



**Resources and Public Realm
Scrutiny Committee**

19 July 2022

**Report from the Strategic Director
of Regeneration & Environment**

Wembley Events Management

Wards Affected:	N/A
Key or Non-Key Decision:	Non Key Decision
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	None
Background Papers:	None
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1.0 Purpose of the Report

- 1.1 To provide an update on the progress made by partners on the implementation of the recommendations made by Baroness Casey following the UEFA Euros 2020 England v Italy football match at Wembley.

2.0 Recommendations

- 2.1 That this update submitted by the Regeneration & Environment Department be noted.

3.0 Detail

- 3.1 The Euro 2020 Final at Wembley Stadium was blighted by unacceptable levels of casual street-drinking that ultimately led to shocking scenes of fan disorder and anti-social behaviour. These scenes created an unwanted world-wide news story that reflected badly on the organisation of the tournament, and on the preparations made by key agencies, including the police, the Football Association and Wembley Stadium, and Brent Council as the local authority.

3.2 The FA commissioned an independent review, led by Baroness Casey, to establish the reasons for the disorder and to provide recommendations to ensure there is no repeat in the future.

3.3 A summary of Baroness Casey's findings that are relevant for present purposes are:

- There was evidence of overnight drinking as early as 9am on the match day.
- By mid-day over 10,000 fans had arrived in Wembley area, many of whom had travelled in on public transport (buses, national rail and tube).
- Many of the fans were in possession of large amounts of alcohol.
- Some of the fans were already drunk on arrival.
- There was insufficient enforcement of the ban on consuming alcohol on public transport in London.
- There is a lack of enforcement mechanisms available to respond to (and deter) the kind of behaviour witnessed at that Final.
- Planning for crowd control for the Final did not match the 'occasion'.
- The reckless and life endangering anti-social behaviour that ensued was caused largely by people who were under the influence of alcohol / and or drugs.

The Review made five recommendations for national consideration and two specifically for the FA and Wembley and its partners, including Brent.

3.4 Recommendation 1 of the Review requires that the Government considers a new category for football matches of 'national significance'. The Review found that the majority of partners treated the Euro final as another match albeit a significant one, rather than an event of national significance. As a result, the security arrangements surrounding the Final were underpowered and public safety was not given the prominence it deserved. The recommendation requires that, in the future, there should be a new category for football matches of 'national significance', with the police, and other key partners setting out what steps should be taken for such matches. Importantly for Brent, as the Licensing Authority, this should include enhanced enforcement of bans on alcohol consumption in designated public spaces.

3.5 Recommendation 3 of the Review requires that the Sports Ground Safety Authority (SGSA), the events industry, the police and local government agree on a way forward on who is accountable for Zone Ex. The question of who was responsible for public safety on Olympic Way was a contributing factor to the inability to deal with the disorder seen in the build-up to kick-off at the Final. The police and stadium operators have for many years contested the issue of who

is responsible for safety and security in Zone Ex (the area of public space outside the stadium used by supporters) and the financing of it remains a contested issue. The recommendation reflects that this should be resolved.

- 3.6 In response, Brent gave its commitment to working with the key neighbouring agencies to ensure these recommendations are complied with in full. A new, energetic and more resilient tri-partite collaboration (known as 'Best in Class') has since been agreed and activated with the FA and Wembley Stadium, and with Quintain. All parties have agreed joint action is needed to fundamentally improve and coordinate operations in Zone Ex on match days. All are now signed up to a renewed and sustained programme of investment in enhanced infrastructure and resources.

Best in Class Project

- 3.8 The 'Best in Class' project has been created in order to help identify the gaps that sit between the three key partners. These gaps are those activities and/or initiatives which exist outside the three key partners' statutory responsibilities. There is a mutual understanding by all parties, however, that whilst these issues do not directly sit with one group, these initiatives and activities need to be addressed collectively by all primary stakeholders. The 'Best in Class' project aims to tackle four key strategic objectives. These are: Enforcement, Wayfinding, Traffic Management and Sustainability.
- 3.9 This programme now assumes a very high priority as a consequence of the recommendations of the Casey Review.
- 3.10 From this, a key responsibility for the Council has been to review licensing arrangements with respect to off-sales of alcohol in the local area. These are considered to contribute to problems associated with street-drinking in Zone Ex on match days.
- 3.11 Over recent months, we have taken forward a robust twin-track approach to review and change, as follows –
- A short-term (and ongoing) approach with the police and partners to prevent alcohol off-sales to street drinkers on event days. This is a statement of intent that sets a new culture.
 - This will be married to a longer-term (and more intricate) process to review the current legislation and the pre-existing Public Spaces Protection Order (PSPO) enforcement framework to change relevant licensing conditions at relevant premises in a more fundamental way. That will seek to impose a more resilient and fully consistent set of conditions that prevent alcohol-related ASB over the longer term.
- 3.12 Licensing and enforcement interventions are therefore now imposed by the Council and the partner agencies at each match.
- 3.13 The arrangements that are now implemented are set out below –

- A full Council enforcement resource that has successfully exercised existing PSPO powers to enforce against street-drinking and urination, ASB, illegal trading, ticket-touting, and the use of flares/pyrotechnics, by applying a zero-tolerance approach for the first time.
 - Enforcement of licensing restrictions on retail premises within the PSPO no-drinking zone.
 - Agreement with event partners to provide –
 - Improved signage.
 - Dedicated drinking zones to contain and manage casual outdoors drinking.
 - Pre-messaging to supporters and the general public.
 - A full stewarding and policing resource to support the PSPO approach.
 - Full training for these staff.
 - Bins for can/bottle confiscation
 - A new Zone Ex control room for the events.
 - Full commitment from the police to greater numbers and an earlier deployment compared to the Euro Final
 - Dedicated enforcement against illegal street trading, ticket touting, the use of flares and pyrotechnics, street urination, and ASB
 - A greater number of public toilets
 - Better fencing and segregation
 - Regular tannoy information announcements
 - A commitment from train companies to ban the carriage of excessive alcohol on their trains to London.
 - Ongoing communications by the FA, the clubs, the police, BTP and a commitment to the need to educate and publicise a very clear message on this new approach.
- 3.14 Brent officers now work successfully with the many off-licence premises in and around Zone Ex to advise on the street-drinking culture at Wembley Stadium events, the problems associated with the supply of alcohol, the effects of this on high levels of street-drinking and also their specific responsibility as retailers under their Premises Licence to assist in reducing this. Any failure by any off-licence to uphold the licensing objectives, may result in a review of their Premises Licence, with additional conditions or a revocation of their licence being requested.
- 3.15 These premises have been advised that since 2017 Brent Council has administered the PSPO across the entire Borough of Brent, which amongst other factors, aims to prevent street-drinking. It's been made clear that the reasonable response to the Casey Review is for the Council to make a commitment to eradicating street-drinking on Wembley Stadium match days by banning the consumption of alcohol in open public spaces.
- 3.16 Knowingly selling alcohol to customers who consume alcohol in the street is a breach of an off-licence's responsibility, as there is a clear link between street-

drinking and the ASB and criminal and disorderly behaviour we are seeking to remove. In effect, it means that, if they sell alcohol under these circumstances, they would effectively be aiding and abetting customers in breaching the PSPO. The Council, for the first time, is now properly requiring their full co-operation to assist in guaranteeing a street-drinking-free zone during Wembley Stadium match days. In order to achieve this, we have asked that they only-

- Recognise those customers that are likely to consume alcohol in the street (retail is still possible to other customers).
- Refuse the sale of alcohol to anyone that is likely to drink alcohol in the street
- Refrain from increasing their store set-up to include additional alcohol for the purpose of match days
- Voluntarily cease selling alcohol in glass vessels including all wines, beers and ciders and where possible cease selling any alcohol on match days.

3.17 This requirement has been communicated to all premises and the response has been mostly favourable. The monitoring of compliance on match days is a key task as evidence is necessary for any firmer action to be applied at subsequent matches. Premises are still able to sell alcohol to regular local customers. The ban is on retail to obvious football fans only.

3.18 It is appreciated that this approach may be seen as detrimental to business but we believe that by using it to prevent the scenes of last year it is a very positive move overall, with the social and community benefits outweighing any inconvenience to the off-licenses. Our advice to these businesses is that this will help ensure the problems are avoided, it will remove pressures on them from drunken fans and will make Wembley a much more family friendly destination for everyone. That is our clear objective, and is working every effectively. In order to protect our community, and the visitors to the area, this approach will be applied at every upcoming large event.

4.0 Enforcement Outcomes

4.1 The metrics so far around enforcing the PSPO are significantly reduced ASB, reduced disorder, reduced match-day crime, reduced street urination and significantly less litter. These are all issues that the local community had made known they wished to see resolved. The detail in terms of enforcement outcomes is provided at **Appendix 1**. A typical event debrief report is provided at **Appendix 2** and this presents a positive photographic comparison with the Euro Final, specifically showing the reduced levels of litter and general disorder.

5.0 Financial Implications

- 5.1 The Council's equal contribution to support the continuation of the Best in Class Programme with respect to Wembley Stadium event day arrangements is £122k per annum.
- 5.2 Any additional event day costs incurred by the Council are recharged to the Stadium.

6.0 Legal Implications

- 6.1 Section 13 of the Criminal Justice and Police Act 2021, previously permitted Local Authorities to designate public areas through the introduction of Designated Public Place Orders (DPPOs). As a result, a Borough wide Controlled Drinking Zone (CDZ) was enacted from December 2007 until October 2017. DPPOs were subsequently replaced by Public Space Protection Orders (PSPOs) under the Anti-Social Behaviour, Crime and Policing Act 2014, which incorporates the prohibition of 'specified things' above and beyond street drinking.
- 6.2 The Anti-social Behaviour, Crime and Policing Act 2014 permits Local Authority to make Public Spaces Protection Orders if satisfied on reasonable grounds that two conditions are met.
- 6.3 The first condition is that activities carried on in a public place within the authority's area have had (or are likely to have) a detrimental effect on the quality of life of those in the locality. The second condition is that the effect, or likely effect, of the activities is, or is likely to be, of a persistent or continuing nature, such as to make the activities unreasonable and justifies the restrictions imposed by the notice.
- 6.4 A Public Spaces Protection Order is an order that identifies the restricted area and prohibits 'specified things' being done in that area and/or requires specified things to be done by persons carrying on specified activities in that area.
- 6.5 Failure to comply with PSPO prohibitions is a criminal offence subject to up to a level 3 fine on prosecution (up to £1000). In most cases a warning (written or verbal) will be issued upon the first instance of a breach. Further breaches will result in the issuing of a Fixed Penalty Notice (£100), payable within 14 days. If paid within 10 days, a discounted charge of £75 is applied. Payment of the Fixed Penalty Notice discharges liability to conviction for the offence.

7.0 Equality Implications

- 7.1 Improvements to event day arrangements will benefit all visitors to the Stadium and the Wembley area on event days.

8.0 Environmental Sustainability Implications (where relevant)

8.1 Enforcement of the PSPO has improved environmental conditions by significantly reducing street urination and also street drinking-related litter.

9.0 Engagement with Ward Members and Stakeholders

9.1 Engagement with Members, the community and other stakeholders is principally undertaken by the event owner, Wembley Stadium, via their regularly scheduled 'Wembley Stadium Resident & Business Meetings'. The Council will support their event day messaging via our own communications channels and any further direct 'on the day' liaison (particularly with businesses) is undertaken by all our front-line staff that are present.

10.0 Human Resources/Property Implications (if appropriate)

10.1 Enhanced match day enforcement requires a voluntary commitment from staff to participate in good numbers.

Report sign off:

ALAN LUNT

Strategic Director (Regeneration & Environment)