

**SUNDERLAND STADIUM OF LIGHT – RESTRICTION ON GENERAL  
SAFETY CERTIFICATE**

**Report of the Deputy Chief Executive**

**1.0 PURPOSE OF THE REPORT**

- 1.1 The purpose of this report is to recommend to Committee that a limit be imposed upon the number of tickets made available by Sunderland Association Football Club to the visiting fans of Manchester City and West Ham United for the fixtures on Wednesday 26 December 2012 and Saturday 12 January 2013 respectively.

**2.0 BACKGROUND**

- 2.1 The Safety of Sports Grounds Act 1975 requires that the General Safety Certificate contains a safe capacity relating to the maximum number of spectators permitted to enter the stadium for the specified activity.
- 2.2 The setting of that capacity involves assessment both of the design and physical conditions of the stadium together with the Club's ground safety management structure.
- 2.3 Since the advent of the "all seated" stadia which came about as a direct result of the recommendations made by Lord Justice Taylor into the Hillsborough Disaster, an emerging trend for fans, particularly those of visiting teams, to stand in seated areas has been noted.
- 2.4 This action of fans standing in seated areas is recognised as a major safety concern as it introduces the risk of injury to spectators and others from falls, surging and crushing.
- 2.5 The ability of the Club to manage the crowd, and access into the crowd by Police, Ambulance Service or St Johns is severely affected due to the blocking of stairways, gangways and vomitories.
- 2.6 The action also impacts upon customer care as spectators behind standing fans have no alternative but to do likewise whether they wish to stand or not.
- 2.7 The Sports Grounds Safety Authority (formerly the Football Licensing Authority) recognises the problem and in August 2002 together with other representative bodies within Association Football produced a document "Standing in Seated Areas at Football Grounds" outlining the

problems associated with such action. The document is reviewed by all co-signatories at stocktaking meetings held every 6 months.

- 2.8 In 2005 the Chief Executive of the former Football Licensing Authority wrote to all Chief Executives of Certifying Authorities reminding them of their roles and responsibilities in respect of fans standing in seated areas and requesting that they instruct Safety Advisory Groups to take up the issue. This instruction was repeated in 2008 due to an increase in the scale of the problem.
- 2.9 In 2009 Crowd Dynamics, a consultancy specialising in safety and crowd behaviour was commissioned by the Premier League to conduct a study into the safety issues arising from fans standing in seated areas.
- 2.10 The resulting report stated that progressive crowd collapse is not possible if the crowd is all seated and only standing at moments of excitement. However it said that a standing crowd jumping in excitement carries a higher risk of a progressive crowd collapse and that aggravating factors such as the rake of the deck and whether the crowd is dynamic or stable will significantly affect the likelihood of progressive crowd collapse.
- 2.11 The report went on to say that “the impact of this can be significant and as such, standing in seated areas must be regarded as a significant risk.”
- 2.12 The General Safety Certificate issued to the Club under the safety of Sports Grounds Act 1975 states in Condition 4 “The Holder (Club) shall retain control over the whole or each part of the sports ground and shall take all necessary precautions for the reasonable safety of spectators admitted to the sports ground. The responsibility for the safety of the spectators at the sports ground lies at all times with the Holder, who shall produce a written statement of Safety Policy”.
- 2.13 The Club’s own Ground Regulation 13 states that “Nobody may stand in any seating area whilst play is in progress. Persistent standing in seated areas whilst play is in progress is strictly forbidden and may result in ejection from the ground”.
- 2.14 At the beginning of season 2003/2004 the former Football Licensing Authority introduced a proforma to be completed by football club safety officers throughout the Premier and Football Leagues recording the behaviour of both home and visiting fans. The recording of this information is now carried out by the Premier League.
- 2.15 The data built up from that reporting procedure and from information recorded by the council’s building control team from match day inspections has identified standing in seated areas as a trend by the visiting fans of a number of clubs including those of Manchester City and West Ham United.

2.16 The monitoring process will continue through the season 2012/2013 and the information received on the behaviour of the fans will be used to supplement information already held by the Council.

2.17 Committee will recall that at a number of previous meetings approval was given to set limits for the same reasons on visiting fans for fixtures against Clubs including West Ham United, Leeds United, Cardiff City, Aston Villa, Manchester United, Manchester City, Sheffield Wednesday, Liverpool and Newcastle United.

### 3.0 PROPOSALS

3.1 Safety management plans for the fixtures were received from Sunderland Football Club on 6 November 2012. After examination of the plans and discussions between the Club and Northumbria Police it has been agreed that in an effort to manage the likelihood of fans standing in seated areas, the maximum number of visiting fans for the fixtures should be set at 2200 for Manchester City and 2800 for West Ham United.

3.2 The number of visiting fans is set at a level which the Club through their safety management plans feel confident in being able to observe safety concerns and to carry out enforcement of Ground Regulation 13.

3.3 Details of the plans and the recommendation of Committee will be reported to the Safety Advisory Group at its next meeting.

### 4.0 RECOMMENDATIONS

4.1 Committee is recommended:

- 1) To approve the setting of a limit of 2200 visiting fans for the fixture with Manchester City on Wednesday 26 December 2012 and 2800 visiting fans for the fixture with West Ham United on Saturday 12 January 2013 on the grounds of authorising the Club to take all necessary precautions for the reasonable safety of spectators at these games as per Condition 4.
- 2) To authorise the Deputy Chief Executive to follow such procedure and issue such notice needed to obtain compliance with the proposed restriction.

**Background papers**

Sunderland Stadium of Light General Safety Certificate

Former Football Licensing Authority document "Standing in Seated Areas at Football Grounds"

Crowd Dynamics report

Letters dated 8 April 2005 and 28 April 2008 from Chief Executive of former Football Licensing Authority to Chief Executives of Certifying Authorities