

# Baroness Casey Review – One year on

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**WNSL Response**

**April 2023**

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# 1. Introduction

This report provides a formal response on behalf of Wembley National Stadium Limited (WNSL) to 'The Baroness Casey Review: An independent review of events surrounding the UEFA EURO 2020 Final 'Euro Sunday' at Wembley', hereby referred to as the 'The Casey Review'.

Following the EURO 2020 Final, an independent review was undertaken by Baroness Casey into the causes of the anti-social behaviour that took place and to seek clarity and measures for implementation to prevent a reoccurrence of the day's events.

The Casey Review was published in December 2021, and culminated in five key recommendations for national Government, the Football Association (FA) and the Sports Grounds Safety Authority (SGSA) to take forward consideration, plus three additional recommendations specifically for the FA, WNSL and its partners. The recommendations are as follows:

## The Casey Review Recommendations

1. the Government considers a new category for football matches of national significance;
2. the Government consider tasking the SGSA to work with the FA and the event industry to undertake a review of stewarding;
3. the SGSA, the events industry, the police and local government agree on a way forward on who is accountable for Zone Ex;
4. the FA - as the governing body that oversees football - lead a national campaign to bring about a sea-change in attitudes towards supporter behaviours; and
5. the Government consider strengthening the penalties for football-related disorder, particularly behaviours which recklessly endanger lives and these penalties should be well understood and robustly enforced.

The following three measures were made specifically for the FA, WNSL and its partners to address:

6. The FA and Wembley should strengthen plans for safety both physical and human, ahead of any matches or events of significant risk. This should include but not be limited to:
  - i. The physical fences and means of separating and filtering un-ticketed fans from those with legitimate access.
  - ii. Particular attention should be made to ensuring those entering through gates provided for wheelchair users and other more vulnerable members of society are not endangered by the reckless actions of others.
  - iii. A staff survey of all those involved with security, stewarding and safety on Euro Sunday so the FA can be doubly sure their views are taken into any future changes.

- iv. Security plans should be regularly peer reviewed by experienced safety and security professionals to ensure rigour.
  - v. The incoming Chair of the FA should take steps to be sure that she and the FA Board have suitable oversight of safety and security at Wembley Stadium.
7. A more joined up approach between Wembley and the MPS is required to managing public safety on match-days, including joint tasking and debriefing of operational teams.
8. The key partners represented on the Wembley SAG, most notably the MPS, the FA and Brent Council, need to make a concerted effort to proactively solicit and listen to each other's concerns and avoid any single agency from becoming too dominant.

The recommendations made by Baroness Casey have been integral to WNSL's event operations at Wembley Stadium for the 2022/23 calendar season, and 2022 was a very successful year for Wembley Stadium. WNSL has hosted 35 events, including but not limited to, the world-class Women's EURO 2022 Final and highest attended EURO event on record, the Fury vs Whyte Fight, six 'magic' nights of Coldplay, the 150<sup>th</sup> Anniversary Emirates FA Cup Final, an exceptional Taylor Hawkins Tribute Concert, and a spectacular NFL Jacksonville Jaguars vs Denver Broncos showdown.

The success of 2022/23 has been immeasurable in consideration of recent years with the challenges of the COVID-19 pandemic, social distancing, and the aftermath of the EURO 2020 Final in July 2021. Following the publication of The Casey Review in December 2021, WNSL, the FA, Brent Council (LBB), Wembley Park Ltd (WPL) and the Metropolitan Police Service (MPS) have worked hard to meet the recommendations, and to better improve both the local and spectator experience within Wembley on Stadium Event Days.

This report has been produced by WNSL to respond to The Casey Review recommendations, with a review of the 2022/23 event season at Wembley Stadium, highlighting the mitigations made, the collaborative efforts of all stakeholders, and areas identified for continued improvement, one year on from the report publication.

This report is broken down into each of The Casey Review recommendations 6-8, made specifically for the FA, WNSL and its partners.

## Report Structure

The remainder of this report is divided into the following key chapters, where this section 'Introduction' forms Chapter 1:

- **Chapter 2:** WNSL response to Recommendation 6: Physical and human safety;
- **Chapter 3:** WNSL response to Recommendation 7 & 8: Joined up approach between Wembley and MPS; and SAG partner cooperation and collaboration; and
- **Chapter 4:** Summary and next steps.

## 2. WNSL Response to Recommendation 6: Physical and human safety

This chapter sets out the WNSL response specifically to Recommendation 6 of The Casey Review:

### Recommendation 6:

*“The FA and Wembley should strengthen plans for safety both physical and human, ahead of any matches or events of significant risk. This should include but not be limited to:*

- i) The physical fences and means of separating and filtering un-ticketed fans from those with legitimate access.*
- ii) Particular attention should be made to ensuring those entering through gates provided for wheelchair users and other more vulnerable members of society are not endangered by the reckless actions of others.*
- iii) A staff survey of all those involved with security, stewarding and safety on Euro Sunday so the FA can be doubly sure their views are taken into any future changes.*
- iv) Security plans should be regularly peer reviewed by experienced safety and security professionals to ensure rigour.*
- v) The incoming Chair of the FA should take steps to be sure that she and the FA Board have suitable oversight of safety and security at Wembley Stadium.”*

In response to the physical and human safety plans set out under Recommendation 6, this chapter has been divided into a review of:

- WNSL’s Security Perimeter (including accessible entrances and FA oversight);
- Peer Review; and
- Staff Stewarding Feedback.

### WNSL’s Security Perimeter (incl. accessible entrances and FA oversight)

#### Accessible Pass Gates

Following The Casey Review, WNSL undertook an audit of the security barrier systems at Wembley Stadium and across Zone Ex and to ensure a robust and secure barrier deployment for Stadium Event Days.

One of the areas identified by Baroness Casey was the disabled access gates on the stadium concourse, which were targeted and suffered attempted breaches during the EURO 2020 Final; a risk to the stadium

security strategy and to vulnerable spectators using these stadium gate entry points on event days. For the 2022 season, new accessible pass gates were installed on the Level 1 stadium concourse which have since been reviewed and considered 'world-class' by crowd safety experts. The accessible pass gates have been reinforced to prevent unauthorised entry into the stadium building, whilst also designed in compliance with Disability Discrimination Act (DDA) guidance.

### **External Security Perimeter**

Beyond the Stadium Event Day means of separating those without legitimate stadium access, WNSL has submitted a planning application to LBB to strengthen the stadium perimeter by implementing a physical external security perimeter on the stadium concourse access points. The proposed external security perimeter is a measure designed to prevent unauthorised access onto the stadium concourse on non-event days due to recent security breach attempts at the stadium. The measures will remain permanently in-situ on the stadium perimeter, however they are not intended for deployment on Stadium Event Days.

Crowd safety is fundamental to any design or infrastructure changes at the stadium and as such, it was carefully considered for this planning submission. The security perimeter has been through a detailed design process during development to ensure that the measures proposed have minimal impact on crowd flow. All measures have been designed in line with existing Hostile Vehicle Mitigation (HVM) measures on the stadium footprint to prevent any reduction in gate width or capacity at each stadium concourse access point. The measures are not designed to impede on spectator capacity at any location.

### **Outer Security Perimeter**

In 2022, the success of the Women's EURO 2022 tournament nationwide - and spectacular England women's team performance - raised the Final between England and Germany to an event of National Significance. This event, unlike the EURO 2020 Final, was not subject to COVID-19 restrictions, with Fan Zones located across the local footprint and Trafalgar Square in central London for fans to enjoy. In addition, there was no requirement for an Outer Security Perimeter (OSP), a physical fencing measure deployed at the EURO 2020 Final, to mitigate against illegitimate stadium entry.

For future events of National Significance, including the UEFA Champions League Final 2024, a review of any OSP arrangement or requirement is being undertaken between all Zone Ex and Safety Advisory Group (SAG) stakeholders, including but not limited to, WNSL, FA, MPS, BTP, LBB and WPL. The requirement for physical infrastructure at the stadium or across Zone Ex will be discussed and agreed between all parties, for maximum cooperation and full compliance with Baroness Casey's recommendations.

### **FA Safety and Security Oversight**

As set out under Recommendation 6 of The Casey Review, all stadium event safety and security plans and identified risks are relayed and briefed to the Health & Safety FA board representatives in advance for discussion and approval with the FA Chair and Board Members.

### **Peer Review**

As part of the recommended peer review process, WNSL invited a leading crowd safety expert to undertake a Crowd Safety 'health check' of event day processes at the stadium. WNSL scored 94.3% on average across all sections of the process, including briefings, planning, deployment and event day operation. As part of this process, WNSL have taken on feedback to continually better the score as the event season develops, to ensure full compliance and coherence with safety and security guidance.

In addition, two independent reviews of all CCTV coverage between WNSL, LBB, WPL, BTP and MPS and neighbouring developments have been undertaken to identify areas of grey space and vulnerability where

additional security is required, either in the form of event day enforcement / police presence or additional CCTV coverage. The independent reviews have been undertaken by WNSL and MPS respectively, to reinforce the Stadium Event Day measures and ensure all aspects of event day security, safety and counter terrorism have been thoroughly reviewed.

## Staff Stewarding Feedback

Staff welfare is a key WNSL priority. Following the EURO 2020 Final, all event day staff had access to WNSL's Mental Health & Wellbeing team for support and assistance where required. Welfare assistance is a resilient part of WNSL's 'business-as-usual' event day operations, where access to mental health and wellbeing services is accessible for all working staff. To ensure continued support and safe working conditions, staffing agencies are also requested to provide feedback to WNSL following each event for continuous improvement.

In addition to the above, following The Casey Review, WNSL has also permanently employed a second Deputy Safety Officer for Stadium Event Days. This Deputy Safety Officer is located 'on-the-ground' as an additional point of contact for event day staff to seek operational, planning or welfare support.

Stewarding salary rates at WNSL have also been increased for the 2023/23 season in recognition of the quality of staff deployed at the stadium, and to future-proof and ensure a full deployment of staff for stadium operation and protection on all Stadium Event Days. This wage is in excess of the London Living Wage and now sets a benchmark for similar stadia nationwide. Wembley Stadium also has a higher deployment of security stewards to date compared to previous years and other stadia, further illustrating the onus on safety, security, and service at Wembley Stadium.

## Summary

In response to Recommendation 6 of The Casey Review, WNSL has developed upon the concerns raised, most notably with the upgrade to the accessible pass gates to both improve spectator experience on arrival to the stadium, and to prevent any reoccurrence of tailgating attempts and security breach. WNSL has further developed plans for a concourse security perimeter to aid non-event day security measures, which have been submitted to LBB for consideration and approval.

The safety and security plans produced by WNSL have been fundamental to all Stadium Event Days, prior to The Casey Review, and they remain integral to operations. Full briefings are supplied for FA Board review and approval, with stewarding, staff welfare and deployment as top priorities.

### 3. WNSL Response to Recommendations 7 & 8: Joined up approach between Wembley and MPS, plus SAG partner cooperation and collaboration

This chapter responds specifically to Recommendations 7 & 8 of The Casey Review, set out as follows:

#### **Recommendation 7:**

*“A more joined up approach between Wembley and the MPS is required to managing public safety on match-days, including joint tasking and debriefing of operational teams.”*

#### **Recommendation 8:**

*“The key partners represented on the Wembley SAG, most notably the MPS, the FA and Brent Council, need to make a concerted effort to proactively solicit and listen to each other’s concerns and avoid any single agency from becoming too dominant.”*

The responses to these recommendations have been grouped due to the overlap of involvement between Wembley and MPS as members of the Safety Advisory Group (SAG) board. This chapter is divided into two main parts:

- Event Planning and Preparedness; and
- Collaborative Zone Ex enforcement.

#### **Event Planning and Preparedness**

WNSL, the FA and MPS have a strong working relationship, developed prior to the EURO 2020 Final, to ensure sufficient policing resource on event days and in response to the intel surrounding risk, anti-social behaviour and policing concern for each event.

#### **Risk Rating**

Every event is evaluated on an individual basis and given a risk rating from the following:

- **Low** – e.g. non-sporting event;
- **Medium** – e.g. a low to medium risk sporting event with low risk teams / no segregation / low attendance expected or a high risk concert;
- **High** – e.g. a segregated football event with over 60,000 audience; or
- **Event of National Significance.**



Depending on the risk rating, a staff deployment level is applied from each stadium, police and local authority perspective. For example, any event considered ‘high’ risk will result in an increased deployment of WNSL stewarding, and MPS and LBB enforcement presence on match days. The response from WNSL, MPS and LBB will consider internal and external resources with high coverage across the Zone Ex Estate.

### MPS & WNSL Meetings

Regular meetings are held between the MPS, LBB, WNSL and the FA during the planning stages of each event to ensure rigorous review of stewarding, policing and enforcement teams, relevant to the event in question. A summary of the event planning meetings is set out in **Table 3.1** by name, frequency and description.

**Table 3.1: MPS and WNSL Calendar Meetings**

Meeting	Frequency	Description
Match Commanders Call	Pre-event	Meeting between WNSL, WPL, LBB, MPS and BTP to discuss risk rating and police intel, plus information sharing regarding event operations.
Safety Advisory Group	Pre-event	Meeting between WNSL, WPL, LBB, MPS, BTP, London Ambulance Medical Service (LAMS), London Fire Brigade (LFB), Chiltern Rail, Transport for London (TfL) and SGSA members to consider the safety and security of the event across the stadium and Zone Ex.
Wembley Partners Meeting	Monthly	Meeting between MPS, WNSL, WPL, LBB and BTP for tactical and intelligence sharing, including a review of previous events to capture collective learning and forward look to share relevant intelligence to support operational event planning.
Zone Ex Operations Meeting	Fortnightly	Meeting between MPS, WNSL, WPL, LBB and BTP to discuss operational deployment in Zone Ex including BIC enforcement, quiet zones, toilet installation, traffic management arrangements and pedestrian signage.
Transport Operations Meeting	Monthly	Meeting between all transport stakeholders (including TfL, WPL, LBB, National Highways, Chiltern Rail, MPS and BTP) to discuss upcoming fixtures and identify any challenges / opportunities on the transport network.

Beyond those listed above, the MPS, LBB, WNSL and WPL also meet regularly to discuss any issue or challenge concerning a Stadium Event Day. All parties disseminate key information which may impact a stakeholder counterpart.

Recommendation 8 of The Casey Review specifically mentioned improved SAG partnerships and cooperation. The Wembley Partners meeting was introduced for the 2022/23 season in response to The Casey Review to formalise an opportunity for parties to share intelligence and better communicate outside of the event season, with regular meetings held monthly across the year.

In addition, a new Zone Ex Operations Meeting was also introduced in the 2022/23 season for all Zone Ex stakeholders to debrief and plan accordingly for upcoming events. This includes the MPS, LBB, WNSL and WPL to ensure a coordinated and agreed approach for Zone Ex (as discussed in the following section).

The relationship between the MPS and WNSL (as per Recommendations 7 and 8 of The Casey Review) has historically been strong, even prior to the EURO 2020 Final, and each stakeholder continues to work collaboratively to ensure event day security and safety plans are fully supported and shared with stakeholders.

## Collaborative Zone Ex Enforcement

### Zone Ex Context

'Zone Ex' is defined by the SGSA as:

*"For most spectators travelling to, or exiting from, a sports ground – in order to connect with a public transport hub, a car park or local amenities – their journey will involve passing through routes or areas that lie beyond the outer perimeter of the sports ground. This external zone... is referred to as Zone Ex."*

Zone Ex at Wembley Stadium is presented in **Figure 3.1** and encompasses the land between Wembley Park station to the north, Pink Parking to the east, South Way to the south and Empire Way / Wembley Stadium station to the west.

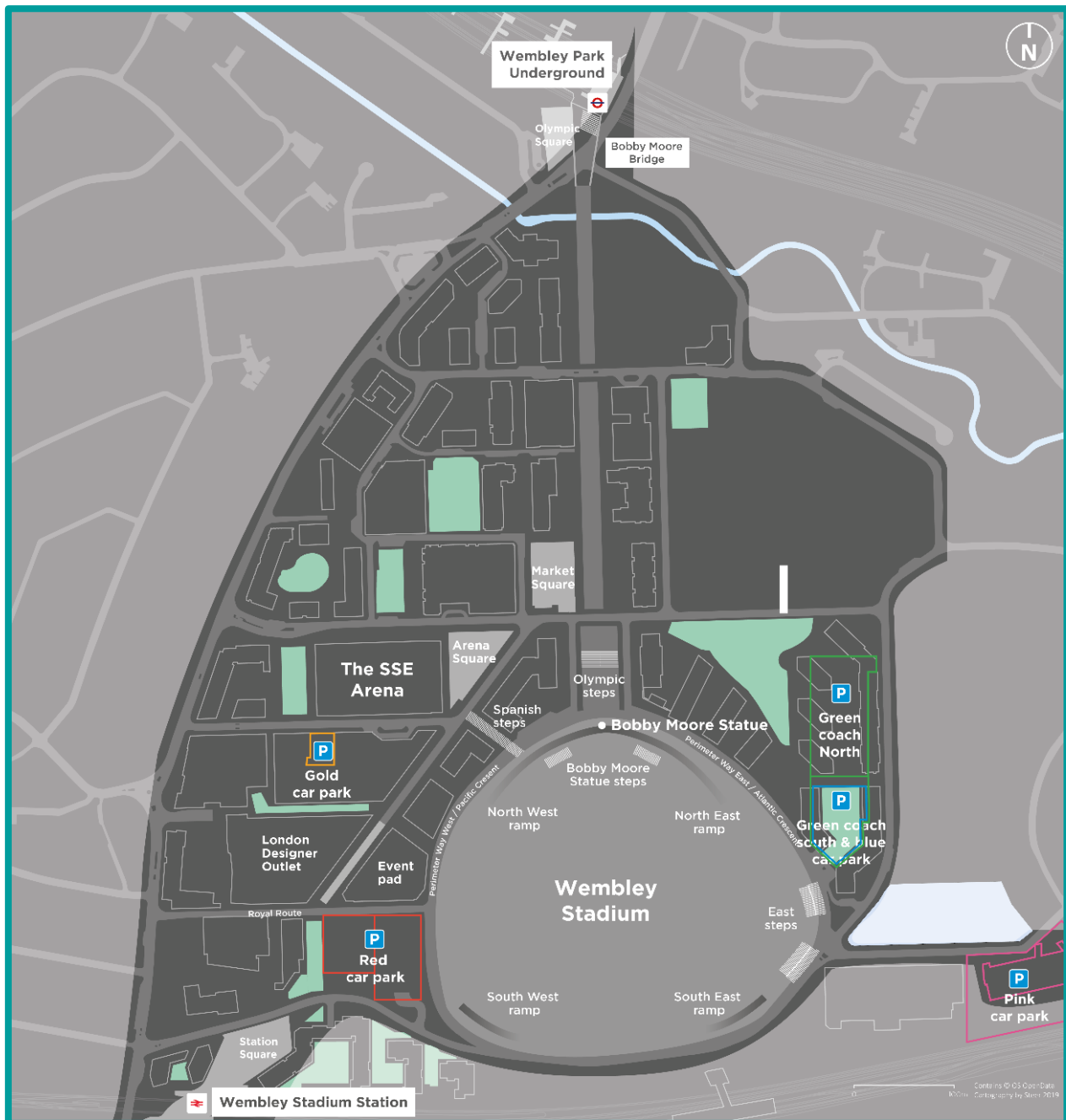
The area identified as Zone Ex at Wembley incorporates land owned by WNSL, WPL and LBB, therefore any activity taking place across this area must involve all party involvement. As such, the 'Best in Class' (BIC) agreement between LBB, WPL and WNSL was drawn up in 2019 to respond to Zone Ex activities and/or initiatives which currently sit outside each partners' statutory responsibilities, and therefore require a collective response from all affected stakeholders. The BIC tripartite agreement corresponds to the following four strategic objectives within Zone Ex:

- enforcement;
- wayfinding;
- traffic management; and
- sustainability.

In relation to the four objectives above, the BIC tripartite agreement better improves the collaboration between all landowners with significant emphasis on Stadium Major Event Days. Event day measures include:

- Hostile Vehicle Mitigation (HVM);
- crowd safety stewarding;
- police resource;
- fencing, barriers and asset protection;
- bin deployment;
- dedicated WNSL and LBB enforcement teams;
- toilet deployment; and
- improved pedestrian wayfinding and highway signage.

**Figure 3.1: Zone Ex at Wembley Stadium**



WNSL, LBB, MPS and WPL agree that the delivery of Zone Ex operations is best facilitated where possible through the BIC programme and the following workstreams were identified to develop and strengthen Zone Ex operations at Wembley Stadium, following The Casey Review and aftermath of the EURO 2020 Final:

- Command, control, coordination, and communication;
- PSPO enforcement;
- Fan Zones; and
- Action days.

These workstreams have been implemented and reviewed for the 2022/23 season collectively by the BIC stakeholders in relation to The Casey Review, as developed in the following sections.

## Command, control, coordination and communication

The findings of The Casey Review illustrated that the channels of communication between stakeholders needed to be reviewed and better streamlined to reduce miscommunication, misinformation or reliance on mobile connectivity.

### *Zone Ex Coordination Centre*

A review was undertaken by the BIC stakeholders and WNSL has built out and developed an in-house Zone Ex Coordination Centre, the first of its kind nation-wide, that provides a control room base for the following stakeholders on Stadium Event Days, and better manages information sharing, and dissemination of key instructions across all stakeholder parties:

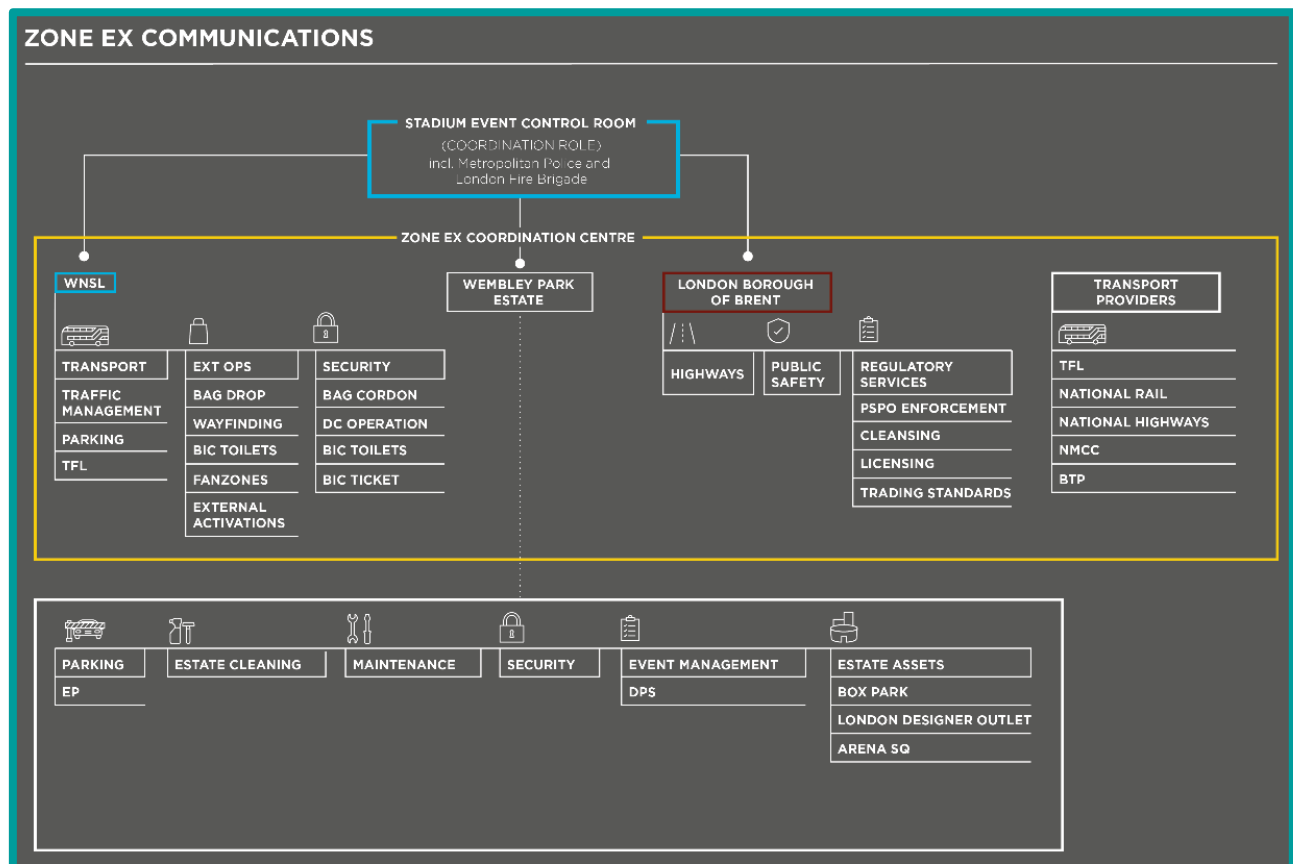
- WNSL
- Brent Highways (HVM and traffic management)
- Brent Enforcement
- TGL (traffic management)
- Event People (HVM deployment, Zone Ex site crew)
- Wembley Park Ltd
- Event Owners
- National Highways
- Transport for London (Surface Events and London Underground)
- Chiltern railways

The Zone Ex Coordination Centre has been active since the start of 2023 and is strategically located adjacent to the Stadium Event Control room and Police Control room for ease of access to MPS, British Transport Police (BTP) and London Ambulance Medical Service (LAMS) if / when required.

The creation of the Zone Ex Coordination Centre unites all Zone Ex stakeholders in one space to manage activity on the external footprint. All parties have direct means of contact to on-the-ground representatives, and direct liaison with other stakeholder parties within the Zone Ex Coordination Centre to agree a uniform response to any issues, or to enact a multiple stakeholder response to an issue on the ground.

The interconnectivity of the Zone Ex Coordination Centre stakeholders with the Event and Police Control Rooms is illustrated in **Figure 3.2**, and illustrates the coordination and communication between all SAG partners and decision-making process for events in Zone Ex.

Figure 3.2: Zone Ex Coordination Centre hierarchy



### Radio Communications

In addition, a new WNSL radio system for all Zone Ex stakeholders has been developed to further strengthen the communication channels between the Zone Ex Coordination Centre and team members deployed across Zone Ex. Coordinating communications through this system will allow for clear instructions and channels, minimising any miscommunication or reliance on alternative technologies. It also increases the interconnectivity between stakeholders in case of issue or opportunity across the Wembley Park Estate.

The Zone Ex Coordination Centre and radio systems was born from The Casey Review recommendations 7 and 8 for improved dialogue, connectivity and cooperation between Wembley SAG partners, with significant impact and efficiency for Stadium Event Day operations.

### Public Space Protection Order (PSPO) enforcement

The PSPO has been in operation since 2017 and has had significant impact on Stadium Major Event Days to date. The benefits of the PSPO to Wembley Stadium includes the prohibition of many anti-social behaviours in the borough (and more specifically Wembley Park) which can influence the behaviour of fans and spectators on event ingress and egress. These include:

- no sale / resale of tickets;
- no consumption of alcohol in open spaces other than licenced areas;
- no urinating;
- no flying of drones;
- no unauthorised vehicles; and
- no sale of merchandise.

On reflection over the past few years, the combined PSPO enforcement activity between WNSL, LBB and Wembley Park Ltd has been successful with particular reference to illegal sales of goods, ticket touting and intervention towards unauthorised activity. The implementation of the PSPO has provided a power to enforcement teams to appropriately warn and penalise illegal activity on-street and to better process any misdemeanours through an effective Fixed Penalty Notice (FPN) and subsequent prosecution process for repeat offenders. This in turn, has reinforced the zero-tolerance policy at Wembley Stadium and the surrounding area towards anti-social behaviour.

Prior to 2022, the priority of the PSPO and the larger enforcement effort was to target ticket touting and illegal merchandise sales which was met with successful confiscations, however the enforcement of the PSPO in relation to street drinking was not as prevalent.

Following The Casey Review of the EURO 2020 Final, where alcohol consumption on the Wembley Park Estate was a causing factor of alarming levels of anti-social behaviour, the PSPO has taken on a higher level of importance as a means of enforcement.

The PSPO has become an important tool within the Stadium Major Event Day operation. Without the PSPO, there would be no preventative measure to limit anti-social behaviour on the Wembley Park Estate during stadium ingress and egress. It provides a safer, more welcoming environment for spectators and it reduces pressures on police resource which can be better deployed to respond to incidents and gives civilian Neighbourhood Patrol resources the jurisdiction to intervene instead. Previously, lack of enforcement has led to unruly fan behaviours, issues at stadium turnstiles, businesses and residences, and violence and spectator vulnerabilities.

The following sections set out the work undertaken by all BIC tripartite parties (WNSL, LBB, and WPL) alongside significant support from the MPS to implement a fan behaviour change on approach to Wembley Stadium.

#### *WNSL, LBB and Police enforcement teams*

Enforcement deployment on the Wembley Park Estate by LBB has been a staple feature on Stadium Event Days particularly following the introduction of the PSPO in 2017. Since The Casey Review, WNSL and LBB have both increased the deployment of enforcement teams on event days (relative to the risk rating) and emphasised in pre-event communications and across the Zone Ex footprint, the zero tolerance for PSPO offences, namely the consumption of alcohol on-street, ticket touting and sale of illegal merchandise. The PSPO has been an effective measure in allowing civilian and police enforcement teams to efficiently shut down illegal activity through the issue of Fixed Penalty Notices (FPNs). The deployment of enforcement for 2022/23 has included:

- 10 x overt and covert WNSL officers on Stadium Event Days to issue FPNs to any activity outside the confines of the PSPO.
- dedicated LBB Neighbourhood Patrol officers, Licensing & Trading officers, Safety officers and Community Safety officers from LBB to issue FPNs to any activity outside the confines of the PSPO; and
- a dedicated Police enforcement team to support LBB and WNSL overt and covert teams.

In addition, following on from The Casey Review, there has also been an enhanced deployment of MPS Police Support Units (PSUs) across the Wembley Park Estate, for example, the 2022 Carabao Cup Final saw 22 PSUs (equivalent to 400 officers) dedicated to the external footprint of the stadium to respond to any instance of anti-social behaviour, and to provide additional support to LBB and WNSL enforcement officers also located across the footprint. This is a substantial increase in resource, proportionately responsive to the

event risk rating, and a significant enforcement input to support LBB's PSPO, with emphasis on removing alcohol consumption on-street, across the Wembley Park Estate.

The collaboration between WNSL, MPS, WPL and LBB has been fundamental to the success to the PSPO and reduction in anti-social behaviour across the Wembley area. All parties have invested time and resource into ensuring the PSPO is better enforced, communicated and respected on the external footprint. The 2022 PSPO statistics are included in **Appendix 1** for reference.

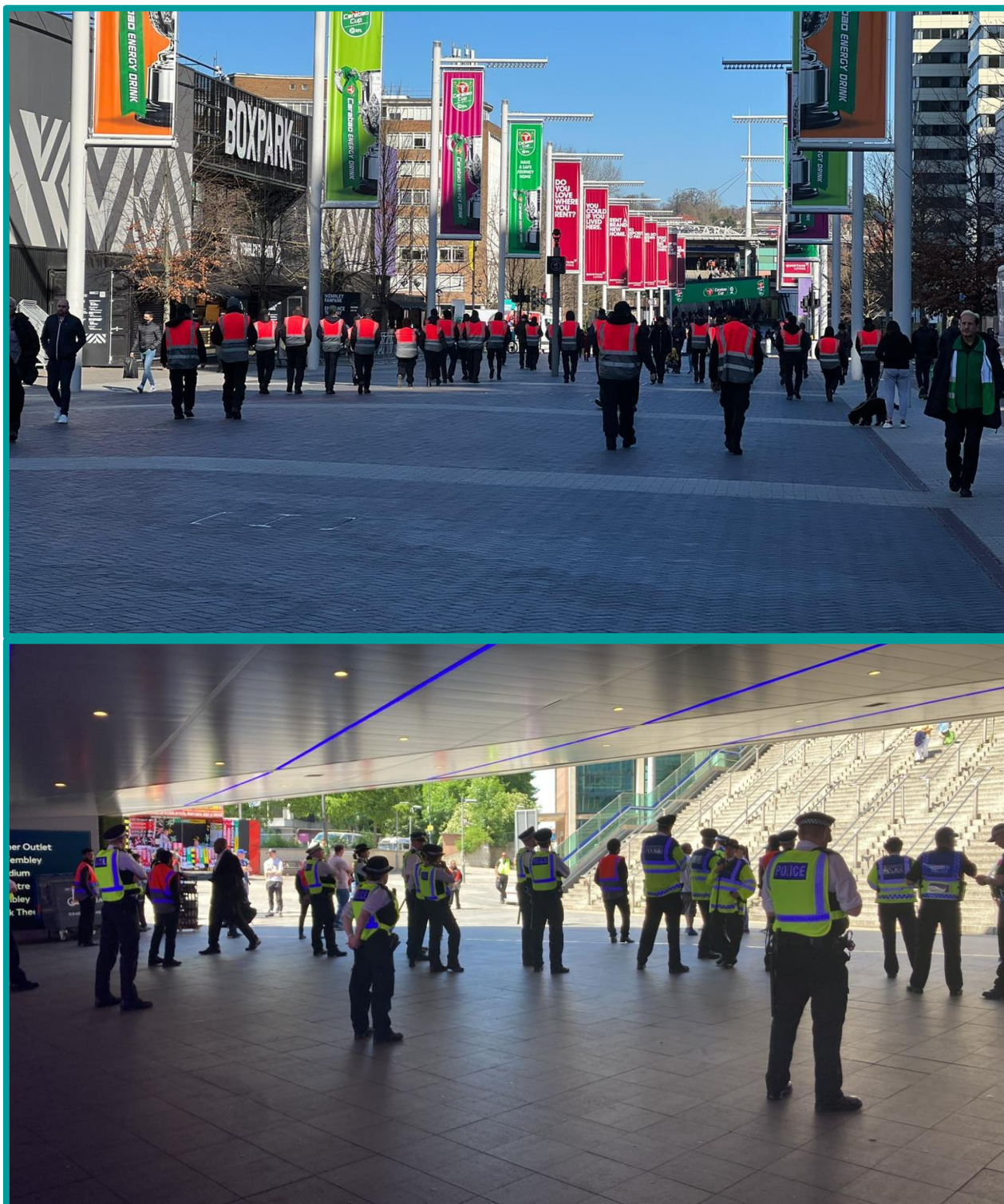
In support of the increased emphasis on LBB's PSPO to reduce anti-social behaviours in Zone Ex, WNSL has also deployed stewards on Olympic Way to reinforce the message to spectators on arrival to Wembley, that no alcohol is permitted on-street. Depending on the MPS event risk rating, up to 50 WNSL stewards are deployed on Olympic Way North and South Way to encourage fans to refrain from alcohol consumption on-street and throw away any alcohol that will otherwise result in confiscation. The WNSL steward deployment is supported by additional LBB bin deployment on Olympic Way and South Way for fans to discard their alcohol, plus the dedicated MPS teams and LBB enforcement officers in case of non-compliance, as shown in **Figure 3.3**.

LBB's PSPO order and enforcement deployment has been an integral measure in preventing anti-social behaviour on the Wembley footprint, which following the additional reinforcement from the MPS through increased PSU presence on the footprint, has elevated the power of the PSPO to better enforce and eradicate on-street drinking on the approach to Wembley Stadium. In addition, the persistent presence on each Stadium Event Day, despite different fan groups per event, creates a consistency and precedence to all spectators that Wembley does not tolerate anti-social behaviour.

This illustrates the cooperation between WNSL, MPS and LBB, as SAG partners, to collectively respond to risk across Zone Ex, as per Recommendation 7 and 8 of The Casey Review.



Figure 3.3: WNSL and MPS enforcement measures



#### *Off-Licence alcohol sale restrictions*

Better enforcement of the PSPO in minimising anti-social behaviour on-street has been a core component of improvements made following The Casey Review, which required significant support and input from all



licensed premises within the vicinity of Wembley, through off-licence alcohol sale restrictions on Stadium Event Days and the designation of on-licence premises for segregated football events at Wembley Stadium.

The EURO 2020 tournament saw many fans arrive early to the Wembley Park Estate and purchase alcohol from local licensed providers to drink in Zone Ex, notably Olympic Way. Whilst this can in part be attributed to the COVID-19 pandemic with significantly reduced capacities at local pubs / restaurants, and no allowance for Fan Zones, the amplitude of anti-social behaviours was significant and made Zone Ex a vulnerable space for other fans.

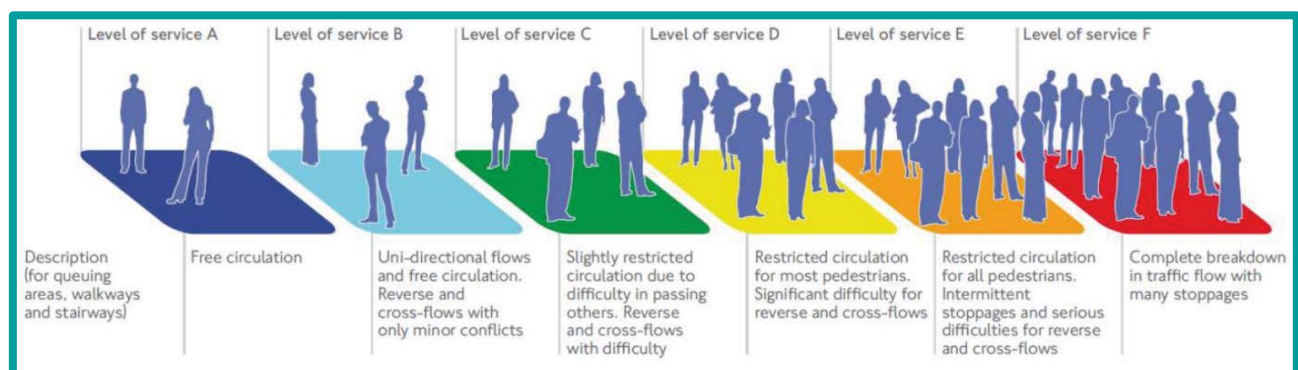
It was agreed between WNSL, MPS, WPL and LBB that restricted volumes or sale of alcohol in the local area on event days, plus the provision of designated Fan Zones, would be key drivers to improve fan behaviours in Zone Ex, with significant benefit to other spectators, local residents and stakeholder groups.

LBB successfully engaged with local off-licences in Wembley to ‘turn off the tap’ and prevent spectators from being able to purchase alcohol on the approach to Wembley Stadium, for drinking on-street. Consultation took place, and off-licences agreed to voluntarily restrict alcohol sales on Stadium Event Days (relative to the risk rating). As part of the range of measures to minimise alcohol consumption on-street, any inadvertent or attempts by spectators to purchase alcohol on-street, would be met and confiscated by LBB or MPS enforcement officers on-street.

The impact of restricted alcohol sales on-street has been transformative at Wembley Stadium. WNSL has received positive feedback from spectators, for example, unsolicited feedback following the England vs Germany friendly in September 2022, included: *“Fantastic experience. Well done on sorting all the security issues after the EURO Final”* and *“Much better all-round behaviour due to the alcohol restrictions round the stadium”*.

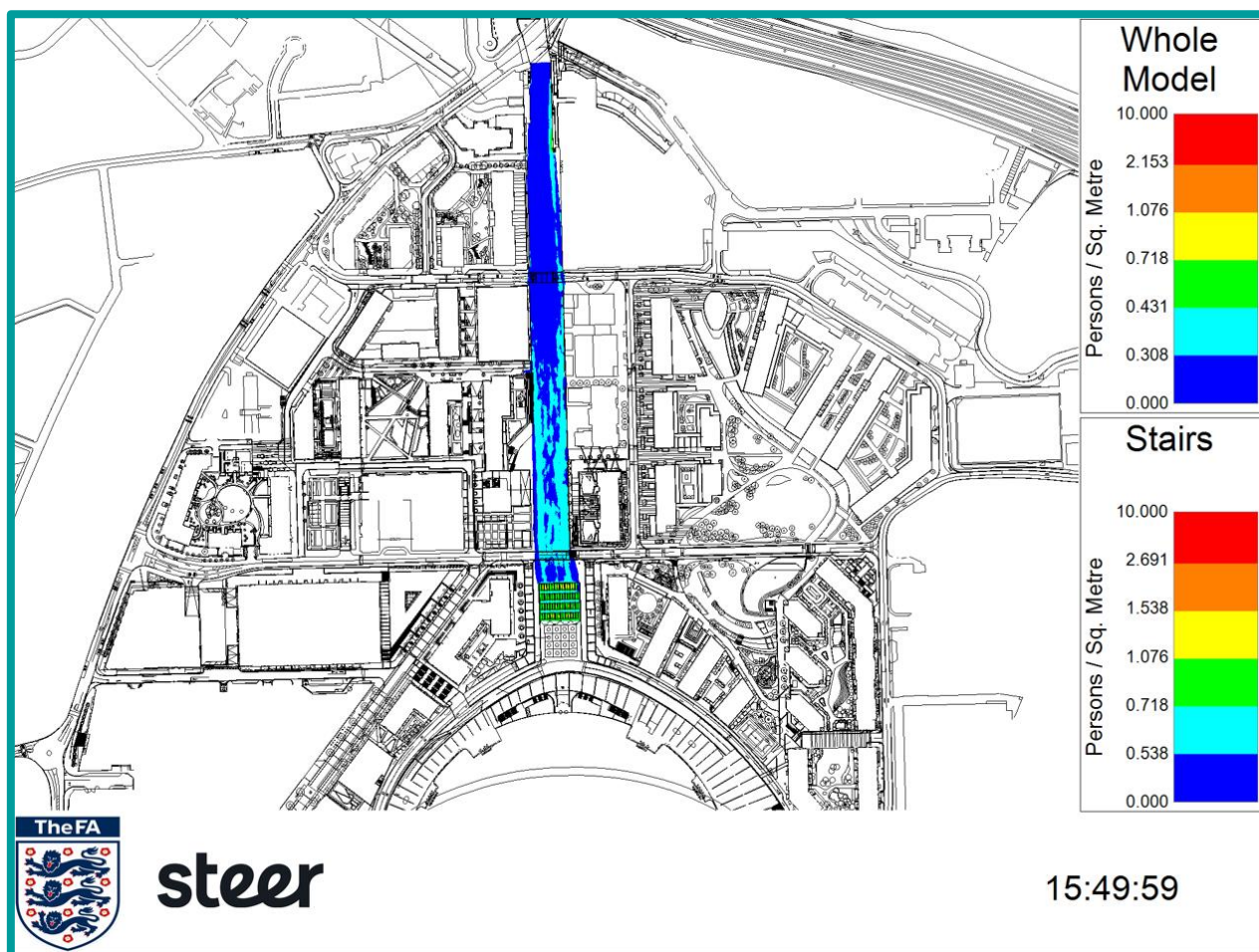
In addition, WNSL commissioned an expert crowd movements consultant to carry out pedestrian counts and analysis for ingress and egress during the Emirates FA Cup Final between Liverpool and Chelsea in May 2022, which illustrated a ‘Level of Service’ (LOS) for pedestrian comfort on the approach to Wembley Stadium on Olympic Way (as shown in **Figure 3.4**). The LOS is calculated based on crowd density and ability for free movement / circulation.

**Figure 3.4: Pedestrian Comfort – Fruin’s Levels of Service**



Based on the ‘peak’ ingress counts on Olympic Way, the heat map in **Figure 3.5** indicates that the LOS on Olympic Way was between A-C which demonstrates free circulation and only minor conflict in cross-flow movements. Although not directly comparable with the alcohol / drug use heat maps shared in The Casey Review, the heat maps do demonstrate that spectators were spending less time ‘dwelling’ in Zone Ex, reducing the time spent on the footprint to engage in anti-social behaviour.

Figure 3.5: Emirates FA Cup Final 2022 - Pedestrian comfort on Olympic Way



These results can also be supported by the FPN statistics in **Table 3.2** for the Emirates FA Cup Final which further demonstrate the reduction in anti-social behaviour with only 80 street drinking warnings issued, and no FPNs relating to street drinking, urination or other anti-social behaviour across the course of the day.

**Table 3.2: LBB Emirates FA Cup Final 2022 FPN Statistics – Alcohol, ticket touting, urination and flares**

Date	Event	Street Drinking Premises Warning	Street Drinking Warning	Street Drinking FPN	Ticket Tout Warning	Ticket Tout FPN	Urination Warning or FPN	Flares Warning or FPN
14.05.2022	FA Cup Final	-	80	-	-	15	-	-

Similarly, we have collated the Fan Zone turnstile counts for the Emirates FA Cup Final which showed that 4,820 people were able to use the Fan Zone spaces across the match day (3,130 in Liverpool's Fan Zone at Event Pad and 1,690 in Chelsea's Fan Zone in Arena Square), further demonstrating the significance of the Fan Zone operation, as spectators were able to 'dwell' pre-match in these controlled and designated drinking spaces, further mitigating against anti-social behaviour on Olympic Way.

The improvements in fan behaviour across Wembley are significant, and WNSL, LBB and MPS are continuously grateful for the support from local businesses in Wembley for complying with the alcohol sale restrictions.

The collaboration between all stakeholders in Wembley has had an instrumental impact, particularly the support from the licenced premises, which has contributed to a decline in FPN issue for PSPO offences across the year and positive spectator and local feedback on the atmosphere and approach to Wembley Stadium compared to previous years.

#### *Advanced Supporter Communications*

The communications between WNSL and spectators at Wembley Stadium have been fundamental to the improvement of fan behaviour. WNSL has worked together with LBB, WPL and MPS and strategic stakeholders including TfL, BTP, National Express and Chiltern Rail to widen the scope of communications and extend the message of zero tolerance for anti-social behaviour at Wembley.

All stakeholders have worked together to issue a shared message across social media, website and communication systems including, but not limited to, on-train or platform Public Address (PA) announcements, twitter posts and retweets, and App push notifications on Stadium Event Days.

For all upcoming football fixtures, LBB has been engaging directly with supporter fan groups through hybrid meetings to consult and push out the 'no alcohol on-street' messaging to fans before arrival on the Wembley footprint. LBB is supported by WNSL and MPS at these sessions to present a united approach against anti-social behaviour on Stadium Event Days.

The combination of advanced messaging and the use of different communication and media platforms across each stakeholders' remit has made a significant impact to event day proceedings. Wembley Stadium is unique to other football stadia, as it does not have a set of 'home' fans who attend on a regular basis, all fans are 'new' to the stadium. Despite this, the advanced communication has had great success with high PSPO compliance across the 2022/23 season.

#### *Signage & Public Address messaging*

WNSL, LBB and WPL have provided additional infrastructure measures to emphasise the PSPO messaging to spectators on Stadium Major Event Days across the Wembley Park Estate. This includes updated temporary event day totems which stipulate the PSPO regulations more specific to event days such as 'no alcohol on-street', 'no ticket touting' and 'no sale of illegal merchandise', there are over 60 of these totems located across Zone Ex on Stadium Event Days.

In addition, WPL have included PSPO message on their digital wayfinding signage assets on Olympic Way, White Horse Square and Bobby Moore bridge. This provides a visual reminder to spectators that drinking alcohol on-street is prohibited whilst spectators are moving towards the stadium. WNSL has also included PSPO audio messaging on WPL's PA messaging system on Olympic Way to remind fans of the PSPO no street drinking order in Brent.

The use of WPL's digital and audio assets alongside WNSL's temporary totem deployment, help to support the stewarding operation and the enforcement teams for alcohol confiscation, and remind fans not to purchase alcohol in the vicinity. The messaging also informs fans that there is on-licence capacity across Zone Ex to promote Brent's local business where applicable.

## Fan Zones

Following the EURO 2020 final, the importance of designated Fan Zones / Fan Areas was highlighted in The Casey Review as a means of crowd and safety to provide a designated and managed space to contain any drinking or entertainment activity.

Provision of a Fan Zone (s) has been a permanent presence at Wembley Stadium on Stadium Event Days, however due to COVID-19 restrictions, Fan Zones were not permitted during the EURO 2020 tournament, or for the fateful EURO 2020 Final.

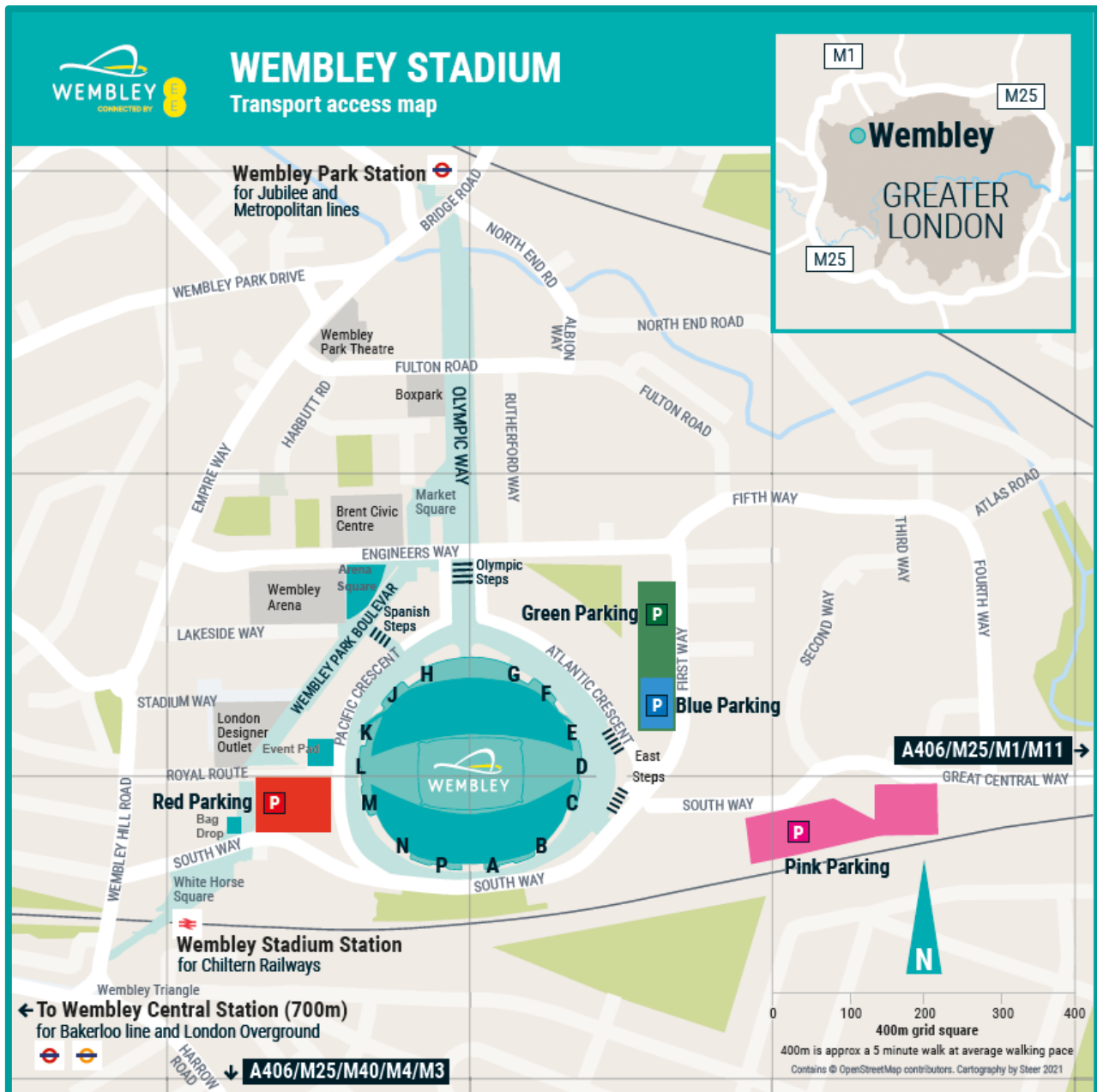
Due to the removal of the COVID-19 restrictions, WNSL and the FA have been able to revert and provide a Fan Zone for all events across the 2022/23 season (irrespective of a sporting vs non-sporting event). Where an event has been stipulated as segregated, two Fan Zones have been provided on the Wembley Park event to ensure separate spaces are provided per fan group at the Stadium.

At the start of the 2022 season, both Fan Zone premises have been on WPL land, at Arena Square and the Event Pad, both illustrated on **Figure 3.6** and described as follows:

- **Arena Square**  
Location: North west of Wembley Stadium; occupying the forecourt of the OVO Arena.  
Capacity: 2,500 ticket holders (incl. space for activation, food & beverage and seating).
- **Event Pad**  
Location: West of Wembley Stadium; occupying the land between Pacific Crescent and the Boulevard Play Park.  
Capacity: 1,500 ticket holders (incl. space for activation, food & beverage and seating).



Figure 3.6: WPL Fan Zone Locations



Provision of Arena Square and Event Pad by WPL over the past 6 years has been very successful in ensuring safe and managed spaces for spectators to enjoy pre-match entertainment and responsibly enjoy alcoholic beverages with minimal impact on the surrounding local area. However, due to redevelopment pressures across the Wembley Park Estate, use of the Event Pad is limited until Summer 2023 where this space has been unlocked for redevelopment. Similarly, due to the increased volume of events taking place per annum at the OVO Arena, Arena Square is unavailable for Fan Zone operations if there is an event clash between the Stadium and the Arena.

Due to the strategic importance of Fan Zones in Stadium Event Day operations, as reiterated in The Casey Review, WNSL secured a premises licence in September 2022 for 'the East Village' on the stadium eastern concourse. The East Village has a capacity for up to 4,000 spectators and provides a dedicated Fan Zone on Stadium Event Days with designated drinking areas, and 'have-a-go' space for event activations. The

provision of a Fan Zone space on the stadium concourse successfully moves fans off the Wembley Park Estate prior to General Admission into the stadium, and it helps to control the management of crowd flows. This space is also located within the soft-perimeter check to prevent alcohol being brought onto the stadium concourse and requires a stadium event ticket and bag search for entry.

The East Village has been used for six stadium events to date with great success, and it has received full support by all BIC stakeholders; WNSL, FA, LBB, MPS, and WPL. The use of the East Village on Stadium Event Days has been a significant achievement for WNSL specifically, where its location on stadium-owned land has provided a longevity for WNSL to be able to future-proof the ability to provide Fan Zones for Stadium Event Days without external limitations e.g. event clashes or redevelopment pressures outside of stadium control.

However, the use of the East Village alone as a Fan Zone does not satisfy the requirement for two Fan Zones for segregated stadium events. Whilst still available, WNSL has been able to use either Arena Square or Event Pad to serve as a secondary Fan Zone site, however the temporary availability of these sites has created an urgency to secure a secondary site under stadium land-ownership to preserve WNSL's ability to provide two designated Fan Zones on Stadium Event Days.

A secondary Fan Zone site has been identified to the south of the Stadium; sufficient to provide a spectator capacity that matches the East Village (4,000 spectators), and it is located on the opposite side of the stadium to reinforce a segregation between separate fan groups. To mitigate against the loss of the second Fan Zone in the short-term, and understanding the importance of two designated Fan Zones at the stadium following The Casey Review, WNSL has submitted an application for a temporary premises licence in the existing Outside Broadcast (OB) Compound on the west stadium concourse (by Gate 3). This will provide a Fan Space for the west team on segregated event days, and support an on-licence for up to 800 spectators pre-event (spectator capacity is limited by area size).

The East Village, OB compound and aspirational secondary Fan Zone site are shown in **Figure 3.7**.

Figure 3.7: WNSL Fan Zone Locations (Existing & Proposed)



Following the EURO 2020 Final, the importance of a coordinated response between stakeholders was highlighted in Recommendations 7 and 8 of The Casey Review in response to any incident or issue on the Wembley Park Estate.

### Action Days

To strengthen the relationship between WNSL, LBB, WPL and MPS, a 'Zone Ex and Crowd Safety' action day took place at Wembley Stadium on 15<sup>th</sup> February 2023, hosted by an independent and expert Crowd Safety consultant, which brought together all relevant stakeholders ahead of the 2023 season, to ensure responsibilities and procedures are readily known to respond to a range of different event intel or event day incidents for mitigation.

Representatives from WNSL, the FA, MPS, LAMS, BTP, TfL, TGL, Event People, London Fire Brigade (LFB), LBB and Medical all came together to respond to different scenarios across Zone Ex and the stadium landscape. The scenarios were established to ensure all representatives could demonstrate their responsibilities and matrices for escalation including interdependencies across different stakeholder groups. The action day helped to ensure that all stakeholders are aware of their event day and Zone Ex-specific responsibilities, and that all stakeholders can respond in the most appropriate way to any issues that may arise.

The action day procedures helped to reinforce existing event day operations and ensure maximum coordination between relevant event stakeholders, and will be repeated on a biannual basis to ensure all stakeholders are readily prepared and coordinated across all stakeholder responsibilities on event days.

## Summary

In summary, the tremendous impact of the Zone Ex enforcement and efforts to reduce anti-social behaviour across both Wembley Stadium and Zone Ex have had significant success due to the good working relationship between WNSL, MPS, LBB and the Zone Ex Stakeholders. Recommendations 7 and 8 of The Casey Review highlight a requirement for SAG partners to work cooperatively without a single dominant source, which is illustrated by the success of the PSPO and the advent of the Zone Ex Coordination Centre. Each stakeholder has invested time and resource into the operation with positive impact on stadium ingress and egress, as recognised in the spectator feedback.

Similarly, the new Zone Ex Operations and Wembley Partners meetings with the MPS and WNSL have increased the opportunity for collaborative working across the stadium calendar, to ensure a continued working relationship, transparency and secure event day operations and deployment plans.



## 4. Summary and Next Steps

Safety and security are the forefront of all event day operations at Wembley Stadium. The events of the EURO 2020 Final have been publicly scrutinised, and the recommendations of The Casey Review have provided WNSL, the FA and its partners, notably LBB, WPL and MPS, the opportunity to undertake a detailed review into event day operations at the stadium and across the wider Zone Ex footprint, to ensure maximum safety and security for spectators.

The 2022/23 season at Wembley Stadium has been momentous, with world-class events including the record-breaking Women's EURO 2022 Final, a Fury vs Whyte showdown, the 150<sup>th</sup> Anniversary Emirates FA Cup Final, a once-in-a-lifetime Taylor Hawkins Tribute Concert, a spectacular NFL Jacksonville Jaguars vs Denver Broncos battle, five nights of a 94,000-strong spectator crowd for Ed Sheeran and six 'magic' nights of Coldplay.

This report illustrates how WNSL has collaborated with its partners to respond to the issues highlighted in the Baroness Casey Review. It is WNSL's intent to use this report as a framework to measure event day operations between SAG partners and Zone Ex stakeholders moving forwards, with a full review to be conducted on an annual basis, ensuring continued compliance with The Casey Review recommendations.

## Appendix 1: 2022 FPN Statistics