



INTERPOL

# PROJECT STADIA

*Safe & Secure Major Events*

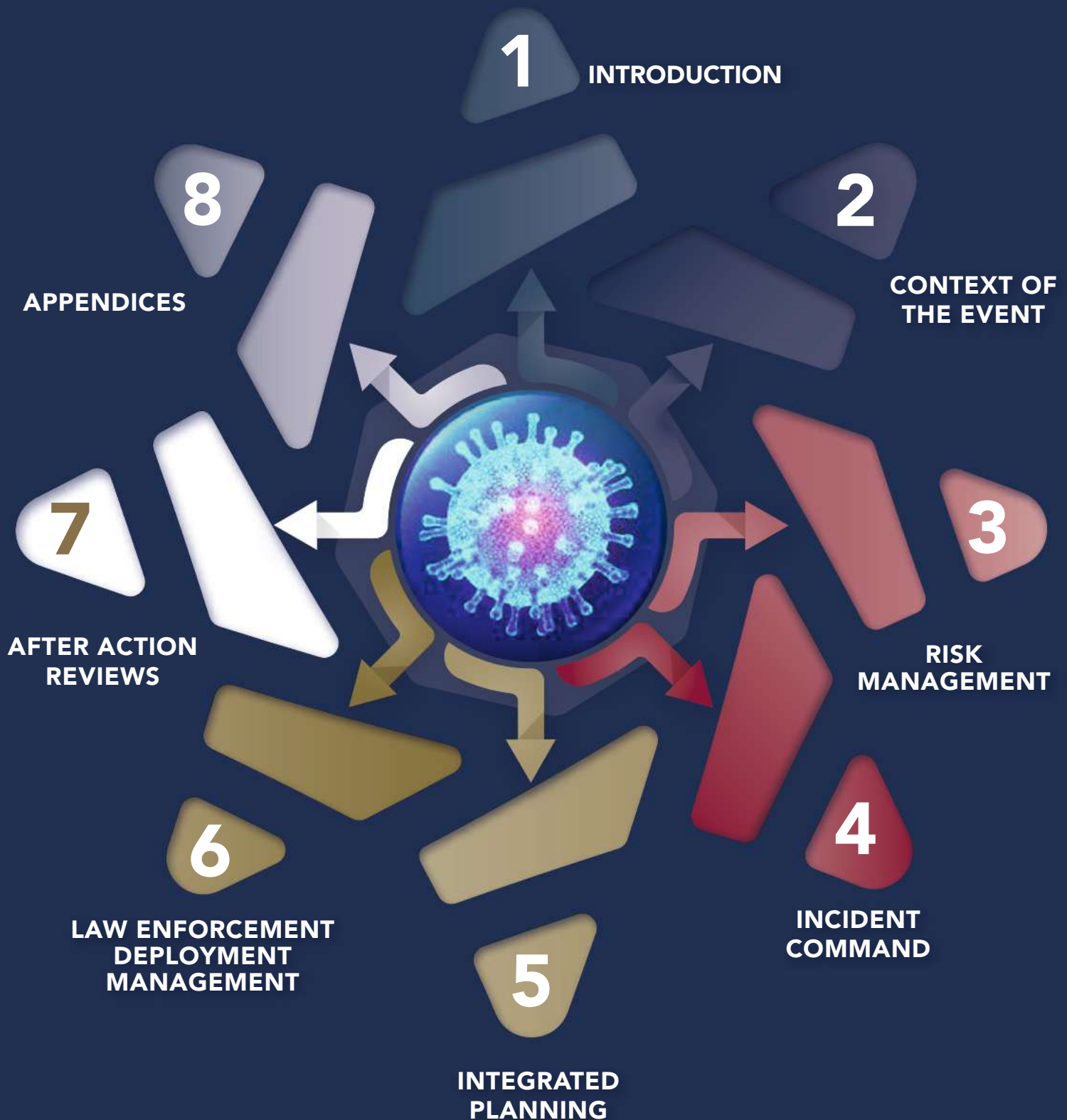
## INTERPOL GUIDANCE FOR MANAGING MAJOR EVENT PUBLIC HEALTH RISK



First Edition  
April 2022



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# Foreword



The years 2020 and 2021 have brought unprecedented challenges for law enforcement as we have had to react to the uncertainties presented by COVID-19. Addressing public health concerns has now been added to our major event risk assessment process, not replacing or lessening the work required to secure a major event. As we are encouraged to undertake more professional and personal international travel, public health concerns may prove to re-appear and affect the manner in which we secure major events in the future.

We at INTERPOL's Project Stadia focus our efforts on assisting law enforcement when planning and executing safety and security arrangements for major events. The past two years have shown us we may need to regularly expand our risk assessment process to include public health concerns. We have developed this guide after contacting over 50 contributing experts and organizations through interviews, hosting webinars, surveys and questionnaires. Our experts have experienced COVID-19 on the front lines while securing major events in their countries. They have had to determine the best methods for incorporating local and national health advice into their risk assessments for their events. They have also discussed with us a need to continue the public health risk mitigation process well after the COVID-19 period.

During this pandemic, law enforcement has been continually reviewing and adjusting their sanitary practices and risk assessments for major events with regard to officer safety, increasing spectator numbers and frustration, bubble approaches for event health safety, and communications within the organization and with the public. There have also been lessons learned for event security when reviewing recent approaches to managing protests during the pandemic.

There have been many law enforcement officers within our 195 INTERPOL member countries that have lost their lives due to this pandemic. Tragically, some countries have lost hundreds of officers. We remember their sacrifices and hope to learn lessons from how this pandemic affected our community. This guide has



been developed to support law enforcement agencies (LEAs) to better identify, analyse, evaluate and manage the risks posed by pandemics or other public health crises during future major events.

As Project Stadia continues with its objective to support Qatar's safety and security preparations for the 2022 FIFA World Cup™, we encourage all within our major event security community to review this guide and incorporate threats to public health in your risk assessment development. COVID-19 will not be our last global public health concern. Comprehensive preparation is one of our best tools to securing a major event. Best wishes for the security of your next events.

**Falah Al-Dosari**

Senior Manager  
INTERPOL Project Stadia



# 1. Introduction

## 1.1 Project Stadia

Project Stadia was established by INTERPOL in 2012 and funded by Qatar to create a Centre of Excellence to support INTERPOL member countries in planning and executing safety and security arrangements for major events. Project Stadia has three main objectives:

- To support Qatar's safety and security preparations for the 2022 FIFA World Cup™
- To support all INTERPOL member countries involved in planning and delivering major event safety and security arrangements
- To leave a legacy for the world's law enforcement community from Qatar's hosting of the 2022 FIFA World Cup™

## 1.2 INTERPOL-Stadia Pandemic Project (ISPP)

ISPP was created for sport governing associations, leagues, major event organisers, contributing experts and law enforcement to share their experiences concerning their efforts during the current COVID-19 pandemic and from previous public health experiences. The goal of this project is to create a space where major event organizers and law enforcement officials share information that can assist in current and future deliberations for their own major events. The INTERPOL guidance, *INTERPOL Guidance for Managing Major Event Public Health Risk*, is intended to support LEAs to identify, analyse, evaluate and manage the risks posed by pandemics and other public health threats on future major events.

## 1.3 About this Guide

This Guide is intended to support LEA professionals and event organizers in the planning, management and command of major events or operations within a COVID-19 or other public health threat environment. The guide has been supported by INTERPOL Stadia Pandemic Project (ISPP) data research, working groups, a review of international reference and the professional advice from a team of police, private sector, event managers, public health experts and academics. A list of contributors appears in Appendix A. The ISPP research and production of this guide reflects the spirit of international police cooperation and declared intent to communicate, coordinate and collaborate with the private sector, event managers, host countries and the diverse range of stakeholders for each event in an integrated and interoperable manner.





*“In planning for the Euros our security organising group had to carefully consider all plans to enable international spectators to travel and attend the stadium. International liaison and cooperation is important in managing visiting fans. Effective messaging through all forms supports in developing cooperation with COVID-19 measures.”*

**Filiberto Mastrapasqua**

Superintendent - Italy

#### 1.4 Status of the Guide

The Guide does not replace existing doctrine, constitutional or legal frameworks that inform requirements, obligations or advice on achieving safety, security and service at major events. It is intended to offer practical and evidenced-based advice, drawn from the experience and learning from the current COVID-19 pandemic. The Guide should be considered and used to augment strategies, policies, plans and procedures, developed to support LEAs in the policing of major events or operations within a COVID-19 or other pandemic or public health threat landscape.

#### 1.5 Structure of the Guide

The Guide is set out to follow a systematic and logical process that considers the lifecycle of an event or operation through clearly defined phases of:

- Considering the context of the event
- Integrating public health threats into an all threats and hazards approach to risk management
- Developing an effective incident command structure that integrates, and is interoperable with, other agencies and stakeholders
- Planning and identifying COVID-19/public health risk management measures into policies, strategies, plans and contingencies
- Deploying effective COVID-19/public health measures into a broader event concept of operations
- Reviewing implementation and adapting the COVID-19 strategy for future major events



*“A thorough understanding of the event context is essential in developing effective strategies, tactics and plans to minimize COVID-19 or other Pandemic risks to Safety, Security, and Service”.*



## 2. Context of the Event

### KEY CONSIDERATIONS:

- Identify event organisers / lead agency •

- Establish a multi-agency approach •

- Identify an event schedule •

- Develop a crowd /spectator profile •

- Consider international, national or local impact •

- Identify all stakeholders •

- Understand prevailing public health factors •



## 2. Context of the Event

### 2.1 Context of the Event

Understanding the context of the event or operation within a COVID-19 or other public health threat environment is the first step in the event cycle. The context of the event is unique to each operation.

Assessing the scope, scale and complexity will support LEAs and commanders to better assess the impact upon core policing services and the level of additional capability and capacity required to plan, manage and command the event.

### 2.2 Event Organisers and Lead Agencies

International major sporting events will have an organising body such as FIFA or the International Olympic Committee. Planning for such major sporting events will take place over several years. The host country in bidding for such an event has a legal obligation to deploy personnel and resources to ensure safety and security<sup>1</sup> at an event.

*“The integration of health protocols alongside safety and security is important as the additional focus on COVID-19 health can impact upon other operational requirements.”*

**Julian Pontes**

Coronel, Coordenador Geral do Centro Integrado de Comando e Controle - Brazil



**Figure 2.2**

**FIFA Stadium Safety and Security Regulations**

The principles of major events can be applied to any event of any size and nature. Identifying the event organiser, organising committee or agency with responsibility for the event is paramount. Building upon this, LEAs should identify other host country-host city local authorities, agencies, functions and service providers who will be required to support the event. Developing the

<sup>1</sup>

<https://digitalhub.fifa.com/m/682f5864d03a756b/original/xycg4m3h1r1zudk7rnkb-pdf.pdf>



## 2. Context of the Event

capability and capacity to incorporate public health and medical advice into all aspects of event management, within a multi-agency approach, is essential. Additionally, roles and responsibilities for each agency should be established.

### 2.3 Safety, Security and Service

Host countries provide a commitment to deliver an integrated approach to safety, security and service.<sup>2</sup> Considering the three pillars is an essential element of event management and incident command. These principles should be considered as the foundations for any event. The definitions from the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (also known as the Saint-Denis Convention, reference CETS No 218) are the only legally-binding international instrument in this field. It calls for an integrated, multi-agency and balanced approach towards safety, security and service, based upon an ethos of effective local, national and international partnerships and co-operation. They are outlined below:

- **Safety measures** shall mean any measure designed and implemented with the primary aim of protecting the health and well-being of individuals and groups.
- **Security measures** shall mean any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any violence or other criminal activity.
- **Service measures** shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated and welcome.

These constitute the three pillars covered by the Council of Europe Convention (the Saint-Denis Convention) and further detailed by its Recommendation Rec(2021)1<sup>3</sup> through a set of good practices based on the experience accumulated over the last four decades.

<sup>2</sup> <https://www.coe.int/en/web/sport/safety-security-and-service-approach-convention>

<sup>3</sup> <https://www.coe.int/en/web/sport/recommendation-2021-1>



## 2. Context of the Event

### 2.4 MULTI-AGENCY APPROACH

*“Our planning was coordinated through a multi-agency approach. Local authority, health and additional medical provisions were integrated into our command and control structure and stadium control room.”*

**Antonio Lopez Garcia**  
Spanish National Police – Spain

The same Council of Europe Convention provides the following legal definitions on this topic:

- **Integrated approach** shall mean recognition that, irrespective of their primary purpose, safety, security and service measures at football matches and other sports events invariably overlap, are interrelated in terms of impact, need to be balanced and cannot be designed or implemented in isolation.
- **Multi-agency integrated approach** shall mean recognition that the roles and actions of each agency involved in football or other sports planning and operational activities must be co-ordinated, complementary, proportionate and designed and implemented as part of a comprehensive safety, security and service strategy.
- **A multi-agency approach** to identifying the context for each event will assist event organisers and planners in capturing relevant information. The planning, management and command of events and operations through the recent COVID-19 pandemic highlighted the benefits of early engagement and consultation throughout the event cycle. A list of stakeholders for an event is outlined below (not exhaustive)<sup>4</sup>:



## 2. Context of the Event



### 2.5 Event Schedule and Crowd Profile

Each event will have its own event schedule and crowd profile. These will support in establishing the event context. Understanding the details of these items will support in identifying potential biosafety or pandemic risks. A holistic approach that considers the wider impact upon the host country - host city - host venue should be adopted.



2. Context of the Event

EVENT PROFILE	CROWD PROFILE
• Date and times •	• International, national and local •
• Key location (s) •	• Crowd demographics •
• Type of event (s) •	• Background demand (persons in the area but not attending the event) •
• Indoor / outdoor •	• VIPs / dignitaries •
• Linked events •	• Linked events •
• Spectators / no spectators •	• Event flow / spectator journey •
• Capacity and ticketing •	• Local community •

2.6 Understand the Public Health Context

When planning for future major events it is important to consider the impact of low probability - high consequence biosafety hazards on public safety. Coordination with the World Health Organisation (WHO)<sup>5</sup> and national public health agencies is a key requirement. The WHO has provided key planning recommendations for mass gatherings in the context of the current COVID-19 outbreak<sup>6</sup>. This below referenced footnote document provides valuable information and a useful source of reference. In summary, LEAs and the multi-agency stakeholders should consider:

- Normative context and epidemiological situation in which the event takes place
- Evaluation of risk factors associated with the event
- Capacity to apply prevention and control measures

5 <https://www.who.int/emergencies/diseases/novel-coronavirus-2019>

6 <https://www.who.int/publications/i/item/10665-332235>





2. Context of the Event

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*“COVID-19 risk assessments should consider COVID-19 amongst other hazards. Events need to be re-imagined regarding space, time, capacities and densities. Risk management should prioritise threats and hazards and seek to implement proportionate mitigation. It is imperative that the evaluation of risk should be the responsibility of all agencies working together.”*

**Pascal Viot**

Institut Suisse de Sécurité Urbaine  
et Événementielle (ISSUE)



# 3. Risk Management

## KEY CONSIDERATIONS:

- Multi-agency risk management •
- Specific COVID-19 / public health or pandemic risk assessment •
- WHO guidance on COVID-19 risk management •
- All threats and hazards approach to risk management •
- ISO 31000 •
- COVID-19 / biosafety committee •
- Dynamic risk assessment •



### 3.1 Multi-Agency Risk Assessment

Adopting an integrated approach to risk management will ensure that all stakeholders are consulted and play a role in identifying, analysing and evaluating threats and hazards to an event in a systematic manner.

Effective risk management requires competent personnel and dedicated resources. Risk management should be a key underpinning element to event planning and management.



Figure 3.1 Compliments of Qatar Supreme Committee

### 3.2 Need for a COVID-19 Risk Assessment

When planning for an event or operation where COVID-19 or other public health hazards are present, a two-phase process should be considered:

1. Identifying the specific COVID-19 or other public health risks to, or from, the event to support in approval or licensing for the event to take place
2. Incorporating COVID-19 or other public health hazards into an integrated risk management approach

World Health Organisation or host country national public health information can be considered in analysing and evaluating COVID-19 or other pandemic impact factors.

LEAs and event organisers can benefit from the *WHO COVID-19 Risk Assessment Tool*<sup>7</sup> to assess the level of COVID-19 risks associated with the event.

7

<https://www.who.int/publications/i/item/10665-333185>



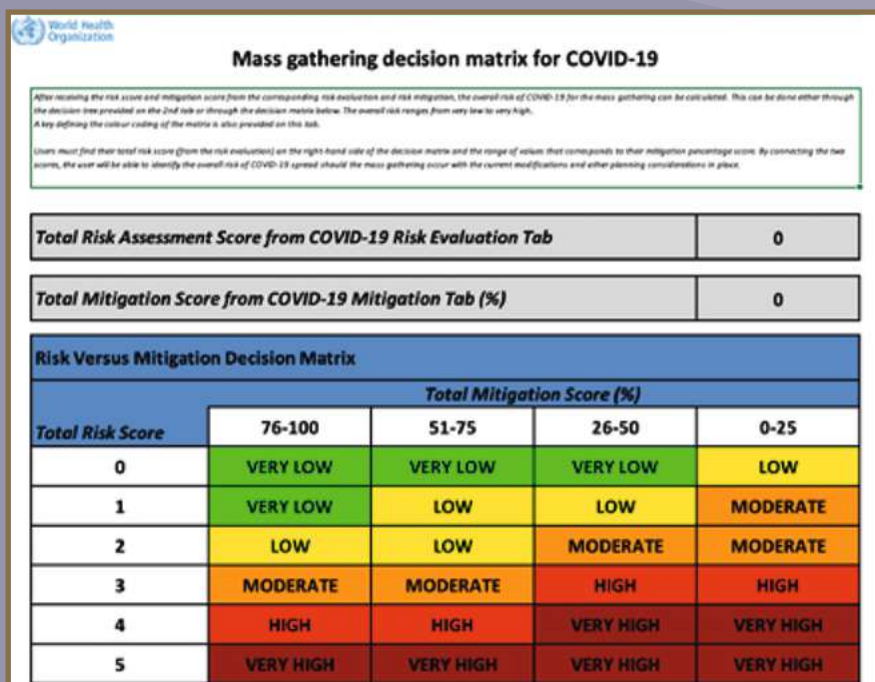


Figure 3.2 WHO COVID-19 Risk Assessment Tool Decision Matrix.

### 3.3 COVID-19 or other Public Health Considerations

The public health context for the event will inform the risk relating to COVID-19 or other public health factors; impact factors may include:

- Prevailing COVID-19 or public health data in the host country- host city
- Whether transmission levels are falling or rising internationally, nationally, or locally
- Current COVID-19 or public health restrictions
- Status in countries of visiting teams, participants, and spectators
- The capability and capacity for the host country to deploy proportionate measures

### 3.4 All Threats and Hazards Approach

Having considered the COVID-19 or other public health risks and determined that the event can proceed, it is important to adopt an approach that considers all threats and hazards relating to, or from, the event. This will ensure a coordinated focus to minimise risks to safety, security and service to an acceptable level. The following definitions have been adopted from the *Project Stadia Risk Management Challenges for International Sporting Events*.<sup>8</sup>

<sup>8</sup> Project Stadia -Risk Management Challenges for International Sporting Events <https://connect.ncs4.usm.edu/training/international/interpol>



### 3. Risk Management

**Threat** - any human action, whether intentional or accidental, which is likely to cause damage or danger. Intentional threats involve volition, which will cause the threat to evolve and increase the likelihood of success.

**Hazard** – any force of nature or system failure which is likely to cause damage or danger. Hazards, unlike threats, do not involve volition and can happen without human interaction. Understanding the context of the event will support in identifying, analysing and evaluating threats and hazards. A specific threat assessment document should be considered for each event and operation. Such an assessment can be developed by the relevant national or local police, through the establishment of an event intelligence management function. Such a document should be produced in a format that can be shared across all agencies. A 'dare to share' approach is advocated. The threat assessment should be an ongoing and dynamic process. By adopting a systematic and dynamic approach proportionate and flexible mitigation measures can be considered, prioritised and deployed. The range of threats and hazards is wide ranging and can include:

- Biosafety hazards (COVID-19 / pandemic)
- Terrorism (international / national)
- Serious and organised crime
- Disorder / antisocial behaviour
- Direct action / disruptive protest
- Crowd management challenges
- Crowd control challenges
- Transport disruption
- Fire
- Structure collapse
- Loss of services
- Cyber
- Extreme weather / environmental



### 3.5 Risk Management Methodology

This guide does not seek to replicate risk management practices relating to the legal framework of the host country. However, LEAs and planners have a legal obligation to assess risk and to prepare preventative measures to minimise risks. Adopting an effective risk management framework to plan, manage and command the event will support in this obligation.

### 3.6 ISO 31000

The ISO 31000 Risk Management Process is a systematic process that police commanders and event management leaders may use to contextualize, identify, analyse, evaluate, and treat risks. This requires stakeholders to work together to identify, prioritize, and mitigate the potential risk effects.

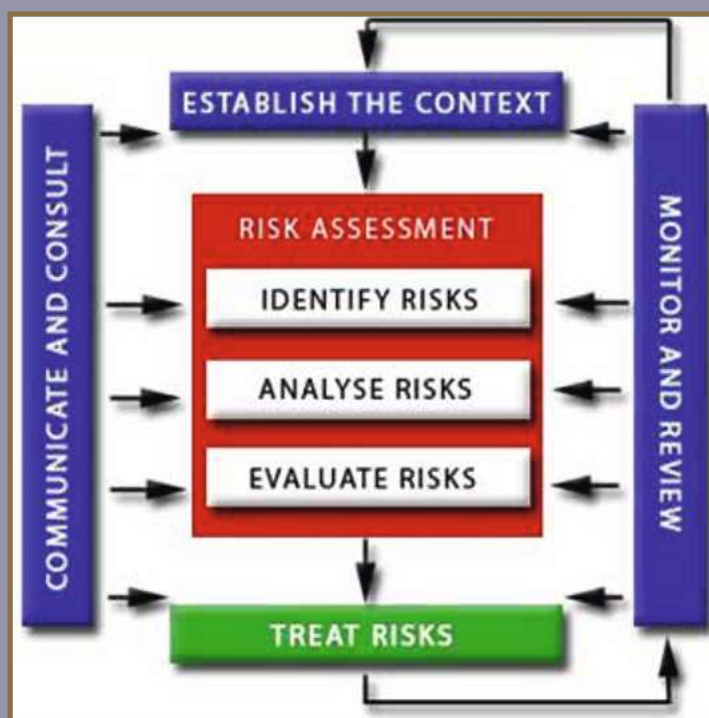
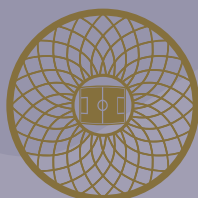


Figure 3.6 The ISO 31000- Risk Management Model



*An effective Incident Command System (ICS) that integrates, and is interoperable with, event management structures is an essential element in the planning, management and command of an event.*





# 4. Incident Command

## KEY CONSIDERATIONS:

- Establish an Incident Command System (ICS) •
- Command, Control, Coordination, Communication & Information (C4i) •
  - Strategic, tactical and operational •
  - Multi-agency interoperability •
- Incorporating public health advice and management •
- Deploying a COVID-19 command staff / COVID-19 Liaison Officer function •
  - Capability and capacity •
  - Roles and responsibilities •



## 4. Incident Command

### 4.1 Incident Command Systems

The management, command and deployment of LEA and emergency responders requires the establishment of an effective Incident Command System (ICS).

Experience shows that when managing the risks to events presented by COVID-19, an integrated and interoperable approach is required. The establishment and deployment of an effective ICS throughout the lifecycle of an event is essential.

*“We considered the COVID-19 risks to our Incident Command System with significant mitigation measures being deployed to ensure the capability and resilience of our command staff. This included reducing the number of staff in command posts, deploying a specific COVID-19 safety officer and increasing space within command facilities.”*

**Eric Lee**

Los Angeles Police Department (USA) Major Incident Response Team

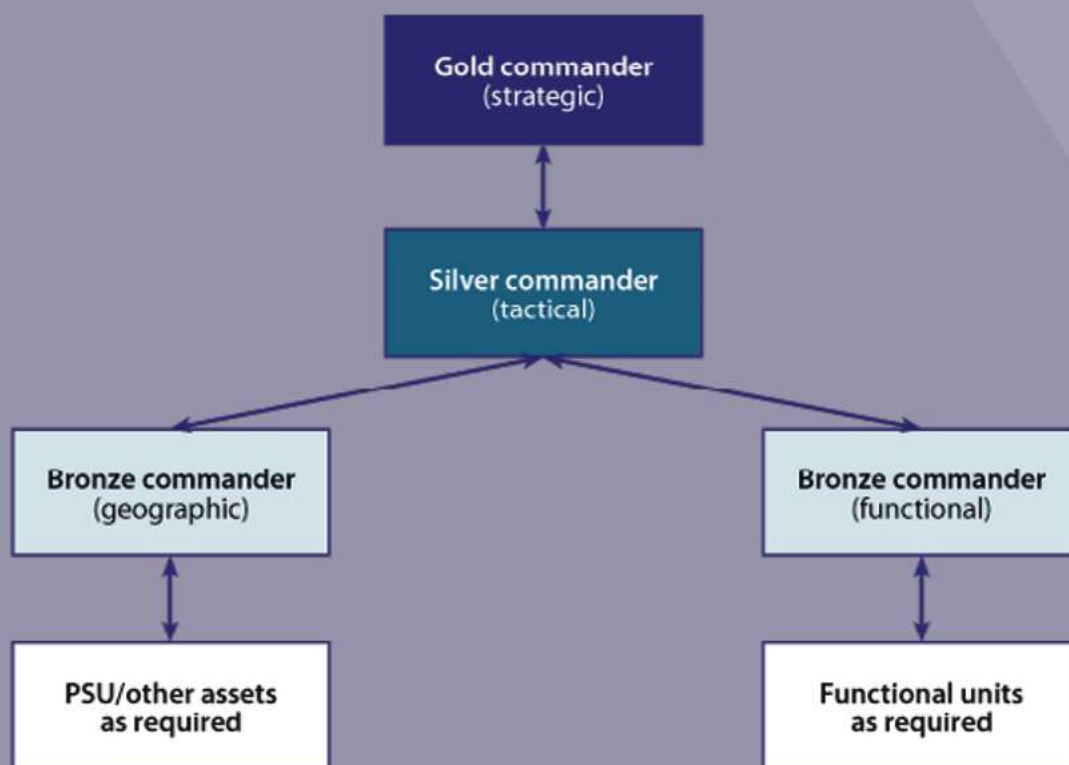
### 4.2 Command, Control, Coordination, Communication and Information

The objective of an effective ICS is to enable the Command, Control, Coordination, Communication, and Information (C4i) provision across the event or operation. This guide does not seek to prescribe an ICS structure for the management of COVID-19 or other public health risks. Host countries should adopt and adapt their existing ICS systems, ensuring that it integrates and is interoperable with other agencies, including those who manage public health contingencies. For major international events, national coordination and international police cooperation will be required. Further information and examples of international ICS systems can be found at:

- <https://www.app.college.police.uk/app-content/operations/command-and-control/>
- [https://www.fema.gov/sites/default/files/2020-07/fema\\_nims\\_doctrine-2017.pdf](https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf)
- [https://www.anzpaa.org.au/publications/general#iccs\\_plus](https://www.anzpaa.org.au/publications/general#iccs_plus)



## 4. Incident Command



| **Figure 4.2** UK College of Policing, Approved Professional Practice – Command

### 4.3 Strategic, Tactical and Operational

The United Kingdom's ICS operates at the strategic, tactical and operational levels. These are sometimes referred to as Gold, Silver and Bronze. Other countries adopt similar ICS structures categorized at strategic, operational and tactical levels. In managing COVID-19 or other public health risks, consideration should be given to identifying a specific commander / specialist advisor responsible for coordinating public health or medical guidance to support in managing and minimizing biosafety hazards. Such advice should be available to support in strategic development and policy, development of plans and contingencies, and to support operational deployments. The specialist nature and knowledge required of this role may be best provided by a competent safety advisor or healthcare professional or creation of a COVID-19, Biosafety Liaison Officer role.



## 4. Incident Command

### 4.4 Event Management and COVID-19

*“Going forward it is essential that we develop human capital to enable law enforcement and the private sector to deliver safe and secure events. Staff will need to keep service and fan experience at the forefront of planning.”*

**Christopher J. Kinnan**

Associate Director and Co-Founder,  
Innovation Institute for Fan Experience (IIFX)

Event management within stadiums and venues is normally discharged by private sector managers who are occupationally competent. Recent guidance in the UK Sports Grounds Safety Authority (SGSA)<sup>9</sup> introduces the role of a COVID-19 Liaison Officer. This role is part of the event management structure and will be responsible for the management of biosafety policies & procedures.

### 4.5 Incident Command and Event Management

The integration of ICS structures and event management is a key feature in minimizing risks to COVID-19 or other public health risks and in ensuring safety, security and service at events. In general terms the responsibilities within the stadium or venue lie with private sector event managers, operating at a strategic, tactical, and operational level. A broad outline of the levels of LEA / private sector management and supervision is outlined below:



4. Incident Command

Level Of Responsibility	Police (Ics)	Event Management
Strategic	Gold	Chief Executive
Tactical	Silver	Safety Officer
Operational	Bronze	Team Leader / Supervisor

Figure 4.5a United Kingdom ICS & Event Management Illustration

Key components of managing COVID-19 / safety, security and service within a stadium or venue include:

- Stadium Safety, Security and Service Policy
- Competent Event Management Structure
- Stadium or Venue Operational Handbook
- Specific Event Management Plan

Police commanders should consult with stadium or venue event managers at the start of the planning phase for an event. It is important that a positive attitude and commitment to developing and defining effective structures are established and maintained. A multi-agency approach that is founded in cooperation, consultation, and collaboration, through planning, management, and command, involving all stakeholders should always be a key objective. COVID-19 /public health guidance and measures should be considered through all policies and plans. COVID-19 /public health measures should not be developed or considered in isolation. It is essential that LEA strategies and plans are developed alongside stadium event management plans through an integrated planning process. The LEA ICS should integrate with the event safety management structure. The SGSA has recently provided a sample chain of command and communications structure for a medium to large venue, illustrated below<sup>10</sup>:



4. Incident Command

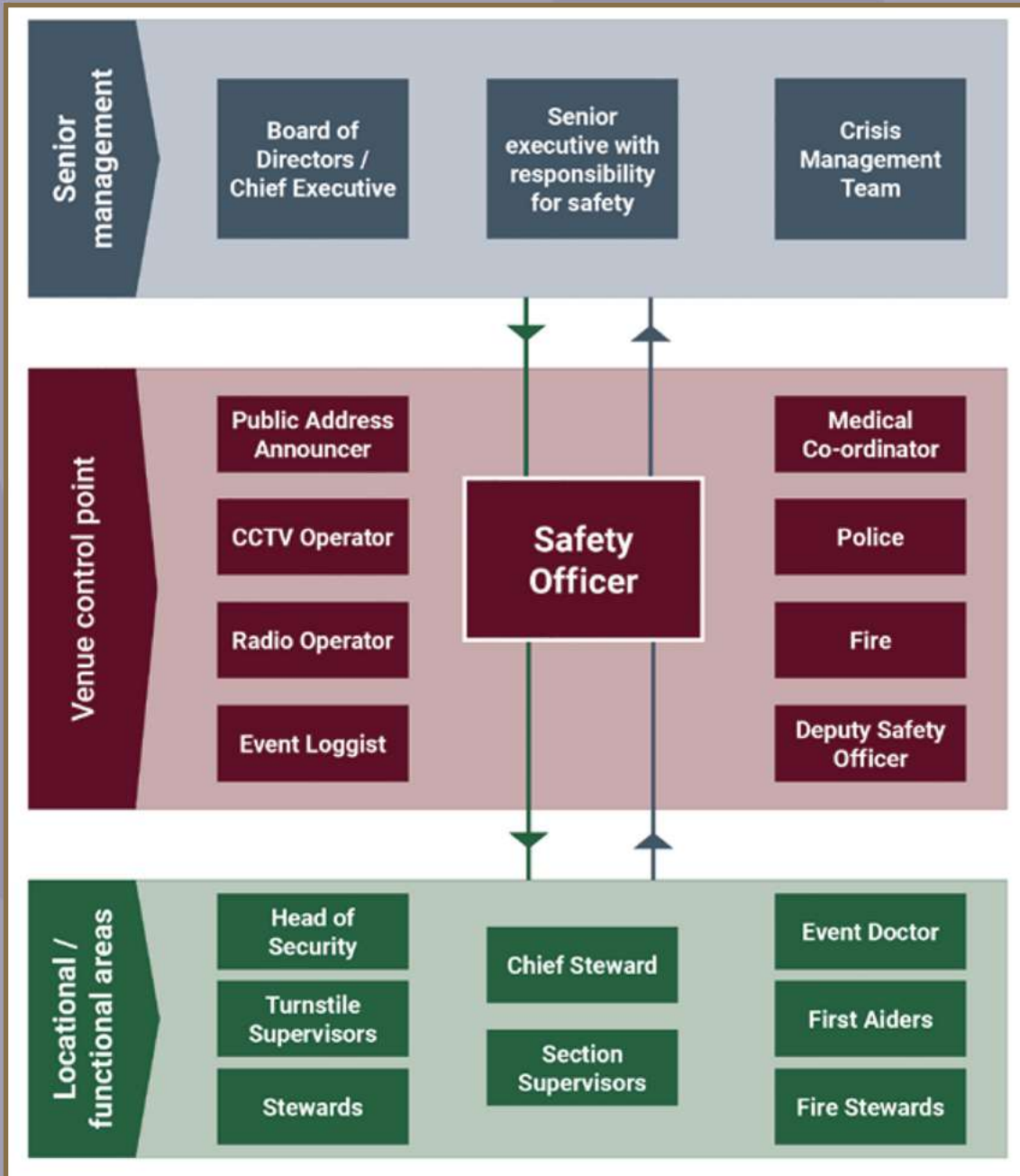


Figure 4.5b SGSA Event Safety Management Structure



4. Incident Command

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*“Integrated planning between all agencies is necessary to integrate COVID-19 or other public health measures into policies, strategies, plans and contingencies for an event. Plans should be quality assured and tested before activation”.*



**INTEGRATED PLANNING**





# 5. Integrated Planning

## KEY CONSIDERATIONS:

- Establish a competent LEA planning team and link to ICS •

- Integrate with multi-agency planning •

- Incorporate public health / medical services •

- Embed COVID-19 / public health mitigation measures into policies, strategies, plans and contingencies •

- Develop plans for no spectators, reduced and full capacity events •

- Consider wider host country - host city impact factors •

- Enhanced consultation and communication •



## 5. Integrated Planning

### 5.1 Incident Command Structure and Integrated Planning

Developing the capability and capacity to enable effective integrated planning as part of the event ICS should be a key priority.

Planning for events and operations should follow existing and recognized LEA structures and processes. It is important that the impact of COVID-19 or other public health factors are integrated into a holistic approach to planning, testing and assurance to ensure that policies, strategies, plans, and contingencies mitigate, manage, and minimize the impact of biosafety hazards to an acceptable level.

Establishing the capability and capacity to enable coordinated planning should be an early priority in supporting effective event management. The LEA planning team will support the LEA ICS at strategic, tactical and operational levels. Experience shows that a senior officer should be appointed to lead the planning team. It should be recognised that for major events, planning may commence months or sometimes years before the event takes place. For smaller events or operations, planning capability should be flexible and scalable, informed by the context of the event and risk management process.

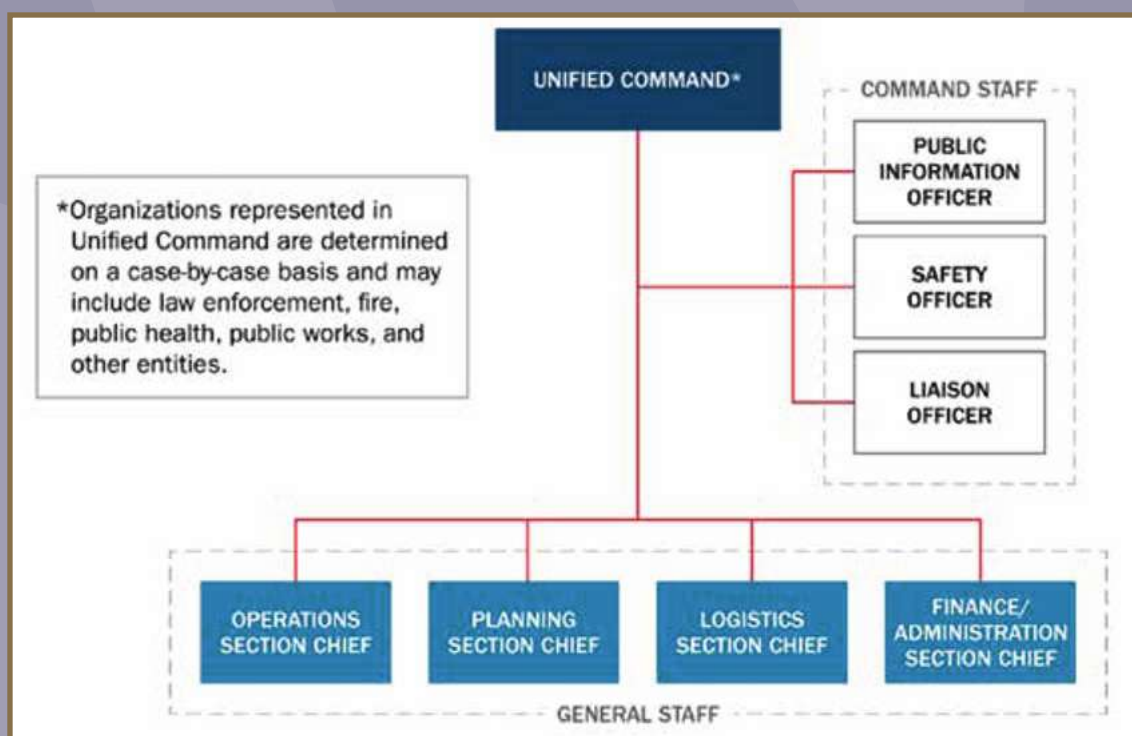


Figure 5.1 USA-NIMS- ICS Organisation



## 5.2 Integrating LEA Planning into a Multi-Agency Approach

With all aspects of event management, it is recommended that integration with all stakeholders involve a multi-agency approach. The broad intention should be to:<sup>11</sup>

- Coordinate safety, security and service COVID-19 / public health measures
- Coordinate COVID-19 / public health planning and assurance
- Coordinate the approach to events and operations throughout the event flow and spectator journey

These principles reflect the Council of Europe's integrated approach to safety, security and service at football and other sporting events as advocated by the Saint-Denis Convention.

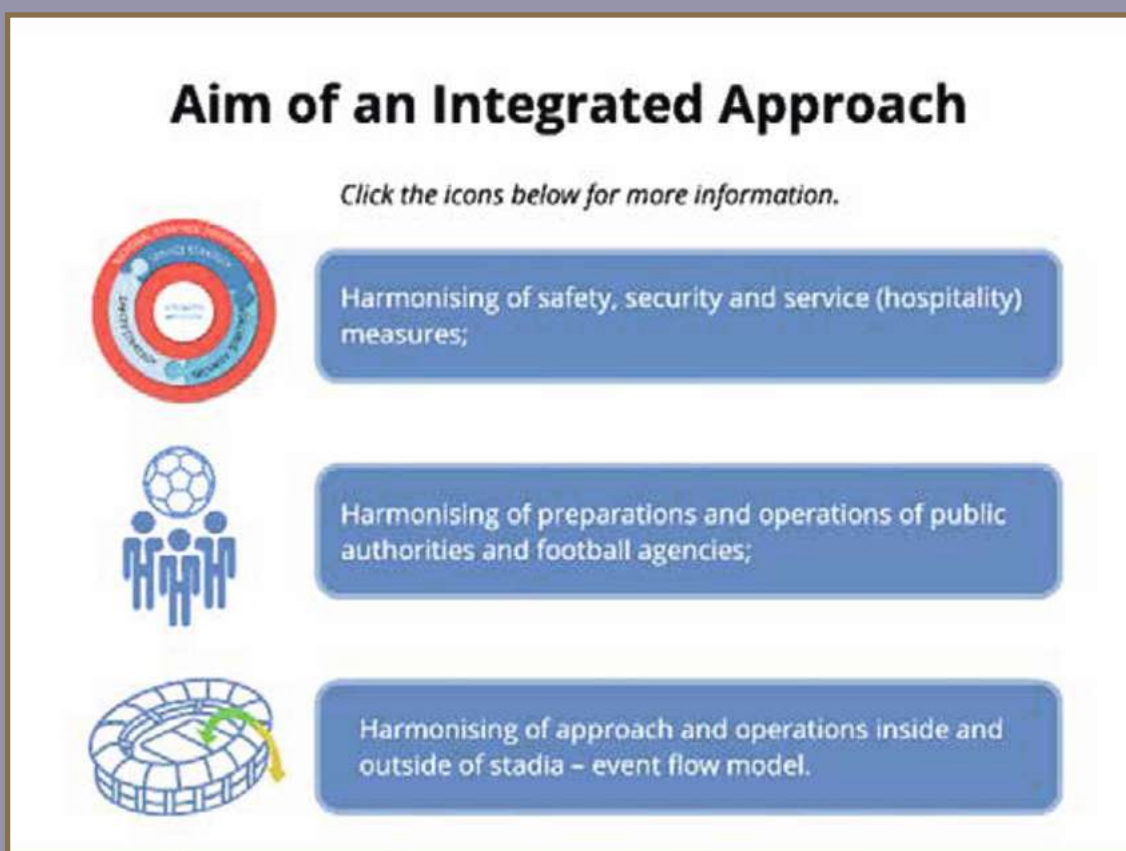


Figure 5.2 Aim of an Integrated Approach - Council of Europe Convention



### 5.3 Incorporating Public Health and Medical Services Into Planning

Research and experience from the recent COVID-19 pandemic evidences the positive benefits from early engagement with international and national public health and medical service professionals. Integrating such support into the planning process ensures that consistent biosafety advice can be incorporated into all aspects of the event.

### 5.4 COVID-19 or Other Public Health Concerns - Concepts of Operations

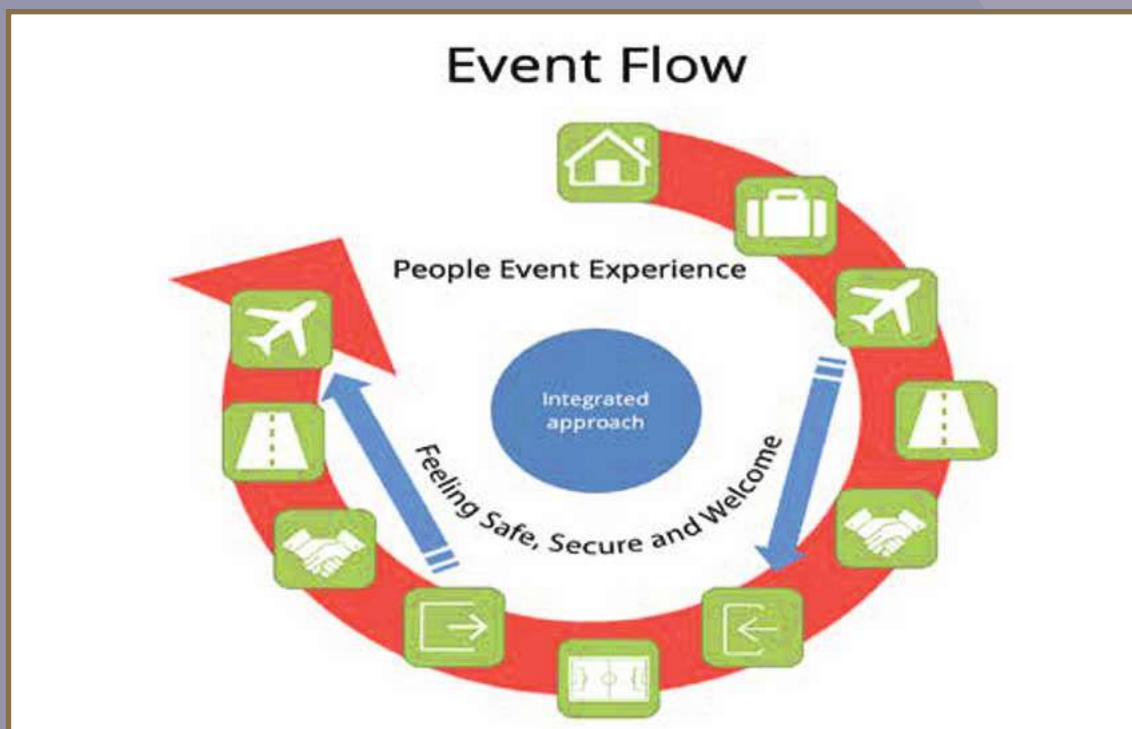
Planning for events and operations in a COVID-19 or public health environment should build upon existing structures and plans. It is important that biosafety considerations are integrated into a Concept of Operations (CONOPS), the overall planning approach, that delivers measures to:

- Comply with host country - host city biosafety regulations or legislation
- Reduce the risk of COVID-19 or other communicable disease transmission
- Maintain social distancing
- Enable effective crowd management plans through the event flow<sup>12</sup>
- Ensure compliance with COVID-19 / public health threat basic preventive measures by all event participants, spectators and staff
- Ensure training of all relevant staff in biosafety measures

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*Recommendation Rec(2021)1, of the Committee of the Saint Denis Convention (Council of Europe).*





**Figure 5.4** Event Flow Model - Council of Europe Convention

Considering and adopting an event flow approach within a COVID-19 / public health emergency concept of operations enables planners to consider event and crowd management through the journey of spectators and participants in a logical and sequential process. Furthermore, it aids in wider crowd management to develop layers of safety, security and service delivery. In summary the event flow model considers the spectator's:

- Decision to attend an event
- International and domestic travel to the host country - host city
- Transportation and accommodation within the host city
- Attendance at other sporting events, cultural events, or festivities
- Attendance at the event
- Leaving the event and departing the host city - host country

Considering an event flow enables planners to understand that attendance at the event, attending event festivities and experiencing local culture are key motivations for those visiting a host country or host city.



### 5.5 Layers of Event Safety, Security and Service

*“There is a need to integrate the impact of new measures on layers of safety and security, reconsidering the full event cycle and spectator journey. New procedures require consideration of the type, genre, location and crowd profile. The Last Mile / Zone-Ex will present wider challenges and will need a multi-agency planning approach to alleviate community concerns.”*

**Chris Conneally**

Trivandi Consultant

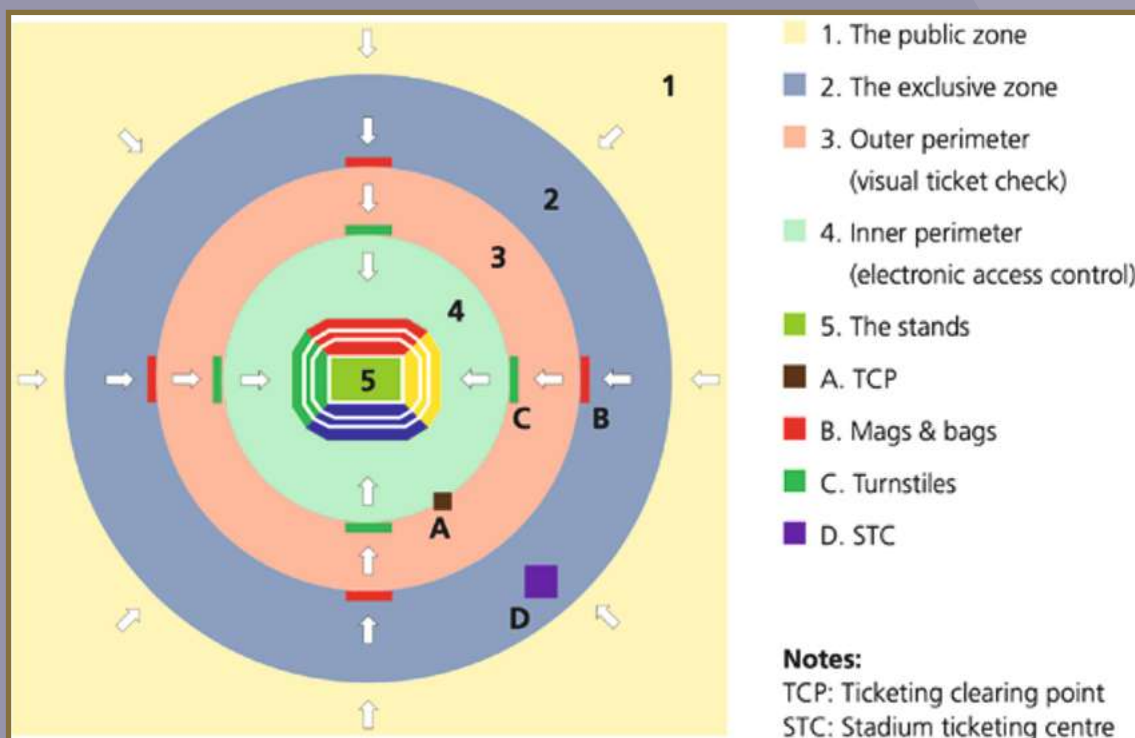
Experience shows that integrated *safety, security and service*<sup>13</sup> is effectively delivered through a layered Concept of Operations that is informed by the event profile and threat assessment. The layered approach should ensure that policies, strategies, plans, and contingencies consider:

- Host country
- Host city
- Last Mile operations or Zone- Ex
- Host venue / stadia

In managing COVID-19 or other public health emergency, specific tournament or event guidance or procedures may be required to account for all persons attending the event, affected by the event and importantly, in the community.



## 5. Integrated Planning



**Figure 5.5a** Layered Concept of Operations - FIFA Stadium Safety and Security Regulations

**Host Country** - The host country layer of operations should include COVID-19 or other public health factors at an international and national level. Safety, security and service elements are likely to include the arrival, circulation and departure through transport nodes and movement through the national travel infrastructure. Border controls or health passports may be considered to manage the risks of international transmission.

**Host City** - The host city layer of operations will include all the sporting events, cultural events and festivities associated with a major event. As such, several key locations will need to be considered to manage the event flow and spectator journey. The host city will include the FIFA Public Zone, accommodations, fan zones, crowded spaces and transport nodes.

**Last Mile Operations** - Zone-Ex. This layer includes the transport nodes linked to the event and vehicular and pedestrian routes to the stadium. The Last Mile Operations or Zone-Ex link with the outer perimeter, pedestrian search areas or event entrances and exits. This layer requires careful coordination with a wide range of stakeholders. Specific details on Last Mile planning can be found in the *SGSA SG03*<sup>14</sup>.



## 5. Integrated Planning

*“During COVID-19 operations, the lack, or reduction, of fans at the stadiums required police and security to deploy wider security perimeters around the stadiums. This was an important tactic in maintaining public health and maintaining social distancing.”*

**Mario Pereira**

Superintendente - Portugal

Planning should cater to:

- Events with no spectators
- Reduced capacity
- Full capacity
- Background demand and public gathering (to include non-ticketed spectators)
- Business, residents and community impact

As shown in the above Figure 5.5a, this Last Mile Operations layer may include the FIFA Exclusive Zone, event activations and potential fan zones.

**Venue or Stadium** - This layer contains the middle and inner security layers. Access into this area is normally via accreditation or ticket. The venue will include outer circulation routes, access, egress, spectator accommodation and event performance /playing areas.

*“Emerging technology, additional screening and new COVID-19 procedures have changed the dynamics of event flow and the spectator journey. Contactless systems, amended screening, changes to event delivery and interaction with spectators all present new risk management considerations. An equal focus on people, processes and technology is important.”*

**Daniel Ward**

National Center for Spectator Sports Safety and Security (NCS4)





## 5. Integrated Planning

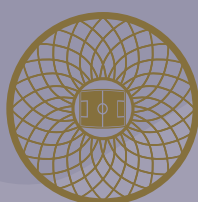
Experience of operational delivery under COVID-19 conditions highlights the need to develop crowd management plans throughout the layers of operation and event cycle. Additional processes, policies or technologies to manage, mitigate or minimise COVID-19 or public health risks need to be integrated into wider plans and contingencies.

Implementation of COVID-19 conditions of entry, such as additional screening or testing, may impact upon crowd management, spectator dwell time and spectator experience. Understanding event transport data, crowd analysis and developing crowd modelling will support in understanding the impact and the deployment of such measures.

For events that take place over several weeks, planners should develop contingencies to cater for changes in COVID-19 / public health status or requirements during the operation.



| **Figure 5.5b** Al Thumama Stadium Qatar, compliments of Qatar Supreme Committee



*“The management, command and deployment of LEA personnel during a COVID-19 or other public health emergency event through adapted systems of work and operating procedures is a key consideration”.*



**LAW ENFORCEMENT  
DEPLOYMENT  
MANAGEMENT**



# 6. Law Enforcement Deployment Management

## KEY CONSIDERATIONS:

- Review ICS facilities •
- Testing of officers •
- Safety / Liaison Officer role •
- Vaccinations •
- Additional PPE •
- Additional sanitisation / hygiene measures •
- Reduced vehicle occupancy •
- Ability to maintain physical distancing •
- Dedicated geographical responses •
- Reduced transfer of personnel across operation •
- Bubble approach •



## 6. Law Enforcement Deployment Management

### 6.1 Introduction to COVID-19 or Other Public Health Emergency Deployments

**Due to the unknown nature and impact of future pandemics, it is not possible to identify or prescribe a complete range of deployment options. A flexible and pragmatic approach should be taken, informed by prevailing biosafety hazards and event impact factors.**

The deployment options in this chapter reflect research into the recent COVID-19 pandemic and interviews with a range of international police commanders and private sector professionals.

### 6.2 Incident Command Considerations in a Pandemic Environment

COVID-19 or other public health mitigation options should be considered at all levels of the operation. The delivery of incident command at strategic or tactical levels often require the deployment of LEA staff within National Control Centers (NCC), other Command and Control facilities, Venue Operations Centers and International Police Cooperation Centers (IPCC).

Experience shows that the risk of transmission of COVID-19 and other communicable diseases or public health concern is higher indoors, particularly where numerous personnel are deployed over protracted periods. Options to manage risks include:

- Enhanced security and access control measures
- Increasing space and improving indoor ventilation
- Health testing of commanders and staff
- Reviewing essential personnel within Command Centers
- Reducing the number and rotations of commanders and staff during events
- Removing deputy command roles
- Regular sanitization
- Increased use of video conferencing to replace in person meetings

### 6.3 Deployment of an Event Biosafety Liaison Officer

For larger events or operations, consideration of an identified officer or staff member responsible for the management and implementation of biosafety



## 6. Law Enforcement Deployment Management

measures will assist in minimising risks to police officers. This role can form part of a dedicated public health committee and provide access to international and national guidance. In performing this role, key responsibilities may include:

- Attending public health committee meetings
- Developing biosafety policies, procedures, and risk assessments
- Providing advice to all levels of the operation
- Attending and supporting briefings
- Quality assurance for biosafety measures during the event

The *INTERPOL COVID-19 Pandemic 'Protecting Police and Communities Guidelines'*, published in 2020 provides practical advice to managing pandemic risk to law enforcement agencies.

### 6.4 Communications and Briefings

*"As a Gold commander, I considered it important to take extra time to explain my decisions regarding a strategic approach to COVID-19. I attended briefings and explained the policing response to officers, ensuring that I answered questions and addressed their concerns. The welfare of our police staff is very important for their safety and security, and crucial for the success of the police operation."*

**Mattias Sigfridsson**

Match Commander- Sweden

Deployment within a COVID-19 or other public health environment will cause welfare concerns to officers, staff, and their families. It is imperative that the health, safety and welfare of all staff is considered. Experience shows that regular briefings and communications support staff confidence. A range of messaging methods and briefings should be considered to cover all aspects of general and event policing operations. Creativity and diversity in messaging formats should be considered to underpin communications. Event public health communications should be planned, consistent and clearly communicated. Mobile technology or other applications may be available to ensure rapid delivery of messages.



## 6. Law Enforcement Deployment Management

### 6.5 Additional Personal Protective Equipment (PPE)

Deployments in a COVID-19 or other public health environment require the procurement, supply, and issuance of PPE to minimize biosafety risks to officers. The type of PPE should be informed by public health advice and the event risk assessment.

*Interoperability between PPE and regular issued uniform and equipment should be considered, particularly when officers are operating in high-risk situations, disorder or where crowd control equipment is being worn.*

The LEA planning and logistics team should ensure that PPE is supplied to officers and staff prior to deployment. Sufficient supplies should be available to cater to replacement and replenishment within manufacturers' guidelines.

### 6.6 Deployment in Vehicles

Police officers deploy in a wide range of vehicles. At major events and operations, specific tactics require groups of officers to be deployed together, such as in Crowd Control Units or Tactical Teams. Data has shown that the risk of COVID-19 transmission in confined spaces such as vehicles is higher. As such, planners should consider the numbers of officers deployed within vehicles, recognising that additional vehicle fleet may be required. Allocated vehicles should be cleaned and disinfected prior to deployment, during deployment and at the end of duty. A process should be introduced to manage this. Control measures to minimise risks whilst operating from vehicles include<sup>15</sup>:

- Signage within vehicles to outline physical distancing
- Using physical screening
- Side by side and not face to face seating
- Using fixed teams of officers within the vehicle through a deployment
- Maintaining ventilation
- Regular vehicle cleaning and disinfection



## 6. Law Enforcement Deployment Management

### 6.7 Engagement With Crowds and Protest Groups

*“COVID-19 restrictions presented new types of protest and civil unrest. It was essential that strategies and tactics for policing protests focused on deliberate engagement and liaison with both protest groups and the community.”*

**Olivier Dutilh**

**Gold Commander,  
Commander Amsterdam East -Netherlands**

Policing during the COVID-19 crisis presented significant challenges in communicating with crowds and potential protest groups. Experience throughout the recent COVID-19 period has highlighted the positive benefits in maximizing contact through communications. This can be achieved through the deployment of Police Liaison Teams, dedicated Community Police Officers or at major sporting events and specialist resources such as Football Spotters.

A proactive engagement approach supports police messaging, gathering information, and developing positive relationships. When liaising with protest organizers or groups, such dialogue can support in managing peaceful protest, reducing tension and reducing the numbers of officers required.

Managing anti-vaccination or anti-restriction protest groups in a public health crisis presents additional challenges, particularly as such groups are less likely to follow restrictions or regulations regarding physical distancing, numbers or wearing of masks. Early engagement and deployment of Police Liaison Teams can assist in maintaining stand-off space from additional police teams and also maintaining physical distancing and reducing biosafety risks to officers.

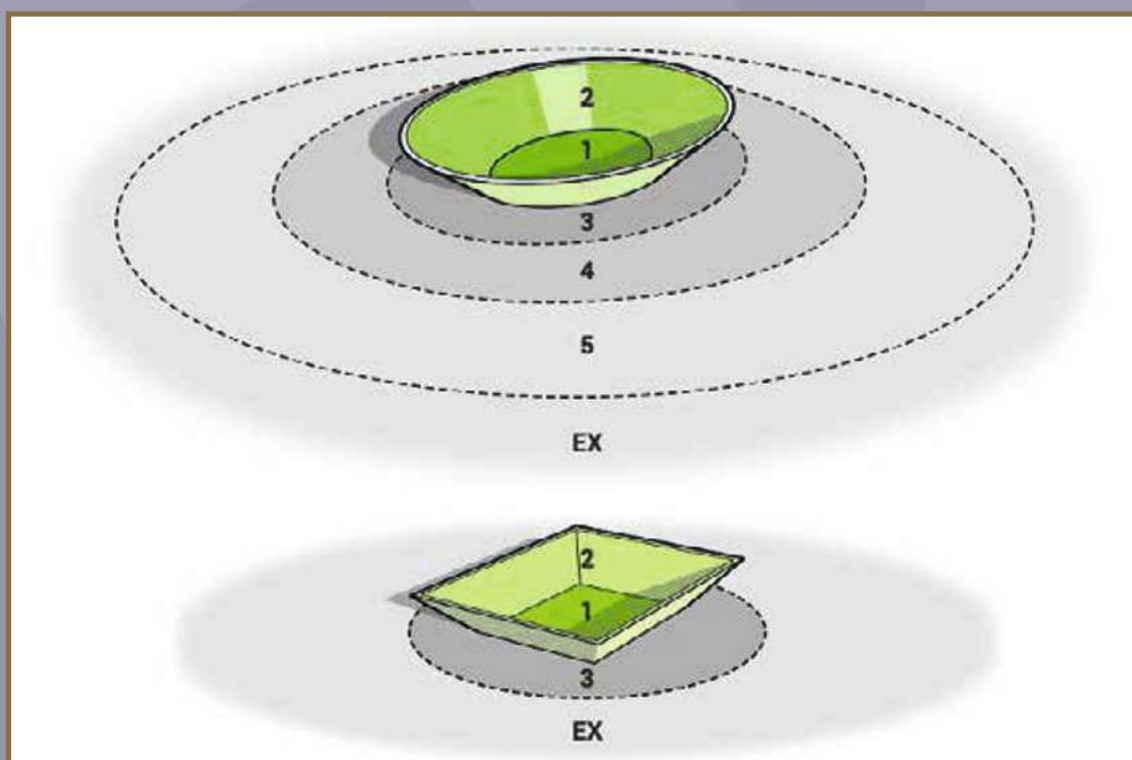
### 6.8 Geographical or Zonal Deployments

Developing an effective plan that identifies geographical and functional areas of responsibilities is a key strategic objective in managing safe and secure events. The deployment of officers and teams of officers in a COVID-19 or public health environment should be reviewed along with other measures described in this guide to assist in managing biosafety risks to an acceptable level. Changes to



## 6. Law Enforcement Deployment Management

existing strategies and tactics may be required to reduce the risk of communicable disease transmission between officers and the public. Such changes may include the deployment of specific officers to identified geographical areas or zones of operation, as illustrated in the below Figure 6.8, and reducing the transfer or redeployment of officers to different sectors during the event.



**Figure 6.8 - Zonal Planning – UK Guide to Safety at Sports Grounds 6.3**

In planning for a geographical or area approach, consideration can be given to specific marshaling or staging areas for LEA Officers and staff across the area of operations.

### 6.9 Adopting a Bubble Approach

Planning for major international sporting events may require specific tournament requirements to adopt biosafety measures to protect staff and participants within the tournament environment, during travel, at accommodation, or within stadia. The article, referenced in Appendix 2, from the Qatar Supreme Committee for Delivery & Legacy describes how a bubble approach was implemented during

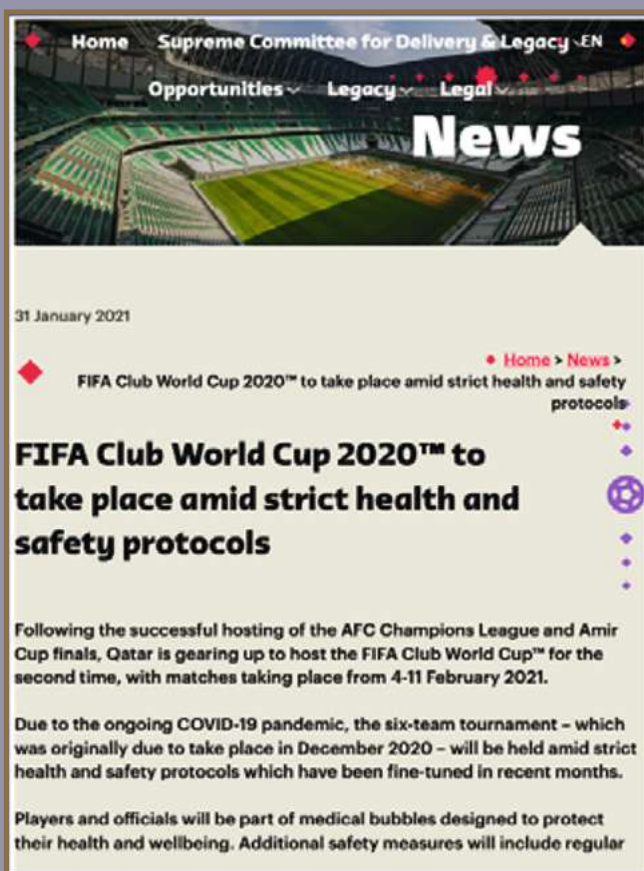




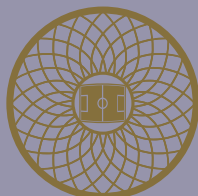
## 6. Law Enforcement Deployment Management

the FIFA Club World Cup 2020. This approach was adopted during the UEFA EURO 2020™ (2021).

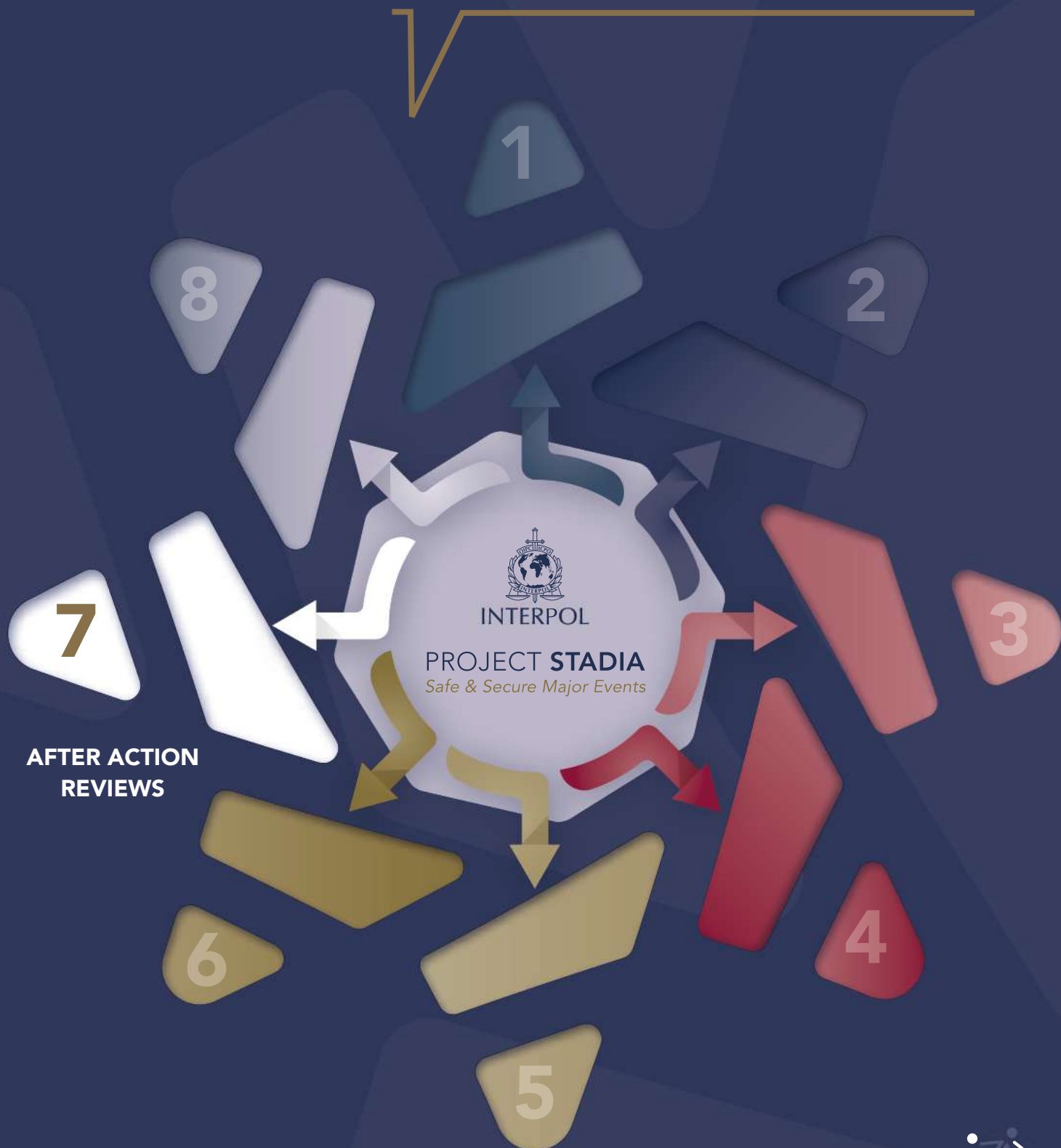
It may be necessary to allocate specific LEA officers to deploy within a bubble approach. It is recommended that such officers should be tested prior to and regularly during the operation.



**Figure 6.9** FIFA Club World cup 2020 adopts 'Bubble' approach



*“A thorough understanding of the event context is essential in developing effective strategies, tactics and plans to minimize COVID-19 or other pandemic risks to safety, security, and service”.*



**AFTER ACTION  
REVIEWS**



# 7. After Action Reviews

## KEY CONSIDERATIONS:

- Develop LEA / private sector networks •
- Ensure that After Action Reviews are conducted •
- Apply lessons learned into the planning, management and command of future events •
- Identify and capture effective practices •
- Seek innovative methods •



## 7. After Action Reviews

### 7.1 Law Enforcement Agency and Private Sector Networks.

This guide promotes information sharing and networking between the law enforcement community, the private sector and other government entities. It is recognised that no single agency has the capability or capacity to plan, manage and command a complex major event. LEA commanders should seek to develop their networks and contribute to joint working with other stakeholders.

### 7.2 After Action Reviews

LEA commanders should ensure that effective After Action Reviews (AAR) or event debriefs take place. This is an essential element of the event cycle. The process for conducting such reviews, resources to support the reviews and terms of reference should be set as part of the planning process. It is imperative that an open approach to learning and capturing effective practice is adopted. Such reports should be made available to Interpol Project Stadia where they can be circulated on the *Stadia Knowledge Management System*<sup>16</sup>.



**Figure 7.2** The SKMS contains debriefing and after action reports

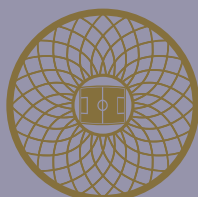


### 7.3 Access to, and Review of, COVID-19 or Public Health Event Guides

There is an emerging evidence-base of international COVID-19 or public health reference materials and many of these are referenced within this guide. LEA commanders should display a professional attitude towards continued professional development. In supporting networks, promoting AARs and seeking to learn from international innovative practice, commanders can make a positive contribution towards safety, security and service at events.



**Figure 7.3** There is a wealth of international private sector and government guidance into COVID19 management of events



# 8. Appendix A

## 8.1 CONTRIBUTORS TO THE INTERPOL-STADIA PANDEMIC PROJECT

The following personnel have supported towards the capture of international research, data review and development of this guide.

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Project Stadia is grateful for the support of law enforcement officers and agencies, academics, health officials and private sector major event specialists who have supported this project through submitting questionnaires, attending ISPP working groups and webinars, providing valuable experience through interviews, and providing advice to the team:

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## 8. Appendix A

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# 8. Appendix B

## 8.2 INTERPOL-STADIA PANDEMIC PROJECT REFERENCE SOURCES

A broad range of international reference materials have been used to inform the ISPP project. ISPP is grateful for the willing cooperation from several international agencies and bodies in sharing reports and guides. It is recognized that emerging guidance and reference materials are regularly updated, as such this list is not exhaustive:

- **Australia New Zealand Police Advisory Agency- A Common Approach to Incident Management.**  
[https://www.anzpa.org.au/publications/general#iccs\\_plus](https://www.anzpa.org.au/publications/general#iccs_plus)
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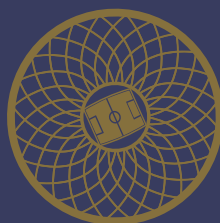


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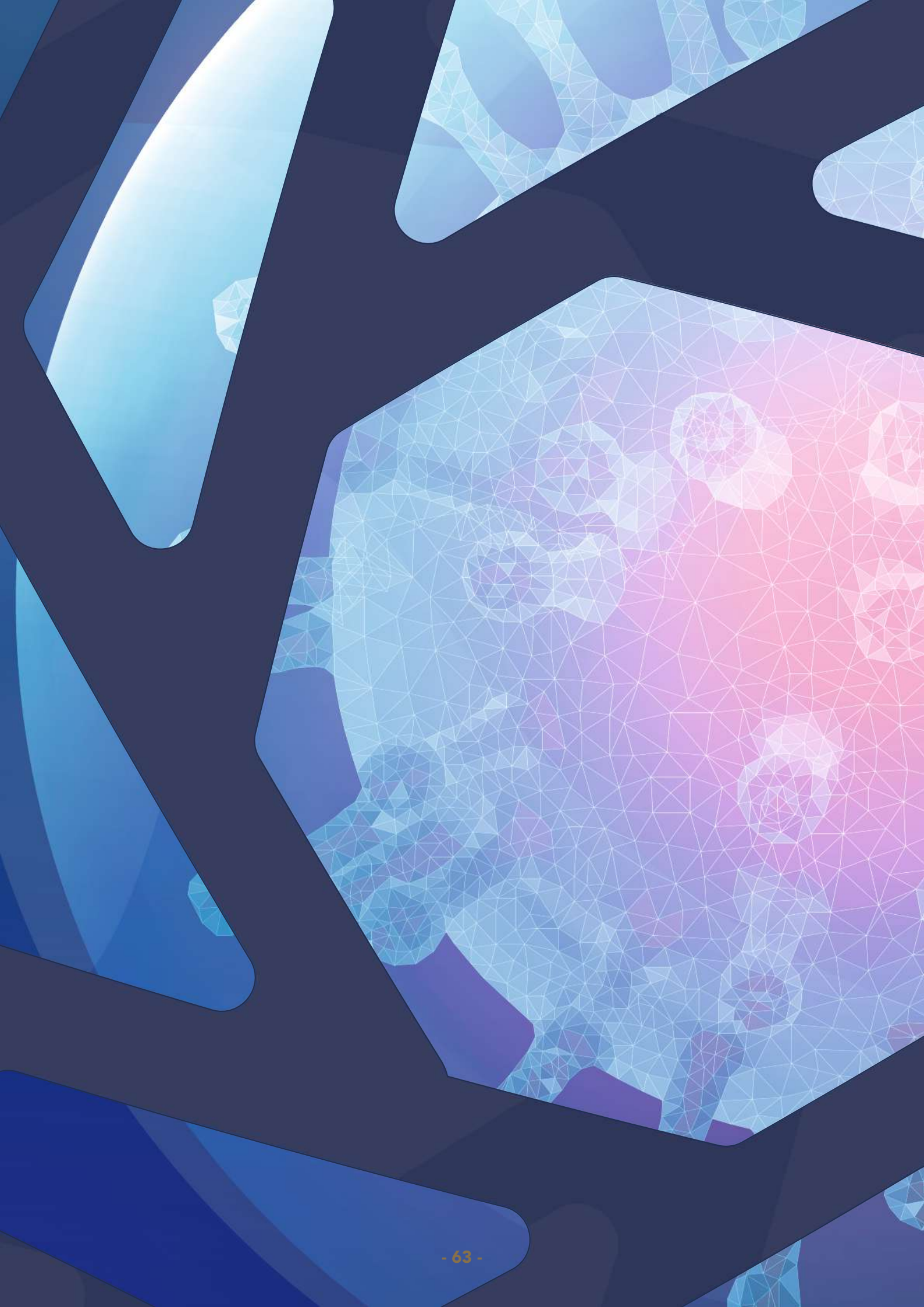


- **World Health Organization, Mass Gathering COVID-19 Risk Assessment Tool – Generic Events**  
<https://www.who.int/publications/i/item/10665-333185>
- **World Health Organization- Mass Gathering Risk Assessment Training**  
<https://openwho.org/courses/WHO-COVID-19-mass-gatherings-risk-assessment-training>
- **World Health Organization- Key Planning Recommendations for Mass Gatherings in the Context of COVID-19.**  
<https://www.who.int/publications/i/item/10665-332235>
- **World Health Organization- Mass Gathering COVID -19 Risk Assessment Tool-Jul 2020**  
<https://www.who.int/publications/i/item/how-to-use-who-risk-assessment-and-mitigation-checklist-for-mass-gatherings-in-the-context-of-covid-19>

• *Links are provided to documents available to the public* •









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