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Private Security Industry Regulatory Authority



GET YOUR GROOVE ON:
A study on the role of
the private security
industry in the
entertainment sector

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PSiRA
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industry in the
entertainment sector**



ABOUT THE REPORT

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TABLE OF CONTENTS

ABOUT THE REPORT	2
ABBREVIATIONS	4
EXECUTIVE SUMMARY	5
1. INTRODUCTION	7
2. BACKGROUND	9
3. RESEARCH AIM AND OBJECTIVES	10
4. RESEARCH HYPOTHESIS AND QUESTIONS.....	11
5. RESEARCH METHODOLOGY	12
6. RESEARCH LIMITATIONS.....	13
7. LITERATURE REVIEW.....	14
7.1 Defining the entertainment industry through its historical context and current state	14
7.2 Security services in the entertainment industry	15
7.3 Regulations	20
7.4 Training.....	20
8. FINDINGS	22
8.1 The process of organising an event	22
8.2 Security services used in the entertainment sector	24
8.3 Issues surrounding the provision of security services	27
8.4 Carrying out security services	28
8.5 Training.....	29
8.6 Regulating special events and bouncers	33
8.7 Where are the women?	36
9. RECOMMENDATIONS.....	37
9.1 The process of organising an event.....	37
9.2 Security services used in the entertainment sector	37
9.3 Carrying out security services	37
9.4 Training.....	38
9.5 Regulation of special events officers and bouncers.....	39
10. CONCLUSION	40
11. REFERENCES	42



ABBREVIATIONS

AI	Artificial Intelligence
JOC	Joint Operations Committee
PSiRA	Private Security Industry Regulatory Authority
RO	Responsible Officer
SABS	South African Bureau of Standards
SAPS	South African Police Services
SASREA	Safety at Sports and Recreational Events Act
USA	United States of America

EXECUTIVE SUMMARY

Socialising is an innate human need. One of the ways in which people fulfill this need is through gatherings and events, and where there is a large crowd of people and the presence of intoxicating substances, safety and security need to be ensured. One of the ways in which safety and security are ensured is through the use of event security. This report presents a study on event security officers and bouncers with the aim of understanding what role is played by various private security actors in the entertainment industry. This study follows a previous interesting 2016 PSiRA study which was more focused on event security. The present study differs from the 2016 study by focusing on the broader event security at concerts and as well as on entertainment establishments.

From the data that was collected it was established that there are several security sectors that were operating in the entertainment industry. The Safety at Sports and Recreational Events Act No. 2 of 2010 (SASREA, 2010) as one of the governing legislations has many loopholes when it comes to the security aspects of entertainment events. Security measures at entertainment events are often less rigorous, despite the presence of a limited number of security personnel. Challenges arise in the enforcement of regulatory inspections by the Private Security Industry Regulatory Authority (PSiRA) inspectors at events due to the absence of explicit provisions within the SASREA, 2010. Noncompliance issues are evident, particularly concerning the lack of PSiRA registration among car guards and bouncers employed at events. Verification procedures regarding the event training and PSiRA registration status of security officers are lacking. Additionally, noncompliance persists within the bouncer sector, as entertainment establishments engage individuals without PSiRA registration. Due to the moratorium that was enforced in 2016, concerns of monopolisation of event security training by authorised providers were raised, limiting access and diversity within the sector. Furthermore, gender diversity remains a challenge, indicating room for transformation within the event security domain to encourage greater participation of women.



Based on the study's findings, it is recommended that the Private Security Industry Regulatory Authority (PSiRA) actively participates in Joint Operations Centre (JOC) meetings. While it may prove difficult to attend all the JOC meetings nationally, the Authority could be alerted of events that will be taking place by having a list of all the security officers that will be working at the event. This will ensure that proper verification of security officers is done. Should there be any discrepancies the organiser and police can be alerted.

There is a need to have certain requirements met in order for a security company to render event security. It was also recommended that there be amendments made to the SASREA, 2010 so that PSiRA inspectors can freely conduct inspections at events. The introduction of a biometric system during inspections was also recommended in order to prevent identity theft. Inspections must also be on stewards if organisers cannot produce a letter giving them exemption to be PSiRA registered.



1. INTRODUCTION

One of the attributes that make humans different from animal species is their need and ability to socialise. Maslow's theory of needs places socialising as one of the top three physiological and psychological human needs (Mcloed, 2023). Among others socialising takes place in entertainment spaces. The entertainment industry in and of itself consists of a wide range of businesses.

Despite the entertainment industry being one that allows for happy times, it is also marred with its own dangers due to the use of alcohol, tobacco and other substances that can impair a person's judgment and sometimes even cause them to act in an aggravated manner. Therefore, it is crucial for the entertainment industry to take the appropriate security measures so that people can enjoy the space in comfort and feel safe (Selemela, 2021).

The use of security officers in places of entertainment is one of the measures used to ensure that people, equipment and property are safe during events. The Private Security Industry Regulatory Act No. 56 of 2001 (PSiR Act, 2001) describes a security service as the provision of a service aimed at ensuring order and safety on the premises used for sporting, recreational, entertainment or similar purposes.

PSiRA, as the regulator for private security, published a study looking at the role of security officers at special events in South Africa (sports and stadium security). The study did not examine other aspects of the entertainment industry which include music festivals and concerts, and nightlife events.



When comparing events in stadia and nightlife events more organisation goes into preparing for events in stadiums. This includes the use of a joint operation committee (JOC) which sometimes includes the South African Police Services (SAPS) and even Metro Police. It is for this reason that PSiRA commissioned a study with the aim of establishing the role of private security in the entertainment industry with a focus on the above mentioned sectors of the entertainment industry. Having established that security officers can effectively carry out their duties in places of entertainment, it is important to explore the scope of regulations and compliance to the PSiR Act, 2001 and any other related Acts.

First, this report presents a background to the study. Second, it presents the research aim and objectives. Third, it presents a research hypothesis and research questions aimed at guiding the research. Fourth, the research discusses the research methodology and limitations linked to the study. Fifth, the report presents a literature review. Sixth, it presents the research findings. Seventh, the report presents recommendations. Lastly, a conclusion is drawn.



2. BACKGROUND

The entertainment sector consists of a wide range of businesses including the media, music, sports, gaming, and gambling sectors (Entertainment Industry, 2018). Entertainment events such as concerts are not only for socialising and good times they also contribute to the global economy. A study conducted in the United States of America (USA) established that in 2019 the industry's total nationwide economic impact of \$132.6 billion supported 913,000 total jobs with associated labour income of approximately \$42.2 billion (Oxford Economics, 2019).

In South Africa a similar study was conducted by the North West University which found that concerts contribute R90.5 billion (2.9%) to SA's GDP and creates 562,000 jobs, which is equal to mining (Douglas, 2016). The study also states that musical events created a network of venues and a creative economy that contributes to the economies of many towns, cities and countries (Douglas, 2016). The Oxford Economics (2019) study sheds more light on this phenomenon with over 13 other sectors outside the entertainment industry benefitting from musical events.

Despite the monetary value the entertainment sector also has its own downside. A study by Mbhele, Mphatheni, Mlama and Singh (2020) states that the growing number of private property and criminal activities has led to the increased use of private security in entertainment establishments as a means for managing intoxicated and unruly people. Moreover, with the private security industry experiencing rapid growth and making valuable contribution to security, uncontrolled or poorly regulated activities can present unique governance problems and hinder peacebuilding, good governance, and sustainable development (Richards & Smith, 2007).



3. RESEARCH AIM AND OBJECTIVES

The aim of this study is to establish the role of the private security industry in the entertainment sector.

The objectives of the study are as follows:

- To establish the different security services used within the entertainment industry;
- To establish if security service providers are able to effectively carry out their duties;
- To establish if the current PSiRA training is sufficient for security service providers operating in the entertainment sector, and
- To explore the scope of regulations and compliance of the PSiR Act, 2001 and any other applicable laws affecting security officers in the entertainment industry.

4. RESEARCH HYPOTHESIS AND QUESTIONS

The hypothesis of the study is as follows: *The private security industry plays a pivotal role in ensuring safety and security of people and assets within the entertainment industry*

The primary research question is as follows: *What role does the private security industry play in the entertainment sector?*

The secondary research questions are:

- What security services are utilised in the entertainment industry?
- Are security service providers able to effectively carry out their duties?
- Which PSiR Act, 2001 regulations and other applicable laws regulations affect security officers operating in the entertainment industry?



5. RESEARCH METHODOLOGY

The research used the qualitative research methodology wherein an opportunity was afforded to the event organisers, business owners, security service providers and PSiRA staff were afforded the opportunity to share their lived experiences. The research used face-to-face interviews as it is a data collection instrument from the qualitative approach. The interviews involved the use of a semi-structured questionnaire; this type of questionnaire provides a set of open-ended questions that may allow a follow-up question if there is an unclear statement made by the participant.

The study used purposive sampling methods. Tongco (2007) defines purposive sampling as a non-random sampling that selects participants on the qualities they possess. The sample of the study included SAPS members, internal PSiRA staff from the relevant departments and at the PSiRA branches, security officers, event organisers, business owners and community safety personnel.

6. RESEARCH LIMITATIONS

With any research study limitations should be expected. For this study it identified the possible unwillingness of business owners and organisers of events to participate in the study, caused by the perception that they are being investigated, which was one of the constraints the researcher faced with their previous research study. Assurance was given to these participants that this is not an investigation but a study on the mentioned topic. There was also the possible limitation of not getting hold of organisers as concerts are usually organised by event companies. The researcher relied on the snowballing sampling method to get a hold of organisers. Observations as a data collection tool were also used to collect data at establishments of entertainment due to safety risks.



7. LITERATURE REVIEW

The following section of the report is the literature review which will look at different literature on the research topic.

7.1 Defining the entertainment industry through its historical context and current state

The entertainment industry is broad and multifaceted. The entertainment industry includes sectors such as showbiz (movies), theatre, gaming and musical events. It must be noted that these mentioned sectors are not an exhaustive list of the sectors within the entertainment industry.

The Oxford dictionary (2023) describes entertainment as “an event, performance, or activity designed to entertain others”. Entertainment is loosely defined as any form of activity that an individual engages in or is a spectator of for amusement purposes. In the context of this study, entertainment will be capped to live concerts and events in nightlife establishments commonly known as clubs.

Music is timeless and has been instrumental in documenting the history of most if not all ethnic groups. “Researchers of prehistoric times have speculated that music was used way back before humans even knew what it was” (Petronio, 2020). From war cries yelled during battles, songs sung during ceremonies to lullabies sung to babies, these forms of music passed down from generation to generation carry the history and knowledge of its people.

In the context of live concerts or musical events, it is documented that the first musical performances happened in churches and cathedrals in Europe as a soundtrack for religious festivals (House of music productions, 2023). It was during the 1700’s that the first musical performances happened. Opera concerts gave rise to the construction of music halls as venues for orchestra ensembles gave people a reason to go someplace else to experience music for entertainment beyond the church setting (Petronio, 2020).

In the late 1800’s classical music gained traction which changed in 1895 when jazz became popular. “Jazz and blues were played and danced to in bars across the United States. Some have even said that it was jazz that

paved the way for modern concerts” (Petronio, 2020). Throughout the years performances were held in small venues. However, this all changed when the first amplifiers and audio speakers were developed. When rock and roll became popular in the 1950’s concerts became a standard especially in the United States of America (USA) (Petronio, 2020). Live performances took on a new life of their own which led to musicians rising to celebrity status and the demand for live performances skyrocketed (House of music productions, 2023).

The conventional live performances that are known these days started in the 1960’s. Promoters and other professionals saw a gap in the market, and through this gap, the modern ‘music tour’ was invented. Concert production required an infrastructure that could cater to thousands of fans, provide advanced ticketing, and assigned seating, and build structures that would host these fans and provide ideal sound (House of music productions, 2023). An American promoter by the name Bill Graham helped get the ball rolling on the modern concert model and was responsible for introducing advance ticketing (and later online tickets), modern security measures, and hygiene standards (Petronio, 2020).

When the global COVID-19 pandemic erupted the entertainment industry was not spared from the impact of the pandemic. Live performances were not allowed for the safety of the general public (PwC, 2023). However, with the world going back to ‘normal’ live performances have also started picking up. Live music and cultural events revenue are expected to surpass the 2019 pre-pandemic peak. To date the entertainment industry is estimated to be valued at US\$2.32 trillion globally (PwC, 2023).

7.2 Security services in the entertainment industry

From literature gathered on the entertainment industry specifically on concerts and night life establishments, bouncers were mentioned as an important security service. However, it should be mentioned that the security services found the entertainment industry not limited only to bouncers but also include security guards, access control, crowd and parking control, event security management and coordination with local law enforcement and medical personnel (Securitas, n.d). Security services rendered are aided with the use of advanced solutions with the use of smart crowd control. This includes the use of intelligent solutions such as Artificial Intelligence (AI) powered cameras, facial recognition,



bomb detection, video analytics, and mass communication systems and situational awareness (Gonzalez, 2023). The following text describes some of the previously mentioned security services rendered in the entertainment industry.

7.2.1 Bouncers

Despite bouncers being considered an important aspect in ensuring safety and security of patrons in clubs and concerts, it must be noted that there is very little literature on South African bouncers. A study by Harris (2017) which looked at Congolese bouncers working in Cape Town affirms this statement by stating that there is an extensive lack of literature on bouncers outside of Britain. Mbhele and Singh (2019) also affirm the previously mentioned statement by stating that there is a limited research that focused on bouncers, patrons and violence in the South African context.

The history of bouncers in South Africa dates back to the 1980's. This was a profession that started in Johannesburg, Hillbrow by white men whose adolescent admiration were body builders, boxers and bouncers (Haysom, 2016; Shaw and Haysom, 2016). The birth of the bouncer industry can be attributed to the forced removals of African, Indian and Coloured families in urban areas. The teenage children of Portuguese and Lebanese feared that they would be next and thus formed gangs (Haysom, 2016). These children went into adulthood in the 80's and had undergone the compulsory veld training during their adolescent years which they credit - positively and negatively - for contributing to their growth as bouncers (Haysom, 2016).

When desegregation started many non-White people started occupying places in the urban areas which were previously reserved for white people. This led to the flourishing of the night-time economy and a swanky nightclub culture was born due to the 'white flight' from the inner city (Haysom, 2016). The growing number of nightclubs and bars led to the need of having more bouncers for these establishments especially since police visibility had declined (Haysom, 2016). This also led to the industry having black South African men being recruited for this role.

A lot unfolded within the industry which resulted in the industry being monopolised by certain individuals. To professionalise the industry the 'ring leaders' of the bouncer industry registered security companies not only to provide services in clubs but to also protect buildings in the Hillbrow area from being hijacked by migrants (Haysom, 2016). Black migrant young

men from Nigeria, Congo, Zimbabwe and other African countries were recruited to work in these companies with the motive of paying them less (Haysom, 2016).

The downfall of these companies started when business owners started recruiting their own bouncers who are African migrants. “The increasing recruitment of African bouncers by clubs themselves – primarily from Congo and Nigeria – were cheaper than their white counterparts, more easily available when the former white bouncer recruitment networks dried up, and less prone to violence” (Shaw and Haysom, 2016; p1). A series of prevalent factors and changes in the industry precipitated the dramatic decline of the bouncer mafia (Shaw and Haysom, 2016).

Currently the bouncer industry is marred with a lot of controversy stemming from territorial disputes, drugs and violence (Mbhele and Singh, 2019; Haysom, 2016; Qukula, 2015). In 2015 a Congolese bouncer was murdered at a popular bar in Long Street, Cape Town which left business owners and patrons worried about their safety (Groundup, 2015; Qukula, 2015). A negative image surrounds bouncers duly because of their violent nature. Findings from a study by Mbhele and Singh (2019) highlight that male patrons felt that the behaviour of bouncers was unprofessional and violated their human rights.

7.2.2 Security officers

As with bouncers, security officers play a crucial role in ensuring the safety and security of patrons at entertainment establishments and live music events. While the roles may share similarities, they also exhibit distinct differences. Firstly, bouncers typically manage entrance points to entertainment venues, whereas security officers are tasked with monitoring the entire premises (Carter, 2022). Secondly, bouncers often carry pepper spray for defense, whereas security guards in club settings are typically unarmed (Carter, 2022).

Security officers are also present in the live music space. Security officers are said to play a big role as the backbone of all live events (Elmakias, 2022). There are also different security roles within the live music space including festival security, venue security and the artists’ personal security (Elmakias, 2022). The requirements of security officers in an event is the responsibility of the event organisers who must ensure compliance with any and all security regulations (Arnold and Itkin, 2021). It is stated that the private security company is typically responsible for everything during



the staging of a special event (Gichanga, 2016). The responsibilities of security officers during events include but are not limited to manning the entrance and exit points at a venue, crowd control, diffusion of volatile situations such as breaking up a fight, patrolling and responding to reports of drug use, violence, or other problems (Arnold and Itkin, 2021).

7.2.3 Car guards

Car guards were also identified as an important security service in the entertainment industry especially during events. The Safety at Sports and Recreational Events Act No. 2 of 2010 (SASREA, 2010) states that event organisers must make provision for parking arrangements which includes car guards that will guard the cars during the event. There is no available literature on car guards in the events space however, numerous articles have been written on the car guarding industry (Foster, 2022; Foster, Chasomeris and Blaauw, 2022, Xulu, 2019; Dekker, 2010).

According to Xulu (2019) car guarding is considered to be a security service as it entails protecting persons or property in any manner. Despite the lack of literature on car guarding as a security service in the entertainment industry, it is expected that the research will uncover more on the role of car guards during events.



7.2.4 Safety and security/ safety vs security

The entertainment space involves multiple people gathered in one venue. As previously mentioned in the introduction of this report, there are those individuals who use illegal substances and pose a threat to the wellbeing of other people and property. The terms safety and security are two concepts often used interchangeably, but they differ (Ali, 2023). Safe refers to being protected from risk or injury whilst security refers to being free from danger or threat (PwC, n.d). Safety is achieved through having certain measures and procedures in place and having people who implement them. An example of safety is having clear visible exit and entrance signs in a building which would assist people to evacuate the building quickly in the event of a fire. An example of security would be having metal detectors at the entrance of building to prevent people from coming in with weapons which can pose a threat to the security of other people.

Despite safety and security being different they are critical in ensuring that people are protected. In 2021, 10 people died and 300 were injured during a Travis Scott concert in the United States of America (USA) raising questions on crowd control and security during events (The Guardian, 2021). An analysis of the crowd surge by Gonzalez (2022) highlights that the incident could have been prevented if there were enough personnel at the event, the capacity of the venue and if the relevant safety and security guidelines were followed. Gonzalez (2022) further mentions that the use of intelligent security solutions such as cameras with Artificial Intelligence (AI) could have been used to prevent crowd surge. Although the incident at the Travis Scott concert was a tragedy, it raises questions if people treat safety and security as being equally important or one is considered greater than the other as most of the issues highlighted were a reflection of the lack of security at the concert.

The death of 21 teenagers at Enyobeni Tavern in East London also highlighted the consequences of a lack of security measures in places on entertainment. Eyewitnesses stated that there were only two bouncers at the entrance of the tavern to try and control the crowd (Maseko, 2022). It can be questioned if the responsible people were cognisant of the capacity of the venue and if they had enforced safety and security measures to ensure that there was no overcrowding.



7.3 Regulations

The entertainment industry is one that event organisers participate in with the motive of making a profit. There are regulations in terms of the SASREA, 2010 that must be upheld in order to ensure the safety and security of persons during events. “The enactment of SASREA is largely in response to incidents that have taken place in which spectators were injured or killed. Important to note is that the SASREA does not work in isolation and local authorities play a pivotal role in this process” (Gichanga, 2016;p4). The SASREA, 2010 has become instrumental in the hosting of events with the motive of preventing injuries and deaths during events. The SASREA, 2010 also provides measures to deal with safety and security during an event and to hold role players accountable should an incident occur.

In 2001, 43 people died at Ellis Park Stadium which led to an inquiry to investigate the tragedy (Mothowagae, 2022). Findings of the inquiry stated that there were many factors that led to this tragedy such as failure to forecast the match attendance, failure to learn from past lessons and corruption of security personnel who let spectators into the stadium without buying tickets (Mothowagae, 2022).

Owners of establishments of entertainment must abide to the Constitution of the Republic of South Africa Act No. 108 of 1996 (Constitution of South Africa, 1996) the PSiR Act, 2001 and the PSiRA Code of Conduct for Security Service Providers, 2002 (PSiRA Code of Conduct, 2002) that bouncers and their employers must abide to when carrying out their security duties. “Owners of drinking establishments have the responsibility to comply with the PSiR Act because they are the ones who determine which private security contractors they employ” (Mbhele, Mphatheni, Mlamla and Singh, 2020;p1815). This means that bouncers must be trained according to the PSiRA standards and registered accordingly with the Authority.

7.4 Training

Each industry can be considered regulated by identifying two key components an industry should possess using this approach. These two key components are a training regulatory structure and a regulatory/licensing authority (Mbhele and Singh, 2019). The following section will highlight the training standards of event security and bouncer training in South Africa.

7.4.1 Events security training

Security is vital when hosting events to ensure that people and property are safe and secure during an event. This statement is supported by findings from a study by Gichanga (2016) which states that the private security company is typically responsible for everything during the staging of a special event (Gichanga, 2016). Findings from this study further highlight that security personnel dedicated to special events differ drastically from guarding security officers because they not only about protect property but also protect delegates and guests (Gichanga, 2016).

Section 4(a) of the SASREA, 2010 makes provision for sufficient security officers at events to ensure the safety and security of people attending events, as well as their property. In relation to training, the security officers must have a grade C PSiRA certificate prior to furthering their special events training which is considered a specialised course (Inkwe Training, 2017).

7.4.2 Bouncer training

The PSiR Act, 2001 describes a security service as the protection of people or property in any manner. Bouncers play a vital role in ensuring that patrons are safe in establishments of entertainment. In terms of the training of bouncers it can be mentioned that, unlike events security, this service is not considered a specialisation. According to the requirements, people who render bouncer services fall under the category of access control and need to meet a minimum grading requirement (Payet, 2013). A security officer conducting guard duties by means of patrols must complete Grade E. A security officer who performs access control and searches goods or vehicles must complete Grades E and D (Mbhele, Mphatheni, Mlamla and Singh, 2020).

Research studies conducted on bouncers in South Africa (Mbhele and Singh, 2019; Harris, 2017) highlight a huge gap in the training of bouncers. Many of the bouncers that participated in the studies were not trained with the minimum PSiRA grades. The bouncers who participated in these studies stated that they did not require training because bouncer training did not exist. Many bouncers are recruited informally and many of them were usually recruited at 'the gym' because of their physical size and strength and that social skills and psychological maturity were generally ignored (Mbhele and Singh, 2019).



8. FINDINGS

The following section of the report will present the findings of the study. The data collected was analysed using thematic data analysis and is presented in themes.

8.1 The process of organising an event

The process of organising an event begins with the event organiser making an application to the local municipality or local authority as stated in the SASREA, 2010 requesting to stage their event. In other areas the application is made to SAPS whereby the organiser must submit a completed SASREA form. These applications, as stipulated in section 9(b) of the SASREA 2010, need to be accompanied with a safety plan detailing the safety measures, security measures, crowd management measures, vehicle parking and emergency services. Once submitted, the Responsible Officer (RO) from the local authority or SAPS requests a meeting whereby members of the JOC, the applicant, the safety officer and the security manager of the security company are present. This meeting is known as the Section 4 meeting which is mandated by the SASREA, 2010. It is during the Section 4 meeting that the organiser presents their vision of their event to the relevant personnel that form the JOC. During the Section 4 meeting the proposal or application is reviewed and if need be suggestions or recommendations are made by the relevant members of the JOC on how the organiser can improve their event.

Security, as one of the fundamental aspects of events, is reviewed. This is done by taking into consideration the risk level of the event which is reviewed at provincial level by the SAPS when the application to have the event is done. The SASREA, 2010 makes provision that the risk categorisation is to be done by the National Commissioner in terms of section 6 of the Act. However, due to the responsibilities of the National Commissioner the categorisation of events is done at Provincial level and delegated to certain individuals. On the day of the event the local, district, provincial and sometimes even national SAPS are in constant communication on the activities of the events. The risk level is determined by SAPS by firstly looking at the history of the event. Secondly, the number of people that are estimated to attend the event and their profile. Thirdly, the availability

or presence of alcohol at the event. The mentioned list is not exhaustive. Section 6(7) of the SASREA, 2010 includes a more detailed list of things to be considered when making the risk categorisation.

The security of the event is the responsibility of the organiser. Hence, they are the ones who employ the services of the security company to ensure that there is no violence during the event. The security manager, as the responsible person for the security services offered by the security company, presents the security plan at the Section 4 meeting. This includes detailing how many security officers will be present and where they will be stationed. The JOC then makes recommendations on the security detail if need be and on the security plan as well. Sometimes it goes as far as recommending that the security company be changed if they are not satisfied with the security detail.

At the end of the Section 4 meeting the application is either approved or rejected. There are several reasons why an application can be rejected such as the unavailability of SAPS members on the day of the proposed event.

There is a memorandum of agreement (MOA) signed by the organiser, the SAPS representative and the RO which binds everyone on the agreements made for the event. The MOA binds the organiser as being liable to pay for any incident that occurs during the event. The day before the event a dry run is done with all the service providers present and any structures that needed to be erected are inspected. Certificates are issued by Disaster Management to say that everything is in order and the event may proceed. The Department of Health also issues a certificate stating that the food to be sold at the event will be prepared in a hygienic place. The security officers are also present during the dry run are stationed at their respective posts and given their duties of the day.

The issuing of certificates is important as an inspector - as mentioned in section 14 of the SASREA, 2010 - may conduct an inspection on the day of the event. The responsible SAPS member as the authorised member needs to ensure that all certificates and applicable documentation are collected and collated. In the event of an incident leading to the establishment of a court case or commission of inquiry, individuals involved will be required to provide a detailed account and explanation of the events that unfolded on the day.



8.1.1 Establishments of entertainment

Events held in entertainment establishments are not regulated by the SASREA, 2010. Instead, the police are typically summoned only in the event of an incident or if the gathering exceeds the capacity and spills into public areas. To operate such businesses, owners must obtain municipal approval in the form of a permit.

One municipality that participated in the study highlighted that as a requirement for the business permit, owners of entertainment establishments needed to employ the services of PSiRA registered security officers. This is done to ensure that patrons are safe in the establishment as alcohol can impair the thinking process of a person and also make them more aggressive. Despite making it a requirement to have PSiRA registered security officers at these establishments, the municipality stated that they were never sure if those security officers continued to work as they are not mandated to inspect security officers. It was highly possible that after getting the permit that these registered security officers were fired and other unregistered persons were hired as security officers. Another municipality stated that their bylaws did not require establishments of entertainment to have security officers. However, ensuring that the establishment is secure was the sole responsibility of the owner.

8.2 Security services used in the entertainment sector

From the data that was collected there were four security services that were identified in the entertainment sector, namely guarding, bouncers and VIP protection and car guarding. The mentioned security services will be elaborated on in the following text.

8.2.1 Guarding (special events)

As per the definition of security service in the PSiR Act, 2001, special events are regarded as a sector in the private security industry. The services of a special events officer include being a support to the SAPS on the day of the event. The most important aspect of the job of a special events officer is to man the entry and exits points of the venue and also secure the perimeter. This is to ensure that only the people that are validated to be in the venue are in the venue. The event organiser needs to make a profit from the event and having people gain access into the venue without paying or buying a ticket will be detrimental to the attempts of making a profit.



Secondly, special events officers ensure that attendees of these events are safe from any harm. This is achieved by searching the vehicles and cooler boxes in which the attendees of the concert bring to the venue.

8.2.2 Bouncers and VIP protection

The use of bouncers is prevalent at events and in establishments of entertainment. There is also a new phenomenon that is emerging whereby bouncers are found in formal spaces such as government departments and in institutions of higher learning. Bouncers in terms of the PSiR Act, 2001 are considered to be security officers. Bouncers are used during events to protect artists by preventing people from climbing onto the stage. In establishments of entertainment there are found at the entrances of these venues to ensure that entrance fees are paid and body searches are done to ensure that people do not enter with their own liquor and dangerous weapons.

During events and at establishments of entertainment, some VIP's have their own security personnel. Performing artists at events and at establishments of entertainment sometimes have VIP protection. From the data collected it was established that international artists also bring their own VIP protection personnel. The PSiRA entertainment survey (2023) confirms this by stating that 76% of international artists use their own security detail with 35% of the 76% stating that they work alongside the security detail of these artists. It was not determined if the VIP protection of these international artists carried firearms with them or not. It was not also determined if there was any clearance given to them so that they can work as security officers in South Africa.



8.2.3 Car guarding

The SASREA, 2010 makes provision for the use of car guards during events. The access control officers are appointed in terms of section 20 of the SASREA, 2010. Section 20 of the SASREA, 2010 states that a security officer may be appointed - in writing - to control the access of persons and cars at an event. During data collection it was evident that there was no compliance to the PSiR Act, 2001 and SASREA, 2010 when it came to use of car guards. Firstly, the JOC stakeholders were not aware that car guards are considered security officers as per the PSiR Act, 2001. Secondly, the use of car guards at events was more of a box ticking exercise. There was no verification done on the appointed car guards who are responsible for safe guarding people's valuable assets. The appointment of car guards is also more of a 'charity campaign' whereby employment is given to people as a way of giving back to the community. One organiser stated that ward councillors would give them the names of certain individuals that must be employed as car guards as a means of ensuring that the community benefits from the event.

Car guards are a common sight in entertainment establishments, although they are typically not employed by the venue owners. Instead, they seize the opportunity to offer car guarding services to patrons in exchange for a fee.



8.3 Issues surrounding the provision of security services

8.3.1 Verification of security officers

The study established that the verification of security officers was not done thoroughly. The only verification that was done was that of the business registration of the company and of the security manager. The only documents that were checked were the letter of good standing that PSiRA produces and the registration certificate of the security manager. The security officers were not required to produce their PSiRA certificates. The only thing that was made available by the security manager was a list of the security officers names, their PSiRA numbers and ID numbers. These were not verified if they existed or not. Secondly, it was not verified if these officers had special events training or not.

8.3.2 Quality of services rendered

There were mixed reviews on the quality of services by security officers during events. Some participants highlighted that they had worked well with security officers and had not had any issues with them. Other participants had issues, and these will be further in the report.

8.3.3 Use of SAPS members as security officers in events

From the data collected there was mention of SAPS members being employed as security officers for special events. This is a phenomenon which is prevalent in small towns and it is not clear which firearms they use during events as some security companies use firearms during events. In terms of the law this is illegal as SAPS members are not recognised as security officers. Section 199(1) of the Constitution of the Republic of South Africa, 1996 recognises SAPS as state security service and not private security.

8.3.4 Use of unregistered persons to render security service (car, special events security officers and bouncers)

The use of unregistered security officers at events and establishments of entertainment is prevalent. From the data collected it was established that with car guards anyone could be hired to work as a car guard during events. The same applies with special events security officers. As long as the car guard and security officer have a reflector on they are qualified for



the job. At the end of shift the reflectors are given back to the employer and the employees are given their wages.

From the data collected on bouncers it was also established that there are bouncers who are unregistered who render security services. Firstly, one participant highlighted that the biggest issue with unregistered bouncers was that they rendered security services even in government offices which greatly compromises the safety of the state. Secondly, as security officers, bouncers need to be registered with PSiRA. Inspections that have been done by PSiRA's Law Enforcement Unit have also found that these bouncers are unregistered foreigners. The danger in having such persons operate in the industry is that they cannot be traced should they commit an offence. Thirdly, they are also exploited and not paid their correct wages as per Sectoral Determination 6. Bouncers working in clubs are grossly underpaid with bouncers being paid between R250 to R300 for ten-hour shifts (de Greef, 2015).

8.4 Carrying out security services

There were mixed reviews on the services rendered by security officers during events. Some participants highlighted that they worked well with security officers and they had not had any issues with them. Some participants mentioned that they had had issues with security officers during events. The biggest issue that they faced with security officers was that of professionalism.

Professionalism was highlighted as lacking in the industry. The issue of professionalism stems from not being able to control one's emotions when provoked by attendees of the concert. Security officers would retaliate negatively when attendees utter unbecoming utterances towards them. It must be highlighted that people will generally look down on security officers during events because they are there to enforce order, which some other attendees do not have a liking to. The Moses Mabhida incident is a typical example of this. One participant shared a similar experience whereby spectators wanted to force their way into the stadium with fake tickets. The women officers manning the gates were hurled with insults because they would not give spectators entry. Although special events officers must be professional attendees of events need to also give them respect.

Continuing on the issue of professionalism, one participant highlighted that there was complacency shown by security officers during events. One participant highlighted that as event organisers they will usually work with a certain security company because they have an established working relationship with them. As times progresses there are certain gaps in the rendering of services that they will notice. Firstly, the security company would not bring the agreed number of security officers to the event which greatly compromises security. Secondly, the security officers would not provide a commendable security service during the event. When guarding the VIP section they would want to take pictures with the celebrities attending the event. The security officers will dance and drink on the job as if they are attendees of the event. They are sometimes not stationed at their designated posts. Thirdly, special events security officers sometimes dislike being given orders by other people. A SAPS member may enquire why a designated post is vacant and give an order to have someone fill it. The response given by security officers would be they do not work for SAPS.

8.5 Training

8.5.1 Special events and bouncer training

Special events are recognised as a sector within the private security industry as per the definitions of a security service in the PSiR Act, 2001. However, this study has established that the industry and the Authority recognise special events as a specialised field in the guarding. This most probably stems from the Security Officers Act No. 92 of 1987 (Security Officers Act, 1987) which described security services as the protection or safeguarding of property and persons and also advising on this. The PSiR Act, 2001 has a more expanded definition of what a security service is to the extent that it included sectors that exist within the private security industry and special events being one of them. This is an issue that needs to be corrected because special events differ from normal guarding. Gichanga (2016; p14) attests to this by stating that "normal guarding is very basic, whereas special events security requires attention to crowd control measures, although there is not enough emphasis placed on training for this specifically."



Recognising special events as specialised training and not a sector within the private security industry, limits the growth of the private security industry. This research and the study by Gichanga (2016) established that special events are not the same as normal guarding. Moreover, some participants highlighted that within the special events sector there should perhaps be a special events safety and security officer. The SASREA, 2010 makes provision for the event to have a safety officer. An event cannot take place without the organiser having appointed a safety officer to ensure the safety and security of persons attending events. However, a notable drawback with safety officers is that their training primarily focuses on occupational health and safety, lacking security training components. Expanding the role to encompass security training would not only enhance safety measures but also bolster the private security industry, thus creating additional job opportunities.

When there are issues of security, safety officers cannot handle such matters. Owners of a security company mentioned an incident whereby the crowd became disruptive and were forcing entry into the stadium. Security officers were waiting for a directive from the safety officer as to what they should do but as the safety officer was in a panic, they ended up handling the situation themselves.

At times event organisers will ask them to recommend a safety officer for their event. As a company they were able to recommend a safety officer who worked within the private security industry and who was able to cojoin their safety training with their security training. It was recommended that the Authority look into partnering with the South African Bureau of Standards (SABS) and formulate training for safety officers. Moreover, the training of security officers working in special events can include aspects of the SANS 10139 which are on fire detection and SANS 10400 which are on building regulations that include access control. Regulation 14(13) of the Draft Regulations of the Training of Security Service Providers, 2016 also supports the recommendations made by the industry as they align with each other.

Numerous challenges arise from the training of special events officers, constituting a regulatory aspect of the industry. Firstly, these officers encounter individuals whose judgment is impaired due to alcohol or other substances, a scenario also faced by bouncers in entertainment venues.

Such individuals may exhibit behaviour that is confrontational and verbally abusive towards special events security officers. Additionally, attendees may engage in disputes with one another, requiring officers to swiftly and peacefully resolve these situations to prevent escalation. It is imperative that officers handle these incidents without causing harm or infringing upon the human rights of individuals involved. Furthermore, the legislative aspect of training within the special events sector was identified as deficient.

When asked if the current training was sufficient for events there were mixed reviews from participants. Some participants stated that it was sufficient although there was room for improvement. Moreover, the current PSiRA special events training was not as lengthy as the SASSETA skills training. Some participants mentioned that the current special events training was not sufficient. One participant from SAPS suggested that just as there was training for normal guarding, there needed to be training specific for events. It came as a surprise to hear that there was training for special events. Participants highlighted that the available training was just a compilation of all the PSiRA grades and was not specific for events. One participant highlighted that there is a need to have a practical aspect to special events training. When comparing the SASSETA skills training to the PSiRA training, the former is preferred because of the practical aspect that it includes. Being able to read and write about how to extinguish a fire is different than being able to do it and being able to use the correct extinguisher for the fire. When comparing the duties of a marshal or steward to that of a special events security officer, marshals were performing more safety and security duties than special events officers.

There is currently no PSiRA specialised training for bouncers. Bouncers are considered to be normal guarding security officers who render access control services. A new phenomenon now exists in the industry whereby people spend a lot of time on body building in order to render security services. Being muscular is important as it is used as a mechanism to intimidate people so that they do not commit a crime. The issue with bouncers is that they can become very violent. The current PSiRA grades do not include the legislative aspect to being a bouncer and dealing with persons under the influence of substances could be one of the reasons why bouncers are very aggressive.



8.5.2 Improving the current special events training

In 2007 a moratorium that was signed and issued by PSiRA which prohibited new training centres from registering and operating in the industry. In 2010 the SASREA, 2010 was promulgated to ensure safety and security during the FIFA world cup that was hosted in South Africa. There was a huge influx of people who wanted to train as special events officers due to the job opportunities. It was only a selected few training centres that had been registered to offer training that were allowed to train people.

It was reported that the special events training is greatly monopolized by the training centres providing it. The costs to train for special events training were reported to be very high. There was the issue of accessibility to these training centres that offer special events training. Despite some company owners wanting to send their employees for special events training, sometimes sending their employees to the training centres for special events training is too expensive for them because of the distance. This has resulted in the industry not having enough security officers trained in special events. Two participants highlighted that have a challenge with their security officers who are trained in special events. During the weekend they are recruited by other security companies to work for them at events. When they are meant to report to work on a Monday, they report that they are sick whereas they are tired from working over twelve hour shifts the entire weekend.

The 2021/2022 PSiRA annual report highlighted an increase in the number of security companies registered to do special events. However, this does not align with what the industry has indicated. In the small towns that were visited for this study some of the security companies that offer special event security services did not have security officers trained in special events, but they had PSiRA grades. This phenomenon was also present in security companies operating in the city despite having being fined by PSiRA for not complying with the PSiRA guidelines for special events.

As stated in the above text, the industry had mixed reviews when it came to the current special events training. One of the issues that were highlighted during the data collection was that the current training lacked a health and safety aspect to it which is needed. The training also lacked a crowd management aspect that is very important and needed should there be an incident that occurs and that needs to have people evacuated. Moreover, the training needs to equip security officers with skills to be able



to read the crowd and be proactive in preventing incidences before they happen. One participant indicated that security officers could not spot or identify threats within a crowd because they could not read the crowd. There are certain skills which security officers needed in order for them to be able to perform such a task.

8.6 Regulating special events and bouncers

The SASREA, 2010 is the primary legislation that provides oversight on the safety of persons during events. The enforcement of the SASREA Act, 2010 during events is dependent on different stakeholders. One of the noticeable hurdles of the SASREA, 2010 is that it does not recognise PSiRA as the regulator of the private security. This is a finding that Gichanga (2016) also mentions in her report. The sidelining of PSiRA has made it difficult for PSiRA inspectors to conduct inspections during events. Due to the security risks, inspections are vital to establish that the security officers at the event are indeed trained for special events so that they can handle any situations that arise. It was reported that whenever PSiRA inspectors go to stadiums to conduct inspections they had a challenge whereby security officers would be stationed at their designated stations five minutes before the gates of the stadium are opened. This makes it hard for the inspectors to properly conduct inspections. The SASREA Act, 2010 does not make provision for PSiRA inspectors to do inspections. Moreover, the SASREA Act, 2010 does not make provision for PSiRA to be represented at JOC meetings.

Security at events is a 'by-the-way' and not necessarily a compulsory aspect to events. One participant stated that safety is compulsory, and security is an option. This is evident in the issuing of certificates that are needed in order for the event to be deemed safe and secure for attendees.



At present, there is no certificate issued to confirm compliance with the security requirements for the event. Despite there being an agreement on the number of security officers that will be present at the event and a MOA that is signed; should the agreed number of security officers be less on the day the event will continue. The SASREA, 2010 is also silent on the number of security officers that must be utilised during events.

The Public Safety Department of the local authority makes suggestions on the number of security officers by using the Regulations of Gatherings Act 205 of 1993 (Gatherings Act, 1993). This is where the ratio of 10:100 stems from.

Moreover, the SASREA, 2010 overlooks a very critical aspect of security which is terrorism. On the 7th of October 2023, 364 people were killed by a Hamas-led terrorist at a festival and an estimated 240 people were seized and held hostage (Staff, 2024). This is one of the events that led to the war between Israel and Gaza. In 2018 there were possible terrorist attacks in Durban at Pavilion Mall and Gateway Mall which detonated and caused fires (Wicks, 2018). South Africa's intervention in Mozambique via SADC could make the country a bigger target to Islamic State militants (defenceWeb, 2022). Crowded places, events, public transport, and iconic locations throughout the country are some examples of locations that could be potential targets for terrorists (Metropolitan Police, n.d). It is also vital that security officers have counter terrorism training in order for them to act should there ever be an attack.

8.6.1 Bouncers

In relation to bouncers the PSiR Act, 2001 is the primary legislation that provides oversight in the functioning of bouncers in the entertainment industry. Bouncers found in establishments of entertainment are said to be a problem as many of them are foreigners some of which are undocumented foreigners. PSiRA has done numerous raids over the years in these establishments which have resulted in the bouncers and the security business owners being detained. One participant highlighted that the biggest issue with bouncers was with those that employed them. The owners of these establishments knowingly employ foreign nationals so that they can exploit them. An article by de Greef (2015) highlighted that bouncers who are foreign nationals get paid between R200 to R250 per 10-hour shift.

Due to safety concerns the research used observations as one of the data collection tools. It was observed that at establishments of entertainment there were a lot of contraventions to the PSiRA Code of Conduct, 2002. Firstly, the majority of the bouncers did not wear a uniform. Those that wore uniforms did not have the insignia or badge of the security company that they work for on their uniform. Secondly, they did not have name tags which contains their names, PSiRA grade and PSiRA number. The issue of security at establishments of entertainment is taken seriously. Findings from the survey of this research indicate that 45,1% of the respondents were required to have an appointed security officer at their establishment.

Currently it is only bylaws that require owners of establishments to appoint a security officer. The Liquor Act 59 of 2003 (LA, 2003) which is the legislation that regulates the manufacturing and sale of liquor products, does not stipulate that establishments must have security personnel as part of the conditions the owner of the establishment must meet to qualify for a liquor license for trade purposes. Developing a regulation that forces owners of entertainment establishments to have security officers would be beneficial as it would eliminate unregistered security officers operating as bouncers at these establishments.

8.6.2 Event stewards vs security officers

A steward - as per the definition of the SASREA, 2010 - is a person who is appointed to perform duties stated in section 4(4)(b) of the SASREA, 2010 and is exempted from registering with PSiRA in terms of section 20(5) of the PSiR Act, 2001. Section 20(5) of the PSiR Act, 2001 states that:

"The Minister may, after consultation with the Authority, by notice in the Gazette exempt any security service provider or security service provider belonging to a category or class specified in the notice, either generally or subject to such conditions as may be specified in the notice, from the operation of any provision of this Act".

The duties that stewards perform at events create an impression that they are rendering security duties. These duties include sharing of event and security information to spectators and ensuring the safe and general flow of spectators. The SASREA, 2010 recognises that stewards perform security services during events because it states that stewards must be exempted before performing their duties. Secondly, the PSiRA guidelines for compliance during events (2018) state that:



"The use of "stewards" are only relevant if they have been exempted by the Minister of Police from the registration requirement as per section 20(5) of the PSiR Act. Unless the "steward" can demonstrate that he/she is in possession of an exemption from the Minister of Police, registration with PSiRA will be required if performing the above functions at an event".

The above text affirms that stewards are indeed security officers and must be regulated by PSiRA. Stewards must also be subjected to inspections just like event security officers. The use of stewards during events has also made it possible for event organisers to bypass having sufficient security officers during events as a cost saving measure. One participant indicated that organisers would use the services of stewards so that they have the requested number of security officers that they agree on during JOC meetings. Security is taken for granted at events in order for event organisers to save money. Hence the use of unregistered and unexempted stewards and parking marshals during events.

8.7 Where are the women?

One of the mandates of the Authority is to promote transformation within the private security industry, as outlined in Sections 3(K) and 3(L) of the PSiR Act, 2001. A significant concern within event security is the underrepresentation of women in this sector. A participant emphasised the importance of addressing this issue, noting that women are often overlooked by clients despite their ability to perform duties effectively. The participant recounted an incident where female security officers' attention to detail prevented attendees from using counterfeit tickets to access a sold-out event, thus preventing overcrowding.

Another participant provided a different perspective on the lack of women in event security, stating that the use of security officers should align with the client's specific needs. Female security officers are essential for searching women and guarding female facilities, but ultimately, it is the client who dictates preferences. Interestingly, none of the study participants were women, and none mentioned working with women when formulating security plans during JOC meetings.

9. RECOMMENDATIONS

The following recommendations are made in line with the findings of the study. This section also includes the recommendations made by the industry.

9.1 The process of organising an event

Despite not being recognised by the SASREA, 2010 as being part of the JOC, PSiRA must have an active role in the JOC meetings. SAPS members, especially in small towns, see the need to have PSiRA as part of the JOC and have expressed the need to be assisted when it comes to verification of event security officers. It may prove difficult to do because of the large number of Municipalities and Metros nationally. However, it was suggested that event organisers must submit to PSiRA their list of security officers and parking marshals who will be working on the day. This will assist the Law Enforcement unit to verify if the security officers and parking marshals working on the day have the required special events training and are registered with PSiRA.

9.2 Security services used in the entertainment sector

There needs to be certain PSiRA requirements stipulated during the registration process for security companies to offer event security services. Firstly, they need to have security officers that are trained in special events. Secondly, these companies also need to have liability insurance. The SASREA, 2010 stipulates that organisers must have liability insurance for their events. Since the insurance liability does not cover the actions of security officers, it is recommended that security companies have their own liability insurance.

9.3 Carrying out security services

There was overall satisfaction with the rendering of security services during events from SAPS. There was dissatisfaction reported with the security services rendered and security companies not meeting their contractual obligation as per the MOA signed. SAPS and the general public must be made aware of the PSiRA Complaints Office where people can lodge complaints. There needs to be more extensive advertising of the Complaints Office through social media platforms.



9.4 Training

The training recommendations proposed by Gichanga (2016) should be implemented, particularly in special events and bouncer training, where a safety and security component should be incorporated. Additionally, special events training should include counter-terrorism measures. The survey conducted in this study indicates a growing reliance on digital security equipment, aligning with the technological advancements of the Fourth Industrial Revolution era. Training programs should encompass the use of such equipment, which will contribute to enhancing event security, including counter-terrorism efforts. It is imperative that bouncers also receive training that emphasises safety and security to prevent incidents like the Enyobeni Tavern tragedy.

Currently there are no regulations that exist for the PSiRA training. It is recommended that the Draft Regulations of the Training of Security Service Providers (2016) be revised with the intention of having the Regulations implemented by PSiRA's Training Unit.



9.5 Regulation of special events officers and bouncers

The PSiR Act, 2001 recognises special events as a sector in the private security industry and not a specialised field of the guarding sector. Special events need to have its own regulations, training and registration requirements. Moreover, deeming special events as a specialised field also makes it difficult to explore other security services that are emerging in the sector and to have relevant regulations and training standards of these fields.

The Authority is encouraged to utilise technology during event inspections to overcome potential obstacles posed by organisers and security managers who may attempt to prevent PSiRA inspectors from conducting inspections. A suggested approach involves compiling a list of security officers prior to the event and uploading it onto a system equipped with a biometric authentication feature. This technology would ensure the verification of security officers' identities, prevent identity theft, and guarantee the presence of the correct number of security officers at the event venue.

The Minister of Police can be advised to have amendments made on the SASREA, 2010 so that PSiRA inspectors can freely conduct inspections at events and be a part of JOC meetings whenever they can. Moreover, there is also needs to be a security certificate issued to deem events safe and secure for attendees. The Minister needs to be made aware of SAPS members who work as security officers during events as this is a contravention of the PSiR Act, 2001. During PSiRA inspections stewards also need to be inspected if the organisers of the event fail to produce a letter from the Minister of Police that exempts them from being recognised as security officers.

To ensure that there are PSiRA complaint bouncers working at establishments of entertainment, the Authority can make a suggestion to the Liquor Board to have registered security officers be part of the requirements of having a liquor license issued.



10. CONCLUSION

Socialising is a fundamental human need, often fulfilled through gatherings where individuals enjoy performances by various artists or dance together. While these events are often joyous occasions, they can also be marred by violence stemming from substance consumption. Therefore, the presence of security officers at such events is crucial to ensure the safety and security of attendees.

This study is a continuation of a previous study that was conducted by Gichanga (2016) on event security. The difference between the two studies is that Gichanga (2016) focused on sporting events whereas this study focused on concerts and establishments of entertainment.



From the findings of this study several security services were identified, and these include bouncers, VIP protection and parking marshals. One of the issues that were identified in the study was that there was not much care taken into verifying if the security officers were PSiRA registered. There is significant noncompliance in the events space where bouncers did not adhere with the PSiRA uniform regulations.

In relation to the regulation of events security, the study identified that special events security is recognised as a specialised course whereas the PSiR Act, 2001 recognises it as a security sector. This is an issue which limits the effective regulation of event security. The survey study that was conducted on this research topic identified the increased use of security equipment in the sector. This means that there is growth in the industry and possibly more security services can emerge. One example of this is having a course on events safety and security officers. It was mentioned that the current safety courses do not cover the security aspect of events which leads to security managers having to take over that role.

There is a need to improve the current training of both event security officers and bouncers. There is also a need to advise the Minister of Police to amend the SASREA, 2010 in order to enable PSiRA inspectors to do their inspections freely at events. It was recommended that there be certain requirements security companies must meet in order for them to qualify to do special events. One of these requirements is liability insurance. The SASREA, 2010 requires that event organisers have liability insurance for the event, however this insurance does not cover the actions of security officers. Transformation of the industry is also a matter that needs to be addressed as there is very little representation of women in the sector.



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