

GOVERNMENT OF PUDUCHERRY
Abstract

Home (Police) – Standard Operating Procedure (SOP) for Regulation and Management Of Public Gatherings/Road Shows in the Union Territory of Puducherry– Notification – Orders – Issued.

HOME DEPARTMENT

G.O.Ms.No.29

Puducherry, dated, **30.03.2026**

- Read: 1. Order dated 19.12.2025 in W.P. No. 43333 of 2025 of the Hon'ble High Court of Judicature at Madras.
2. Note No.09/OW/SSP(C&I)/2026 dt. 02.03.2026 of the Police Department, Puducherry.

ORDER:

The following Notification shall be published in an Extra-ordinary issue of the Official Gazette of the Government of Puducherry.

NOTIFICATION

The Lieutenant-Governor, Puducherry is pleased to accord approval for the Standard Operating Procedure (SOP) for Regulation and Management of Public Gatherings/Road Shows in the Union Territory of Puducherry.

2. The Hon'ble High Court of Judicature at Madras, vide Order dated 19.12.2025 cited first above, has directed the State Government, among others, to formulate comprehensive guidelines for the regulation and management of public gatherings in the State of Tamil Nadu.

3. In the similar context, the Government of Puducherry has taken up the matter and proposes to issue a Standard Operating Procedure (SOP) for the regulation and management of public gatherings and roadshows within the Union Territory of Puducherry.

1. Preamble

- (a) The Hon'ble High Court of Judicature at Madras in W.P.(Crl.) No. 884 of 2025 has directed the State Government to formulate appropriate guidelines for the regulation and management of public gatherings, ensuring that political parties and other organizers conducting large public meetings, demonstrations, and similar events assume due responsibility.



- (b) In pursuance of the aforesaid directions, the Union Territory of Puducherry has formulated this Standard Operating Procedure (SOP) based on the views and inputs received from the stakeholder Departments, namely: Revenue Department, Police Department, Public Works Department, Electricity Department, Health Department, Municipal Administration and Fire Service Department.
- (c) Public meetings, processions, demonstrations, protests, road shows, religious congregations, cultural events, and other large-scale public gatherings are integral part of democratic expression, religious practice, cultural identity, and civic participation. However, unregulated or improperly managed gatherings may pose risks to public safety and human life, public order and tranquillity, public and private property, essential services and infrastructure.
- (d) This SOP establishes a comprehensive framework for the planning, regulation, supervision, and safe conduct of public gatherings in the Union Territory of Puducherry. It emphasizes;-
- (i). Prior permission and structured approval mechanisms;
 - (ii). Clearly defined responsibilities of organizers;
 - (iii). Inter-departmental coordination;
 - (iv). Risk assessment and mitigation measures;
 - (v). Real-time monitoring and communication.
- (e) This SOP is framed with the clear understanding that the role of the Government shall be to ensure;-
- (i). Protection to the organizers and the event, so that the conduct of the event, once duly permitted, is not disturbed by any external elements.
 - (ii). Maintenance of public order, safety, traffic management and security during the event and to ensure that the event does not cause disturbance or inconvenience to the general public.
 - (iii). Prevention of any loss of life, injury, or damage to public or private property.
 - (iv). Accountability of the organizers for compliance with all the statutory and safety requirements.
- (f) The responsibility for compliance with the conditions of permission, safety protocols, crowd management measures, and statutory obligations shall primarily rest with the event organizers, subject to supervision by the Competent Authorities.



2. Objectives

The objective of this SOP is to ensure that the public gatherings are conducted in a manner that safeguards public safety and order, while respecting the rights of the citizens.

The SOP aims to:

- (a) Establish clear procedures for granting permission for public gatherings, define and regulate various types of public gatherings;
- (b) Regulate venue suitability, structural stability, crowd capacity, timing, and route of events;
- (c) Define the roles and responsibilities of event organizers and Government Authorities;
- (d) Ensure deployment of adequate safety, medical, and emergency arrangements;
- (e) Facilitate post-event analysis and accountability for continuous improvement in crowd management.

3. Scope & Applicability

- (a) This SOP shall apply to all public meetings, processions, road shows, demonstrations, protests, cultural/religious events, and any other forms of public gatherings held within the Union Territory of Puducherry, where the anticipated number of participants exceed 2000.
- (b) This SOP shall not apply to religious gatherings organized in places of worship as customary events or where the venue/route is already fixed by the established customary precedents.
- (c) During the period of elections when the Model Code of Conduct (MCC) is in force, this SOP shall apply only to the extent that all norms/guidelines issued by the Election Commission of India (ECI) shall prevail, including application and processing through the 'Suvidha' Portal. However, the responsibilities of organizers regarding crowd safety regulations and provision of essential amenities, shall continue to apply.
- (d) This SOP shall not apply to any public gathering where the anticipated number of participants is less than 2,000. In such cases, existing procedures for seeking permission shall continue to remain in force.



4. Designation and Notification of Public Gathering Places

- (a) The District Collector shall notify, in Form-I, the designated places within the District that may be used for public meetings, processions, demonstrations, road shows, and other public gatherings.
- (b) Such Notification shall be issued after consultation with the Senior Superintendent of Police/Sub-Divisional Police Officers, and inputs from the recognized political parties may also be considered.
- (c) If the designated venue is on National Highways, State Highways, or any other public road, prior concurrence shall be obtained from the concerned road-owning Authority.
- (d) Each designated venue shall be assessed by the Public Works Department (PWD) Engineer, to determine its maximum crowd-holding capacity, for both seated and standing gatherings. Consideration shall be given to; Parking availability, entry and exit routes, emergency evacuation passages. The guidelines issued by the Bureau of Police Research and Development (BPR&D) **(Annexure-A)** may be referred to.
- (e) The list of designated places shall be formally notified and reviewed at least once in every year by the District Collector/ Senior Superintendent of Police to ensure continued safety and suitability.

5. Pre-Event Application Process

- (a) Any individual, organization, or political party proposing to conduct a public event shall submit a written Application to the jurisdictional Sub-Divisional Police Officer (SDPO) along with Form-II and Form-III, duly filled.
- (b) The Application shall clearly specify;-
 - (i). Proposed venue / route map (for processions);
 - (ii). Date and time of commencement and conclusion;
 - (iii). Nature and purpose of the event;
 - (iv). Maximum anticipated crowd size;
 - (v). Names of important leaders / guests;
 - (vi). Number of speakers and program sequence;
 - (vii). Number and type of vehicles;
 - (viii). Parking arrangements.
- (c) If the anticipated crowd is within the notified capacity of the designated venues, such venue may be used.



(d) If the **anticipated crowd exceeds the notified capacity**, the organizer shall propose an alternative venue and provide:

- (i). Venue layout map with entry, exit, and emergency routes;
- (ii). Total area of the venue;
- (iii). Written consent from the venue owner.

(e) In case of road show, for the purpose of this SOP, a road show is defined as an event in which the crowd gathers and remains static on the roadside to greet the Chief Guest, who moves in a vehicle or walks on the road. The following additional details shall be clearly specified in the Application, namely:

- (i). Exact route, starting place, concluding place, and place of public address, if any;
- (ii). Expected time of arrival and departure of the Chief Guest / other VIPs at;-
 - the starting place, and
 - the concluding place.
- (iii). Anticipated crowd size in each stretch of the road and at the place of public address.
- (iv). Assessed maximum crowd-holding capacity of each stretch of the road, and the place of public address, certified in advance by the Public Works Department (PWD) Engineer, if the same is not a part of the designated venue.

(f) The Application shall be submitted at least;-

- (i). Ten (10) days prior to the proposed date of the event but not before Twenty-One (21) days, if scheduled in a designated venue notified.
- (ii). Fifteen (15) days prior to the proposed date of the event but not before Thirty (30) days, if scheduled in an alternative venue not notified.
- (iii). However, for major events such as party conferences, where the anticipated crowd size exceeds 10,000, the Application may be submitted even 30 days prior to the proposed date of the event.
- (iv). As an exception to para 5(f)(i) & (ii) above, in case of Applications seeking permission for protests or demonstrations of an urgent nature warranting immediate democratic expression arising out of sudden incidents or matters, the concerned District Collector (in



Districts)/Senior Superintendent of Police may, at his discretion, allow the Application to be received and processed by Sub-Divisional Police Officer, provided that such incident or matter should have occurred not before 3 days from the date of Application.

(g) The Application shall also include the details of safety and crowd management arrangements, namely;-

- (i). The number and location of the first-aid booths and ambulances to be deployed.
- (ii). Details of volunteers for crowd management and regulation.
- (iii). The name, designation, and contact number of the senior organizational functionary responsible for crowd safety and regulation.
- (iv). The name, designation, and contact number of the senior organizational functionary responsible for civic amenities (drinking water, sanitation, toilets, refreshments).
- (v). Details of emergency response arrangements, including coordination with fire and rescue services.
- (vi). Details of barricading and rope lines for crowd segregation and safe movement.

(h) A written undertaking shall accompany the Application, affirming that;-

- (i). The event will adhere strictly to the permitted time schedule.
- (ii). The organizer is fully responsible for crowd safety, regulation, and management.
- (iii). In case the assembled crowd exceeds the number for which permission has been obtained, it shall be the responsibility of the organizer to regulate and disperse the crowd.
- (iv). The organizer shall be liable for any damage to public or private property and shall compensate for losses.
- (v). The organizer shall restore the venue to its original condition immediately after the event, including cleaning and restoration.
- (vi). The organizer shall ensure free passage at all times for emergency rescue vehicles, including ambulances, fire tenders, and police vehicles.



- (vii). The organizer shall ensure that all vehicles arriving for the event are parked only in designated parking lots, and that no obstruction is caused to general traffic through unauthorized or roadside parking.
 - (viii). The organizer shall ensure that vulnerable persons such as pregnant women, senior citizens, children, and differently abled persons are not made to stand for long durations, are not pushed into high-density areas, and are provided with safe and convenient participation arrangements.
 - (ix). In case of a procession, the organizer shall ensure that not more than one-third of the road is occupied by the procession, leaving the other half of the road free for general traffic, so as to avoid hindrance to normal vehicular movement.
- (i) Upon receipt of every such Application, along with Forms – II and III, the Station House Officer (SHO) or the Sub-Divisional Police Officer shall ensure that an acknowledgement is issued in the prescribed Form IV, clearly indicating the date and time of receipt of the Application.

6. Scrutiny and Approval Process

- (a) The Sub-Divisional Police Officer shall scrutinize the Application to verify completeness. If found deficient or if any further information is required, a questionnaire may be issued to the organizer seeking a response. The organizer shall provide the required response within the timeline fixed by the Sub-Divisional Police Officers in the questionnaire.
- (b) Applications shall be evaluated based on the following parameters, namely:-
- (i). Venue capacity and topography;
 - (ii). Safety and crowd management;
 - (iii). Security implications;
 - (iv). Traffic and parking convenience;
 - (v). Emergency response arrangements;
 - (vi). Law and order sensitivity;
 - (vii). Past compliance record of the organizer.
- (c) Where more than one Application is received for the same venue and same date, the Sub-Divisional Police Officer shall consider the Applications on a first-come, first-serve basis, provided that priority shall be given to the political parties recognized by the Election Commission of India over other political parties / organizations. Among the recognized political parties, priority shall be given based on their representation in the Legislative Assembly.
- (d) After evaluation, the Sub-Divisional Police Officer shall issue proceedings, at least 5 days before the proposed event, either:
- (i). Granting permission with specific terms and conditions in the prescribed Form-V, or



- (ii). Rejecting the Application with written justification in the prescribed Form-VI.
- (e) In case of Application for major events such as party conferences where the anticipated crowd size exceeds 10,000, submitted 30 days prior to the proposed event as provided in 5(f)(iii):
 - (i). The Sub-Divisional Police Officer (SDPO) shall issue the proceedings, either granting permission or rejecting the Application, at least 15 days prior to the proposed date of the event.
- (f) In cases of rejection, the reasons shall be recorded in writing and communicated promptly to the organizer.
- (g) While processing the Application, the Sub-Divisional Police Officer (SDPO) shall categorize the event as Low Risk, Moderate Risk, or High Risk, considering the venue capacity, topography, anticipated crowd, participant profile, nature of gathering, and law and order sensitivity, and issue proceedings, accordingly.

7. Resubmission after Denial

- (a) If permission is denied, organizers may file a revised Application, rectifying deficiencies or proposing an alternative venue / date / time.
- (b) Such Applications shall be considered, after following the due procedure.
- (c) However, depending on the grounds of denial of permission, if a revised Application is submitted by the Applicant with modifications in the original Application and the modifications are accepted by the Permission Granting Authority, the revised Application may be considered as an adjunct to the original application and be given the benefit of seniority of the original Application date.

8. Terms and Conditions of Permission

- (a) Permission for the event shall be strictly subject to the terms and conditions as imposed by the Competent Police Authority.
- (b) The time duration as specified in the Permission Order must be strictly adhered to.
- (c) Road shows should generally be held within a duration of 3 hours.
- (d) The permission granted is subject to adherence to the maximum crowd size anticipated, as mentioned in the Application and the Permission Order.



- (e) If the actual crowd turnout exceeds the anticipated crowd size mentioned in the Application substantially (more than 50%), it will be construed as a serious violation and appropriate action will be taken by the concerned Police Officer.
- (f) The audience shall not be made to assemble unnecessarily in advance by more than 2 hours, and organizers shall ensure that the participants are informed of the correct schedule to avoid long waiting periods.
- (g) The organizer shall bear the full responsibility for:
 - (i). Crowd safety, regulation, and orderly management.
 - (ii). Structural safety of stages, barricades, pandals, all temporary structures, lighting and sound systems, and electrical fittings. Stability and safety certificates shall be obtained from the relevant authorities/empanelled Engineers prescribed by the District Collector and submitted to the Permission Granting Authority at least 4 hours before the commencement of the program.
 - (iii). Ensuring adequate fire safety and emergency response arrangements in coordination with Fire and Rescue Services.
 - (iv). Vehicle regulation and parking, ensuring that all vehicles are directed only to the designated parking lots, with no obstruction to general traffic. At least, 1 volunteer for every 50 vehicles anticipated shall be ensured.
- (h) The organizer shall arrange an ambulance to be stationed at the location. They shall also ensure free passage for emergency rescue vehicles (ambulances, fire tenders, police vehicles) throughout the duration of the event.
- (i) Erection of digital banners and placards, if any, should be strictly in accordance with the provisions of the Puducherry Open Places (Prevention Of Disfigurement) Act, 2000.
- (j) The organizer shall ensure that vulnerable persons such as pregnant women, senior citizens, children, and persons with disabilities are safeguarded, not exposed to high-density crowd zones, and not made to stand for excessive durations. A separate enclosure shall be provided to them, and separate volunteers shall be earmarked to take care of them.
- (k) If crowd inflow exceeds the certified venue capacity, the organizer shall ensure that excess crowd is channelized properly into the buffer zones by using volunteers in the prescribed ratio (1 volunteer per 100 participants) with adequate barricades and ropes.



- (l) In case of a procession, the organizer shall ensure that not more than one-half of the road is occupied by the procession, leaving the other half of the road free for general traffic, so as to avoid hindrance to normal vehicular movement.
- (m) In case of a road show, the organizer shall ensure compliance with the following additional conditions, namely:-
 - (i). The road show shall be confined strictly to the approved route and schedule. Diversions or changes to the route or timing shall not be made without prior written approval.
 - (ii). The road show should not obstruct emergency services, hospitals, educational institutions, or critical traffic junctions.
 - (iii). Adequate arrangements shall be made in coordination with the police and transport authorities to minimize disruption to general traffic and public movement.
 - (iv). Barricades & Ropes shall be arranged by the organizers in accordance with directions of the Sub-Divisional Police Officer, as per the site condition.
 - (v). Volunteers shall be deployed by the organizer at the prescribed ratio (1 volunteer per 50 participants) to regulate the crowd and ensure crowd segregation and segmentation.
 - (vi). Proper segregation of the crowd using barricades or rope lines, with the help of volunteers, shall be ensured to prevent any crowd movement along with the vehicle of the Chief Guest / other VIPs and to avoid congestion on the route.
 - (vii). The public shall remain static on the roadside and shall disperse immediately after the vehicle of the Chief Guest / other VIPs passes.
 - (viii). Addressing of the public shall be confined strictly to the approved location, and no speeches or public addresses shall be made en route during the conduct of the road show.
 - (ix). The number of vehicles in the convoy shall not exceed the number indicated in the Application.
- (n) The Competent Authority may impose any other specific conditions deemed necessary depending on the nature of the function or anticipated risks.



- (o) The organizer shall remain accountable for compliance with all the permission conditions. Any violation or lapse shall lead to revocation of permission, liability for damages, and possible initiation of legal action.

9. Role of Organizer – Monitoring and On-Ground Supervision

- (a) On the day of the event, the organizer shall deploy volunteers from the organization at a minimum ratio of 1 volunteer per 100 expected attendees.
- (b) These volunteers shall ensure safety of the crowd, orderly regulation, provision of amenities, vehicle parking, and guiding of participants throughout the event.
- (c) The organizer shall prepare a detailed duty plan, assigning volunteers to specific functions such as:
 - (i). Provision of civic amenities (drinking water, sanitation, refreshments, mobile toilets).
 - (ii). Crowd regulation, segregation, and segmentation to prevent congestion and maintain order; separate enclosures / gangways for every 300 participants, if standing crowd, and every 500 participants, if seating crowd, may be ensured.
 - (iii). Ensuring safe dispersal of the gathering after the event concludes.
 - (iv). Emergency preparedness, including deployment of volunteers for medical aid, rescue, fire-fighting, and evacuation support.
 - (v). Vehicle regulation and parking management, ensuring vehicles are directed and parked only in a designated lots in an orderly manner; at least 1 volunteer for 50 vehicles anticipated shall be ensured.
 - (vi). The organizers shall ensure the provision of basic amenities as prescribed below:

Metric	Benchmark
Toilets	1 per 300 persons (separate male / female)
Mobile toilets	Consisting of 6 or 8 units, kept at equal distances of 300 meters
Drinking water	4 litres per day per person (may be scaled down as per event hours)
Water points	1 water point located within 100 meters
Medical aid	As detailed in <u>Annexure – B</u>

- (d) The organizer shall ensure the provision of adequate fire extinguishers and fire tenders as stipulated by the representative of the Fire Service Department



in the Event Safety Monitoring Committee (ESMC), taking into account the factors such as, the nature of the venue and the materials used for temporary structures therein. Such member of the ESMC shall ensure that stipulated requirements for each such event are assessed and communicated to the organizer/Applicant at least 24 hours before the scheduled time of the event.

- (e) The organizers shall ensure that all volunteers and designated senior party functionaries are clearly identifiable (such as through T-shirts, Badges, or ID cards) and remain in constant coordination with the Police and District administration during the event.
- (f) The senior party functionaries designated for crowd safety shall ensure that an effective public announcement system is installed and utilized for:
 - (i). Issuing timely guidance to volunteers and the crowd.
 - (ii). Facilitating orderly regulation and management of participants.
 - (iii). Maintaining order and preventing untoward incidents.
- (g) The organizer shall ensure that a sufficient number of CCTV cameras are installed to cover the entire event area / routes and parking areas, including entry and exit points, and that access to the footage is given to the Police / District Administration on a real-time basis.
- (h) The organizer shall ensure that adequate lighting arrangements are made across the event area, including generator backup facilities, if the programme is conducted during evening hours.

10. Role of Police and District Administration – Event Safety Monitoring Committees

- (a) The District Collector shall constitute a District-Level Event Safety Monitoring Committee and one Taluk-Level Event Safety Monitoring Committee for each Taluk, comprising the representatives from the Revenue, Police, Medical / Health Department, Public Works Department (PWD), Electricity Department, Municipality, Fire Service Department, etc., to ensure effective oversight and seamless inter-departmental coordination.
- (b) The District-Level Event Safety Monitoring Committee shall supervise high-risk events, and the Taluk-Level Event Safety Monitoring Committees shall supervise moderate and low-risk events.

11. Role of Police and District Administration – Security and Compliance Oversight

- (a) Based on the risk categorization of the event, the Police shall prepare a detailed security and traffic management plan, which may include:
 - (i). Deployment of adequate Police personnel for security, Law and Order, and traffic regulation.



- (ii). Establishment of temporary checkpoints, frisking, and access control points at entry / exit locations, if necessary.
- (iii). Deployment of metal detectors, CCTV surveillance, and drone monitoring for high-risk events, wherever found necessary.
- (iv). Placement of standby forces and Quick Reaction Teams (QRTs) for immediate intervention in case of emergencies.
- (v). Scale of overall Police deployment vis-à-vis anticipated crowd size should ordinarily be as per the following guidelines, namely:-

Risk Category	Police Deployment
Low Risk	1 per 200 persons
Moderate Risk	1 per 100 persons
High Risk	1 per 50 persons

(b) The Police authorities shall ensure that the terms and conditions imposed on the organizer are strictly adhered to, specifically with regard to;-

- (i). Adherence to route and timing restrictions.
- (ii). Deployment of the required number of volunteers.
- (iii). Proper segregation and segmentation of the crowd to prevent congestion.
- (iv). Use of public address systems effectively and only as permitted.

(c) The Event Safety Monitoring Committee constituted under para 10 shall ensure coordinated, multi-departmental oversight during the conduct of the event. The role of each line department is to verify and supervise the arrangements made by the organizers in respect of civic amenities and safety arrangements, as detailed below, namely;-

- (i). Revenue Department – overall coordination.
- (ii). Police Department – to ensure law and order, traffic management, prevent disturbances, and protect the rights of both participants and the general public.
- (iii). Health Department – to oversee the organizers' arrangements for availability of ambulances and first aid centres.
- (iv). Public Works Department Engineers – to oversee the structural safety of temporary installations, barricades, and stages arranged by the organizers.



- (v). Electricity Department – to oversee the safety of electrical connections, fittings, and temporary wiring provided by the organizers.
 - (vi). Municipality– to supervise the organizers' arrangements for sanitation, mobile toilets, drinking water, waste disposal, and other civic amenities.
 - (vii). Fire and Rescue Services – to oversee the fire safety measures and emergency preparedness arrangements as made by the organizers.
- (d) The Event Safety Monitoring Committee shall continuously monitor these aspects during the event and remain in real-time coordination with the Police Control Room and District Administration.

12. Post-Event Compliance, Complaints, and Reporting

- (a) The Station House Officer (SHO) shall conduct an inspection of the venue along with the organizers and prepare a Post-Event Report, in the prescribed Form-VII, covering:
- (i). Compliance status with permission conditions.
 - (ii). Complaints received / FIRs registered, if any.
 - (iii). Law and order observations during the event.
 - (iv). Any violations or deficiencies.
 - (v). Where any deficiency / violation / injury / damages are noticed, the SHO may obtain a detailed Report from the concerned Event Safety Monitoring Committee Member or their representative.
- (b) The Sub-Divisional Police Officer (SDPO) shall obtain the Post-Event Report from the concerned Station House Officer (SHO). On receiving the report;-
- (i). In the absence of any violation, injury, or damages, the Sub-Divisional Police Officer shall file the post-event report for record.
 - (ii). In cases where any deficiencies, violations, or damages are observed, the Sub-Divisional Police Officer shall forward the post-event report along with the reports obtained from the concerned members of the Event Safety Monitoring Committee to the District Collector through the Senior Superintendent of Police.

13. Action Based on Post-Event Report

- (a) Based on the Post-Event Report and the specific remarks of the Sub-Divisional Police Officer, may initiate appropriate action to recover the damages or losses to public / private property as per the provisions of the Puducherry Property (Prevention of Damage and Loss) Rules, 1994.

