tickets with festival tickets. Badgerline will insist on seeing the festival ticket at the point of selling the travel ticket. The LWG view this as a significant step forward in discouraging non ticket holders.

#### **4.17 Pedestrians**

**4.18** Whilst GFL can put in place measures to reduce the number of non ticket holders arriving by public and private transport, it is not possible to physically stop pedestrians walking towards the site, and trying to access the car park and surrounding areas under the cover of darkness.

**4.19** Security staff and stewards can manage pedestrians, by controlling access to the fence line, and by limiting the amount of time they have to break through the fence line. The more times people are made to walk away from the fence line, the less time they have to attempt to climb, jump over, tunnel under or remove sections of the fence.

**4.20** GFL aim to persuade people who do make it to the site, to leave because they cannot gain access. If they are offered free transport away from the site (or transport at a nominal charge) then they are more likely to comply with requests to leave. It would be a deterrent to others if non ticket holders

return, unsuccessful, to population centres where others may be thinking of coming without a ticket.

- 4.21** Coaches will be made available to transport people away from the site to Castle Cary Station and population centres with transport links. Both shuttle buses and National Express coaches arrive at the site full and leave empty. These coaches will be made available to transport persons back to the station or population centres as required.
- 4.22** Security staff will escort non ticket holders to the Festival Bus Station and encourage them to take a bus or coach away from the site. Every effort will be made to convince unauthorised entrants that attempts at re-entry will not be successful. Stewarding staff will help identify appropriate transportation to suit each individual. The success of this operation will depend on the numbers ejected from the site on the Wednesday and Thursday of the festival. The more successful the operation on the first two days, the quicker the word will get around that it is not worth travelling to GF 2002 without a ticket.
- 4.23** This operation will run in conjunction with other operations targeting organised crime and local entrepreneurs who, historically, have attempted to arrange access through the fence line for non ticket holders. Whilst the LWG accept that it is not the role of ASC to intervene with this activity, their input on methods which may be adopted to reduce the potential of crime on the fence line, would be welcome.
- 4.24 Private Vehicles**
- 4.25** The LWG will run an operation to control the use of the festival car parks by ticket holders only.
- 4.26** Initially the option of issuing parking permits at checkpoints away from the site was considered. The suggestion was to examine the validity of festival tickets at these checkpoints and affix a sticker to the car. This sticker would have enabled ASC and parking staff, to direct accredited cars only into the festival car parks.
- 4.27** ASC were approached with this idea but felt it to be operationally problematic. As they are the only body legally permitted to direct traffic on the public highway this option was not progressed.
- 4.28** A further option would have been to carry out a similar check on site, when cars entered individual festival car parks, as has been successfully operated previously. Concerns were voiced by ASC that such an operation would result in traffic queuing back out onto the public highway.
- 4.29** The Regulatory Board Working Group suggested that GFL consider sending our car stickers to festival goers in advance to help manage the number of vehicles arriving at the site. On reflection the LWG decided there was mileage in this option. However it was felt that it would be difficult to know how many to issue – one per multiple transaction may not be enough, but one per ticket would be excessive, although some festival goers do travel on their own. The mechanics of issue could become complicated.

- 4.30** As a result the LWG looked into the possibility of charging festival goers for use of the festival car parks, with the encouragement of ASC. A charge would in effect regulate the numbers coming in cars and encourage the use of public transport (thereby acting as a “green tax”). The level of charge is important and the LWG feel £5 to be appropriate so as not to discourage drivers from using official car parks. The revenue generated would offset the cost of running the operation.
- 4.31** The Off-Site Manager, in conjunction with ASC will develop the mechanics of the operation, once a licence has been approved. Fundamentally the intention would be to sell the tickets in a similar fashion to that in which Caravan Tickets are sold – namely through the GFL main ticket agent when purchasing festival tickets, or direct from the festival providing proof of purchase of their festival tickets. The intention would be for these tickets to be displayed in vehicles wishing to gain access, providing an immediate means of distinguishing legitimate festival goers, thus enabling stewards to deal with vehicles quickly.
- 4.32** GFL engaged a barrister to advise on all legal means of directly or indirectly preventing or discouraging the operation of unauthorised car parks. The Promoter, together with his legal adviser, plans to meet with the different owners of the land used for unauthorised car parks in 2000. At that meeting the Promoter plans to make an offer to rent that land from them - thereby having the option to convert the land into authorised festival car parks.

## **5.0** *The Fence*

- 5.1** Extensive research has been carried out across Europe to identify a suitable fencing system. Working samples of five different fencing systems have now been produced and evaluated.
- 5.2** The options that were considered are listed below:
- A solid fence, 20 feet high from Eve Trakway. (A prototype was commissioned and displayed to the press and authorities in September 2000).
  - Heras security fencing, used by the Prison Service.
  - A similar see-through security fence to Heras, but with an overhang, devised by the supplier of GFL turnstiles.
  - A see-through security fence similar to that used by the French Prison Service.
  - A 12 feet high solid fence from Eve Trakway.

**5.3** The Promoter and the LWG came to the following conclusions:

- There are concerns about the stability of the 20 ft high solid fence, due to wind resistance, its capacity to cope with the topography of the site, and the increased potential of injury, should festival goers attempt to climb it. The LWG also had reservations about the safety of the proposed method of erection.
- The three see-through fencing options had similar advantages and disadvantages.
  - They are set into concrete foundations, therefore the road can be ‘tight’ to the fence. Visibility is excellent. The fencing contractors are well established and well regarded. The appearance of the fences, particularly with the overhang, would deter most climbers. There was no significant wind resistance.
  - The fences were not resistant to determined attack by axe, chainsaw or cutting equipment. The uprights were vulnerable to vehicle impact. Once the foundations were installed there was no flexibility in the fence line. Being see-through, non ticket holders could see where security staff were and what was on the other side of the fence, and therefore able to climb with the confidence that they would not be interrupted, and that the landing zone was safe.
- The LWG propose that the solid 12 foot high fence designed specifically for the task at Worthy Farm by Eve Trakway is the best option. It had the advantage of being solid, as opposed to see-through. It is more resilient to attack and more robust than the other fences. It does not have the wind resistance problems of the 20 foot fence. It is difficult to dismantle. Eve Trakway are particularly aware of the problems specific to GFL, they understand the topography and the nature of the attack that can be expected on the fence.

**5.4** Eve Trakway held a demonstration of the preferred fence, by putting 40 metres up over the most difficult terrain in Kings Meadow. GFL, MDC and ASC attended and examined the prototype on July 5<sup>th</sup> 2001, when the company supplied a run of the 12 foot high super fortress fence with three different toppings. The decision was made to go ahead with this fence, with an overhang at vulnerable points (65% of the fence line). Eve Trakway have produced technical specification, maintenance proposals, contract details (including erection timescale commitment), the erection method and risk assessments for the whole operation.

**5.5** As in previous years a second fence will again be erected using Heras. This has a two-fold value, firstly as a deterrent and secondly to maintain a cordon sanitaire on the inside of the fence, guarding against people camping too close to the main fence and putting themselves at risk should any part of the fence be taken down. The moat created between the two fences also provides clear sight lines for security and easy access around the site for fence maintenance, emergency service and security vehicles.

- 5.6** While the chosen fence is impressive, the following must be recognised:
- No fence can be identified which is both practical and 100% incapable of being breached without the physical intervention by security personnel.
  - Physical intervention by security personnel carries a risk of endangering safety, and, inviting allegations of assault.
  - Should the fence prove unassailable (as planned!), protocols need to be developed with ASC to handle large numbers of people outside the site without endangering their health and safety or causing local nuisance.
- 5.7** The success of any strategy to prevent over-attendance on the scale experienced in 2000 therefore rests primarily upon the measures put in place to dissuade the arrival in Pilton of large numbers of non-ticket holders.
- 5.8** To support the infrastructure and organisational changes outlined in Paragraph 4.3 'et seq' of this report, GFL has decided 'to break new ground', and has engaged a Public Relations Advisor (Jane Houghton of Excess Press, a specialist music industry public relations company). In tandem with this initiative, GFL has documented a Marketing Strategy for the first time. In the past, advertising and marketing activities were a direct response to the rate of ticket sales. The Marketing Strategy for 2002 (Appendix 8 of the LWG Report) is a proactive step, and a financial investment, to discourage the culture of free access through the fence line into GF. The Promoter has engaged marketing specialists specifically to implement the dissuasive PR strategy.
- 5.9** Smaller numbers attempting unauthorised entry must however be expected. The perimeter fence and attendant security provision should therefore:
- Present the maximum perceived deterrent prior to non-ticket holders arrival in Pilton.
  - Be effective in preventing unauthorised entry by smaller numbers of more determined people.
  - Be capable of minimising any risk that the structure of the fence might be dismantled.
  - Be at a cost commensurate with both its role in the overall strategy for controlling numbers and the resources available to GFL.
- 5.10** A detailed risk assessment will be completed, prior to the next festival, addressing the safety of those unable to gain access who are unwilling to accept the offer of transport away from the site.
- 5.11** Some unauthorised entry by pedestrians at vehicle gates was identified during GF 2000. Improved design of these gates will be included in the detail of the perimeter fencing system specification.

**5.12** The LWG asked ASC for clarification under what circumstances they would become involved. For example, if the dissuasive PR campaign had worked and only small numbers came without tickets, if the integrity of the fence was sustained, if non ticket holders were restricted from wandering round the fence line, if the GFL security turned the non ticket holders away several times and groups formed outside the fence, then what assistance can GFL expect. ASC explained in such circumstances they would only assist in the case of a crime being committed or a breach of the peace.

## **6.0 Fence Security**

**6.1** The defined roles of perimeter security personnel were agreed as being:

- To discourage unauthorised entry.
- To physically prevent unauthorised entry when it is practical to do so without using unreasonable force or endangering safety.
- To monitor and report any damage or defect in the structure of the fence.
- To aid and support contractors in repair of the fence.
- To use all practical means to ensure removal of non ticket holders from the site and then, using the transportation systems available, away from the Pilton area.
- To inform GFL Management immediately if any problem arises.

**6.2** Protocols of levels of intervention will be developed with the security contractors and agreed with ASC. Risk assessments and security briefing documents will be produced to cover these functions.

**6.3** A new post of Security Manager has been proposed by the LWG. The successful applicant will be responsible for maintaining the integrity of the perimeter. This appointee will oversee the management of the fence, fence security, vehicle gates, pedestrian gates, on-site security and the passes office.

**6.4** Experience shows that no single security company can be identified with sufficient numbers of adequately trained staff to take on all aspects of GFL security operations. However this has its advantages. Having different operatives from different companies working together creates its own form of regulation. It is essential that systems to monitor the different security companies employed are developed to maximize their effectiveness.

**6.5** A particular concern voiced at the Regulatory Board Licence Review Meeting in October 2000, involved security staff taking money to facilitate unauthorised entry for non ticket holders.

**6.6** Unfortunately it must be assumed likely that some members of perimeter security crews will be willing to take money in exchange for allowing unauthorised entry, for the following reasons:

- The large numbers of security personnel involved and the very temporary nature of their employment.
  - Historically tickets sell out and large sums of money are on offer from non ticket holders wishing to gain entry.
  - This is an ongoing problem for all six of the major UK companies supplying security services to music festivals and other large events.
- 6.7** Allegations of this behaviour occur every year. Every year GFL employs people (unknown to security crews) to attempt to gain entry by this means and report on any security staff witnessed behaving in this way. GFL investigates such allegations when sufficient detail is available.
- 6.8** Reports of the above are received each year. However, usually less than a dozen of these have adequate detail to effectively pursue. Of these, in only about two or three incidences annually, can such behaviour be either proved or be found in all probability to be true. Each year some security staff are evicted from the site.
- 6.9** At GF 2000, far fewer reports of such behaviour were received, and none with enough detail to pursue further. This may have resulted in part from the success of previous year's policy, however the damage to the fence in 2000 was sufficient to make it easy to gain entry without the co-operation of security personnel. Subsequent to the event, ASC and MDC stated that they did witness considerable unacceptable behaviour by perimeter security staff - unfortunately without providing sufficient information for GFL to pursue.
- 6.10** The constraints that security staff operate under are worth noting:
- Security personnel are only legally entitled to escort individuals to the edge of the site. (The site in this context includes both the land within the fence and all land designated as festival car parks).
  - Physically attempting to repel individuals while in the act of breaching the fence can lead to serious risk of injury.
  - In recent years, in circumstances where a non ticket holder could not be dissuaded from gaining entry, and where the security operator saw no viable option of preventing such an individual successfully gaining entry, a continuing confrontational approach may have been considered counter-productive, and a non-confrontational policy adopted. In some instances in the past, this approach may have been interpreted by onlookers as collusion and, as such, encouraging the "culture of free entry". In future persistent non ticket holders will be met by ongoing rebuttal – even if they are very determined.
- 6.11** Both from direct observation, and from the details of insurance claims, it is apparent that members of the public, wearing appropriate clothing and presenting themselves as security personnel, is not uncommon. Difficulty is experienced in identifying suitable action that may be taken against such a person when they cannot be witnessed committing any offence other than standing by the fence in "hi-viz" clothing.

**6.12** The LWG proposes the following solutions:

- The creation of the new position of Security Manager to give GFL management proactive, hands on involvement with the problematic areas of the fence and access.
- The Chair of the LWG agreed with the Promoter to approach an external industry specialist to review security on site. Mike Richmond of Event Safety Shop was commissioned in June 2001 to carry out that review.
- GFL will continue to network with reputable Security Companies, and others in the event industry, to identify developments in practice.
- Care will be taken in the specification of security uniforms, both in their ability to be copied and in the prominence of the individual identification number. The uniform will have to be changed annually.
- Information regarding accurate identification of official (and indeed bogus) security personnel will be broadcast widely.
- All reports about unacceptable behaviour by security personnel must be made to the Event Control Team, accompanied by accurate details of time and location, (and preferably the identity number of personnel involved).
- Existing monitoring systems will be maintained and extended.
- All agencies on site must share any information regarding unacceptable behaviour of security personnel. (Time is of the essence if any action is to be taken).

## **7.0 The Management Structure**

- 7.1** The number of staff employed to ensure that the festival is managed in a safe and effective manner has grown over the years, commensurate with the increase in attendance numbers. The management structure has developed to accommodate the changes created by that growth.
- 7.2** The positive response by the Festival Management Team, in providing a quality service when dealing with the excess numbers on site in 2000, was acknowledged in the MDC Report on Glastonbury Festival 2000. The main criticism by MDC was that there were simply too many people on site – therefore potentially rendering it unsafe. Both the Regulatory Board and ASC criticised the management of the fence and how non-ticket holders were dealt with.
- 7.3** It was stated that the festival management structure was ‘opaque without clear lines of decision-making’. In response to this criticism, a fundamental examination into the way the existing management structure operates has been undertaken. The LWG revisited the management structure, inviting all managers to describe and critically analyse their own role and position within the existing festival structure. From that information base, the LWG have developed a management structure in a clear and transparent fashion.
- 7.4** The LWG looked at the structures, job titles and roles used by other music festivals, and also those of other organisations unrelated to the music industry. Having considered this information in some depth, the LWG has documented their conclusions and recommendations for change to GFL Management Structure. These are outlined in Appendix 7 of this report.
- 7.5** The festival has two management branches, one specific to individual events/venues and the other providing operational oversight, support and services. The LWG concluded that the present area/event management teams are more than adequately resourced, with sufficient staffing levels to allow for cover on an ongoing 24-hour basis.
- 7.6** The LWG identified that, arguably, there was an area of potential vulnerability within the operational management structure and that further resources could be beneficial. The key changes to the organisational structure that will be made prior to the next festival include appointment to the following new posts:
- Deputy to the Promoter
  - Event Co-ordinator
  - Security Manager
  - Production Co-ordinator
  - Commercial Manager
  - Steward Co-ordinator
  - Safety Manager

The other key changes include:-

- The creation of an Event Control Team, operating from a co-located Operations Control Centre adjacent to the Emergency Services Command Centres.
- The Promoter will delegate responsibility for the operational management during the event to the lead manager in the Event Control Team.
- Formalising 24-hour coverage of all key areas of decision making by appointing nominated deputies to all senior operational management posts.

Other fundamental developments to the management structure are specified separately.

**7.7** Large numbers of the staff employed at the festival have been in post for a considerable number of years. This continuity has ensured a stable, experienced core at the heart of the festival. The professionalism and knowledge demonstrated by GFL managers is recognised throughout the industry, with other event organisers seeking their advice and services. Several GFL managers act as advisers or managers at other large events and many have the professional qualifications associated with their primary roles within the festival.

**7.8** GFL will continue to pay special attention to the way the management of the festival operates. It will focus on its ability to continue to address the central issues identified in this document, the way it relates to outside agencies and how it will handle new priorities.

**7.9** A workshop is being planned with key figures from the management of other similar UK and Ireland music festivals. The aim of the workshop is to share information and experience, and critically examine the competence, flexibility, efficiency and failings of the management of these events. It is intended that these workshops should continue at regular intervals with similar bodies in Europe.

## **8.0 Conclusion**

**8.1** This report covers the key concerns that have been voiced by the Regulatory Board, and by the officers of MDC and ASC. It is presented as a supporting document for the licence application for GF 2002. (Much of the information has been documented in the form of appendices to the licence application).

**8.2** Other issues, which require consideration, were identified during the course of the LWG research. These fell within the scope of the established detailed festival planning process and therefore have not been progressed by this particular group.

**8.3** The individual GFL managers tasked by the LWG will continue to work towards a satisfactory conclusion of the specific issues raised in both the LWG Report and the Review. They will progress the implementation of the

proposals that were supported. Apart from any issues germane to the licence application for 2002, which may emerge from the considerations of the Regulatory Board, this concludes the work of the LWG, as outlined in 'The Brief', paragraph 2.0 'et seq'.

- 8.4** As the LWG has progressed its work, all existing key managers in the festival have had some involvement and contributed to the review. Most of the LWG will have roles in the new structure, and they will be tasked with the transfer of any learning from the Review and the management of organisational change. The LWG has discussed this, but viewed it as a post licence issue. There will also be the issue of introducing the three new faces from the Event Control Team to existing staff and managing their induction.

## **The Review of Glastonbury Festival**

### **1.0 Introduction**

- 1.1** This part of the paper documents a fundamental review of the festival undertaken by Glastonbury Festivals Limited (GFL), as part of the preparation for the proposed festival in 2002.
- 1.2** Each year GFL undertakes a well-established review process internally, based on historical evidence and an assessment of inherent risks. The many improvements made to the festival organisation, and to site arrangements, during its thirty-year history, result from this re-assessment and re-evaluation process. Formal meetings, at which the Emergency Services and the Licensing Authority are represented, are integral to this approach.
- 1.3** This review – initially requested by Avon and Somerset Constabulary (ASC) – is separate and different to the essential, on-going review of detail. The view stated at a meeting with Mendip District Council (MDC) and ASC was that the festival had grown organically, with the existing review process focussing on improving the established 'modus operandi' (MO), rather than questioning the basis for existing practice. In light of the issues of over attendance at the Glastonbury 2000 Festival, ASC and MDC asked for a more fundamental review, looking at key aspects to see whether the festival should continue in its present format. MDC specifically requested the production of a succinct document. The Review accordingly covers key issues but does not attempt to document every detailed discussion.

### **2.0 The Review**

- 2.1** The review was carried out by members of GFL Licensing Working Group (LWG).
- 2.2** Much of the initial consultation was carried out internally, with members of the Glastonbury Festival Management Team. To consider this as insular or inward looking is to display a lack of understanding of the event industry. Most of the Festival Management Team are self employed, working continually at other music festivals and events in this country and abroad. To exclude this unrivalled repository of expertise would be unwise. Particularly valuable input came from:
- Paul Davis, our Safety Manager, who works in that capacity at an International Airport.
  - Tom Clements, our Stage Security Manager, who lectures on event safety at the Home Office College, acting as Consultant to several Police Authorities and Local Authorities.
  - Dick Tee, our Main Stages Manager, an editor of the HSE Event Safety Guide, who runs an event safety consultancy and was voted Production Manager Of The Year last year, by his fellow professionals.
- 2.3** To restrict consultation would be equally unwise. External consultation was carried out by the Site Manager and the Commercial Manager.

The Site Manager contacted key personnel in the following organisations:

- Feile, Festival in the Republic of Ireland.
- T in the Park, Festival in Scotland.
- Witness, Festival in the Republic of Ireland.
- Carillion Services, a company which provides logistical support for Notting Hill Carnival.

The Commercial Manager consulted with the following individuals:

- The Safety Officer and Production Director of Womad.
- The Security Manager of Reading Rock Festival.
- The Promoter of Essential.
- The Promoter of Guildford Live.
- The Promoter and Site Manager of the Fleadh and Respect Festivals.
- The Manager of Epsom Derby.

**2.4** The Commercial Manager also attended an all day meeting with other managers of large events. Present were managers from NEC Arena, Epsom Derby, Wimbledon, The Chelsea Flower Show, The Lord Mayor's Show, The London Marathon, The Ryder Cup, Henley Regatta and several others. The day was basically a forum to discuss common problems and solutions, which generated some ideas for Glastonbury Festival.

**2.5** Additionally Ray Robinson, an internationally recognised Event Manager, attended the LWG meeting on 18<sup>th</sup> June 2001, to comment on, and contribute to, the discussion on the draft Report and Review. (Ray has run events all over the world, best known being the Prodigy concert in Red Square, Moscow, with an audience of over 200,000)

**2.6.1** A far ranging debate within the LWG started by revisiting the festival objectives and, once the aims had been confirmed, identified areas where there were operational options.

### **3.0 Festival Objectives**

**3.1** At the meeting of the LWG on February 7th, the Promoter led a discussion on the festival mission statement. This was mentioned during the joint meeting with MDC and ASC on March 5<sup>th</sup> and discussed again during the subsequent LWG meeting, later that day.

**3.2** The objectives, drawn up by Michael Eavis in 1996, are as follows:

- The company came into being primarily to promote, organise and execute the Glastonbury Festival of Contemporary Performing Arts. It was formally registered on 6<sup>th</sup> August 1992 (Registration number 273866), although festivals had been held at Worthy Farm for a number of years, the first one being in 1970.
- The festival aims to encourage and stimulate youth culture from around the world in all its forms, including pop music, dance music, jazz, folk music, fringe theatre, drama, mime, circus, cinema, poetry and all the creative forms of art and design, including painting, sculpture and textile art.
- A large area of the festival (the “Green” area) is set aside for complementary and alternative medicine, demonstrations and displays of environmentally-friendly technologies and techniques, various forms of religious expression, and a forum for debating environmental, social and moral issues.
- The festival organises market places, which sell an enormous range of wares, and which place particular emphasis on offering high quality prepared food and hand-made goods, including clothes and jewellery.
- The company makes films and recordings of the event that are sold all over the world.
- In addition to all this, the company actively pursues the objective of making a profit, and in so doing, is able not only to make improvements to the site, but also to distribute large amounts of money to Greenpeace, Oxfam, Water Aid and other humanitarian causes, which enhance the fabric of our society. In the running of the event the festival deliberately employs the services of these organisations, increasing the amounts they can raise towards their objectives.
- The company also runs other events, away from Worthy Farm: an annual fund raising pop concert for Pilton Village in September, and a “Classical Extravaganza” in Glastonbury Abbey in August.
- Finally, mindful of the disruption and anxiety caused locally by the festival, the company vigorously pursues a policy of support to local economy, schools and social institutions.

**3.3** The Promoter explained that he felt these company objectives were robust and relevant. They represented his vision for his company and his festival as clearly as they did when he wrote them. To Michael Eavis, the underlying issues of diversity, inclusion, support of humanitarian and environmental charities, and involvement of the local community remain central to the ‘raison d’etre’ of GF.

- 3.4** The LWG accepted and agreed the above, suggesting that the following statement on safety should be appended, as a codicil to the objectives.

*'In working towards the preceding company objectives, GFL will ensure that the safety of the public, performers, staff and contractors is central to both the planning and the running of the event. GFL will adhere to Local Authority Environmental Health, and Health and Safety licence requirements, and work closely with Emergency Services and Government Agencies.'*

- 3.5** This would embody the importance of safety in the company objectives, reflecting the concerns of GFL, ASC and MDC. Inclusion of the issue of crime reduction in GFL objectives was raised by ASC. LWG felt this approach covered the issue suitably.

#### **4.0 Options**

- 4.1** The acceptance of the continuing validity of the company objectives, and of the inherent values behind them, limit implementation options.

- 4.2** The decision on the choice of site is tacitly implied in the organisational objectives. Worthy Farm is the spiritual home of the festival. For many it simply would not be Glastonbury Festival at a different site. The Stones, The Water Dragon and the Totem Poles are all part of the magic of the event.

- 4.3** On a pragmatic level, the infrastructure at Worthy Farm is immense – the water mains network, the roads access, the drainage, the electrical and telecommunication cabling and ducting and so on. To replicate that infrastructure elsewhere could prove difficult and would have significant financial implications. There is no other comparable site (The Bath and West Showground has no natural arena and only totals 240 acres – camping, arena and car parking. This is about a third of the acreage of the Worthy Farm Site). Various issues make Glastonbury Festival unique – the site itself, the value system, which runs through all activities on site, and the diversity of entertainment. These are viewed as constants for the purposes of this review – with all other aspects of The Festival and festival management open to consideration. The diversity specified in the objectives could not be achieved without having a multi venue approach. This approach was accepted as implicit.

- 4.4** The LWG considered downscaling the event, possibly by cutting out the main music stages and focussing on theatre, circus, cabaret, film and the 'green' areas. There were real concerns that a smaller event would not attract the necessary income to fund the fence and sufficient security measures to make such an event safe. Whilst returning closer to the festival's roots has its attractions, this option is moving away from the prime objective of celebrating youth culture "in all its forms". As the Promoter is convinced of the relevance of the company objectives as stated, this was not pursued.

- 4.4** An option for consideration was raised by a member of the Regulatory Board at the meeting on 12<sup>th</sup> October 2000 during the review of Glastonbury Festival 2000. That involved running a televisual relay to a stadium – Bristol Rovers, for example – and making provision for festival goers who do not have tickets. The LWG did not feel this would work. People come to GF for the range of entertainment and the event itself. If

they wish to see the music, it is already televised, webcast and broadcast on national radio and available in homes, pubs and clubs across the land. A relay facility would not generate sufficient 'buzz' to attract potential fence jumpers.

**4.5** The areas that the LWG decided to include in the Review were:

- The Area to be Fenced
- Site Layout
- Arena Safety
- Stewarding
- Attendance Numbers
- Emergency Provision
- Camping
- Site Access
- Travellers
- Security

**4.6** Not included in this review were four topics, addressed previously in the LWG Report, namely:

- The Management Structure
- Non Ticket Holders
- The most appropriate type of Fence
- Fence Security

## **5.0 The Fence Line**

**5.1** Two issues were investigated at length, namely the location and the type, of fence.

**5.2** During Glastonbury 2000 the fence was under great pressure and palpably failed to cope with that pressure. The issues have been well rehearsed at the Licence Review Meeting with the Regulatory Board, in the press and, subsequently, in the ensuing Court case. While questions remain about the best way to secure the fence, and about the maintenance work carried out by the fence contractor during the event, the bottom line is that the existing fence has been discredited, and cannot be used again. It is important to note that fencing used by the other main festivals in Great Britain tends to be a mix of solid and see-through fencing similar to that used at GF 2000.

**5.3** GFL researched five different fences. Both ASC and MDC have been kept involved with developments by the LWG. The details of the different types of fence are to be found earlier in the LWG Report.

**5.4** Irrespective of the type of fence chosen, the LWG felt it important to review strategies about what is to be fenced. This was a fundamental reconsideration of the options of fencing around specific venues, or around all the venues, as opposed to the site perimeter – and separate from the annual detailed considerations about the fence line.

**5.5** One venue that separates arena from camping is Reading, where both the Reading Rock Festival and Womad are held. Neither permit festival goers back into the arena area after the last act has finished. Womad do not attempt to move people out

of the arena and let them drift to the campsites, while the Reading Rock Festival takes a more proactive role in the early hours (which has the potential of resistance).

- 5.6** The arena, backstage and market areas at Glastonbury Festival in 2000 was some ten times larger than the fenced off arena, backstage and market areas at the Reading Rock Festival. The task of evacuation of the Glastonbury arenas each evening takes on a totally different perspective from that at Reading in light of the acreage involved. Other ostensibly large events that separate the arena from camping, such as T in the Park, are much closer in acreage to Reading than to Glastonbury.
- 5.7** Another option considered by the LWG was fencing off individual arenas. This would require internal gates or turnstiles and miles of fencing. The LWG unanimously decided against this for safety reasons – the potential of crushing would be increased significantly – and unnecessarily - by funnelling the public through narrow spaces going to and from arenas.
- 5.8** Having considered the options above, the LWG felt that the ‘status quo’ applied to the location of the fence at GF for the following reasons:
- If the campsite were outside the fence, the total number of persons on site would be difficult to control. There would be an added incentive for non-ticket holders to camp outside the festival site instead of going away.
  - Campsite management would become impractical with the potential for an increase in petty crime from tents - as festival goers would be less likely to return to their tents during the day.
  - Given the topography and the geography of the site, and its multi-venue nature, emptying the site at the end of each day would be a massive task.
  - Such an approach could result in more confrontational situations when considering the historical “inclusive” Glastonbury Festival culture.
  - An organised evacuation of the site would prove more difficult in the case of emergencies.
  - The central markets provide a focal point after venues have closed, thereby making crowd control easier.
  - The Festival Management Team and MDC have worked closely and successfully in managing the sound on site. In 2000, the only sound problem came from the travellers off-site. To move the public out of the markets after venues have closed would increase the potential of uncontrolled raves in campsites, causing noise pollution and disturbance to neighbours. At present any music on site is well managed as GFL controls the electricity supply and therefore is able to stop it at any time.
  - Glastonbury Festival is unique in having the space to allow the public to move away from the potential of a crush at the main stages. To have either additional fencing, or to limit the fenced area, would remove that unique safety feature.

- Access and egress through the fence line daily to the campsite would obviously increase the potential of crush situations. The LWG would not wish this to occur.

**5.9** The Promoter walked the perimeter fence line with the Infrastructure Manager and the fencing contractor. They have redefined the exact fence line – taking into account information provided by ASC and the security companies about the specific vulnerable stretches. The changes are not major, except converting one car parking area in 2000 into a camping field inside the fence in 2002. The new fence will cover a total distance of 6,910 metres (about 5 miles).

## **6.0 Site Layout**

**6.1** The site layout has evolved over the years in response to the changing demands placed upon it. Initially the LWG reviewed the location of the main stages. The topography of Worthy Farm means that there are only a limited number of locations suitable for use as main arenas – for reasons of safety, sight lines and noise pollution. This being the case, the main stages were the starting point. Once these are in location, much of the rest of the site falls into place.

**6.2** The Pyramid Stage is in the most natural arena on site, situated in the centre of Worthy Farm. In 1999 the Promoter changed the angle of the stage to ensure the sound from this stage was directed across the site and was less intrusive to the villagers of Pilton. Many hundreds of tons of hard core were required to create a safe slope to the stage, and to minimise the bowl effect. In conjunction with this, following the two wet years, the Promoter completely renovated the drainage on site, and particularly in the Pyramid arena. (As a result this is the arena least liable to be slippery underfoot should it rain.) The changes effectively maximised the size of crowd that could safely watch the performance (over 90,000), leaving safe egress from the arena on all sides.

**6.3** Having considered other possible locations, the LWG decided that none matched the existing site, and in any redesign of the site, this stage should stay where it was for safety reasons primarily, but also for infrastructure reasons – road access, proximity to the fence, water, ducting, cabling etc in situ.

**6.4** The Other Stage location is determined to an extent by that of the Pyramid Stage. For pragmatic reasons, it is much easier if the two main stages share backstage facilities. The main television coverage is from these two stages making their proximity important both for broadcasting and also to minimise the number of television vehicles on site. There is no alternative location that will accommodate a shared backstage with the Pyramid Stage and a crowd of 40,000 - a necessary requirement to allow the Scheduling Committee to spread the crowd on site by competitive programming for safety reasons. Again, this location permits evacuation on three sides of the Other Stage arena for safety reasons.

**6.5** The Jazz Stage is a smaller arena on the main route to the Green Fields. The clientele of this stage tend to be those that frequent the Green Fields, and the adjacent Theatre, Circus and Cabaret fields. The location is ideal – a gentle slope towards the stage, plenty of space to exit the arena and plenty of space for the crowds who are attracted by jazz and world music. It is too small to be considered an alternative for the two main stages. The LWG could not see what would be gained in moving this venue.

- 6.6** The location of the Dance Tent caused most discussion. Within the field in which the Dance Tent has been based for the last four festivals, three different sites have been tried. The current site is the best option in that field as it is on a slight ridge, allowing any surface water to drain away from the tent, and in a wet year is significantly drier underfoot than the other locations.
- 6.7** However the debate was not about moving within that field, but moving the location completely, to take some of the heat out of the crowd movement problems encountered on Stage Road in 2000. Paragraph 6.9 following outlines the alternatives considered.
- 6.8** The other arenas are smaller and could arguably be moved, but to what advantage? The groupings of arenas are carefully considered decisions, linking stages that tend to attract the same audience base, to minimise crowd movement between venues. For example, the Green Field venues are in close proximity to each other, the Dance Tent, The Glade, The Other Stage and New Bands Tent are on the same side of the site, and, similarly the Theatre, Circus, Cabaret and Kidz Field are adjacent. Certainly whole groupings could be moved (such as the Theatre, Circus and Cabaret to Suggs Ground and Woodsies) but that would cause an imbalance between the provision of entertainment on the east and west sides of the site. The LWG decided to stay with the existing status quo.
- 6.9** Alternative sites for arenas considered during the review were:
- The north east of Cockmill Meadow is a sufficiently large flat area to take the Dance Tent, but too close to noise sensitive houses in the village for a major venue.
  - The south of Holts Ground looked a possibility for an arena, but was ruled out due to the likelihood of sound interference with The Jazz Stage and The Glade. In addition this area was very wet in 1997, when the New Bands Tent was situated near by. Despite the improved drainage, this area is one of the first to get wet, with the run off from the old railway track.
  - Exchanging the sites of the Dance Tent and the New Bands Tent was considered. Moving the crowds from the Dance Tent away from Stage Road has some attractions. The existing bridges could certainly deal with the pedestrian traffic from a re-sited New Bands Tent. However this option would involve moving one of the biggest sound sources on site much closer to the village of Pilton, with the inevitable disruption for the residents. Therefore this was discounted.
  - Moving the Dance Tent to the south of Suggs Ground has some potential. However the reservations are that drainage is not great, that it is adjacent to Stage Road, and that there are electrical pylons nearby. (To avoid the potential of electricity arcing from the pylons to the king poles, the tent has to be some distance away from the power lines.)
  - Exchanging the sites of the Dance Tent and the Jazz Stage was rejected as festival goers who frequent the Dance Tent, also tend to support the New Bands Tent, the Glade and the Other Stage – all of which are adjacent on the west side of the site. To move the Dance Tent to the Jazz Field would increase

unnecessarily cross-site crowd movements. This could also result in sound interference between The Jazz Stage and The Other Stage with the potential of crowd problems.

- The area incorporating A, B C and I Markets is certainly large enough to accommodate an arena. However, this area is bisected by the main north south traffic route and, underground, it has all the water mains, cabling and wiring to support the Markets. Additionally, this area was the worst affected by the rains in 1997 and 1998. For these reasons this was not considered a viable option by the LWG.
- The layout of the fence line around the Festival Bus Station is being reconsidered to provide more space for those arriving by public transport. The knock on impact may well be that the New Bands Tent is cramped for space. If that happens the LWG recommend that this venue is not moved significantly away from the Dance and Other Stage, in light of their common audience. Their appears to be an appropriate site in the south of Wicket Ground.

**6.10** The Main Markets are situated in the centre of the site and are integral to the crowd management strategy once the venues close. The locations of the smaller markets are determined by the locations of campsites and routes to and from main venues. The markets do not impede the major access routes to and from venues. The angles of the markets, one to another, and the width of the walkways have been developed over the years, in conjunction with MDC, with crowd safety in mind. Each year small changes are implemented in light of experience. For example, on the Saturday evening in 1999 there was a build up of people leaving the Other Stage, to go through J2 and J3 Markets, to the Pyramid Stage. As a result, before GF 2000, Silver Hayes Bridge was doubled in width and the stall line altered, successfully coping with the excess people on site in 2000.

**6.11** The LWG propose to leave the markets fundamentally where they were in 2000. The LWG have asked the Commercial Manager to review the location of mobile vendors, to ensure that they do not impede crowd movements. Details of the location of approved mobile vendors will be provided to MDC along with the Markets Maps, prior to the next festival.

**6.12** Facilities and venues have obviously been considered in relation to each other, and the LWG is of the view that the current layout provides the right balance – for the previously stated reasons. All areas of the festival site are interconnected by the crowd movements that occur between them. Any change to one has implications to all others. A paper on crowd movement was submitted as part of the 1998 Crowd Safety document, which outlined the principles behind GFL strategy for controlling crowd movement. The underpinning principles remain current and valid.

**6.13** Action for Disability and Development (ADD), manage the disabled camping on site and advise GFL on disability issues that require attention. ADD is currently reviewing the impact of the Disability Discrimination Act on the provision of services and facilities already provided at the festival. There may be implications for the location of the existing provisions.

**6.14** The Site Plan is an essential means of communicating information regarding the site to the Festival Team, Outside Agencies and The Public. Various versions are

provided with the detail appropriate to need. The production of a final site plan is inevitably a lengthy process in order to allow full and detailed consultation.

**6.15** The LWG propose that the person charged with co-ordinating production of the site plan will take on board the following points, raised in the review of 2000.

- Use of either the OS CAD package, or that provided by Simmonds Mapping should be considered.
- Terminology and references should be clarified agreed with outside agencies.
- The use of particular field names as the only means, other than grid references, available to identify areas of the site causes some people problems. Colour coding, or similar means of subdivision and ready identification, should be incorporated into subsequent site plans.
- Changes made to each edition of the site plan should be more apparent.
- A distribution list of the plan should be available.
- The timing of production of the final site map should dovetail in with the Emergency Services timetable of sending out operational orders. The LWG propose that the final site plan will be available to MDC and the Emergency Services 56 days prior to the commencement of the event.

## **7.0 Health and Safety**

**7.1** The LWG reviewed crowd management, particularly arena safety, the GF Health and Safety Policy and the hygiene safeguards in place during the event.

**7.2** Crowd management procedures at GF are in accordance with the recommendations in the Event Safety Guide and the HSE document 'Managing Crowds Safely' and based on extensive experience on site.

**7.3** The GF ticket holders and pass holders form a lively and very good natured crowd. The uniformed site security staff have worked with this audience for some years and have an understanding of the requirements and essence of the crowd. The site is designed with in excess of twenty formal different venues, informal venues in the markets and on site facilities to keep the public entertained and happy for the duration of the event.

**7.4** The pedestrian gates for the entry and exit of the audience are kept completely clear of all obstacles, and queuing systems are defined by the use of crowd barriers. To minimise crowd pressure at the entrances and speed up entry, several lanes are staffed by stewards, who check tickets, and by security, who manage the crowds and do searches. To spread the arrival of the audience, the gates are open 24 hours a day from 9.00am on Wednesday, with the main stages not starting up until late morning on Friday. GF is ticket only, with no gate sales, to reduce potential congestion at the gates.

**7.5** The GF site is designed in such a manner as to prevent overcrowding in any one area. The layout of the markets, pedestrian walkways, roads and venues have been

developed to accommodate numbers moving around the site, removing pinch points and addressing areas of congestion. The total arena space at Worthy Farm (using the industry standards) has the capacity to accommodate significantly more numbers than the festival would ever wish to have on site.

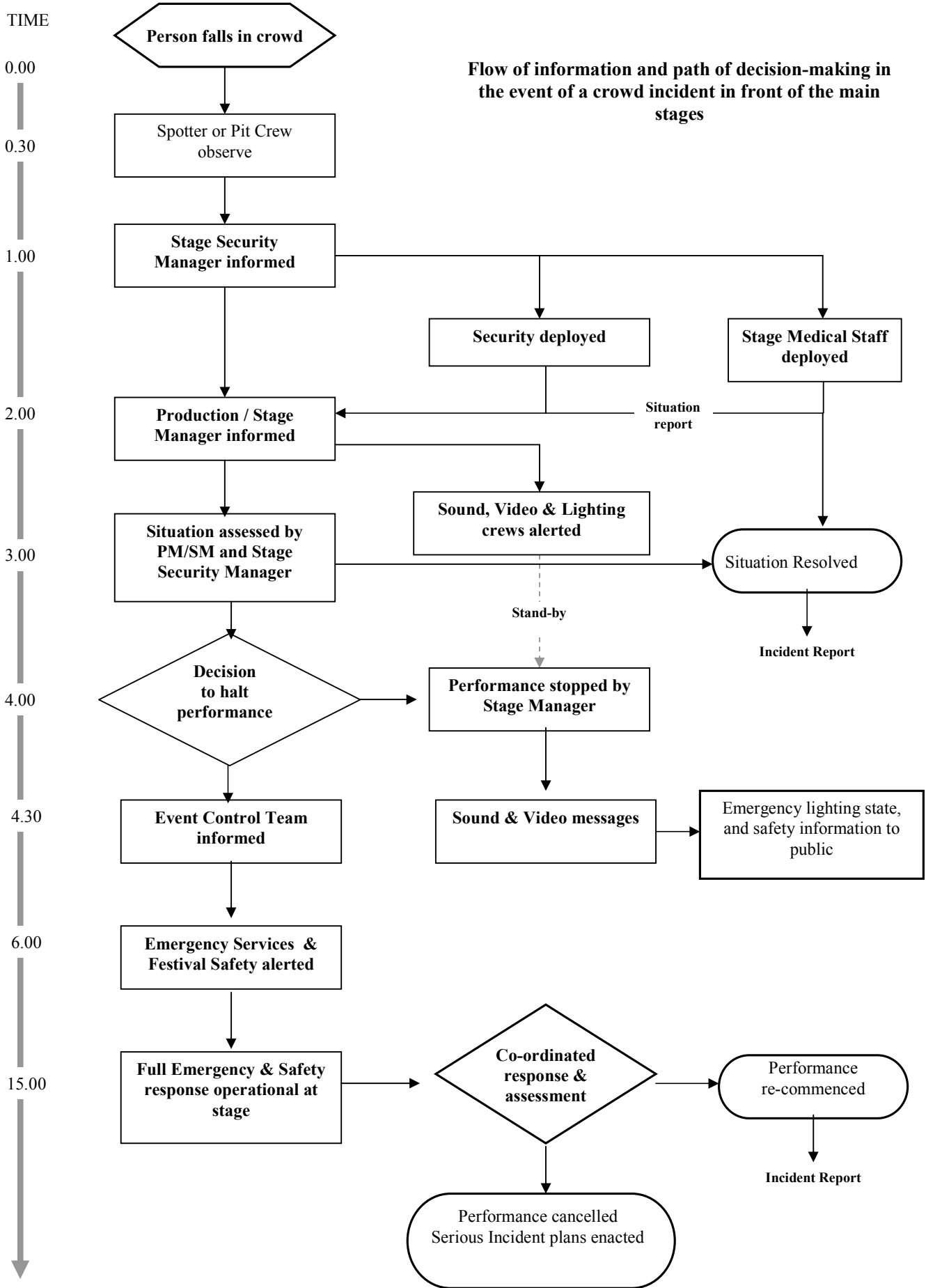
- 7.6** With almost 500 acres within the fence, any emergency evacuation, planned with the advice of Emergency Services, would be, most likely, of only part of the site. In most foreseeable events this would not involve the audience leaving through the gates, and the possibility of congestion that could involve. The festival would in effect provide its own rest centre. A full evacuation plan and policy is agreed with Emergency Services.
- 7.7** Acts are scheduled in such a way as to prevent excessive numbers at any one performance. Where there is likely to be a particularly popular act at one venue, another popular act is scheduled to perform at another venue at the same time. To prevent mass crowd movements, the different stages have different start and finish times and running orders, so the audience has to choose between popular acts, and not attempt to move en masse at the end of one performance on one stage to a different venue. Similarly, when the programmed entertainment ends at 12.30am, there are a few (carefully monitored) places in the markets with music, so the crowds move in small numbers to the camping fields. Act popularity and crowd movements are reviewed throughout the festival so that adjustments to timings can be made at short notice. Further details of arena crowd management controls follow in paragraph 7.12 et seq and on stewarding in paragraph. 8.0 et seq.
- 7.8** Site Safety personnel, in landrovers, patrol the site and monitor crowd movements. Their role includes:
- Ensuring no vehicles park in camping areas, fire lanes, emergency access, roads, gateways or public walkways.
  - Ensuring no one camps in the arenas, or on fire lanes or public walkways and advising on the current suitable camping options.
  - Informing safety control about any congestion or potential congestion.
  - Responding to radio reports from the centre.
  - Managing and co-ordinating crowd dispersal, using loud hailers.
  - Checking and stopping any non essential vehicle movements.
- 7.9** The gates which provide access for traders to the back of the different markets are carefully sited with good view of the public walkways. Gate staff cover these points 24 hours per day and report any developing congestion to market offices. Market staff assess the situation, and either deal with it, using loudhailers, or ask for assistance from the centre. Market staff and security move on fly pitchers if they constrain main walk ways in any way. A small area is made available for fly pitchers in the Field of Avalon.
- 7.10** Campsites are carefully spread around the site. Festival goers can camp adjacent to their favourite venue and once performances finish the audiences disperse in

different directions - there are not massive crowd movements in one direction. Campsite stewards are equipped with radios, so if there is any congestion in the camping areas they can get assistance from Site Safety Patrols. As information about the take up of camping fields on site becomes clear, cars are directed to car parks closest to the least dense camping areas to encourage the spread of camping.

**7.11** CCTV cameras provide information on crowd control. In 2000 several cameras were sited strategically around the site in key areas including coverage of the main stages, with one camera at the north of the site giving a panoramic view. In addition to these cameras, in 2002 it is intended that there will be coverage of the Dance Tent access and Main Stage access and Stage Road. The exact numbers and locations will be part of the consultation with the specialists advising GFL on camera placements on the fence.

**7.12** The safety of the main stage arenas, particularly of the Pyramid Stage and the Other Stage, has been reviewed by the Production Co-ordinator and the Crowd Control Manager for the LWG in the light of the Roskilde tragedy.

- The barriers used at present are bespoke pit barriers installed on level ground with a significant curve. A substantial number of trained professional pit security officers are positioned within the pit and designated 'spotters' monitor the crowd.
- Highly qualified pit medical teams assist with crowd monitoring and treat patients. Medical resources at back stage consist of resuscitation facilities to the standard of Basic and Advanced Life Support (BLS and ALS.) These are internationally recognised standards. Medical staff include an anaesthetist, A & E or ITU nurse and a paramedic. These specialists provide the range of necessary skills for advanced airway management, defibrillation, ventilation, drug administration and handling of trauma patients. Any patient from a serious incident will be moved to a medical centre within minutes. Prolonged resuscitation will not be carried out in the pit, rather the process started and continued whilst transporting.
- There are established communication protocols and a chain of command to stop a performance should the need arise. (This was demonstrated successfully during the performance of the Manic Street Preachers in 1999, when there was the potential of crowd congestion.) In addition, Production and Security liaise with artistes in advance of their performance to ensure that the 'style' of their performance is suitable and appropriate.



- The planned barrier arrangements for Roskilde 2001 involved “penning” of the crowds into several self-contained areas. The LWG did not feel this to be immediately relevant at Glastonbury for the reasons mentioned in Paragraph 6.0 ‘et seq’. The “double barrier” system now preferred in Ireland would seem to have more relevance. GFL is monitoring its use and development.
- The barrier arrangements will continue to be reviewed as artistes appearances are confirmed. It may be felt necessary to modify existing arrangements in light of the acts booked.
- Large video screens and delay speakers will continue to be used on the main stages to ensure that the audience at the back of the arenas have clear sight and hearing of performances.
- The importance of fully understanding programme content, the band’s ‘excitability factor’ and timing is acknowledged to be a major element in anticipating and preventing crowd problems. The Musical Director, in consultation with the Area Co-ordinators and the Safety Manager, ensures that acts on the major stages are programmed to avoid both over crowding at any one stage, and, any subsequent crowd movements that would lead to problems.
- The audience is kept informed by the PA system and there is extensive access to and egress from all arenas.

**7.13** The arrangements in the preceding paragraphs, which are already well established at Glastonbury Festival, encapsulate the main recommendations from the Roskilde reports. The LWG suggest that at the end of the 2001 event year the Production Co-ordinator carries out a full review of ‘post Roskilde’ practices at other events during 2001 and identifies what can be taken on board at Glastonbury 2002.

**7.14** The Promoter and Site Manager of GFL spent four days with Lief Scov, the Promoter of Roskilde in Denmark, in early July 2001. During that time they met with the Roskilde Safety Team. The timing of this visit was carefully chosen to see what changes to Health and Safety had been undertaken at Roskilde – to look at their answers and not just their problems in 2000. Feedback from that visit will feed into the review of arena safety outlined above.

**7.15** Following Roskilde and other arena tragedies, the event industry is looking closely at crowd behaviour. At the International Live Music Conference this year there was a major plenary session devoted to crowd safety – and in particular crowd surfing and swaying. It is the subject of a current far ranging Euro debate, the outcome of which GFL awaits with interest. Hopefully there will be some pan-European standards and controls suggested, which GFL can include in the review of the changes to arena safety implemented by other events this year.

**7.16** In May 2001, Richard Limb, Director of Symonds, the leading, international leisure safety group, was asked about the impact of the Roskilde arena tragedy on event safety. He stated that British Event Organisers lead on safety. “We have already got a viable, well-established standard with the Event Safety Guide, which was written and led by the industry. If Roskilde has any effect (in Britain) it would merely be to remind the industry how important health and safety is”. Glastonbury Festival had

the greatest representation of any organisation in the Health and Safety Executive Working Groups that developed this document, which, following Roskilde, is being adopted as industry standard across the world. Twelve of the contributors worked at Glastonbury Festival in 2000.

- 7.17** However, GFL continues to address the question of Health and Safety. The LWG has recommended upgrading management input to this area by creating a Safety Manager for the site. This post will be in addition to the Safety Officer and his team in 2000.
- 7.18** The Commercial Manager and ASC visited a midlands based company, The Lightship Group, which provides commercial airships. The potential value of an airship with CCTV cameras linked to the Operational Control Centre is being investigated. Certainly it could give early advice about any crowd movements and would restrict the intrusive presence of the ASC helicopter. However the cost is significant and restrictive. Ways of funding this initiative are presently under investigation.
- 7.19** The existing GFL Health and Safety Statement and Policy were fundamentally rewritten in 1998 and updated for Glastonbury Festival 1999 and Glastonbury Festival 2000. A copy of the first draft policy document for 2002 can be found in Appendix 9.
- 7.20** The LWG reviewed the procedures used to manage trading on site, and particularly the crucial area of food trading. They believe the health, safety and hygiene safeguards are robust and the status quo should prevail, namely:
- Each year GFL agrees with MDC Environmental Health Officers (EHOs) which food traders will be invited to trade.
  - The GFL 'Terms and Conditions of Trading' are issued with the trading application form, again with the offer of a trading site and, for a third time, when passes are sent out.
  - The MDC prepared booklets 'Glastonbury Health and Safety at Work' and 'The Caterers Survival Guide' are issued by GFL with the offer of a trading site.
  - The 'Essential Information for Traders' booklet (which underscores the H & S and hygiene messages) is issued with traders passes.
  - Traders are required to undergo a H & S check by GFL market staff before they commence trading.
  - GFL arrange that Corgi registered gas fitters approve all gas equipment and installations before trading can commence.
  - MDC EHOs carry out mandatory enforcement checks during the event.
- 7.21** Appendix 10 contains the 'Terms and Conditions of Trading at GF' and 'Essential Information for Traders', which specify the Health, Safety and Hygiene standards and the behaviour required of traders working at Glastonbury Festival. The LWG

believe these standards are more rigorous than those imposed at other comparable events which were researched.

## **8.0 Stewarding**

**8.1** The term “stewards” is used to refer to a wide range of functions in the Event Industry. At Glastonbury Festival employees from professional security companies are referred to as “security”. The Festival Security Plan differentiates between professional security and Glastonbury Festival Stewards. Glastonbury Festival Stewards comprise both paid individuals and volunteers whose earnings are paid to their chosen cause (charities, schools, carnival clubs etc).

**8.2** The Promoter’s commitment in the company objectives to involve the local community is clear. The use of local organisations in the administration of the event was therefore viewed as a constant, and not subject to review. As a result, stewards will continue to comprise a combination of paid personnel and volunteers. During this review, the LWG considered the allocation of roles, ratio of stewards and training.

**8.3** GFL employs organisers and volunteer stewards to support the professional security arrangements. The stewards perform a variety of duties including:

- Crowd management in venues
- Parking and marshalling traffic
- Stewarding entrances and exits
- Fire stewarding in venues
- Campsite stewarding
- Operating security lock-ups
- Staffing information points and generally assisting members of the public.

**8.4** Specialist professional security will continue to undertake the higher risk activities, such as dealing with confrontation and staffing the pits of main stages. This is in contrast to the practice at Roskilde, where, at the time of the tragedy, pit security personnel were volunteers.

**8.5** The duties and competencies required of stewards are outlined in Appendix 7, paragraph 6.34. One area where it is specifically important to clarify the respective roles of security and stewards is at the gates. During the event, the role of the Glastonbury Gate Stewards includes:

- Checking for valid tickets and passes
- Wristbanding if appropriate
- Providing directions as requested by the public
- Operating the pass out system
- Carrying out vehicle accreditation
- Checking for valid vehicle passes
- Providing information – such as camping availability
- Directing traffic on site
- Directing public, both to the gates and from the Bus Station

The role of the personnel from the security companies, working on gates, may include some aspects of the above, but is more likely to include:

- Protecting gate staff and securing pass out tickets
  - Dealing with any confrontation
  - Searching vehicles and seizing any contraband goods
  - Liaising with other security personnel over touts and organised crime
  - Working with ASC on traffic coming off the highway
- 8.6** In recent years there has been consistency in the personnel working as stewards. As a result many GFL stewards have built up considerable expertise, knowledge of the site, and their specified role. However the LWG felt that continuity between these disparate groups could be improved and therefore created the role of Steward Co-ordinator to ensure appropriate recruitment, deployment and training practices prevail.
- 8.7** Over the years GFL has refined its requirements for stewards through experience and changing needs. Previous risk assessments have resulted in GFL operating with 1 steward per 100 licensed capacity, in tented venues. The Event Safety Guide recommends working from risk assessments for each event rather than setting precise mathematical formula for the industry - as the risks and needs of different events vary significantly.
- 8.8** For some time GFL has been active in formalising qualifications where none previously existed. GFL are working closely with Integer Training Ltd as their agent for curriculum development because of their association with the National Awarding Body.
- 8.9** A training course has been developed specifically for Glastonbury Festival Stewards. The Certificate in Event Stewarding 3630 is awarded by NCFE the National Awarding Body. Core elements of the course include:-
- Health and Safety issues relating to public safety
  - Emergency First Aid
  - Emergency radio procedures and communications
  - Fire Safety
  - Customer Care principles
  - Access Control
  - Working in a team
- 8.10** The training course is portfolio based with written question papers and competence based assessments. Quality is assured through internal and external verifications. Student's needs are continually assessed. The training provides basic standards and safety measures but leaves scope for a flexible approach taking into account the nature and size of the event. Successful completion of the 3630 training course leads to the Certificate in Event Stewarding, the Health and Safety Executive recognised Emergency First Aid Certificate, Glastonbury Festival Stewarding Certificate and the Fire Safety Awareness Certificate. A total of 1600 certificates have so far been issued to successful candidates. It is anticipated that a further 800 stewards will be trained for the 2002 event.
- 8.11** Somerset College of Arts and Technology provide the training for GFL and a number of GFL senior stewards are registered with SCAT to deliver this training. Bridgwater College also deliver the NCFE Event Steward Training programme.

- 8.12** Whilst recognising the importance of a generic event steward-training programme, GFL also requires all its stewards to receive venue-specific training. Following consultations between GFL, Bridgwater College and Integer Training Ltd, a Glastonbury Festival Specific Module has been developed as a 'bolt-on' addition to the NCFE award. This module will allow other training providers to train stewards who wish to work at Glastonbury Festival. External training providers operate under licence once they have fulfilled the strict accreditation requirements; their named tutors work under licence after they receive induction training. Bridgwater College will train 300 stewards by February 2002. Roskilde Festival have contacted GFL about the course and may use Glastonbury Festival personnel to introduce this course in Denmark.
- 8.13** Separate from this pioneering training in stewarding, for the past three festivals, GFL have engaged Frenchay City Lifesavers to provide training in basic resuscitation for stewards and site staff. They are trained to make an informed call to Emergency Services, having put the injured person in the recovery position and to observe until the arrival of the Paramedics. The feedback from the medical staff about the impact of this training is very positive. Since 1998 some seven hundred staff have been trained. This consultancy provision, run by the Frenchay City Hospital in Bristol, will again be available to site staff prior to GF 2002.
- 8.14** The LWG is aware of the Government White Paper produced on security matters and is reviewing its implications. There is currently no formal relevant qualification for security personnel, other than for door staff. GFL and Integer Training Ltd are developing a foundation course in basic skills for event security staff that could lead onto a more specialist qualification. Training needs have been identified and analysed and the course content is being agreed with NCFE, the national awarding body. This could develop into a nationally recognised certificate.
- 8.15** Reference to HSG 154, 'Managing Crowds Safely', was made during the review of stewarding. The LWG is satisfied that the issues raised in this publication are addressed by current and proposed procedures and practices.

## **9.0 Attendance Numbers**

- 9.1** In 2000, GFL was granted a licence for 100,000 on site. Together with the numbers that gained access without a ticket, ASC estimated that a total of 200,000 were on site. As part of the review, the Promoter asked the LWG to address the question of the optimum licence number for the Licence in 2002.
- 9.2** The starting point is to decide how people on site should be counted. Previously GFL interpreted the licence condition D1 pertaining to total number on site as being an estimate of people on site at any one time, while licence condition D2 was specific about the number of full weekend tickets for the duration of the event. The LWG agree with ASC in believing that a cumulative figure would not be open to debate and terminology in the licence conditions needs to be tightened up in future so there is no room for misunderstanding. A change in the interpretation of licence condition D1 impacts on the total licence figure and the number of passes required to run the event.
- 9.3** The existing turnstile system is considered to be an accurate and effective method of counting people accessing the site. However it is essential that all turnstiles should

be linked to the central computer. No other changes to the turnstile system are considered necessary at this point, but attention will be paid to improvements in the technology available. The LWG will ask the Site Manager to investigate the central connection of turnstiles by computer.

**9.4** The considered view of the LWG was that a total maximum of 100,000 tickets should be made available for sale to the public. This represents an increase on the 2000 festival of 20,000 saleable tickets. This will:

- Be essential to the strategy to reduce the number of non ticket holders seeking to gain unauthorised entry to the site due to a lack of available tickets. In recent years the event has sold out and strategically extra tickets are vital to persuade some of last years fence jumpers to become legitimate. The additional number of tickets proposed will satisfy anticipated demand.
- Be essential to generate the additional revenue necessary to implement the strategies outlined in this document, to eliminate over-attendance and increase site safety.

**9.5** Expenditure on the new fence, on developing the new co-located Operations Control Centre, salaries for the new positions, the increase in security personnel, the dissuasive PR campaign, steward training and the proposed development of the infrastructure and safety measures are estimated at some £1.5million. These are new costs, essential to meet the new demands on GFL. Additional revenue must be generated, if a further festival is to be a financially viable proposition.

**9.6** In looking at financing the anticipated costs inherent in the proposals and safety developments since GF 2000, the LWG considered various different avenues.

- Past patterns of expenditure were examined, and possible savings identified, but these are at the margins.
- Stepping back from the commitments to charitable bodies was considered. So much that is special about the festival emanates from people working voluntarily so charities benefit. It is not possible to run the event as it stands without this type of input – nor would the Promoter wish to, as support of humanitarian, environmental and local charities is central to the ethos and objectives of GFL.
- Ticketing options were discussed. Any proposal to reduce weekend licensed numbers, and introduce a significant number of day tickets, or non-camping tickets, may be viable elsewhere, but not at Worthy Farm. It would present insurmountable problems with enforcement, if the whole site remains enclosed - and would further increase traffic congestion.
- Increasing ticket prices is always a fine judgement. The price in 2000 was carefully set to be competitive with other festivals and events that GF public attend. The LWG feel there is room for a small increase ahead of inflation for 2002, but only if managed carefully. There is the very real danger of pricing the festival in a manner that many of our traditional public cannot, or would choose not to, afford, which could well make the event not viable. Such a situation could increase the likelihood of people coming without tickets, thereby putting more pressure on the fence, and creating the potential of problems off-site.

- Traders generate important income certainly, but not to the extent of contributing much to the overall costs of the event. GF 2000 had fractionally more traders per licensed thousand festival goers per day, than most other major festivals that year. Neither space constraints, nor traders' financial viability would allow a significant increase in the number of stalls. The prices charged to the commercial food units and imported goods stalls in 2000 compared with other festivals/events. Many of the smaller craft and specialist food stalls work on very tight margins. They simply would not come if prices were significantly increased – and the festival would lose a valued part of its uniqueness.
- Sponsorship is another option (However sponsoring a fence to stop people enjoying themselves is not a PR message any of the companies approached have shown any interest in pursuing). Since GF 2000, the national pool of sponsors' monies has dried up considerably with the decline of high tech, telecommunication and internet companies. The anticipated economic downturn in 2002 reinforced by the impact of the terrorist activity in America will mean the pool will be smaller still. Being a major supporter of Oxfam, Wateraid and Greenpeace, GF could not deal with companies that have questionable environmental histories, that traded unfairly in the third world, that are involved in the armaments industry or supported oppressive regimes. Similarly, to seek support from large corporate organisations requiring a branded presence would alienate the people from alternative cultures and lifestyles and many of the NGOs represented at GF. To lose them would be to lose ethical credibility.

**9.7** The LWG believes that, in the economic climate anticipated in 2002, GF will do well to sustain the previous level of sponsorship from appropriate organisations. There will be small revenue increases both from traders and from a ticket price increase; there is also the possibility of some savings.

**9.8** However, to generate the necessary revenue, the LWG are convinced that it is essential to increase the numbers of tickets on sale. Even this is no guarantee of extra income, as it is a moot point how many of the additional tickets will sell. In recent years the GF has sold out its ticket allocation – but only in the last week prior to the event. It is intended that the dissuasive PR campaign will encourage more to purchase tickets, but many past festival goers may simply choose not to come.

**9.9** In addition to the 100,000 tickets the application will include 35,000 non-paying passes - to meet the demand for passes from extra stewards, children, performers, local residents, site workers, contractors, medical staff and the like. This gives a licence total of 135,000 for 2002.

**9.10** Obviously an increase in licence numbers would require careful consideration by the Regulatory Board. The points the LWG would like the Elected Members of MDC to consider are:

- In 2000, despite having an estimated figure of 200,000 on site, the response times to emergencies by the Fire Brigade and the Ambulance Service were within the required time framework. The County Fire Officer has the information about response times to fires in the Brigade mainframe computer. The LWG was informed that the average time for an ambulance to reach an emergency on site

in 2000 was half the targeted time required of the ambulance service in Somerset.

- The infrastructure – medical services, water, electricity, sanitation services and so on – were all sufficiently resilient to deal effectively with the additional demand caused by the non-ticket holders. The MDC report on the 2000 festival confirms this.
- There is a set industry formula that MDC uses to ensure the provision of these facilities. The licence condition for numbers of toilets, metres of urinals, numbers of wash hand basins, water points etc is automatically increased as licence attendance numbers increase. GFL would, as always, make the provision agreed with MDC (which exceeds the Event Safety Guide recommendations).
- The additional demand for food was met in 2000, and hygiene levels were sustained – witness the MDC report and the fact that there was not a single case of food poisoning (a notifiable ailment) attributed to the festival, during or after the event.
- The proposed licence numbers can be compared favourably with other events. The Reading Rock Festival has a licence for 55,000, which has been granted by the Regulatory Body for some years now, obviously confident that overcrowding does not compromise the safety of the site. The site at Reading has a total acreage of 170 acres (camping, backstage and arena space) plus car parking. Worthy Farm had an estimated 484 acres within the fence in 2000. If the same ratio of attendance numbers per acre, applied by the Local Authority at Reading when licensing the Reading Rock Festival, were to be applied to the Glastonbury Festival site, then it would suggest that Worthy Farm is able to cope safely with over 150,000 attendees.
- The Fleadh at Finsbury Park is typical of London Park Festivals. It has a licensed attendance of 35,000, with a total site area (arena, production, markets and backstage) of 37 acres - and no camping. At Glastonbury Festival 2000 there was in excess of 215 acres allocated to entertainment, backstage and markets, out of the total of the estimated 484 acres within the fence. Working on the same criteria as the Local Authority that license The Fleadh, Worthy Farm could accommodate over 200,000!
- The Mardis Gras, also at Finsbury Park, has a licence for 85,000 on a site of 92 acres – again with no public camping or car parking. Pro rata, on a site of 215 acres, that would equate to a licence figure of almost 200,000.
- The combined arena space at Worthy Farm can evidentially comfortably cope with 135,000 attendees, should, exceptionally, all ticket/pass holders be on site at the same time. Using the industry standard formula, taking into account only that part of the arena within sight lines and hearing of the stage, the Pyramid Stage arena can hold in excess of 90,000, the Other Stage almost 40,000, the Jazz Stage some 25,000. These venues can more than comfortably accommodate the proposed numbers.
- However many festival goers do not come to the festival to see the main acts on the main stages. In addition to these main stages there is significant arena

capacity at the Dance Tent, The Glade, the New Bands Tent, the Acoustic Tent, The Field of Avalon, the Circus, Theatre, Cabaret or Green Fields venues, The Kidz Field and all the smaller entertainment venues.

- Many artists and their guests attend only to perform and then leave the site. Additionally some employees, stewards and local residents do not attend every day. It is estimated that this will mean that a maximum total of 25,000, out of the 35,000 licensed pass holders, would be on site at any one time. Therefore, with a licence figure of 135,000, a maximum of between 115,000 and 120,000 people will be on the site at any one time. This represents an increase of between 15% and 20% on the licensed attendance in 2000 and is between 40% and 42.5% less than ASC estimates of actual attendance in 2000.
- Many of the local PTAs, sports clubs, carnival clubs, charities, village hall committees and so on, which rely on the festival for revenue, have great difficulty in getting individuals to make themselves available for three or four shifts as stewards. As a result they may need two people, or exceptionally, three, to cover the one stewarding position. This was not an issue when the licensed figures were estimated on the number on site at any one time. If different people came for different shifts, as long as there was only one on site at any one time, this did not impact upon the total figure. Using a cumulative count of individuals coming through the gates, means that, if the festival is to continue to support local organisations as in the past, then a significant increase in the licensed number of passes is essential - which is reflected in the proposed figure of 35,000 for 2002.
- **Many perform in the Theatre, Circus, Cabaret, the stages in the markets and some of the small stages in the Green Fields in return for access on site. It is estimated that there will be some 2,000 performances over the weekend at GF. These performers choose to play GF for no fee, to contribute to the event.**
- That wish to be involved is central to the spirit that makes Glastonbury special. However, it does mean that compared to some other events there will be a higher ratio of non paying passes to paying ticket holders.

**9.11** In requesting that the Regulatory Board approve a total licensed number of 135,000, the LWG is confident that such a number can be managed at Worthy Farm within established safety guidelines.

## **10.0 Emergency planning**

**10.1** The LWG examined the planned response to potential emergency situations. It looked specifically at the key areas of:

- Fire
- Crowd management
- Medical services
- The management and communications in such an event

It was considered that the resources allocated and the procedures in place were sufficient to deal with foreseeable incidents.

**10.2** Prior to each festival, GFL, in conjunction with the Emergency Services, reviews its emergency response plans and, as a result, an agreed document detailing

procedures is produced. Copies of The Emergency Services Provision and the draft Major Incident Plan for 2002 can be found at Appendices 2 and 3 respectively.

**10.3** Similarly resources are agreed with the individual emergency services. The chain of command is transparent and well documented, personnel are well acquainted with the procedures, and practice exercises are undertaken at the commencement of each event.

**10.4** The LWG felt that in light of the robust nature of the emergency services performance in 2000, the existing 'modus operandi' should continue.

## **11.0 Communications**

**11.1** The availability of the appropriate channels and tools to effect communication between staff is recognised by the LWG as being critical to the safe and effective management of the festival. GFL has made significant investment in suitable communications hardware to create an integrated and secure communication system.

**11.2** Having studied the findings of the Roskilde report, the LWG are of the opinion that more supportive documentation needs to be provided to staff to maximise the investment in hardware. Comprehensive briefing notes for all staff, detailing communication methods and good practice, and organisational charts, will be provided with the existing internal telephone lists at future festivals.

**11.3** The LWG took the view that, in future, there may be a place for an additional piece of hardware to add one further dimension to communications on site. Email contact between managers and organisers has possibilities. Laptops could be programmed so that messages on specific topics, or with certain sensitivities, could be sent to chosen target individuals or groups, based on the decision-making audit trail. The LWG was advised that bespoke software could be written to undertake this task. The Communications Manager has been asked to investigate.

**11.4** The team, which runs the Communications Centre, as outlined in the LWG Report, is competent and the system works. For many years now, numerous communications have taken place efficiently with the Emergency Services and the Licensing Authority during festival planning and site preparation phases.

**11.5** Continuing development of safety practice in the event industry recognises that clear and effective communication is key to the safe running of an event. Despite GFL confidence in the status quo, the Chair of the LWG was asked to investigate the potential of further improvement by integrating the existing Communications Centre into a co-located Operations Control Centre with all the Emergency Services. This was addressed individually with the different Emergency Services and the Licensing Authority. Details of the proposed co-located Operations Control Centre are included in the Festivals Communication Policy, together with information about the regular meetings that occur.

**11.6** The LWG have requested the Communications Manager to review the documentation taken down by the operatives at the Communication Centre, particularly when dealing with emergencies, to ensure that the system and the practice remain both robust and secure.

## **12.0 Camping**

- 12.1** The LWG felt the existing policy of spreading the camping throughout the site added much to the uniqueness of the event. It also minimised crowd movement as many tended to camp adjacent to the areas of the festival that most interested them. The experience of 2000 showed that the camping area could cope with numbers significantly in excess of the licensed number of 100,000.
- 12.2** The Fire Brigade confirmed that the current campsite layout does not create a significant fire risk. Improvements to the designated family camping area proved very successful and GFL is committed to expand on these developments.
- 12.3** MDC Health and Safety Officials commented in the Report of Glastonbury 2000, that 'distribution was much more even, and the relocation of the bus drop off point, and better communication, clearly paid off'. The MDC Officials recommended that the licence condition on camping density be dropped, and the current quoted figure be used as guidance only - which is in line with the HSE Event Safety Guide.
- 12.4** Since a recommended figure for camping density was included in the Event Safety Guide, the ground space taken up by tents has changed with the move to pneumatic and frame tents. On reflection, both ASC and MDC were convinced that a specific camping density figure should be retained as a licence condition. MDC recommended that a higher figure per hectare was practical. GFL accept this proposal.
- 12.5** The LWG felt a significant figure was the total acreage of public camping fields on site. In 2000, there were 260 acres of public camping and 65 acres for public caravans and camper vans provided. (In 2000 the Reading Rock Festival had a licence for 55,000 and public camping area of 140 acres, which is a higher camping density). The figures above relate only to the public camping area and does not include the provision of camping space for the accommodation of performers, traders, site workers, emergency services and so on.
- 12.6** In 2002, with a public licence permitting the sale of 100,000 tickets, GFL would propose to increase the land available for public camping by including Park Home Ground as camping – i.e. the land that made up car parks W21 and W22 in 2000. This new camping area is adjacent to Pennard Hill Ground, the most densely camped area in 2000. The total public camping area will therefore be 285 acres with at least a further 65 acres for caravans and camper vans.

## **13.0 On Site Access**

- 13.1** Site layouts at other UK and European events have been carefully studied. Of particular interest was the layout of peripheral venues and the service road pattern, used at the Isle of Wight Festival in 1970, and by many other events since.
- 13.2** The nature of the site at Worthy Farm obviously does not permit the imposition of a pattern that might be instigated in a single flat field. Solutions and patterns can only be specific to the particular area of the site at Worthy Farm. The physical characteristics of the site with hedges, streams and copses demand local management knowledge to implement any changes.
- 13.3** The LWG intend to investigate further vehicular and pedestrian separation by changes to the road/access network. The intention is to phase changes in over a

three-year festival cycle, making initial changes to the road network prior to the next festival.

- 13.4** The access on site for emergency vehicles has been improved year on year. One possible further improvement could be to create a third east – west route across the north of the site. There are already three, (or arguably four), north – south routes providing plenty of options on that axis. The LWG will ask the Infrastructure Manager and the Site Manager to investigate the feasibility of such a route.
- 13.5** Currently Vehicle Gate 2 has incoming markets and performers vehicles for Acoustic, Jazz, Theatre etc up until midday on the Sunday, before it becomes exit only. ASC would prefer to reverse the flow of traffic at 8.00am, rather than at midday as has been the case in recent years. The few traders coming in on the Sunday are easily manageable. They can be directed to come in Red Route before 10.00am – after that there would be no trader vehicle access to the site until the Monday. If the Infrastructure Manager and Site Manager decide it is feasible to have an additional east - west cross site route, this could provide an option for performers and their vehicles to get from the Red Route to the venues on the east of the site, allowing vehicle gate 2 traffic to be reversed at 8.00am, as requested.
- 13.6** Separately, the LWG felt a cross site pedestrian route could ease the difficulty pedestrians have in getting from the re-sited Festival Bus Station on the west of the site to the new family camping areas on the east. This will be addressed by the Infrastructure Manager and the Site Manager.
- 13.7** The Stage Road access to the site through Gate 4 has proved invaluable, particularly in bad weather. However it is one of the areas of concern voiced by the LWG. It is on this road that there is most pedestrian traffic. Ideally pedestrians would be kept off the road, only crossing it at 90 degree, marshalled crossings. This would be difficult to manage with the current arena layout. The routing of the pedestrian traffic needs to be re-addressed.
- 13.8** The LWG felt it essential that the pedestrian space beside Woods Lane be extended into Lower Mead (the Workers Beer and Disabled Camping Compound) in light of the congestion at this point last year.
- 13.9** If the Dance Tent and New Bands Tent remain located where they were in 2000, then they are sufficiently close to the concrete road for direct access, which would help minimise traffic on site – but that would mean two more gates in the fence line, with all that this implies. The LWG will ask the Site Manager and the Security Manager, once appointed, to investigate.
- 13.10** In the interim, enforcing a vehicle curfew (as run in the Markets for the past four festivals) can be extended around the site. Vehicle movements will be restricted to between 3.00am and midday wherever possible, with the exception of emergency, security and service vehicles.
- 13.11** The LWG supports the existing GF policy of continuing to reduce on site vehicle movements when the public are on site, and when roads may have pedestrian traffic. There are many examples, such as skip lorries replacing full skips between dawn and midday, tractor teams emptying litter bins from 5.00am, and using a few wholesalers to deliver in the markets (rather than having all the food traders going

off-site to collect supplies). These have been part of a planned reduction of on site vehicle movements, which has been in place for the last five festivals.

**13.12** The decision to use Spring Field for Vehicle Gate 2 traffic in 2000 proved to be a great success, minimising the congestion on Pylle Road caused by traders' vehicles. Subject to the impact of changes developing with the separation of pedestrian and vehicle traffic, the LWG would wish to continue to use Spring Field in this way. The LWG will ask the Infrastructure Manager if the temporary metal road across this rented land could be improved by converting it to a permanent stone road.

#### **14.0 Travellers**

**14.1** Traditionally people of many different cultures and lifestyles attend and contribute hugely to the festival. Many of these are travellers. Separately, from those that are integral to the event, groups of uninvited travellers have increasingly turned up in recent years. In 2000 GFL was prosecuted for exceeding noise levels during and after the festival in the car park that those travellers inhabited.

**14.2** If uninvited travellers break down locked gates and camp in the festival car parking fields, the ASC assure us there is no action they can take to move travellers out of the field. This is because the law of trespass is a civil issue between the Promoter and the travellers. The criminal damage to gates, locks, fences and hedges is one the ASC would charge people for

**14.3** Similarly if GFL responds to the arrival of travellers causing disruption to traffic flow by permitting access to any private land, ASC are not in a position to intervene. ASC have offered to try and set up a sterile area to help deal with the worst of the problem. It is evident that different police forces respond differently to the way that they deal with travellers.

**14.4** The LWG is categorical that the festival does not want uninvited travellers on festival land in 2002. The Promoter is definite on this matter and the Event Control Team will be instructed not to deviate from that stance irrespective of pressures put on them.

**14.5** ASC made it clear they could not selectively manage access to the roads around the site to residents and appropriately authorised festival vehicle traffic only.

**14.6** However temporary traffic orders are enforced widely in everything from Edinburgh's Hogmanay celebrations to the Badminton Horse Trials and the Mardi Gras in Finsbury Park, London. The Ryder Cup was to be held this year at The Belfrey Golf Club. The LWG understand that the A446 and surrounding roads were to be closed to all traffic, except residents and accredited Ryder Cup traffic. The organisers developed this exclusion policy, in conjunction with the Police and Local Authority. The LWG understand that this exclusion policy was to be managed by the Police.

**14.7** In talking to managers at major sporting events, it is common practice for the Police to control traffic, only permitting accredited traffic through – it happens every weekend, checking tickets and segregating traffic containing rival fans at football matches. This also takes place at entertainment venues like Knebworth and the Milton Keynes Bowl.

**14.8** Much as the LWG addressed different options, the partial closure of access roads to the site, together with the pro-active use of clearways around the site, is the favoured approach. If the roads and lanes were clearways then the Local Authority would have the right to have any vehicles blocking lanes removed. The exclusion of other than accredited traffic to access roads would also be a major plank in the festival strategy in managing non ticket holders.

**14.9** In addition to the pro-active use of road closures and clearways GFL would plan to discourage travellers without tickets or passes, in advance, by informing them through informal networks that any attempt to break into festival land will be rebuffed.

**14.10** The LWG believe that the categoric statement above, together with the ASC offer to try to set up a sterile area next year should be the basis of a workable formal memorandum of understanding between GFL, ASC and MDC on the issue of non ticket holding travellers.

## **15.0 Security**

**15.1** Security on site at Glastonbury can be divided into four different categories:

- The uniformed security that police the site
- The specialist stage security
- The fence security
- The small plainclothes presence

**15.2** The LWG wish to put on record that they believe that the on site security worked exceptionally well in 2000, and there are no plans to change significantly for 2002. The criticisms and concerns were about the fence security addressed earlier in the LWG Report.

**15.3** The Security Manager, once appointed, will be charged with improving the fence security, working with the security contractors to identify protocols of reaction by the security operatives and identifying how best to work with ASC. Details of the planned improvement in security for 2002 is included in the licence application, which includes the external security review and the GFL response.

**15.4** One important issue related to security, raised by ASC at the Regulatory Board meeting reviewing GF 2000, was the topic of crime reduction. The LWG investigated crime prevention practice and considered additional options.

**15.5** Existing crime prevention practice has been divided into prior to the event and during the event.

**15.6** Prior to the event:

- Close consultation with Gordon Chisholm of ASC Crime Prevention Unit on the messages in the Fine Guide and Programme and on the contents of the Tent Security Pack.
- Writing the 'Fine Guide' - and issuing it to all ticket purchasers.

- Inclusion of the above information on GFL website, which also has a hotlink to the ASC website on crime prevention issues.
- Training of Campsite Stewards and Stewards in general.
- Issue of 'Essential Information for Traders', which includes advice on sustaining the security of the market areas.

#### 15.7 At the event:

- Provision and distribution of Tent Security Packs (approved by ASC) at the gates, together with advice on suitable camping areas.
- Distribution of car crime advice leaflet, the 'Theft in area' leaflet, and a police booklet, incorporating advice about camping securely and personal security.
- Inclusion in the GF programme of crime prevention advice and what to do in the case of a crime.
- Posters on gates advising 'antisocial behaviour will lead to expulsion'.
- The seven 'Left Luggage' Property Lockups around the site are free to festival goers.
- A bank, with cash point facilities has been on site since 1997, to cut down the amounts of cash festival goers need to carry. The bank also carries out agreed security checks before cashing cheques.
- A secure fenced Family Camping Area was provided in 2000.
- Provision of night sight equipment.
- Six Information Points provide advice about everything from detecting forged currency (and what to do about it) to providing phone numbers to report lost bank cards. Communications facilities to report crime or potential crime are available.
- Provision of twenty four hour gate staff in the markets, mobile security in the markets and campsites, site safety patrols, car park stewards and teams of trained stewards in each campsite field – with radio contact.- is all part of the crime prevention strategy.
- Campsite stewards encourage festival goers to set up local "neighbourhood watch" agreements with fellow campers.
- Provision of Securicor for traders to minimise the amount of cash held in stalls.
- Procedures ensuring liaison between Communications, Markets, Arenas, Information, Kidz Fields and Welfare to make certain found children are returned to their rightful parents/guardians.

- CCTV cameras provide information for crime prevention and crowd control. In 2000 such cameras were sited strategically covering vulnerable areas of both the site and car parks.

**15.8** Additional proposals for consideration prior to next event:

- Develop a colour code system for camping fields to be included in the site map, with notices or banners at the entrance to each camping field.
- Consider erecting Watch Towers in camping fields, and possibly a couple in the markets.
- Review GFL presence in camping fields – and car parks.
- Ensure campsite stewards do the simple things – advisory role low level e.g. if they see a festival goer counting money visibly – suggest it is done out of sight in tents.
- Erect signs in the car parks – ‘do not leave valuables in cars’.
- Issue festival goers arriving in car parks with a notice to put on the dash board ‘this car has been emptied of all valuables’.
- Improve the visibility, and signposting of lock-ups. Consider possible location of additional lock-ups.
- Review the information already available pre-festival on the internet and in the Fine Guide.
- Review the layout of paths and roadways in the camping areas.
- Assess the need for additional CCTV cameras in campsite and car parks, which will be developed in consultation with external consultants.
- Seek an early agreement on what the Festival Management Team would wish to be provided - to give the Commercial Manager time to try and seek sponsorship to cover costs.
- Investigate with Orange the possibility of a free line for valid festival goers to report people without tickets attempting to get in, committing a crime or about to commit a crime.

**15.9** Once a decision is taken on the licence, the LWG proposes an early meeting be arranged with ASC. The objectives of the meeting would be to evaluate the effectiveness of the activities undertaken in the past and to decide on what is appropriate to include in plans for a future festival. As ASC have the detail of reported crime at previous events, the expertise to combat that crime and the authority to arrest criminals, any work in this area must be in partnership with ASC.

## **16.0 Conclusion**

- 16.1** Since 1970 Glastonbury Festival has been an annual event (with a few exceptions), and without any serious incident. This is not complacency – it is fact. During the research of other organisations, looking for standards, it became evident that many in the industry across Europe view Glastonbury Festival as the benchmark in quality and safety to which they aspire. The consultancy exercise has been useful. It would have been naive to believe that there were ready-made solutions to the concerns of the LWG just waiting to be identified. The contact with other events has allowed the LWG to cherry pick what was relevant and to investigate specific aspects of other events.
- 16.2** This review has been an interesting exercise – stepping back and taking an objective look at the event and at the organisation, which have grown over the years. Much of the research and debate reinforced the existing practice at Glastonbury Festival. However there will be key changes emanating from this review and from the recommendations of the external security review (See Appendix 12).
- 16.3** The LWG proposes that in future, separately from the on going internal annual review, that one or two areas are reviewed in depth each year – and that outside agencies and specialists are involved.
- 16.4** GFL management team will continue to learn from the experiences of other events. They will encourage and actively participate in the national and international sharing of experience, knowledge and expertise – and in the development of new and effective strategies to ensure public safety.

## **References**

The following reference and information sources have been used in undertaking this review:

The Event Safety Guide; HMSO 1999 ISBN 0 7176 2453 6

Managing Crowds Safely; HMSO 2000 ISBN 0 7176 1834 X

Roskilde Police report on the accident at Roskilde Festival on 30<sup>th</sup> June 2000

The Crowdsafe Database; Crowd Management Strategies, Chicago

Rock Festival Safety; Ministry of Culture, Denmark

The various reports and documents produced for Mendip District Council over the last 5 years by Glastonbury Festivals Ltd. to support aspects of licence applications.