



Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City



Thirteenth Congress
Second Regular Session

HOUSE BILL NO. 5381

Introduced by Rep. Rodante D. Marcoleta

EXPLANATORY NOTE

This bill seeks to regulate the crowd drawing events or activities being held in public or private venues, whether indoor or outdoor, to ensure the safety of the audience or participants.

On February 4, 2006, a popular television game show, titled "Wowowee," produced by ABS-CBN organized a special anniversary presentation at the Philippine Sports Arena (ULTRA). Days before the anniversary show, an estimated number of 30,000 to 50,000 people trooped outside the ULTRA. Unfortunately, early on the day of the show, a stampede broke out when the organizers began distributing tickets that would allow the people to enter the stadium and get a chance to win the big prizes that were at stake. The stampede resulted in the death of seventy-four (74) persons and injured hundreds of people, mostly old women and children identified with the urban poor.

The above-cited incident was not the first of its kind. Hence, it calls for the need to establish regulatory mechanisms for events or activities that draw large crowds in order to protect and promote the safety and welfare of the people. Crowd safety in public or private venues involves various concerns such as, but not limited to, architectural design for safe ingress and egress, crowd planning and management, crowd simulations, emergency planning, leadership training and many others.

This bill therefore aims to regulate the events or activities which gather large crowds in venues like theaters, sports arenas, concert halls and other places of assembly whether indoor or outdoor.

The proposed measure shall require organizers and promoters of a similar event or activity to submit a written crowd management plan with the office of the mayor of the city or municipality where the activity is to be held. It is of vital importance that parties involved in planning, organizing and controlling events or activities must: 1) anticipate potential sources of danger in public or private gatherings; 2) prevent trouble when and where possible; and 3) be prepared to respond to trouble quickly and effectively when, and if, necessary, to ensure the security and safety of the public.

Hence, approval of this bill is earnestly recommended.



RODANTE D. MARCOLETA



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HOUSE BILL NO. 5381

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AN ACT
PROVIDING FOR THE REGULATION OF CROWD DRAWING
EVENTS OR ACTIVITIES, PROVIDING PENALTIES FOR
VIOLATIONS THEREOF, AND FOR OTHER PURPOSES.

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

SECTION. 1. *Short Title.* – This Act shall be known as the
“*Crowd Control and Safety Act of 2006.*”

SEC. 2. *Declaration of Policy.* – It is hereby declared the
policy of the State to apply the appropriate level of preparedness in,
direction and control of, crowd drawing events or activities in order to
protect life, property and vital facilities and to uphold constitutional
rights of the people to peaceful assembly. Towards this end, crowd
drawing events or activities shall be regulated.

SEC. 3. *Definition of Terms.* – For purposes of this Act, the
following terms shall mean:

- a) “*Crowd*” refers to a number of persons gathered closely
together;
- b) “*Crowd control*” refers to actions undertaken in an event or
activity where there is a possibility or danger to create damage
to person or property, or a threat of violence;

- c) “*Crowd drawing event or activity*” refers to all events or activity such as, but not limited to, sporting events, festivals, concerts, and celebratory programs that tend to draw large number of people: *Provided*, That the definition herein shall not include picketing and other concerted action in strike areas by workers and employees resulting from a labor dispute as defined under the Labor Code, its implementing rules and regulations, and Batas Pambansa Blg. 227;
- d) “*Crowd Management*” refers to strategies and preparations to assure security and safety of the crowd of people or participants in an event or activity;
- e) “*Event organizer*” refers to any person or persons who shall organize an event or activity and responsible for coordinating all aspects of the event with government officials to assure that it complies with existing safety laws, rules and regulations;
- f) “*Patron*” refers to individual or member of the crowd who participates in an event or activity in any public or private venue, whether indoor or outdoor;
- g) “*Venue*” refers to a place designated to be the scene of a proposed event or activity.

SEC. 4. *Coverage.* – This Act shall apply to all crowd drawing events or activities such as, but not limited to sporting events, festivals, concerts, commemorative programs and other similar events and activities which usually attract a crowd of persons and/or participants.

The processions, rallies, parades, demonstrations, public meetings and assemblages for religious purposes shall be governed by local ordinances: *Provided, however*, That any public assembly held in a public place for the purpose of presenting a lawful cause; or expressing an opinion to the general public on any particular issue; or protesting or influencing any state of affairs whether political, economic or social; or petitioning the government for redress of grievances shall be governed

by the provisions of Batas Pambansa Blg. 880, otherwise known as “*The Public Assembly Act of 1985*”.

SEC. 5. *Crowd Management Plan.* – A written Crowd Management Plan, herein referred to as the Plan, shall be required from any person or persons who shall organize an event or activity in any public or private venue as well as other places of assembly, whether indoor or outdoor, which shall contain the following:

- a) Names of the event organizers and promoters; the purpose of such event or activity; the date, time and duration thereof, and place or streets to be used for the purpose; and the probable number of persons participating or attending the event or activity;
- b) Responsibility of event organizers under Section 7 hereof;
- c) Approval of the Office of the Mayor of the city or municipality where the event or activity is to be held, not less than thirty (30) working days before the scheduled event or activity; and
- d) Identification of entrances to and exits from the venue.

SEC. 6. *Publication.* – Upon receipt of the Plan, which must be duly acknowledged in writing, the office of the city or municipal mayor approving the plan shall cause the same to be immediately posted at conspicuous places in the city or municipal building and within 100 meter radius of the venue, to inform the patrons of the level of crowd expected.

SEC. 7. *Responsibility of the Event Organizer.* – It shall be the primary responsibility of the event organizers and promoters to carry out reasonable crowd control and safety measures which shall include, but not be limited, to the following:

- a) To assure the safety and enjoyment of the people who shall patronize the event or activity by coordinating with local government officials, law enforcement agencies, and medical personnel;
- b) To train its personnel in crowd management and provide manuals for security and public safety laws, rules and regulations;

c) To encourage patrons to report situations that threaten their safety to the facility personnel, promoter, local government officials and the media;

d) To inform the patrons through publications and announcements, at least seventy-two (72) hours prior to the event, the time at which patrons may be allowed to enter the venue: *Provided*, That the capacity of the venue, such as theaters, sports arenas, concert halls and all other places of assembly, shall not be more than its seating capacity: *Provided, further*, That the event organizer shall be prepared to open the doors at least four (4) hours ahead of the scheduled opening to avoid risk of substantial danger or injury to persons or property;

e) To organize and discipline patrons, whenever large crowd gather for selling, giving away or in any other way the dissemination of tickets or passes to an event or activity. The event organizer shall, in coordination with law enforcement agencies, queue their patrons in zig-zag lines, around buildings, and on sidewalks in order to prevent the potential hazard of a mob causing a rush toward the entry points.

(f) To employ security/crowd personnel that will direct, control and manage the crowd at the minimum ratio of 50:1, or a security per fifty (50) patrons.

SEC. 8. *Prohibited Acts.* – It shall be unlawful for any person, natural or juridical, to commit any of the following acts:

a) Holding of any crowd drawing event or activity, as defined in this Act, without submitting the required written Crowd Management Plan provided herein, or the use of such plan for such purpose in any place other than those set out in said Plan;

b) Failure to publicize or to inform the patrons of the scheduled time when the doors shall be opened for the event or activity;

c) Selling, giving away or in any other way, disseminating the tickets or passes to patrons of the event or activity over the maximum capacity of the theater, sports arena, concert hall or other places of assembly, as determined in accordance with the provisions of the Fire Code;

d) Arbitrary and unjustified denial or modification of the Plan in violation of the provisions of this Act by the event organizers, promoters, the mayor approving the plan, or any other official involved in the event or activity.

SEC. 9. *Penalties.* – Any person found guilty of any of the prohibited acts defined in the immediately preceding section shall suffer the penalty of imprisonment of not less than six (6) months nor more than six (6) years or a fine of not less than Ten Thousand pesos (P10,000.00) but not more than One Hundred thousand pesos (P100,000.00) or both such imprisonment and fine.

If the offender is a corporation, partnership, association or any other entity, the penalty shall be imposed upon the officers thereof responsible for the violation.

SEC. 10. *Implementing Rules and Regulations.* – The Secretary of the Department of Interior and Local Government (DILG) in coordination with the Philippine National Police (PNP) shall promulgate the rules and regulations necessary for the effective implementation of this Act.

SEC. 11. *Repealing Clause.* – All laws, decrees, executive orders, rules and regulations and other issuances or parts thereof, inconsistent with the provisions of this Act, are hereby repealed or modified accordingly.

SEC. 12. *Effectivity.* – This Act shall take effect fifteen (15) days after its complete publication in at least two (2) national newspapers of general circulation.

Approved,