



Home Office

# **Terrorism (Protection of Premises) Act 2025**

Non-statutory  
Supplementary Document B

# **Supplementary document B:** **Scope – illustrative examples**

**This non-statutory supplementary document is intended to provide supporting information in relation to the Terrorism (Protection of Premises) Act 2025 Statutory Guidance.<sup>1</sup> The Terrorism (Protection of Premises) Act 2025 is subsequently referred to as ‘the Act’.**

- 1.** The following document outlines illustrative examples intended to support the responsible person in interpreting the criteria outlined in chapter 4 (Scope – qualifying premises) and chapter 5 (Scope – qualifying events) of the statutory guidance.
- 2.** **The examples contained in this document have been written to illustrate specific concepts within the Act and to aid understanding. The examples are not intended to be exhaustive and will not directly apply to all premises or events.** The examples are not instructions, as all premises and events are unique and it is essential that those responsible consider the specific circumstances of the premises or event. The Home Office is not liable if the examples are applied without proper consideration of the individual circumstances of the premises or event.

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<sup>1</sup> Terrorism (Protection of Premises) Act 2025 Statutory Guidance is available at: [www.gov.uk/government/collections/terrorism-protection-of-premises-bill-2024](https://www.gov.uk/government/collections/terrorism-protection-of-premises-bill-2024)

## Premises

### Premises example 1

A hotel with a main accommodation building and other buildings and land (a restaurant and a spa/gym)

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The hotel has a main accommodation building and other buildings (a restaurant and a gym). It also has extensive grounds used to host functions. The hotel and grounds are considered a group of buildings.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	Hotels, restaurants (food and drink), gyms and spas (entertainment and leisure) are specified qualifying uses.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	Based on historic data and a calculation of safe occupancy, it is expected that there will be 800 or more individuals present, including staff. This puts the premises within the enhanced tier.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓

#### Assessment

**Scope:** The premises are in scope of the enhanced tier.

**Responsible person:** The principal use of the premises is as a hotel. This means the responsible person is the hotel operator, as they have control of the premises in connection with its principal Schedule 1 use (the buildings and grounds).

## Premises example 2

A building that constitutes a large factory and a shop selling some of the factory's produce

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	Both parts of the building are under the control of the same operator. The shop is a part of a building (the wider factory) and are premises in their own right.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	The part of the building consisting of the shop has a specified use. The parts of the building consisting of the factory do not have a specified use for the purposes of Schedule 1. This means that the parts of the building consisting of the factory do not meet this criterion, but the parts of the building consisting of the shop do meet this criterion.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	Based on historic data, it is expected that there will be fewer than 200 individuals in the shop at any one time, including staff.	✗
D. The premises are not excluded from being in scope	Neither the factory nor the shop are excluded premises under Schedule 2.	✓

### Assessment

**Scope – the factory:** The factory is not in scope as it does not have a Schedule 1 use.

**Scope – the shop:** The shop is not currently in scope based on the number of individuals that it is reasonable to expect. It may be brought into scope if, in future, 200 or more individuals can reasonably be expected in the shop at the same time, from time to time.

### Premises example 3

Fourteen separate buildings in the same geographical location are used for the purposes of a hospital operated by an NHS trust

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The fourteen buildings comprise a group of buildings.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	The premises are used as a hospital, which is a specified use.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	The assessment of the number of individuals that it is reasonable to expect to be present across the group of buildings is calculated as 800 or more individuals, including staff. This is based on historic data and safe occupancy.	✓
D. The premises are not excluded from being in scope	The premises are not excluded premises under Schedule 2.	✓
<b>Assessment</b>	<b>Scope:</b> The premises, comprising a group of buildings, are in scope of the enhanced tier. <b>Responsible person:</b> The responsible person is the NHS hospital trust.	

## Premises example 4

An exhibition hall hosting public and private events

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The exhibition hall is a building.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	The premises host a range of Schedule 1 activities for public events, and this use exceeds the time used for private events that cannot be accessed by members of the public.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	The assessment of the number of individuals that it is reasonable to expect to be present across the group of buildings is calculated as 800 or more individuals, including staff. This is based on tickets and pre-registration, as well as historic data.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓
<b>Assessment</b>	<b>Scope:</b> The exhibition hall is in scope of the enhanced tier. <b>Responsible person:</b> The responsible person is the exhibition hall operator.	

## Premises example 5

A football stadium

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The football stadium consists of primarily land outdoors but also includes stands which form the stadium and some buildings.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	The football stadium's principal use is as a sports ground.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	The assessment of the number of individuals that it is reasonable to expect to be present across the group of buildings is calculated as 800 or more individuals, including staff. This is based on tickets and pre-registration, as well as historic data and fixed seating capacity.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓

### Assessment

**Scope:** The premises are in scope of the enhanced tier. The main use of the premises is for a Schedule 1 purpose.

**Responsible person:** The responsible person is the football stadium operator.

## Premises example 6

A shop

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The shop is in a building.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	Use as a retail shop is a specified use under Schedule 1.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	Using historic data, it is expected that from time to time 150 individuals, including staff, will be present at the same time, and there have never been 200 or more individuals present at the same time in the past.	✗
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓
<b>Assessment</b>	<b>Scope:</b> The shop is not in scope of the Act because it does not meet the threshold for standard tier premises.	

## Premises example 7

A pub

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The pub is in a building.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	Use for food and drink is a specified use under Schedule 1.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	On weekdays, there are no more than 175 individuals, including staff, in the pub, but over the weekend it regularly hosts 200 or more individuals at a time.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓
<b>Assessment</b>	<b>Scope:</b> The pub is in scope of the standard tier because it regularly hosts 200 or more individuals and can anticipate that this will occur again in the future. <b>Responsible person:</b> The responsible person is the pub operator.	

## Premises example 8

A restaurant

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The restaurant is in a building.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	Use for food and drink is a specified use under Schedule 1.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	For 10 months of the year, the restaurant assesses it hosts no more than 180 individuals (including staff) at the same time. However, during the two months leading up to Christmas, this figure occasionally (from time to time) increases to 250 at the same time. The restaurant's historic data (previous records) show that seasonal attendance is expected and anticipated for the future.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓

### Assessment

**Scope:** The restaurant is in scope of the standard tier.

**Responsible person:** The responsible person is the restaurant operator.

## Premises example 9

A gallery

Criterion	Detail of the premises	Is this criterion met?
A. The site meets the definition of premises	The gallery is in a building.	✓
B. The premises are wholly or mainly used for one or more Schedule 1 use or uses	Use as a museum, library or gallery is a specified use under Schedule 1.	✓
C. The premises meet the threshold for the reasonable expectation of number of individuals present	The gallery has a safe occupancy figure of 850, however historic data shows that peak occupancy is 500 individuals (including staff) at the same time. No changes to the gallery's operations are planned. It therefore expects similar peak occupancy in the future.	✓
D. The premises are not excluded from being in scope	The premises are not excluded under Schedule 2.	✓

### Assessment

**Scope:** Based on current information, this gallery is in scope of the standard tier of the legislation. The gallery may unexpectedly reach its safe occupancy figure of 850 individuals, for example, because an exhibition receives overnight media attention that could not have been reasonably expected, which increases customer demand. As this is an unexpected occurrence and assuming it is not anticipated to occur again in the future, the gallery would remain in the standard tier.

However, if it is reasonable for the gallery to expect a repeat of 800 or more individuals at the same time, the gallery would fall in the enhanced tier.

**Responsible person:** The responsible person is the gallery operator.

## Events

### Events example 1

A one-off music event that takes place in one part of a large warehouse complex.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The event takes place in a part of a building, specifically a private warehouse.	✓
B. The event is not taking place at premises already within the enhanced tier	The warehouse is mainly used in a private capacity, so it would not satisfy the criteria to be considered qualifying premises within the enhanced tier (it would not be considered wholly or mainly used for a Schedule 1 purpose).	✓
C. The event is publicly accessible	Members of the public can buy tickets in advance and on the door.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	The event organiser expects 1,000 attendees (including staff), based on the number of tickets made available for purchase.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	A warehouse complex is not excluded from hosting events under Schedule 2.	✓

#### Assessment

**Scope:** This event is a qualifying event.

**Responsible person:** The event organiser enters into a contractual arrangement with the warehouse operator, via a contract of hire. In accordance with that contract, the event organiser will have control over the location for the duration of the event. The event organiser is therefore the responsible person.

## Events example 2

A music festival that takes place in a park or field.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The event takes place on other land, specifically a park or field.	✓
B. The event is not taking place at premises already within the enhanced tier	The park or field are not enhanced tier premises.	✓
C. The event is publicly accessible	Members of the public can buy tickets in advance.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	The event organiser limits ticket sales to 30,000 attendees per day (including staff) and reasonably expects to sell all tickets.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	Parks and fields are not excluded from hosting qualifying events under Schedule 2.	✓

### Assessment

**Scope:** The music festival is in scope as a qualifying event.

**Responsible person:** The event organiser hires the park from the local council. As the event organiser will have control over the location for the duration of the event, the event organiser is the responsible person.

### Events example 3

A pub reasonably expects 100 individuals at peak occupancy. It hosts one music festival a year in the building and grounds of the pub, where attendance is expected to exceed 800 people at the same time.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	It takes place in a building and land, specifically in the public house and in its gardens.	✓
B. The event is not taking place at premises already within the enhanced tier	The hosting of the music festival every year indicates that the pub qualifies as enhanced tier premises. This frequency indicates that the 800-threshold is met from time to time, and the premises otherwise satisfy the criteria for qualifying premises.	✗
C. The event is publicly accessible	Members of the public can buy tickets in advance.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	The event organiser reasonably expects 950 individuals at peak occupancy, including staff and visitors.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	The pub is not excluded from hosting qualifying events under Schedule 2.	✓

#### Assessment

**Scope:** The festival will attract 800 or more individuals at the premises. The hosting of the festival would result in the premises becoming enhanced tier premises. This is because, in those circumstances, it is correct to say that 800 or more individuals can be reasonably expected to be present at the premises from time to time.

**Responsible person:** The principal use of the premises is as a pub. Therefore, the operator of the pub is the responsible person for the premises, both when the premises are used to host these festivals and when they are not.

## Events example 4

A historical exhibition that is held in part of a large events venue.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The event takes place in a building, specifically a large events venue.	✓
B. The event is not taking place at premises already within the enhanced tier	The events venue is already in scope of the enhanced tier.	✗
C. The event is publicly accessible	Members of the public can buy tickets in advance.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	The event organiser limits ticket sales to 1,000 and expects to sell all tickets. As a result, they reasonably expect 800 or more people at the event at the same time, including staff.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	The events venue is not excluded from hosting qualifying events under Schedule 2.	✓

### Assessment

**Scope:** The event is not a qualifying event as the premises at which the event takes place are already enhanced tier premises and subject to the Act's enhanced tier requirements. The responsible person for the premises **must** ensure that when putting in place appropriate public protection measures and procedures, they are appropriate for this event.

**Responsible person:** The responsible person will not change. It will be the premises operator of the large events venue.

### Events example 5

A football stadium usually expects 500 spectators per game during the season, except for one testimonial where attendance is expected to reach 1,000 spectators and staff. The testimonial is a one-off and is not expected to occur again.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The game takes place in a building and associated land, specifically a football stadium.	✓
B. The event is not taking place at premises already within the enhanced tier	The football stadium is not within the enhanced tier.	✓
C. The event is publicly accessible	Members of the public can buy tickets in advance or on the day.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	It can be reasonably expected that 1,000 spectators and staff will be present at the testimonial game.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	The football stadium is not excluded from hosting qualifying events under Schedule 2.	✓

#### Assessment

**Scope:** The testimonial game is a one-off event which will attract 800 or more individuals at the premises. The hosting of the game would not result in the premises becoming enhanced tier premises under section 2(3) of the Act. This is because, in those circumstances, it would not be correct to say that it can reasonably be expected that 800 or more individuals will be present at the premises from time to time. The testimonial game meets all the criteria to be considered a qualifying event.

**Responsible person:** The responsible person will not change. It will be the premises operator of the football stadium.

## Events example 6

A golf club reasonably expects a peak attendance of 300 individuals and falls within the standard tier. It hosts one event a year – an annual firework display – with an expected attendance of 1,200 individuals.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The firework display takes place on land which is associated with the golf club (that is, the land is part of the premises, as a building and other land).	✓
B. The event is not taking place at premises already within the enhanced tier	The hosting of a firework display every year indicates that the golf club qualifies as enhanced tier premises. This frequency indicates that the 800-person threshold is met from time to time, and the premises otherwise satisfy the criteria for qualifying premises in section 2 to the Act.	✗
C. The event is publicly accessible	Members of the public can buy tickets in advance or on the day.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	It is reasonably expected that 1,200 spectators and staff will be present at the firework display.	✓
E. Entry controls are in place	Staff at the event check tickets on entry.	✓
F. The event is taking place at premises that are not excluded from being in scope	The golf club is not excluded from hosting qualifying events under Schedule 2.	✓

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## Assessment

**Scope:** The firework display will attract 800 or more individuals to the premises. The hosting of the firework display would result in the premises becoming enhanced tier premises under section 2(3) of the Act. This is because, in those circumstances, it would be correct to say that 800 or more individuals can reasonably be expected to be present at the premises at the same time, from time to time.

**To note:** if the number of individuals reasonably expected to be on the premises at the same time, from time to time, does not exceed the 800-person threshold, the premises remain in the standard tier.

If the number of individuals reasonably expected to be present exceeds the 800-person threshold and the firework display is a one-off event that is not expected to be repeated, the firework display could be a qualifying event. See para. 5.34 within the Terrorism (Protection of Premises) Act 2025 Statutory Guidance.<sup>2</sup>

and its associated example.

**Responsible person:** The principal use of the premises is as a sports ground. The operator of the golf club is the responsible person for the premises, both when the premises are used to host these firework displays and when they are not.

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<sup>2</sup> Terrorism (Protection of Premises) Act 2025 Statutory Guidance is available at: [www.gov.uk/government/collections/terrorism-protection-of-premises-bill-2024](https://www.gov.uk/government/collections/terrorism-protection-of-premises-bill-2024)

## Events example 7

A stately home is open to the public and usually expects fewer than 800 individuals to be present at the same time throughout the year (including staff), except during large-scale events. These events – such as a firework display in November, a Christmas light show and a summer music event – are held approximately ten times a year.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The events take place on land which is associated with the stately home (that is, the land is part of the premises).	✓
B. The event is not taking place at premises already within the enhanced tier	The hosting of these events approximately ten times a year indicates that the stately home qualifies as enhanced tier premises. This frequency indicates that the 800-person threshold is met from time to time, and the premises otherwise satisfy the criteria for qualifying premises in section 2 of the Act.	✗
C. The event is publicly accessible	Members of the public are eligible to attend these events.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	Attendance at each event can reasonably be expected to range from 1,000 to 5,000 individuals (including staff), depending on the nature of the event.	✓
E. Entry controls are in place	Each event requires members of the public to satisfy a condition of entry. This will differ depending on the event, for example, some require payment to enter, while others are free and only require online registration.	✓
F. The event is taking place at premises that are not excluded from being in scope	The stately home is not excluded from hosting qualifying events under Schedule 2.	✓

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**Assessment**

**Scope:** The hosting of large-scale events approximately ten times a year indicates the stately home is in scope as enhanced tier premises. This is because the events occur from time to time and otherwise satisfy the criteria for qualifying premises in section 2 of the Act.

**Responsible Person:** The principal use of the premises is as a stately home. Therefore, the operator of the stately home is the responsible person for the premises, both when the premises are used to host these events and when they are not.

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### Events example 8

A nightclub usually expects fewer than 800 individuals (including staff), at any one time, from time to time, except for five or six nights a year when they expect additional attendance for special events.

Criterion	Detail of the event	Is this criterion met?
A. The site meets the definition of premises	The special events take place in a building, specifically the nightclub.	✓
B. The event is not taking place at premises already within the enhanced tier	The hosting of these special events five or six times a year indicates the nightclub qualifies as enhanced tier premises. This frequency indicates that the 800-person threshold is met from time to time, and the premises otherwise satisfy the criteria for qualifying premises in section 2 of the Act.	✗
C. The event is publicly accessible	Members of the public can purchase tickets to attend these events.	✓
D. The event meets the threshold for the reasonable expectation of number of individuals present	It is reasonably expected that 800 or more individuals will be attending each of these special events, including staff.	✓
E. Entry controls are in place	Members of the public must demonstrate they have bought a ticket to enter these events.	✓
F. The event is taking place at premises that are not excluded from being in scope	Nightclubs are not excluded from hosting qualifying events under Schedule 2.	✓

#### Assessment

**Scope:** The hosting of special events approximately five or six times a year indicates the nightclub is in scope as enhanced tier premises. This is because the events occur from time to time and otherwise satisfy the criteria for qualifying premises in section 2 of the Act.

**Responsible Person:** The operator of the nightclub is the responsible person for the premises.

## Additional examples to demonstrate key concepts

### **Additional example to illustrate exemptions to premises in scope**

A former military airfield is in use as a general aviation aerodrome with neither regular scheduled nor charter flights. As such it is not a directed aerodrome under the Aviation Security Act 1982 and is not subject to the full requirements of the National Aviation Security Programme (NASP).

This aerodrome does not have an Aerodrome Security Plan in force. Therefore, it would be subject to the Act so long as it complies with the other criteria, which it currently does not, as it does not expect there to be 200 individuals or more (including staff) on the premises at any one time, from time to time.

A local investor sees potential to upgrade the aerodrome. This investment in the airport attracts an airline that applies to the Civil Aviation Authority to run regular, scheduled flights during the summer months. This application is approved, and the expected numbers of passengers lead the Secretary of State for Transport to direct the aerodrome under sections 12 to 14 of the Aviation Security Act 1982.

This requires an Aerodrome Security Plan to be in place within twelve months from the date of being directed. During those 12 months, until the Aerodrome Security Plan comes into force, the requirements of the Act would apply to the premises under Schedule 2(4)(a), as long as a minimum of 200 individuals can be expected on the premises at any one time, from time to time.

### **Additional example to illustrate measures with no clear perimeter and multiple ingress and egress points**

A racecourse in the enhanced tier has a perimeter which is three kilometres long. While the main entrance for the racecourse has a clear, physical barrier delineating the perimeter, there are also eight official ingress points around the unmarked perimeter of the racecourse, including public footpaths with little to no means of controlling movement or monitoring, and other areas where it would not be unduly difficult to enter the premises.

The responsible person recognises that the perimeter is a vulnerability. They also recognise that it would not be reasonably practicable to erect a physical perimeter around the entire premises due to the required level of infrastructure investment and the small number of race days per year.

The responsible person instead concentrates monitoring measures at the main entrance and at the stands, where the majority of the public will gather.

The responsible person is mindful of the need to mitigate the vulnerability elsewhere and determines that introducing race-day sweeps of the wider premises, a system of unpredictable patrols during race days, and pre-shift briefings for staff on identifying and reporting unusual behaviour is reasonably practicable and appropriate.

### **Additional example to illustrate a religious activity held at premises other than a place of worship**

A large gurdwara decides to host a langar for the local community. Due to the interest shown by the community, the management committee of the gurdwara decides to hold the langar in premises separate from the gurdwara. The event organiser (the management committee of the gurdwara) reasonably expects 800 or more individuals (including staff) to be at the event at the same time.

The event is not ticketed, nor does it have any measures to control the movement of people, as it is open to all. The event is held on the premises of the local university, which is already enhanced tier premises.

The event is not, therefore, a qualifying event and the responsible person for the event is the university. The university, as the responsible person, **must** take this event into account when determining how the university will comply with the requirements of the act.

### **Additional example to illustrate a religious qualifying event held in an open-air site**

A Hindu temple hires part of a local park to celebrate Holi, which they fence off. The event is free but ticketed with members of the temple and the wider public able to register for the event on the temple's website. A volunteer from the temple checks tickets on entry to the event.

The event organiser (the temple) reasonably expects 800 or more individuals to be at the event at the same time (including staff). Therefore, the event is a qualifying event, and the responsible person is the temple as the events organiser.

Another temple uses the grounds of their temple premises to host a similar Holi event with a similar expected attendance of 800 or more individuals. The temple is a place of worship and, therefore, remains in the standard tier.



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