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 Deparment, Puducherry.

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O R D E R:

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, andthe 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, andare 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 **Annexure – B**

(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.

(b) This action shall be without prejudice to criminal prosecution, wherever offences have been registered.

14. Miscellaneous

Though this Standard Operating Procedure (SOP), along with Forms I to VII, is intended to standardize procedures with the objective of ensuring the safety of crowds during public gatherings, it also seeks to minimize inconvenience to the general public while upholding the right to free speech and expression.This SOP is formulated to supplement the existing Acts, Rules, and Guidelines.

Nothing in this SOP shall be deemed to constrain the discretionary powers of the District Administration and the Police Authorities to cater to the unique challenges posed by each event based on the prevailing circumstances.

Appropriate modifications, inclusions, or deletions may be made in the annexed Forms by the Competent Authorities, viz., the permission granting Authority/Authorities superior to him/her, depending upon the nature and requirements of the event. Furthermore, any additional conditions as deemed necessary in the interest of the public safety, order, or administrative convenience may also be incorporated as required.

This SOP may be reviewed periodically and modified appropriately based on the feedback after implementation and to keep pace with emerging challenges in crowd management.

// BY ORDER OF THE LIEUTENANT-GOVERNOR //

Dr. SHARAT CHAUHAN, I.A.S.,
CHIEF SECRETARY TO GOVERNMENT

To
The Director of Stationary & Printing—with a request to send 20 copies of the Notification to
Puducherry. this Department.

Copy to:
1. The Registrar General High Court of Judicature at Madras, Chennai.
2. The Director General of Puducherry.
3. The Secretary to Govt.(Revenue), Puducherry.
4. The Secretary to Govt. (Health), Puducherry.
5. The Secretrary to Govt., (PWD),Puducherry.
6. The Secretary to Govt. (Power), Puducherry.
7. The Secretary to Govt. (Rural Development), Puducherry.
8. The Secretary to Govt. (LAD), Puducherry
9. The Secretary to Govt. (Fire Service), Puducherry.
10. The District Magistrate -cum-District Collector, Puducherry/ Karaikal.
11. The Regional Administator, Mahe/ Yanam.
12. The Central Record Branch, Puducherry 13. G.O. File 14. Stock file

(M.V. HIRAN)
UNDER SECRETARY TO Govt.(Home)

Form – I

Office of the District Collector, [District Name]
Office of the Senior Superintendent of Police (L&O), Puducherry.
Date:]

NOTIFICATION

The following places/routes within the limits of Union Territory of Puducherry are hereby notified as the Designated Public Gathering Places for the purpose of conducting public meetings, demonstrations, processions and road shows as specified in the column 6 against each place, subject to the terms and conditions as specified hereunder.

1.List of Designated Public Gathering Places

Sl. No	Name of place/Location & Address	Name of the Route		Police Station Limit	Seated Capacity	Standing Capacity	Type of Public Gathering (Public Meeting/ Demonstaration/ Procession/ Road Show)
		From	TO				
1	2	3		4	5	6	7

[Note: Where a particular venue is allowed only for demonstration (standing capacity, seated capacity shall be mentioned as zero.]

2. Terms and Conditions

(1) No public gathering shall be organized without obtaining prior permission from the Competent Authority.
(2) The capacity of the public gathering at any event shall not exceed the certified capacity as specified above.
(3) The organizers shall ensure strict adherence to safety, traffic and law and order instructions issued by the Police and District Administration.
(4) The premises shall be maintained in a clean and orderly condition after the event.
(5) Any violation of the above conditions shall attract appropriate action under the provisions of law.

By Order of the District Collector / Senior Superintendent of Police (L&O)
Puducherry

(Signature)
Date:

Form –II

Application for Permission (To be submitted in person)

To
The Sub-Divisional Police Officer,

----- Sub-Division.

Sir/Madam,

I/We hereby submit this Application (as organizer/on behalf of organizer) seeking permission to conduct a public meeting / procession demonstration / road show / -----event at ----- place ----- time as per the SOP for regulation and management of public gatherings in Puducherry vide No. .... dated .....

1. Details of the Applicant / Organizer

Sl. No.	Particulars	Details
a.	Particulars Name of the Individual / Organization / Political Party (with registration number if applicable)	
b.	Name and Designation of the Applicant Details	
c.	Address for Correspondence	
d.	Mobile Number	
e.	Email ID (if any)	
f.	Name and designation of the Organizer of the event with contact number	

2. Event Particulars

Sl.No.	Particulars	Details
a.	Nature and Purpose of the Event	
b.	Type of Event (Public Meeting / Procession Demonstration/ Road show/ Others)	
c.	Venue/route Proposed for the Event	
d.	Whether the venue / route is designated or not	
e.	Date and Time of Commencement	
f.	Date and Time of Conclusion	
g.	If Procession- Starting Point, End Point and Route Map Enclosed (Yes/No)	
h.	Expected time of arrival and departure of Chief Guest/other VIPs	
i.	Anticipated Total Duration of Event	
j.	Maximum Anticipated Crowd Size	
k.	Names of Important Leaders / Guests Anticipated	
l.	Number of Speakers and Sequence Programmes	

3. Vehicle Parking Arrangements

Sl. No.	Particulars	Details
a.	Type and Number of Vehicles Anticipated	
b.	Area Earmarked for Parking (attach sketch/map)	
c.	Capacity of Parking Area (Type and No. of Vehicles)	
d.	Number of Volunteers to be Deployed for Vehicle parking and regulation (at least 1 person per 50 vehicles anticipated)	

4. Venue Assessment (If other than designated venue)

Sl. No.	Particulars	Details
a.	Total Area of Venue (in sq. m.)	
b.	Assessed Maximum Crowd-Holding Capacity (Certified by PWD Engineer) Enclosed (Yes/No)	
c.	Map with Layout showing Entry, Exit and Emergency Evacuation Points Enclosed (Yes/No)	
d.	Written Consent of Venue Owner / Custodian Enclosed (Yes/No)	

5. Additional details in case of road show:

Sl. No.	Particulars	Details
a.	Date and Time	
b.	Exact Route along with route map	
c.	Starting Place	
d.	Concluding Place	
e.	Place of Public Address, if any	
f.	Expected Time of Arrival of Chief Guest (i). At the starting place (ii). At the concluding place	
g.	Anticipated Crowd Size (i). At the place of public address (ii). In each stretch of road	
h.	Crowd holding capacity (i). At the place of public address (ii). In each stretch of road	

i.	Number of vehicles proposed in the convoy	
j.	Written Consent / Permission from the road owning agency obtained (Yes / No)	

6. Safety and Crowd Management Arrangements

Sl. No.	Particulars	Details
a.	Particulars of Number and Location of First Aid Centres and Ambulances to be Deployed	
b.	Details of Barricading, Rope Lines and Crowd Segregation Arrangements (with map)	
c.	Number of Volunteers for Crowd Management (atleast 1 per 100 anticipated attendees)	
d.	Name, Designation & Contact No. of senior representative of organization responsible for Crowd Safety	
e.	Name, Designation & Contact No. of senior representative of organization responsible for civic amenities	

7. Past record with regard to conduct of public gathering

S.No	Particulars	Details
1.	Criminal case registered, if any	
2.	Any other action/recovery for damages	

8. Any other information the organizer considers relevant for consideration:

9. Declaration

I/We hereby declare that the information furnished above is true to the best of my/our knowledge and belief. I/We undertake to abide by all conditions imposed by the Competent Authority for maintaining the public order, safety and discipline during the event.

Place:

Date:

Signature of the Applicant:

Name:

Seal of the Organization (if applicable):

FORM III – Written Undertaking

(To be submitted by the Organizer along with the Application)

I, (Name of Organizer), on behalf of (Name of Organization, if applicable), hereby undertake and affirm that:

(1) The event will adhere to the permitted time schedule.

(2) Crowd control, safety, parking arrangements and overall management of the event will be properly undertaken.

(3) The event will be conducted in such a manner that public peace, order and traffic are not disturbed.

(4) It will be ensured that all vehicles related to the event are parked only in the designated parking areas and no obstruction is caused to the general traffic through unauthorized or roadside parking.

(5) Free and unobstructed passage will be maintained at all times for emergency and rescue vehicles, including ambulances, fire tenders and Police vehicles.

(6) Appropriate measures will be taken so that the gathering is segregated and regulated in an orderly and safe manner.

(7) Care will be taken to 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 arrangements.

(8) Any damage caused to the public or private property will be compensated for and responsibility for such damage will be borne by the organizer.

(9) In the case of a procession, it will be ensured that not more than one-half of the total width of the road is occupied, leaving at least other half of the road free for normal vehicular movement so as to prevent obstruction to traffic.

(10) Volunteers will be deployed at a minimum ratio of 1 volunteer per 100 anticipated attendees for public meeting/1 volunteer per 50 anticipated

attendees for road show and at least 1 volunteer for 50 vehicles expected will be ensured.

(11) The safety of the crowd, orderly regulation, provision of amenities and guidance of participants throughout the event will be ensured.

(12) All volunteers and designated senior personnel will be made clearly identifiable through badges or ID cards and constant coordination will be maintained with the Police and District Administration.

(13) After completion of the event, the venue will be restored to its original condition and all cleaning and restoration activities will be carried out promptly.

I hereby agree to comply with all the above conditions and with any further instructions issued by the Competent Authorities while granting permission and during the course of the event.

Date:

Place:

Signature of Organizer:

Name:

Address:

Contact Number:

Seal (if applicable):

Form – IV

ACKNOWLEDGEMENT

An Application, dated _____seeking permissionfor _____ event at _____(place) was received from _____ on _____@ _____hrs at _____ Police Station _____ Sub-Division office.

Office Seal

Signature of Receiving Officer

Form – V

Proceedings of the Sub-Divisional Police Officer (SDPO) granting permission for Conduct of the event

Present: {Name of the SP}

Office of the Sub-Divisional Officer,

No. Date:

Sub: Police - {Name of the Sub-Division} - Grant of permission for conduct of {event} at {place} in - {Name of the Police Station} limit - Reg.

Ref: Application submitted by {Name of the organizer} along with Form-I & Form-III dated_____

ORDER

Upon careful examination of the Application submitted by {Name of the organizer) and the scrutiny of the same, permission is hereby granted to the organizer to conduct the event at the {place), subject to the following terms and conditions namely :-

(1) The event shall be conducted strictly within the permitted time schedule {From --- to ---} and anticipated crowd size of ---.

(2) If the actual crowd turnout exceeds anticipated crowd size mentioned in Application substantially (more than 50%), it will be construed as serious violation and appropriate action will be taken by the concerned Police Officer.

(3) The audience shall not be made to assemble unnecessarily in advance by more than 2 hours and organizers shall ensure participants are informed of the correct schedule to avoid long waiting periods.

(4)

(a) The organizer shall deploy volunteers from the organization at a minimum ratio of 1 volunteer per 100 anticipated attendees for public meeting/1 volunteer per 50 anticipated attendees for road show .

(b) These volunteers shall ensure safety of the crowd, orderly regulation, provision of amenities 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 500 participants, if standing crowd and every 1000 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 designated lots in an orderly manner; at least 1 volunteer for 50 vehicles expected shall be ensured.

(5)

(a) The organizers shall ensure the provision of basic amenities as prescribed below:

Metric	Bechmark
Toilets	• 1 per 200 persons (separate male/ female). Mobile toilets consisting of 6 or 8 units may be kept at equal distances of 300 mtrs
Drinking Water	• 4 litres per day per person (may be scaled down as per event hours) • 1 water point located within 100 mtrs
Medical Aid	• As detailed in **Annexure-B** of SOP

(b) Fire extinguisher and Fire tender shall be deployed as stipulated by the representative of the Fire and Rescue Services in the Event Safety Monitoring Committee.

(6) The organizers shall ensure that all volunteers and designated senior party functionaries are clearly identifiable (such as T shirts, Badges, ID cards) and remain in constant coordination with the Police and Local Administration during the event.

(7) 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 orderliness and preventing untoward incidents

(8) Stability and Safety of stages, barricades, pandals, all temporary structures and electrical installations shall be certified by the Competent Authorities/ empanelled Engineers and such certificate shall be produced at least 4 hours before the commencement of programme, failing which the permission granted is deemed to be cancelled.

(9) Free passage shall be maintained at all times for emergency vehicles including ambulances, fire tenders and police vehicles.

(10)

(a) 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.

(b) Erection of temporary flagpoles should be strictly in accordance with the conditions as imposed in Standard Operating Procedures.

(11) The use of loudspeakers or amplifiers shall be within the limits as prescribed under the Noise Pollution (Regulation and Control) Rules, 2000. No cone type speakers shall be used.

(12)

(a) The organizer shall maintain public order and discipline during the entire duration of the event.

(b) The participant shall not wear any form of dress showing offending slogans or pictures which may cause disturbance.

(c) Liquor, hazardous materials shall not be permitted at or near the venue.

(d) The organizer shall not allow any unlawful, obscene or inflammatory activities at the venue.

(13)

(a) Vehicles arriving for the event shall be parked only in the designated parking lots and no obstruction shall be caused to vehicular or pedestrian movement or to access nearby establishments.

(b) In case of a procession, not more than one-half of the road shall be occupied, leaving the remaining space for general traffic.

(c) In case of a road show, the organizer shall ensure that,-

(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 the 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 should be arranged for about a stretch of 300 feet at the place of public address, incoming and outgoing pathways and volunteers should be deployed with ropes to ensure orderly regulation of crowd without causing hindrance to the movement of vehicles. In addition, further barricades may be provided by the organizer as recommended by the this office, depending on the site conditions, as required.

(v). Volunteers shall be deployed by the organizer at the ratio prescribed (1 volunteer per 50 participants) to regulate the crowd and ensure crowd segregation and segmentation to avoid congestion.

(vi). The public shall remain static on the roadside and shall disperse immediately after the vehicle of the Chief Guest passes.

(vii). Proper segregation of the crowd using barricades or rope lines with the help of volunteers to prevent any crowd movement along with the convoy and to avoid congestion on the route.

(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.

(14) Vulnerable persons such as pregnant women, senior citizens, children and persons with disabilities shall be 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.

(15)

(a) The entire programme shall be videographed by the concerned organization and footage shall be made available to Police.

(b) The venue/routes and parking shall be adequately covered with CCTV surveillance and access should be provided to Police/District Administration.

(16) The premises shall be restored to its original condition immediately after the event.

(17) The organizer shall be fully responsible for any damage to public or private property and shall compensate for losses as assessed by Authorities.

(18)

(a) The organizer shall comply with all directions issued by the Police and Members of the Event Safety Monitoring Committee and their Officers, from time to time.

(b) The Competent Authority reserves the right to modify, suspend or revoke this permission without prior notice, in the interest of public order and safety.

(c) The permission is non-transferable and valid only for the venue, date and time specified.

[Note: The Permission Granting Authority may either add any additional conditions as required or exclude any conditions not relevant to the event]

TO

The Organizer,
(Name of the Organization),
(Address),

Copy to:

1. The District Collector through the District Superintendent of Police,Puducherry.
2. The District Revenue Officer,Puducherry.
3. The Joint Director, Directorate of Health & Family Welfare Service, Puducherry.
4. The Executive Engineer/Superintending Engineer, PWD,Puducherry.
5. The Executive Engineer, Eelectricity Department, Puducherry.
6. The Project Director, District Rural Development Agency (DRDA), Puducherry.
7. The Commissioners, Municipality/Commune Panchayats, Puducherry
8. The District Fire Officer, Puducherry.
9. Any other officials relevant to the event.

Form – VI

(Denial of Permission for Conduct of Public Gathering / Procession, etc.,)

Ref. No.:

Date:

To

The Organizer,
[Name of the Organization],
[Name and Designation of Responsible Functionary],
[Address].

Subject: Rejection of Application for conduct of public gathering / procession, etc., - Reg.

Whereas an Application dated_____ was received from you seeking permission to conduct a public gathering/procession at [venue/location/route] on [date];

2. And Whereas, the said Application has been duly examined by the Competent Authorities with reference to crowd management, safety, Law and Order and traffic considerations;

3. Now, Therefore, upon such examination, it is hereby ordered that the permission for the said event is **REJECTED** for the following reasons/deficiencies:
   (a)
   (b)
   (c)
4. You may, however, submit a revised Application after rectifying the above deficiencies or by proposing an alternative venue/date/time.

5. Issued under my Authority on this, the _____ day of of 20___.

(Signature)
[Name of Issuing Authority]
Designation:
Office Seal.

Form – VII

POST-EVENT REPORT

1. Event Details

Name of the Event:	
Date(s) of the Event:	
Venue:	
Organizer(s):	
Permission/Reference No:	

2. Inspection Summary of SHO

(Conducted after the conclusion of the event along with the organizers)

(a) Restoration of Venue:

- Restored to original condition
- Partially restored
- Not restored

Remarks: _____

(b) Cleaning, Waste Disposal and Dismantling of Temporary Structures:

- Completed satisfactorily
- Partially completed
- Not completed

Remarks:_____

(c) Damage to Public or Private Property:

- None observed
- Damage observed (details below)

Details: _____

Estimated Loss (if any):_____

(d) Violations of Terms and Conditions:

- None observed
- Violations observed (details below)

Details:_____

3. Any complaints filed / cases registered

SI. No.	Nature of Violation / Incident	FIR No. / CSR. No.	Remarks

4. **Reports obtained from other members of Event Safety Monitoring Committee or their representatives, if any**.

(i).
(ii).
(iii).
(iv).

Signature of the Station House Officer along with seal

To,

The Sub-Division Police Officer,

-------- Sub-Division,

-------- District.

ANNEXURE – A

I. LEVEL OF SERVICE STANDARD FOR STANDING AND SEATED CROWDS

Standing Crowd

The following factors should be considered relevant for determining appropriate standing density at a MG event:

- Type of Event
- Duration of event
- Dynamic of crowd (dancing/static etc.)
- Nature of surface (concrete/mud/uneven/even)
- Slopes, steps etc.
- Profile and demography of audience (height, size, families, gender classification etc.)
- Lines of sight
- Multiple focal points
- Space for circulation/movement
- Entry capacity/ingress systems
- Exit capacity/evacuation capacity
- Emergency exit capacity
- Psychosocial/Biomedical/Environmental factors
- Safety management standards

Based on all these factors, which is not an exhaustive list indeed, the following measure of crowd densities may be considered safe:

Generally, .5 square meter space per person is used for outdoor music events. In any case, the maximum number that can be applied for calculating standing densities is 47 persons per 10 square meter.

Depending upon the physical condition of the venue and safety standards, density of 47 persons per 10 square meter may be scaled down to arrive at the required density for an event with a given space available for the spectators.

However, spectators can only circulate freely when the crowd densities are no longer than approximately 10-15 persons per 10 square meter.

For seated or standing areas, having established the holding capacity of the area, a comparison should be made between:	• The holding capacity • The entry/ingress capacity • The exit/egress capacity • The emergency evacuation capacity

The final capacity of the section or whole ground will be determined by whichever is the lowest figure of the four criteria given above.

LEVEL OF SERVICE STANDARDS FOR CROWD FLOW

Relevant Factors for Fixing LOS for Crowd Flows

- Type of event
- Dynamics of crowd
- Nature of service, slopes/steps, obstructions
- Profile and demography of spectators, pedestrians (families, children, age, gender classification etc.)
- Destination and objective
- Timeline
- Crowd density
- Safety management
- Distance to travel
- Fatigue factor
- Historic behaviour
- Distribution of crowd Lack of familiarity with the venue
- Lighting
- Traffic
- Environmental factors
- Normal or emergency

Depending upon all these factors, crowd flow levels for sports grounds should be as given below (number of persons for each meter of width):

- For the entry purpose, it should be 660 persons per turnstile or any other system per hour
- On stairways and on all routes within seated accommodation, 66 persons per meter per minute
- On all other routes, including within standing accommodation, 82 persons per meter per minute

CROWD FLOW MEASURES FOR EXIT

Normal Exit	• The maximum exit rate suggested to be 100 people per meter in width per minute on solid ground • The maximum exit rate suggested for stairways 73 per meter in width per minute
Emergency Exit	• Sections accommodating more than 150 people - evacuation routes and doors should be 1.2 meter wide

	• Sections accommodating less than 150 people - evacuation routes must be 0.9 meter wide • On all routes of the event or venue (including within standing area), flow rate should be 109 people per meter in width per minute
Common Factors for both Seated and Standing Capacity	
a. Entry Capacity of Section	Number of people who can pass through all turnstiles (if installed) or other entry points with ticket checking (if ticketed event), within a period of one hour
b. Holding Capacity of Section	• In case seated venue, actual number of seats less any seats that cannot be used owing to seriously restricted view or other inadequate conditions. • Assessment of venue's physical conditions (such as structural weaknesses, etc.) and safety standards (such as absence of barriers, weak fire safety system, etc.) may also require scaling down the number of seats after arriving at the number in point given above. • In case of standing areas, actual holding spatial capacity should be calculated by applying the density measure of 47 persons per 10 square meters. • It is determined by a number of factors, including strength of barriers, layouts, areas which offer restricted views. • Again, general safety conditions and safety standards should guide the scaling down of density from 47 persons per 10 square meter to a rational number say 35 persons per 10 square meters.
c. Exit Capacity	Total number of people who could safely exit from the viewing area under normal conditions
d. Emergency Evacuation Capacity	It is determined by emergency evacuation time, which is based largely upon level of risk of section or venue and its associated evacuation routes. Emergency evacuation capacity is the number of people who can safely negotiate emergency evacuation routes and reach place of safety within the

	set time.
e. Final Capacity	The final capacity of the section (if worked out for a section wise) and of the whole venue will be determined by whichever is the lowest figure arrived at for (a), (b), (c), or (d)

Formula for Calculating the Standing Capacity

The following formula should be used for calculating standing capacity after establishing the viewing area (A) and appropriate density (D)

Holding Capacity: (A/10) x D

Example

If appropriate density is arrived at 35 persons per 10 square meter for available view area of 100 square meter, then Holding Capacity (100/10)x35, that is 350 persons Please note the density of 47 per 10 square meter will give us the holding capacity of 470 but considering all the factors given above, 350 will be the holding capacity.

However, if the exit capacity is set at 500, evacuation exit capacity is set at 300, then the venue capacity will be taken as 300 only, that the lowest of the three values 350 (Holding Capacity), 500 (Entry Capacity) and 300 (Emergency Evacuation Capacity) Suppose after arriving at the appropriate viewing area value, the holding capacity comes out to be say 250 persons and the exit capacity is set at 500, evacuation capacity is worked out to be 300, the venue capacity will be taken as 250, that is the lowest value of the three.

Seated Venue

This formulation also applies to the venues having seated capacity.

After calculating the serviceable seats, the lowest value among the serviceable seats, entry capacity and evacuation exit capacity should be the venue capacity.

II. LEVEL OF SERVICE STANDARD FOR ALL AREAS

All areas	LOS	Average area occupancy	Explanation/ implications
All Areas	A	Equivalent to an average pedestrian area occupancy of 35 sq. ft. per person or greater	At level of service A, sufficient area is provided for pedestrians to select freely their own walking speed, to bypass slower pedestrians and to avoid crossing conflicts with others. Design volumes would be approximately 7 pedestrians per minute per foot width of walkway or less. Designs consistent with this level of service would include public buildings or plazas without severe peaking characteristics or space restrictions.
All Areas	B	Equivalent to average area occupancy in the range of 25 to 35 sq. ft. per person	At level of service B, sufficient space is available to select normal walking speed and to bypass other pedestrians in primarily unidirectional flows. Where reverse direction or pedestrian crossing movements exist, minor conflicts will occur, slightly lowering mean pedestrian speeds and potential volumes. Design volumes would be in the approximate range of 7 to 10 pedestrians per minute per foot width of walkway. Designs consistent with this level of service would represent a reasonably high type of design for transportation terminals and buildings in which recurrent, but not severe, peaks are likely to occur.
All Areas	C	Equivalent average area occupancy in the range of 15 to 25 sq. ft per person	At level of service C, freedom to select individual walking speed and freely pass other pedestrians is restricted. Where pedestrian cross movements and reverse flows exist, there is a high probability of conflict requiring frequent adjustment of speed and direction to avoid contact. Design volumes would be in the range of 10 to 15 pedestrians per minute per foot width of walkway. Designs consistent with this level of service would represent reasonably fluid flow; however, considerable friction and interaction between pedestrians are likely to occur, particularly in multidirectional flow situations. Examples of this type of design would be heavily used

			transportation terminals, public buildings or open spaces where severe peaking, combined with space restrictions, limit design flexibility.
All Areas	D	Equivalent to an average area occupancy in the range of 10 to 15 sq. ft per person	At level of service D, the majority of persons would area have their normal walking speeds restricted and reduced due to difficulties in bypassing slower moving pedestrians and avoiding conflicts. Pedestrians involved in reverse-flow and crossing movements would be severely restricted, with the occurrence of multiple conflicts. Design volumes would be in the range of 15 to 20 pedestrians per minute per foot width of walkway. Designs at this level of service would be representative of the most crowded public areas, where it is necessary to continually alter walking stride and direction to maintain reasonable forward progress. At this level of service, there is some probability of intermittently reaching critical density, causing momentary stoppages of flow. Designs consistent with this level of service would represent only the most crowded public areas.
All Areas	E	Equivalent to average an area occupancy in the range of 5 to 10 sq. ft. per person	At level of service E, virtually all pedestrians would have their normal walking speeds restricted requiring frequent adjustments of gait. At the lower end of the range, forward progress would only be made by shuffling. Insufficient arca would be available to bypass slower moving pedestrians. Extreme difficulties would be experienced by pedestrians attempting reverse-flow and cross flow movements. The design volume in the range of 20 to 25 pedestrians per minute per foot width of walkway would approach the maximum attainable capacity of the walkway, with the result of frequent stoppages and interruptions of flow. Design in this range should only be employed for short peaks in the most crowded areas. This design level would occur naturally with a bulk arrival traffic pattern that immediately exceeds available capacity and this is the

			only design situation for which it would be recommended. Examples would include sports stadium design or rail transit facilities where there may be a large short-term exiting of passengers from a train. When this level of service is assumed for these design conditions, the adequacy of pedestrian holding areas at critical design sections and all supplementary pedestrian facilities must be carefully evaluated.
All Areas	F	Equivalent to an average area occupancy in the range of 5 feet or less per person	At level of service F, all pedestrian walking speeds are extremely restricted and forward progress can only be made by shuffling. There would be frequent unavoidable contact with other pedestrians and reverse or crossing movements would be virtually impossible. Traffic flow would be sporadic with forward progress based on movement of those in front. This level of service is representative of a loss of control and a complete breakdown in traffic flow. Pedestrian areas less than 5 sq. ft are more representative of a queuing than a traffic flow situation and this level of service is not recommended for walkway design.

III. LEVEL OF SERVICE STANDARD FOR STAIRWAYS

Sl. No.	Level of service	Average pedestrian area occupancy & flow	Explanation/ implications
1.	A	Level of service A is equivalent to an average pedestrian area occupancy of 20 or more sq. ft. per person and a volume of approximately 5 or fewer pedestrians per minute per foot width of stairway.	This area occupancy represents a space more than 5 treads long and 4 ft wide. At this level of service, sufficient area is provided to select freely stair locomotion speed and to bypass slower moving pedestrians. No difficulties would be experienced with reverse traffic flows. Designs at this level of service would be consistent with public buildings or plazas that have no severe traffic peaks or space limitations.
2.	B	Level of service B is equivalent to an average of area occupancy between 15 and 20 sq. ft per person and a volume of 5 to 7 pedestrians per minute per foot width of stairway.	This area occupancy represents a space 5 treads long and 3 to 4 ft wide. Virtually all persons may freely select stair locomotion speeds. However, in the lower range of area occupancy, some difficulties would be experienced in passing slower moving pedestrians. Reverse flows would not present a serious traffic conflict. Designs at this level of service would be consistent with transportation terminals and public buildings that have recurrent peak demands and no serious space limitations.
3.	C	Level of service C is equivalent to an average area occupancy of 10 to 15 sq. ft per person and a volume range of 7 to 10 pedestrians per minute per foot width of stairway.	This area occupancy represents a space 4 to 5 treads long and about 3 ft wide. At this level of service stair locomotion speed would be restricted slightly due to the inability to pass slower moving pedestrians. Serious conflicts would not be encountered with reverse flows. Design at this level of service would be consistent with transportation terminals and public buildings with recurrent peak demands and some space restrictions.
4.	D	Level of service is equivalent to an average area occupancy of 7 to 10 sq. ft per person and a	This area occupancy represents a space 3 to 4 treads long and 2 to 3 ft wide. At this level of service, stair locomotion speeds would be restricted for the majority of persons due to the inability to pass slower moving pedestrians and the limited open

		volume range of 10 to 13 pedestrians per minute per foot width of stairway.	tread space ahead. Reverse flows would encounter some conflicts. Designs at this level of service would be consistent with more crowded public buildings and transportation terminals subjected to relatively severe peak demands.
5.	E	Level of service E is equivalent to an average area occupancy of 4 to 7 sq. ft per person and a volume of 13 to 17 pedestrians per minute per foot width of stairway.	This area occupancy represents a space 2 to 4 tread lengths long and 2 ft wide or the minimum possible area for stair locomotion. At this level of service, virtually all persons would have their normal stair locomotion speeds reduced because of the minimum tread length space and the inability to bypass others. Intermittent stoppages are likely to occur as the critical pedestrian density is reached. Reverse flows would experience serious conflicts. This level of service would only occur naturally with a bulk arrival traffic pattern that immediately exceeds available capacity and this is the only design situation for which it would be recommended. Examples would include sports stadiums or transit facilities where there is a large, uncontrolled short term exodus of pedestrians.
6.	F	Level of service is equivalent to an average area occupancy of 4 sq. ft per person or less.	This area occupancy is representative of a complete breakdown in traffic flow, with many top pages. Forward progress would depend on movement of those in front. This level of service is not recommended for design.

1. Stairways should be well lighted and provided with sufficient headroom, properly designed and maintained riser and tread configurations and railings;

2. Stairways should be located so as to be readily visible and identifiable as a means of direct access to the levels they are designed to interconnect;

3. Riser heights should be kept below 7 inch to reduce human energy expenditure and to increase traffic efficiency;

4. Stairways should be offset from mainstream traffic to avoid pedestrian conflicts;

5. Clear areas sufficiently large to allow for queuing pedestrians should be provided at the top and bottom of all stairways; and

6. When a stairway is placed directly within a corridor, the lower capacity of the stairway is the controlling factor in the design of the section.

ANNEXURE – B

I.	Number of First Aid Posts to be established per unit of crowd	I. Upto 5,000-Crowd expected	1 First Aid booth
		Upto 10,000	2 First Aid booth
		Upto 50,000	3 First Aid booth
		Upto 1,00,000	4 First Aid booth
		Upto 3,00,000	5 First Aid booth
		Upto 5,00,000	7 First Aid booth
	Availability of Doctors and Paramedical Staff as a Proportion of crowd size	For crowd of 10,000 medical teams to comprise 1 - Doctor 1 - Staff Nurse 2 - Paramedical Staffs	

Number of Ambulances to be deployed as a proportion of crowd size.

Crowd Expected	Ambulance	Trained Volunteers	ECC
(i). Upto 5,000	1 BLS	5	
(ii). Upto 10,000	2 BLS	10	
(iii). Upto 50,000	2 BLS+ 1 ALS+1 First responder	15	
(iv). Upto 1,00,000	3 BLS +1 ALS+2 First responder	20	1
(v). Upto 3,00,000	5 BLS+2 ALS+3 First responder	30	2
(vi). Upto 5,00,000	7 BLS+3 ALS+4 First responder	50	4

*ALS – Advanced Life Support
*BLS – Basic Life Support
*ECC- Emergency Care Center

*ALS:- If the event is within 20 km from a tertiary care center the Instead of the Advanced Life Support, Basic Life Support can be engaged