

Event Crowd Control and Public Safety Management

Business Name:		ABN:	
Business Address:			
Contact Person:	Phone:	Email:	

THIS RISK ASSESSMENT IS APPROVED BY THE PCBU ON THIS PROJECT

Under the Work Health and Safety Regulation (WHS Regulation), a person conducting a business or undertaking (PCBU) is required to ensure that a RISK ASSESSMENT is prepared before the proposed work starts.

Full Name:		
Signature:	Title:	Date:

CLIENT OR PRINCIPAL CONTRACTOR DETAILS

Client:	SCOPE OF WORKS
Project Name:	
Project Address:	
Project Manager:	
Contact Phone:	
Date Risk Assessment supplied to Project Manager:	



RISK MATRIX									
LIKELIHOOD	INSIGNIFICANT	MINOR	MODERATE	MAJOR	CATASTROPHIC	SCORE	ACTION	HIERARCHY OF CONTROLS	
ALMOST CERTAIN	3 HIGH	3 HIGH	4 ACUTE	4 ACUTE	4 ACUTE			Elimination Remove the hazard.	
LIKELY	2 MODERATE	3 HIGH	3 HIGH	4 ACUTE	4 ACUTE	4A ACUTE	DO NOT PROCEED	Substitution Replace the hazard.	
POSSIBLE	1 LOW	2 MODERATE	3 HIGH	4 ACUTE	4 ACUTE	3H HIGH	Review before work starts.	Isolation Isolate People from the hazard	
UNLIKELY	1 LOW	1 LOW	2 MODERATE	3 HIGH	4 ACUTE	2M MODERATE	Ensure control measures in place.	Engineering Isolate the hazard	
RARE	1 LOW	1 LOW	2 MODERATE	3 HIGH	3 HIGH	1L LOW	Monitor and keep records.	Administrative Change	
								PPE	

Risk Rating & Required Action:	
4A	Stop work. The risk is intolerable. Eliminate the hazard or redesign the activity before proceeding. A Safe Work Method Statement (SWMS) or higher-level authorisation is required.
3H	Review and approve additional controls before task starts. Senior supervisor sign-off needed.
2M	Ensure all nominated controls are in place and effective. Proceed with caution; monitor conditions.
1L	Proceed, following standard operating procedures. Monitor and keep records.

Consequence Scale:			
Consequence	People (injury/illness)	Project / Assets	Compliance / Reputation
Catastrophic	Fatality or permanent total disability	project shutdown	Significant regulator intervention; criminal prosecution
Major	Serious injury/illness (hospital > 5 days)	critical delay	Improvement notice; major media coverage
Moderate	Medical-treatment injury; lost-time > 1 day	moderate delay	Minor breach; adverse client comment
Minor	First-aid only, no lost time	negligible delay	Isolated non-conformance
Insignificant	No injury	no schedule impact	Deviation caught and corrected on site

Notes on Hierarchy of Controls:
Remember to apply controls in the preferred order shown by the coloured pyramid:

1. **Eliminate**
2. **Substitute**
3. **Isolate**
4. **Engineering**
5. **Administrative**
6. **PPE**

Always document **why** a lower-order control is accepted if elimination or substitution is not reasonably practicable.

aligned with Safe Work Australia's Managing the risk of fatigue at work (2023) and ISO 45001:2018 clauses 6–8.

JOB STEP	POTENTIAL HAZARDS	IR	CONTROL MEASURES	RR
SPECIFIC WORK STEPS	HAZARDS THAT MAY ARISE	INITIAL RISK	SPECIFIC MEASURES TO BE PUT IN PLACE TO ELIMINATE OR CONTROL THE RISKS	RESIDUAL RISK
1. Event WHS Governance, Legal Compliance and Leadership	<ul style="list-style-type: none"> Lack of clear WHS governance structure for event crowd management responsibilities Failure to understand and apply WHS Act 2011, WHS Regulations and local council/event licence conditions No appointed Person Conducting a Business or Undertaking (PCBU) representative onsite with WHS decision-making authority Inadequate consultation, cooperation and coordination between PCBU, venue owner, security provider, contractors and emergency services No documented WHS objectives, performance indicators or due diligence processes specific to crowd management 	4A	<ul style="list-style-type: none"> Establish an Event Safety Governance Framework that clearly defines WHS roles, PCBU responsibilities, officer due diligence obligations and reporting lines for crowd control and public safety Ensure review of all applicable legislation, codes of practice (including Managing the Work Environment and Facilities, First Aid in the Workplace, and WorkSafe Major Events guidelines) and licence conditions prior to event planning sign-off Appoint a designated Event WHS Manager / Safety Officer with authority to implement crowd safety controls, stop work and control event capacity as required Implement a formal consultation and coordination procedure between PCBU, venue management, security contractors, traffic management providers and emergency services (regular planning meetings, documented minutes, agreed incident protocols) Require senior management sign-off on an Event Crowd Safety Management Plan, including risk assessment, capacity assumptions, and emergency procedures, prior to ticket sales Establish WHS performance measures for crowd safety (e.g. density thresholds, incident and near miss reporting, response times) and report daily to senior leadership during the event 	3H
2. Event Planning, Capacity Modelling and Crowd Profile	<ul style="list-style-type: none"> Overestimation of safe venue capacity leading to excessive crowd density Inadequate modelling of crowd flows to and from entrances, exits, toilets, bars and transport hubs Failure to consider demographics (age, mobility, alcohol expectations, behaviour profile) in capacity and staffing plans No documented assumptions or safety margins for high-risk areas (e.g. front of stage, mosh pit, choke points) Lack of contingency plans for unexpected surges (headline act, weather changes, public transport issues) 	4A	<ul style="list-style-type: none"> Develop a formal Event Capacity and Crowd Flow Assessment that calculates safe occupancy based on floor space, fixed seating layouts, obstructions, egress width and reasonable crowd density thresholds (e.g. <4 persons/m² normal, <2 persons/m² in high-risk zones) Use recognised crowd modelling methods (including arrival and departure patterns) to design entrance, exit and circulation routes for predicted peak loads Incorporate crowd profile analysis (age, likely intoxication levels, accessibility needs, previous incident history) into capacity, barrier design and security staffing decisions Define and document reduced operating capacities for front-of-stage areas, balconies, stairwells and confined internal corridors with controlled access points and real-time counting Develop contingency plans for late arrivals, transport delays, severe weather and show overruns, including staggered entry, delayed performance start, and extended egress times Implement a formal pre-event safety review and sign-off process where assumptions, capacities and mitigation strategies are documented and authorised by the Event WHS Manager 	3H
3. Ticketing, Admission Control and Entry Systems	<ul style="list-style-type: none"> Overselling tickets relative to safe capacity due to poor integration of ticketing system and venue limits Inadequate gate controls leading to uncontrolled entry, tailgating or unauthorised access 	4A	<ul style="list-style-type: none"> Integrate ticketing systems with verified venue capacity limits, including hard caps for specific zones (e.g. floor, seating bays, VIP, front-of-stage enclosure) Implement controlled entry systems with electronic scanning, turnstiles or clickers and real-time count displays visible to gate supervisors and Event Control Develop and enforce an Entry Management Procedure that includes staggered arrival strategies, timed ticketing where appropriate, and controlled opening times for perimeter gates 	2M

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	<ul style="list-style-type: none"> Lack of systems to prevent dangerous queuing density and unmanaged crowd surge at entrances Failure to manage peak arrival times (e.g. last-minute arrivals) resulting in congestion at perimeter gates No structured system for managing priority groups and persons with disability, increasing risk of crush or distress 		<ul style="list-style-type: none"> Design queue management systems with physical delineation (bollards, fencing, taped lanes) that allow multiple shorter lines, protect public walkways and prevent uncontrolled bunching near gates Implement separate entry procedures for accessibility patrons, families with prams, and VIPs, including lower-density queues, seating options and adequate supervision Introduce a formal escalation protocol for gate closure or temporary pause when approach densities or line lengths exceed pre-set thresholds, including rapid communication to public via PA and digital channels 	
4. Indoor Arena Layout, Zoning and Infrastructure Management	<ul style="list-style-type: none"> Poorly designed indoor arena layout creating choke points at doors, aisles, stairs and concourses Inadequate separation of entering and exiting flows, particularly near toilets, bars and merchandise Obstructed or confusing egress paths and emergency exits in the indoor environment Insufficient provision or poor location amenities leading to unnecessary crowd movement and congregation Inadequate lighting, signage or wayfinding in indoor zones leading to disorientation and panic risk 	4A	<p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>	2M
5. Crowd Control Barriers, Structural Controls and Physical Separation	<ul style="list-style-type: none"> Selection of unsuitable or unstable crowd control barriers for expected crowd pressure Incorrect installation or configuration of barriers creating trip hazards or crush points Insufficient separation between crowd and stages, equipment, restricted areas or vehicle zones Inadequate barrier design for managing lateral crowd movements or back-of-crowd pushing 	4A	<p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>	2M

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	<ul style="list-style-type: none"> No system for inspection, maintenance and sign-off of barriers during the event 		[REDACTED]	
6. Crowd Density Monitoring, Surge and Stampede Management	<ul style="list-style-type: none"> Failure to monitor live crowd density and movement patterns, allowing dangerous build-up Uncontrolled crowd surge towards stage, entrances, exits or popular attractions Inadequate systems to respond to early signs of distress, pushing, crush or trampling risk Lack of coordinated action to slow or divert crowds during performer changes or inclement weather No structured controls for managing high-risk zones such as mesh pits, front-of-stage pens and turnstiles 	4A	[REDACTED]	2M
7. Guest Safety Briefings, Information and Communication	<ul style="list-style-type: none"> Guests unaware of venue layout, emergency exits, behaviour expectations and assistance options Inadequate communication to non-English speakers or people with sensory or cognitive impairments Failure to inform patrons about risks associated with dense crowds, moshing or peer pressure behaviour Lack of clear public messaging during incidents, leading to confusion, panic or non-compliance Over-reliance on ad-hoc verbal instructions from staff rather than structured information systems 	3H	[REDACTED]	2M

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			[REDACTED]	
8. Security Management Systems and Role Clarity	<ul style="list-style-type: none"> • Unclear delineation between security, crowd control, ushers and WHS roles • Inadequate vetting, licensing or competency of security and crowd controllers • Security staff prioritising asset protection or performer requests over public safety • Lack of consistent incident reporting and escalation processes for emerging crowd risks • Insufficient supervision of security staff during peak crowd pressure periods 	4A	[REDACTED]	2M
9. Staff Competency, Training and Behavioural Management	<ul style="list-style-type: none"> • Inadequate training of staff, ushers and volunteers in crowd psychology and early risk indicators • Lack of competence in de-escalation techniques and managing aggressive or panicked behaviours • Limited understanding of obligations under WHS Act 2011, including duty of care to patrons and other workers • Staff fatigue or cognitive overload resulting in missed warning signs or poor decision-making • High turnover and use of casual staff with little or no site-specific induction 	3H	[REDACTED]	2M

SAMPLE

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10. Alcohol, Drugs, Behavioural Risk and Peer Pressure Management	<ul style="list-style-type: none"> Excessive alcohol consumption or drug use contributing to unpredictable, aggressive or unsafe behaviour Peer pressure encouraging dangerous crowd behaviours (e.g. pushing, crowd surfing, rushes to the stage) Inadequate systems for identifying and managing intoxicated or vulnerable patrons Poor coordination between bar operations, security and medical teams regarding high-risk individuals or locations Lack of clear procedures for ejection, refusal of entry or temporary removal to welfare areas 	4A	[REDACTED]	2M
11. Emergency Preparedness, Egress and Incident Response	<ul style="list-style-type: none"> Insufficient or untested emergency procedures for fire, structural failure, severe weather or crowd panic Inadequate egress capacity or poor coordination during partial or full evacuations Lack of integrated communication between Event Control, security, venue, first responders and public transport operators Failure to identify and manage persons requiring assistance in emergencies (mobility impaired, children, non-English speakers) Absence of structured post-incident management plan, leading to confusion and delayed recovery 	4A	[REDACTED]	2M
12. Medical, First Aid and Welfare Support Systems	<ul style="list-style-type: none"> Insufficient medical and first aid coverage for event size and risk profile Poor location or visibility of first aid posts leading to delays in treatment 	3H	[REDACTED]	2M

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	<ul style="list-style-type: none"> Lack of structured triage processes for crowd-related injuries and compressive asphyxia risks Inadequate integration of medical teams with crowd monitoring and security functions Failure to track and analyse medical presentations for emerging patterns (e.g. dehydration, crush injuries, intoxication) 		[REDACTED]	
13. Communications, Control Room and Information Systems	<ul style="list-style-type: none"> Fragmented or unreliable communication between Event Control, security, venue staff and contractors No centralised monitoring or decision making point for crowd safety information Radio congestion, incompatible systems or lack of common language and call signs Inadequate use of CCTV, bodycam or other monitoring tools to detect and verify emerging risks Data loss or lack of record-keeping preventing post-event review and continuous improvement 	3H	[REDACTED]	2M
14. Contractor, Vendor and Third-Party Coordination	<ul style="list-style-type: none"> Contractors (e.g. staging, catering, merchandisers) operating without alignment to crowd safety controls Ad hoc changes to layouts, stalls, or temporary structures that impact crowd flows and egress 	3H	[REDACTED]	2M

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	<ul style="list-style-type: none"> Inconsistent induction and communication of crowd safety expectations to third-party workers Competing commercial priorities (e.g. queue length at bars) overriding safe density limits or pathways Lack of oversight of sub-contractors leading to uncontrolled activities in public areas 		[REDACTED]	
15. Transport Interfaces, Perimeter and External Crowd Management	<ul style="list-style-type: none"> Congestion and uncontrolled queuing at public transport nodes, taxi ranks and pick-up/drop-off zones Poorly managed interfaces between venue perimeter and public roadways, creating vehicle-pedestrian conflicts Lack of coordination with transport agencies leading to crowd surges at opening or closing times Insufficient lighting and signage outside the venue increasing risk of trips, anti-social behaviour or crime No plan for managing crowd surges or non-ticket holders congregating around the venue 	3H	[REDACTED]	2M
16. Environmental, Weather and Infrastructure Reliability	<ul style="list-style-type: none"> Extreme heat, cold, rain or wind affecting crowd behaviour, comfort and safety Failure of critical infrastructure (power, lighting, sound systems) triggering confusion or panic Inadequate shelter, hydration options or ventilation in indoor and covered areas Slips, trips and falls due to wet surfaces, temporary flooring or poor housekeeping 	3H	[REDACTED]	2M

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	<ul style="list-style-type: none"> Noise levels preventing effective public address announcements and staff communication 		[REDACTED]	
17. Incident Reporting, Investigation and Continuous Improvement	<ul style="list-style-type: none"> Under-reporting of near misses, minor incidents and behavioural issues related to crowd safety Lack of structured investigation processes to identify systemic causes of crowd control failures No central repository or analysis of incident data across multiple events or venues Failure to implement and track corrective and preventive actions arising from incidents or debriefs Limited sharing of lessons learned with key stakeholders, resulting in repeated issues 	3H	[REDACTED]	1L

SAMPLE

EMERGENCY RESPONSE – CALL 000 FOR EMERGENCIES

Ensure to have an Emergency Management Plan in place as well as adequate numbers of trained first aid staff with easy access to fully stocked first aid kits, rescue equipment, material safety data sheets, adequate access to emergency communication equipment and fire-fighting equipment suitable for all classes of fire and ignition sources.

LEGISLATIVE REFERENCES

RELEVANT LEGISLATION AND CODES OF PRACTICE. DELETE THE LEGISLATIVE REFERENCES FOR ANY STATE THAT ARE NOT APPLICABLE

Queensland & Australian Capital Territory

Work Health and Safety Act 2011
 Work Health and Safety Regulations 2011
 Legislation QLD: <https://www.worksafe.qld.gov.au/laws-and-compliance/work-health-and-safety-laws>
 Codes of Practice QLD: <https://www.worksafe.qld.gov.au/laws-and-compliance/codes-of-practice>
 Legislation ACT: <https://www.worksafe.act.gov.au/laws-and-compliance/acts-and-regulations>
 Codes of Practice ACT: <https://www.worksafe.act.gov.au/laws-and-compliance/codes-of-practice>

Victoria

Occupational Health and Safety Act 2004
 Occupational Health and Safety Regulations 2017
 Legislation VIC: <https://www.worksafe.vic.gov.au/occupational-health-and-safety-act-and-regulations>
 Codes of Practice VIC: <https://www.worksafe.vic.gov.au/compliance-codes-and-codes-practice>

New South Wales

Work Health and Safety Act 2011
 Work Health and Safety Regulations 2025
 Legislation NSW: <https://www.safework.nsw.gov.au/legal-obligations/legislation>
 Codes of Practice NSW: <https://www.safework.nsw.gov.au/resource-library/list-codes-of-practice>

Western Australia

Work Health and Safety Act 2020
 Work Health and Safety Regulations 2022
 Legislation Western Australia: <https://www.commerce.wa.gov.au/worksafe/legislation>
 Codes of Practice WA: <https://www.commerce.wa.gov.au/worksafe/codes-practice>

Northern Territory

Work Health and Safety (National Uniform Legislation) Act 2011
 Work Health and Safety (National Uniform Legislation) Regulation 2011
 Legislation NT: <https://worksafe.nt.gov.au/laws-and-compliance/workplace-safety-laws>
 Codes of Practice NT: <https://worksafe.nt.gov.au/laws-and-compliance/codes-of-practice>

Safe Work Australia Links

Law and Regulation (All States): <https://www.safeworkaustralia.gov.au/law-and-regulation>
 Model Codes of Practice: <https://www.safeworkaustralia.gov.au/resources-publications/model-codes-of-practice>

South Australia

Work Health and Safety Act 2012 (SA)
 Work Health and Safety Regulations 2012 (SA)
 Legislation for SA: <https://www.safework.sa.gov.au/resources/legislation>
 Codes of Practice for SA: <https://www.safework.sa.gov.au/workplaces/codes-of-practice#COPs>

Model Codes of Practice

- Managing noise and preventing hearing loss at work
- Confined spaces
- Labelling of workplace hazardous chemicals
- Managing risks of hazardous chemicals in the workplace
- Welding processes
- First aid in the workplace
- Managing the risk of falls at workplaces
- Hazardous manual tasks
- Managing the risk of falls in housing construction
- Managing electrical risks in the workplace
- Demolition work
- Excavation work
- Work health and safety consultation, cooperation and coordination
- Managing the work environment and facilities
- How to manage work health and safety risks
- Managing risks of plant in the workplace
- Construction work

Tasmania

Work Health and Safety Act 2012
 Work Health and Safety (Transitional and Consequential Provisions) Act 2012
 Work Health and Safety Regulations 2012
 Work Health and Safety (Transitional) Regulations 2012
 Legislation for TAS: <https://worksafe.tas.gov.au/topics/laws-and-compliance/acts-and-regulations>
 Codes of Practice for TAS: <https://worksafe.tas.gov.au/topics/laws-and-compliance/codes-of-practice>

Details of permits, licenses or access required by regulatory bodies (add or delete as required):

- Permits from local council
- Authorisation to commence work
- Any required documents.