

Introduction

Wembley Stadium has seen a steady rise in event numbers over recent years, increasing from 18 events in 2022 to 30 in 2023, then 40 in 2024, and 51 events in 2025. This growth brings the stadium close to its current planning consent limit, which allows for a maximum of 54 major stadium events per year. At the current trajectory, Wembley will be operating at or near full capacity by 2025.

Under existing planning rules, only high-attendance events count toward the annual cap. Smaller events, which fall below the defined attendance threshold for a stadium event, are treated differently and do not contribute to the limit. If Wembley is able to classify a greater number of its activities as below this threshold, the venue could potentially host more overall events without exceeding its permitted number of stadium-level events.

As event volumes have grown, it is important that effective measures and prohibitions remain in place to manage associated impacts. These controls help address issues relating to anti-social behaviour. Ensuring strong protections is essential not only for residents, but also for local businesses and visitors who rely on a safe, accessible, and well-managed environment. Maintaining these safeguards is critical to balancing Wembley's role as a major venue with the needs of the surrounding community.

Evidence Gathering

A public consultation was undertaken over an eight-week period which closed on 5 October 2025, attracting 156 responses. The data presented in relation to each prohibition throughout this report indicates whether respondents were in favour of retaining them. For the purposes of this report, any results relating to this consultation appear in a **green** coloured table.

In addition to the public consultation, the evidence base for the proposed measures cannot rely solely on feedback from local residents and businesses, as the area also serves a large and constantly changing population of visitors to Wembley, including those attending events at the Stadium, the OVO Arena, the London Designer Outlet, and other nearby venues. It is not feasible to capture the views of these transient users, as a standard consultation would be unlikely to reach them in a meaningful or representative way. Therefore, the evidence must also draw on the knowledge and experience of key stakeholders who work in, manage, or oversee activity in the area and who are best placed to identify recurring issues and determine which prohibitions would effectively address them.

Statements provided in **Appendix 1–8**, provide supporting evidence for the existing prohibitions detailed below. In addition to this **Appendix 9** shows photographic issues of issues faced in Wembley Park in 2024/25. **Appendix 10 & 11** details Brent Council's enforcement date for 2024/5.

A further two-week consultation was held, which introduced new prohibitions and proposed changes to the wording of existing ones. It also asked whether specific prohibitions should continue to be included in the PSPO. This two-week consultation, which closed on Sunday 16 November 2025, attracted 77 responses. For the purposes of this report, any results relating to this consultation appear in a **blue** coloured table.

Wembley Stadium Event Days vs Everyday Use of PSPO Prohibitions

Due to the unique setting of Wembley National Stadium and its surrounding event infrastructure, the Public Spaces Protection Order (PSPO) prohibitions will apply not only on designated Stadium Event Days but also on non-event days. This broader application ensures consistent management of behaviour and public safety in an area that experiences sustained levels of footfall, visitor activity, and commercial use throughout the year. Extending the prohibitions beyond Stadium Event Days also enables the PSPO to encompass other events held in the vicinity, including those at the OVO Arena and nearby venues, ensuring that the

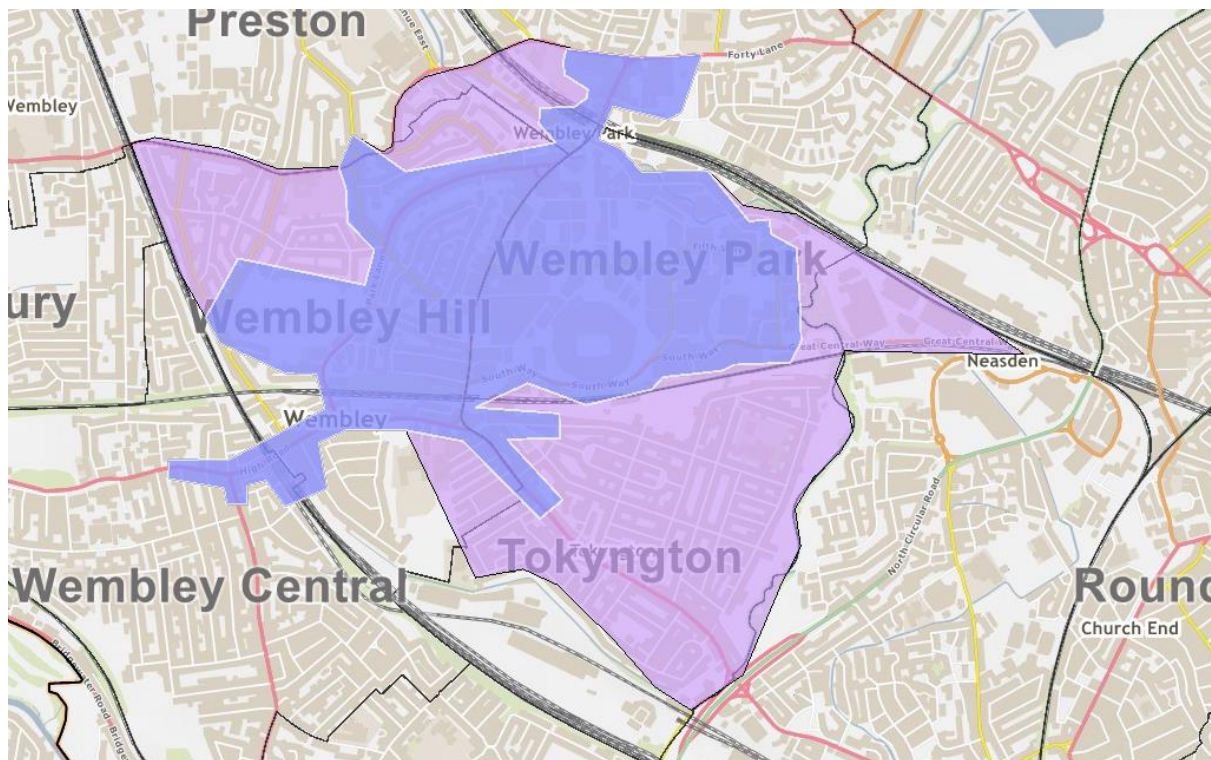
local environment is protected and that residents, businesses, and visitors benefit from a safe, well-managed public space at all times.

Public vs Private Land

In relation to the area surrounding Wembley National Stadium, the current PSPO includes private land and open spaces where the land is considered a public place within a restricted area. Wembley Park Ltd have given permission to Brent enforcement to cover all the areas specified in **Appendix 12**. Including such land within the PSPO means that local residents are protected from members of the public who step onto private land that is designated as a public place to consume alcohol for example and avoid any action being taken against them.

Wembley Park Map

To date, the PSPO map shown below has included only the area marked in **blue**. However, due to an increase in issues occurring further afield, the map will now also include the area marked in **purple**. Problems such as urination, street drinking on residential streets, pyrotechnics, the increased use of drones, and other related matters are now more widespread than the areas directly surrounding the Stadium. For example, a person walking to the Stadium from the Stonebridge direction may set off pyrotechnics along their route. A wider, more flexible zone covering these prohibitions will allow such behaviour to be addressed effectively. Similarly, under the previous map, drones could be flown just outside the zone with an unobstructed view of the Stadium, which the expanded area will now prevent. Using a single map for all prohibitions ensures greater consistency for both the public and enforcement teams. An up to date detailed map will be added to Brent Council's website reflecting the wider area.



Post Euro's

Unacceptable conduct in open public areas and the associated anti-social behaviour was extraordinarily bad during the Euro events, leading to the independent review conducted by Baroness Casey in 2021 (**see Appendix 13**). Since 2022, when changes to the PSPO were introduced alongside the implementation of a risk rating system for events, the conditions in the area surrounding Wembley on event days have improved dramatically. These PSPO

measures have been fundamental in maintaining order, which is essential when up to 90,000 people are concentrated in such a small area.

Street drinking

The drinking of alcohol in and around Wembley Park on event days was widespread prior to 2021. The changes to the PSPO, and the subsequent enforcement of its prohibitions, have significantly reduced street drinking.

This has also had a knock-on effect on visiting fans, who previously left the area littered with beer cans, bottles and other waste, despite Wembley Stadium and Wembley Park providing additional litter bins on event days. Street drinking had also contributed to people urinating against residential and commercial properties, leaving behind detritus and offensive smells that often lingered for weeks. These issues resulted in numerous complaints from both residents and businesses. Large groups of drinkers, combined with the illegal traders operating within the Wembley footprint, created obstruction and posed health and safety risks to residents, local workers and visitors.

Removing the prohibition relating to street drinking would therefore likely lead to a return of these issues, once again causing a detrimental impact on the area.

Consultation Outcome

The consultation responses show strong support for keeping the prohibition on consuming alcohol in public places where it may cause alcohol related nuisance, such as street drinking. A large majority of respondents, **65.38%**, strongly agreed with maintaining this prohibition. A further **14.74%** agreed, meaning that just over 80 percent of respondents were in favour overall.

Only a small proportion disagreed: **8.33%** strongly disagreed and **2.56%** disagreed. In addition, **7.69%** neither agreed nor disagreed, and **1.28%** were unsure.

These results indicate clear public backing for retaining the street drinking prohibition.

Littering (urination or defecating)

Littering (spitting)

Littering (bottles, cans, packets, food)

In the area surrounding Wembley Stadium, spitting, the dropping of cigarette butts, urination and the littering of waste have been known to increase dramatically on event days. There is a clear link between the reduction of this type of littering and the introduction of the prohibition relating to the consumption of alcohol, which was agreed in 2020 and implemented on 27 February 2022.

With the possibility of over 90,000 members of the public being in the Wembley Park area for more than 50 Wembley Stadium events each year, in addition to events at the OVO Arena, the likelihood of increased litter is significant. Although the enforcement of the street drinking prohibition has played a major role in reducing litter on event days, the littering prohibitions continue to be necessary for those who still choose to discard waste irresponsibly. Local residents, businesses and visitors should not have to suffer the consequences of such behaviour.

If litter is dropped on privately owned land, it is the owner or occupier who is responsible for removing it. Whilst the Council, Wembley Park as the land owner around the Stadium, and Wembley National Stadium work together to address problems that cause a nuisance to

residents and visitors, for example by providing extra bins and toilets along main routes during events, a renewed prohibition on littering would continue to help address the issue effectively.

Consultation Outcome

The results show overwhelmingly strong support for retaining the prohibition on urinating, defecating, spitting or littering in a public place. More than four-fifths of respondents (**81.41%**) strongly agreed with the measure, with a further **8.97%** agreeing. **0%** of respondents disagreed with **7.05%** strongly disagreeing. Only small proportions selected neither agree nor disagree (**1.28%**) or don't know / not sure (**1.28%**).

This indicates a clear consensus that the prohibition remains necessary and appropriate.

Dog fouling

With the introduction of the Anti-Social Behaviour, Crime and Policing Act 2014, legislative scope was given to replace previous dog control orders (which included addressing dog fouling) with PSPOs. It is an emotive subject, and while the majority of dog owners are responsible in their approach, unfortunately it remains an issue.

Dog fouling is often seen as one of the most offensive types of nuisance anti-social behaviour, affecting parks and streets. Dog excrement is also a public health risk and no person using the streets or parks of Brent should have to worry about this risk of infection. Dog fouling on in the Wembley park area remains an issue. Removing this prohibition would likely increase the issues surrounding dog fouling.

Consultation Outcome

The consultation responses show very strong support for keeping the prohibition on dog fouling. The majority of respondents, **80.77%** strongly agreed that the prohibition should remain in place, with a further **10.26%** agreeing. Only small numbers selected neither agree nor disagree (**1.28%**) or did not know (**1.28%**). **0%** of respondents disagreed and **6.41%** strongly disagreed.

These results indicate clear public support for retaining the requirement to pick up dog fouling in public areas.

Illegal trading (food or other items on the street)

Street trading includes activities like face painting, hair braiding, massages and therapy etc. At some events these services are offered at no cost to entice members of the public to subscribe to or purchase something at a later date, occasionally it is just a free activity. This form of street trading is sometimes used as an alternative form of promotional advertising without the traditional printed materials or physical object giveaways. Evidence shows these activities are usually offered in areas of high footfall thereby causing an obstruction and congestion. These traders are often not controlled by Regulation and their products can even be harmful to customers. For example, face painters may use allergenic products or have poor cleaning processes.

Moreover, the vicinity around Wembley Stadium attracts vast amounts of new residents, workers and visitors. The effects of illegal street traders not only causes a nuisance due to their poor behaviour and unwelcoming presence, they also cause an obstruction on the public highway by displaying their goods across streets that are closed to traffic.

The enactment of this prohibition has assisted greatly over the last three years, removing it would restore the issues presented prior to the introduction of the PSPO with little instant redress being available to enforcement officers.

Consultation Outcome

The consultation responses show very strong support for retaining the prohibition on illegal street trading. Overall, **80.13%** of respondents agreed with keeping the prohibition (**14.1%** agree and **66.03%** strongly agree). Only **10.25%** disagreed (**8.33%** strongly disagree and **1.92%** disagree), while **7.69%** neither agreed nor disagreed, and **1.92%** were unsure.

This indicates that the vast majority of respondents recognise the negative impact of illegal trading and support continued enforcement through the PSPO.

Use of megaphone or microphone with speaker without prior consent

It is an offence to use loudspeakers for any purpose in the street at night between 9pm and 8am under Section 62 of the Control of Pollution Act 1974. It is also an offence to use loudspeakers at any time for advertising entertainment, trade or business. The only exceptions are for emergency situations, use as a public address system, or where the Council has given consent. In emergencies, loudspeakers may be used by the police, fire brigade, ambulance service, the Environment Agency, water and sewage companies, or public transport operators.

However, there have been several instances of individuals coming to Brent with loudspeakers to preach sermons or advertise services. This is common on High Road, Wembley, Wembley Park on event days, and Kilburn High Road. Such activity can cause significant distress to local residents when it continues for long periods, preventing them from enjoying their homes and local environment. It also creates a nuisance for others using the same public spaces, who may feel harassed by the noise. A prohibition is therefore sought to address the nuisance caused by the use of loudspeakers.

There is currently an exemption that prevents this prohibition being enforced on land owned by the London Borough of Brent for political campaigning or demonstrations. This has not proved to be an issue, including during organised protests on Brent Council owned land in 2025. It is therefore recommended that this exemption remains in place.

Consultation Outcome

The consultation responses show strong support for retaining this prohibition. A total of **47.44%** of respondents strongly agreed with keeping it, while a further **14.1%** agreed. Smaller proportions were neutral (**15.38%**), disagreed (**7.69%**) or strongly disagreed (**10.9%**). Only **4.49%** stated they did not know or were unsure.

Overall, the results indicate that the majority of respondents, **61.54%**, when combining agree and strongly agree which supports maintaining this prohibition.

Charity collecting

The Metropolitan Police provide set dates each year when local authorities may grant permission for street collections on behalf of small charities. When a local charity wishes to carry out a street collection, a letter from the Mayor must be presented to the Metropolitan Police, who then verify the applicant and issue consent for the collection to take place on the street.

In the area surrounding Wembley Stadium, individuals frequently appear with collection buckets and collect money without consent from either the Council or the Metropolitan Police. This creates a risk that members of the public may unknowingly donate to people who are not genuine collectors. Street collection rules do not apply on private land, which means officers are unable to approach charity collectors operating on privately owned land that would otherwise be considered a public place under the PSPO.

Unauthorised charity collecting on event days remains an issue, and therefore consideration should be given to retaining this prohibition.

Consultation Outcome

The feedback indicates strong public support for retaining the prohibition on unauthorised charity collecting on event days. A significant proportion of respondents strongly agree with the restriction, at **41.67%**, with a further **14.74%** agreeing. This means that **56.41%** of respondents are in favour of keeping the prohibition in place.

In contrast, **12.18%** strongly disagree and **7.05%** disagree, giving a combined **19.23%** who are opposed. A further **17.31%** neither agree nor disagree, while **7.05%** indicated they were unsure.

Overall, the results suggest clear support for continuing to prevent unauthorised charity collections on event days, reflecting ongoing concerns about misleading or unverified collectors operating in busy areas around Wembley Stadium.

Aggressive begging

Aggressive begging can include:

- Begging with the intent to intimidate another person into giving money or goods by any means, including repeated requests for money while approaching or following the person from whom funds are being sought.
- Continuing to solicit from a person after they have clearly indicated they do not wish to engage.
- Following a person with the intention of soliciting money or other items of value.
- Begging using false or misleading information, where the individual knew or should reasonably have known the information was false or misleading.
- Begging in a way that is unsafe or dangerous to any person or property.
- Begging that exploits children.
- Providing or attempting to provide unsolicited services or products, followed by pressure or demands for payment.

Aggressive begging can be intimidating, particularly when accompanied by drunken, noisy or lewd behaviour such as shouting, swearing or urinating in public places.

This type of prohibition is not intended to target people who are homeless, rough sleeping or vulnerable. Where such behaviour does occur, other enforcement options are available, and any response would involve close partnership working with outreach services to ensure the behaviour is addressed without worsening the individual's situation.

It is also important to note that this behaviour is not solely associated with vulnerable individuals.

Consultation Outcome

Most respondents strongly supported the continuation of a prohibition on intimidating or aggressive begging within 500 metres of Wembley Stadium. A large majority, **75.64%**, strongly agreed with the measure, with a further **11.54%** agreeing. Only small proportions expressed disagreement, with **7.69%** strongly disagreeing and **1.28%** disagreeing. Very few respondents were neutral (**3.21%**) or unsure (**0.64%**). Overall, the responses show clear support for retaining this prohibition due to the impact such behaviour can have on public safety and community wellbeing.

Illegal trading of merchandise

Illegal trading of tickets (ticket touting)

Illegal street trading is enforced under the London Local Authorities Act 1990 (as amended). It is also currently enforced under the Wembley Park PSPO. The continuation of a PSPO for the above prohibitions would allow enforcement against un-licensed traders.

The number of merchandise sellers in the area have declined. The Fixed Penalty Notice (FPN) issued to illegal merchandise traders appears to have had a positive effect on the decrease of illegal traders. If the restriction is removed, the risk of an increase in street traders is extremely likely.

The goods that are sold to members of the public are often of a dubious quality, which may also breach intellectual property rights of the event owner. Consumers who purchase counterfeit goods such as scarves, t-shirts and tickets from illegal street traders are put in a position where they cannot return the goods as the traders do not have a fixed location. This provides a poor experience for visitors and creates unfair competition in the Borough.

On event days, another type of illegal street trader includes ticket touts, which can be found along the main footprint of Wembley Stadium and along High Road Wembley, First Way etc. Officers and key stakeholders are of the opinion that these types of traders form part of an organised group and many have criminal convictions. This view has been formed by work that is undertaken by Brent Council and Police officers in this area, where most of the ticket tout offenders are seen linked together.

Enforcement Officers have over the years encountered aggressive illegal traders who have verbally and physically threatened officers. On one occasion in 2015, an officer was thrown on the floor, which was upsetting and distressing. Since the Stadium events begun in February 2022, most traders have shown some aggression towards officers. This has included swearing, threats of violence and shouting.

To prevent such events reoccurring, police assistance is required to prevent a breach of peace and verify details of the illegal traders. In addition, certain traders are known to give false details and provide no fixed abode. It is also unfair on those traders who have been licenced, are trading legally and in compliance with the appropriate Regulations and Council process and have the appropriate public liability insurance in place.

Where ticket prices for football matches can be high, the income made from the sale of a ticket minus a fine (when paid), can still make it a viable business. However, the distraction caused by officers approaching the offenders, causes a disruption in their activity and therefore reduces the nuisance caused to members of the public who are often harassed or sold fake tickets.

The Council have and continues to receive complaints from licenced traders about un-licensed traders who are affecting their livelihoods and the impact on their legitimate business.

Consultation Outcome

Feedback from the consultation shows overwhelming support for the continuation of prohibitions relating to both illegal merchandise trading and ticket touting. For illegal trading of merchandise, **67.95%** strongly agreed that the prohibition should remain in place, with a further **16.03%** agreeing. Only **9.61%** disagreed or strongly disagreed, with **1.28%** unsure.

Support was even stronger regarding ticket touting, with **73.72%** strongly agreeing that the prohibition should be retained and **14.1%** agreeing. A small proportion (**8.33%**) expressed disagreement, while **1.28%** were unsure.

Given the high level of public support for these measures, alongside the ongoing issues observed during large-scale events, it is recommended that both prohibitions continue as part of the PSPO.

Ambush marketing including fly posting

Ambush marketing is a strategy used by companies attempting to associate their products or services with a major event without holding official sponsorship rights. This typically occurs during large sporting events and is intended to increase brand visibility. When done improperly, ambush marketing can lead to unlawful activity, including the infringement of trademarks, copyright and other rights held by event organisers. However, when carried out lawfully, it can raise brand awareness without legal consequences.

In England and Wales, fly-posting is illegal in certain circumstances under both the Highways Act 1980 and the Town and Country Planning Act 1990. Relevant offences include obliterating a traffic sign (Highways Act 1980, sections 131(2) and 132(1)) and displaying advertisements in breach of regulations (Town and Country Planning Act 1990, section 224(3)). These pieces of legislation apply to public land but do not extend to private land.

The introduction of a PSPO relating to ambush marketing and fly-posting has enabled these issues to be addressed on both public and private land. The prohibition has supported swift enforcement action when incidents have occurred.

Consultation Outcome

The majority of respondents expressed clear support for retaining the prohibition on ambush marketing, including fly-posting. Overall, **82.05%** agreed with the restriction, with a substantial **68.59%** strongly agreeing. Only **12.18%** of respondents disagreed, and just **1.28%** were unsure.

These results indicate that residents continue to recognise the problems associated with ambush marketing, such as unauthorised advertising, misuse of public spaces, and difficulties in enforcement and further support the Council in maintaining powers to address these issues effectively.

Over the past two years officers have encountered challenges with the current wording of the prohibition, particularly because it does not explicitly refer to 'moving vehicles.' While the phrase 'including but not limited to' technically covers such scenarios and has allowed enforcement to take place, officers are increasingly being challenged on this point. Making the reference to moving vehicles explicit would improve clarity for the public and strengthen enforceability. To address this gap, the proposed amendment expands the prohibition so that enforcement action can be taken without challenges.

The second consultation sought the views of the public on this revised wording, and the results are provided below.

Current

Any person(s)* who advertise(s), affixes or distributes any promotional adverts, offers or items (including but not limited to street furniture, stands, stalls, banners, posters or stationary vehicles).

Proposed

Any person(s)* who advertise(s), affixes or distributes any promotional adverts, offers or items (including but not limited to street furniture, stands, stalls, banners, posters, stationary or moving vehicles).

It is therefore recommended that the prohibition is retained, with revised wording to address this issue. Moving vehicles was one of the biggest issues encountered in 2025 in relation to ambush marketing.

Consultation Outcome

The consultation findings indicate strong public backing for strengthening the prohibition in order to address behaviours linked to ambush marketing around Wembley Stadium. A significant majority of respondents (76.6%) supported the proposed change in wording. Only 15.6% opposed the change, while 7.8% considered it not applicable.

This level of support demonstrates public awareness that such activities not only present safety risks but can also contribute to unauthorised promotional activity, often orchestrated to capitalise on event crowds.

Pyrotechnics (including fireworks, flares or smoke emitters)

It is illegal to set off pyrotechnics in the street or in any public place. Enforcement under the Fireworks Regulations 2004 is a police responsibility, and Local Authorities do not hold legal powers to take action under this legislation. A common issue at many football stadium events is spectators launching or activating flares or smoke emitters while travelling to the venue or while waiting to enter. At Wembley Stadium these items are prohibited and are confiscated during bag searches because they are dangerous when misused and cause a nuisance to others.

In the area surrounding Wembley Stadium the most commonly used pyrotechnic is flares. Flares present several risks including fire hazards, burns, unpleasant and unhealthy smoke, and excessive noise. When set off in busy thoroughfares they can cause alarm within crowds and create a significant risk of injury to unsuspecting members of the public. Because the Fireworks Regulations provide enforcement powers only to the police a number of Local Authorities have chosen to use PSPOs to enable their officers to address the nuisance associated with flares that is not connected to commercial pyrotechnic events or pyrotechnic regulation breaches that would normally be dealt with by the police. These restrictions focus on controlling flare related nuisance on the public highway around Wembley Stadium.

CarnDu Ltd, an explosives consultancy, conducted a study in November 2016 examining the health and safety issues associated with the use of pyrotechnics in football stadium environments. These included:

- Burns to flesh
- Burns to clothing
- Burns to structures and other hazards
- Explosive effects on persons
- Explosive effects on structures
- Smoke – acute toxic effects
- Smoke – chronic effects
- Impact on head, eyes, etc.
- Impact on vision
- Impact on Hearing
- Panic

To view the study in full, please [click here](#).

There is growing concern about the use of flares in crowded spaces particularly as they are often thrown into the air once lit creating significant risks to public safety. In both 2024 and 2025 members of the public were found carrying T1 category flares which are intended for

marine distress or signalling purposes. These items can be purchased online for as little as £8.99 making them easily accessible.

The issuing of FPNs combined with communication through local tannoy systems and briefings provided to football clubs visiting Wembley has helped reinforce that this behaviour is prohibited under the PSPO. However, it remains challenging to ensure that all spectators especially those supporting teams visiting Wembley for the first time are fully aware of the restrictions.

Given the increasing trend of spectators carrying and setting off flares in crowded areas on thoroughfares and adjacent roads there is a clear and continuing risk to public safety as well as a wider nuisance. Maintaining a prohibition that allows officers to enforce against the use of pyrotechnics is therefore essential to safeguarding both visitors and residents on event days and improving the overall experience in the Wembley area.

Consultation Outcome

Support for prohibiting the use of fireworks, flares and smoke emitters is very strong. Only a small minority disagreed with the proposal, with **6.41%** strongly disagreeing and **1.92%** disagreeing. A further **2.56%** neither agreed nor disagreed, and **1.92%** were unsure.

In contrast, a substantial proportion of respondents expressed clear support for the prohibition. **13.46%** agreed with the measure, and a significant majority of **73.72%** strongly agreed.

This demonstrates that respondents overwhelmingly recognise the risks and nuisance associated with fireworks, flares and smoke devices, particularly in busy areas or around major events. The high level of support suggests continued enforcement of this prohibition is both appropriate and welcomed by the community.

Over the past two years a new concern has emerged that the existing prohibition does not fully address. There has been a noticeable increase in adults allowing their children to hold flares. Because enforcement cannot be taken against minors, officers face difficulties when attempting to intervene. Adults often do not appreciate the potential consequences of their actions should their child be harmed, and some become offended when asked to remove the flare from their child. This behaviour reflects a growing social perception that such actions are acceptable, despite the significant risks involved.

To address this gap, the proposed amendment expands the prohibition so that enforcement action can be taken against adults who permit their children to hold flares, whether the flare is activated or not. This change is intended to strengthen the protection of children and support public safety in crowded event environments.

The second consultation sought the views of the public on this revised wording, and the results are provided below.

Current

Any person(s) who let(s) off or handles fireworks, including flares and smoke emitters without the written consent of the landowner and/or the London Borough of Brent.

Proposed

No person shall:

- Ignite, discharge, handle or otherwise use of any pyrotechnic article (including, fireworks, flares, smoke emitters, or similar devices) or*

- *Permit a pyrotechnic device, whether activated or not, to be held or handled by a person under the age of 18 years. Any adult who provides, hands or otherwise makes a pyrotechnic device available to a person under 18 shall be deemed responsible for the offence under this Order.*

The consultation results show strong public support for the revised wording of the prohibition surrounding pyrotechnics. A large majority of respondents, 83.1%, agreed with the proposed amendment, indicating that the change provides improved clarity and reassurance regarding how the prohibition will be applied. Only 10.4% disagreed with the revised wording, suggesting minimal opposition, while 6.5% felt the question was not applicable to them.

Overall, the findings demonstrate that the updated wording is both well received and widely understood by the public, reinforcing the importance of maintaining a clearly defined prohibition that supports safety and effective enforcement around Wembley Stadium.

Leaflet distribution

The area around Wembley Stadium attracts a large number of literature distributors due to the hundreds of thousands of people attending events each year. The majority of these individuals do not apply for a literature distributors licence. This activity has raised concerns because much of the printed material ends up being dropped as litter.

Existing controls, such as statutory nuisance provisions which apply only to public land, and the powers to seize and dispose of literature under the London Local Authorities Act 1996, have had limited impact. Distributors often return with more material, and there are currently no controls available to limit the number of distributors or recover the costs of enforcement.

Section 23 of the Clean Neighbourhoods and Environment Act 2005 CNEA 2005 as inserted by section 94B and Schedule 3A of the Environmental Protection Act 1990 provides specific powers to regulate the distribution of free literature. These powers allow distribution only under a consent issued in the form of a licence granted by the Council. The licence contains conditions designed to address the problems caused by uncontrolled distribution. Breach of a licence is a criminal offence and may result in prosecution.

In 2012 Members agreed to designate the following roads as areas where free literature may not be distributed without the Council's prior written consent in the form of a licence: Bridge Road, Wembley Hill Road, Wembley Park Drive, Park Lane, Empire Way, South Way, Rutherford Way, Engineers Way, Fulton Road, Olympic Way, Brook Avenue, Great Central Way, First Way, Fourth Way, Fifth Way, High Road, Harrow Road, St Johns Road, Lancelot Road, Ealing Road, Ecclestone Place, London Road, Dagmar Avenue, Linden Avenue and Mostyn Avenue.

However, CNEA 2005 powers apply only to land owned by the Council as the principal litter authority or to highways for which it is responsible. They do not apply to private land. This therefore excludes major thoroughfares such as Olympic Way and Wembley Park Boulevard, the sections owned by Quintain. Litter originating from distribution on these private areas often ends up on neighbouring council owned streets. To address this gap, Quintain has given Brent Council consent to enforce the PSPO on their land.

The legislation also exempts persons distributing literature for political, religious or charitable purposes, and the current PSPO prohibition reflects these exemptions. Continued use of this prohibition including the exemptions are necessary to control the litter and associated issues arising from unregulated literature distribution.

Consultation Outcome

The consultation results show broad support for retaining the prohibition on leaflet distribution. While opinions were more varied compared with other prohibitions, a significant proportion of respondents expressed agreement with keeping this measure in place.

Just over **41%** of respondents strongly agreed with the prohibition, making it the most selected response. A further **15.38%** agreed, meaning that more than half of all participants (57.05%) supported retaining the restriction. Meanwhile, **17.95%** neither agreed nor disagreed, suggesting a moderate proportion of respondents felt neutral or were unaffected by this issue. Smaller numbers expressed opposition: **10.9%** strongly disagreed and **7.69%** disagreed. Additionally, **6.41%** selected “don’t know or not sure,” indicating a limited degree of uncertainty.

Overall, the results show that most respondents favour continuing to prohibit leaflet distribution, with a strong majority supporting the measure and only a relatively small minority opposed.

Busking

Busking is not a licensable activity. This is because busking is usually ‘incidental’ to other activities, such as shopping, or the premises where the music is played will not have been provided for busking to take place. In order to busk, an individual would need to ensure that they have the relevant permission for the area in which they wish to use, for example, to contact Transport for London (TFL) to ‘busk’ on the London Underground. If the land proposed to be used is private, then permission must be sought from the landowner. If it is on the highway, or pavement etc. an individual would require consent from the Council.

There have been several occasions when individuals have set up to busk to members of the public. This usually takes place outside Wembley Central and Wembley Park train stations on Brent Council’s land, but in 2025 this also included buskers that set up at the bottom of Wembley Stadiums main ingress and egress steps, which causes obstruction to the natural flow of those entering and leaving the Stadium.

With a high footfall of persons in the immediate area, busking provides for the perfect numbers in terms of an audience. Not only does this cause a potential nuisance from the continual noise to those who live, work and visit the area but as suggested, it also poses a public safety issue when those busking, obstruct the public highway. With 100,000 persons in the area at any one time, an interruption in the flow of persons moving too and from the stadium could have a detrimental effect on crowd control.

Busking also causes distress to local residents when this practice continues for days in close proximity to residential premises. Reports to Brent Council have come from Council and Police officers who are confronted by large crowds because they are blocked by a busker in the middle of the footway. Therefore, the continuation of a prohibition is sought to address the problem of unauthorised busking.

Consultation Outcome

The consultation responses show strong support for retaining this prohibition. A total of **47.44%** of respondents strongly agreed with keeping it, while a further **14.1%** agreed. Smaller proportions were neutral (**15.38%**), disagreed (**7.69%**) or strongly disagreed (**10.9%**). Only **4.49%** stated they did not know or were unsure.

Overall, the results indicate that the majority of respondents, **61.54%**, when combining agree and strongly agree which supports maintaining this prohibition.

Obstruction of the public highway, preventing the free flow of persons movement

With more than one hundred thousand people present at any one time, maintaining free movement is essential to prevent congestion and avoid potential incidents. The intention is not to restrict the public's right to actions such as protesting, but to ensure that activities such as demonstrations take place in a manner that does not create significant public safety risks or negatively impact those visiting the area.

Throughout 2025, we worked closely with a regular protest group who were allocated a designated location from which to protest. This arrangement has been successful, enabling the group to share their message with the public without causing disruption to the free movement of crowds.

The most significant obstruction issues over the last two years have been caused by the increase in social media influencers and broadcasters who use Olympic Way to film and interview members of the public. These activities create blockages along a major pedestrian route used by spectators travelling to and from the stadium. The existing prohibition has helped enforcement officers prevent bottlenecks and crowd backlogs that could otherwise pose risks to public safety, and it is therefore important that this prohibition remain in place.

Consultation Outcome

Most respondents supported retaining the PSPO prohibition on obstructing the public highway. A large majority of **67.31%** strongly agreed that preventing obstruction to ensure the free flow of movement should remain part of the order. A further **13.46%** agreed, bringing total agreement to over 80%.

Levels of disagreement were very low, with only **6.41%** strongly disagreeing and 0.64% disagreeing. **9.62%** neither agreed nor disagreed, while **2.56%** said they were unsure.

Overall, the results show very strong public support for continuing the prohibition, with most respondents recognising the importance of keeping public highways clear and safe for pedestrians

Flying of Drones

There has been some challenge surrounding the use of drones in the Wembley Park area with some people believing this should be permitted. Whilst this suggestion may be innocent to some, there is also the potential that this could be a catastrophic disaster in the hands of the wrong person/people. The initial consultation to members of the public asked whether the prohibition should be removed, the outcome for which is shown below.

Consultation Outcome

The consultation results show a strong preference against removing the PSPO prohibition on flying drones without written consent. Nearly two-thirds of respondents (**62.8%**, 98 people) stated that the prohibition should *not* be removed. Only **20.5%** (32 respondents) agreed with removing the restriction, while **16.7%** (26 respondents) remained neutral. This indicates that a significant majority of participants believe the drone prohibition continues to serve an important purpose.

The relatively low support for removal suggests limited public appetite for relaxing controls, reinforcing the case for maintaining the existing restriction within the PSPO.

There are major concerns regarding the removal of this prohibition, particularly in relation to safety, privacy and the potential misuse of drones in the vicinity of Wembley Stadium. One significant risk is the potential use of drones for terrorist activity in an area where thousands of people are present at any one time.

Understanding how members of the public felt about the possibility of removing the prohibition was therefore essential. Although the consultation outcome indicated support for keeping the prohibition in place, its removal could have a detrimental impact on public safety if drones were permitted and subsequently misused. Police intelligence has highlighted that there are active hostile reconnaissance investigations involving individuals attending the stadium footprint who may pose a significant risk to public safety in crowded areas. It is not known whether drones are currently being used for this purpose, but they could provide another means of conducting reconnaissance.

The existing prohibition did however require some modification, as the previous wording did not make it clear whether drones could legally take off from outside the designated zone and then fly into it. The current wording is:

Current

Any person(s) who fly/flies a drone without the written consent of the landowner and/or London Borough of Brent, whether licensed or not.*

Proposed

(a) No person shall launch, fly, operate, land, or control any unmanned aerial vehicle (drone) within the area defined by the Wembley Park map, without the prior written consent of the landowner.

(b) Any drone launched outside the Wembley Park map must not enter, fly over, or operate within the Wembley Park map without such consent for the duration of the flight.

Exception: This prohibition does not apply to:

- *Emergency services, including police, fire, and medical response teams operating drones for official duties.*
- *Individuals or organisations granted written consent of the landowner*

The new wording ensures that any previous ambiguities have now been resolved.

The second consultation asked members of the public whether they agreed with the updated prohibition wording, and the outcome is detailed below.

The majority of respondents were strongly supportive of the proposed change in wording to the current prohibition. A total of **84.4%** agreed with the change, indicating broad endorsement of the revised approach based on the information provided.

In contrast, **10.4%** disagreed with the change. While this is a small minority, it shows that a handful of participants still had reservations or concerns about altering the current wording.

A further **5.2%** indicated that the question was not applicable to them, suggesting either limited relevance to their circumstances or insufficient familiarity with the issue to form an opinion.

Overall, the feedback demonstrates **overwhelming support** for updating the prohibition wording, with very few objections and minimal neutrality.

New Prohibitions

Stadium Concourse – Access Restriction

Specific events over the course of the last two years, has seen a number of individuals enter and remain on the concourse of the Stadium with the intention of then tailgating into the Stadium. By doing this in large groups, the chances of entering the Stadium are greater. In situations such as these, the legitimate reason for entry becomes of concern, including a potential terrorist threat where thousands of people are gathered. By including a prohibition such as this, it will assist in dealing with individuals whilst they are on the concourse and before such a time they reach the entrance of Wembley Stadium.

The suggested new prohibition reads as follows:

Proposed

Stadium Concourse – Access Restriction

No person shall enter or remain on the concourse surrounding Wembley Stadium unless they hold a valid event ticket for the specific event taking place at the stadium on that date. This includes, but is not limited to:*

- Loitering on the concourse without a valid event ticket.*
- Gathering in groups that obstruct pedestrian flow or access to stadium facilities.*

Exceptions: This prohibition does not apply to:

- Stadium staff, security personnel, or emergency service responders performing official duties.*
- Individuals with pre-arranged authorisation from Wembley National Stadium Ltd or stadium management.*

For the purpose of this prohibition, 'concourse' will include the total perimeter area that surrounds gates A-M and the stairs that access the concourse from ground level.

For the purpose of this prohibition, 'loitering' may include but is not limited to mean:

- Lingerin – staying in an area without a clear purpose.*
- Idling – standing around without engaging in any specific activity.*
- Gathering – assembling without valid reason related to the event.*
- Occupying – remaining in a space without proper authorisation.*
- Congregating – forming groups that obstruct movement or access.*
- Hanging around – a more casual way of describing loitering.*

The second consultation asked members of the public whether they agreed with the additional prohibition, the results of which are detailed below.

Consultation Outcome

The consultation responses demonstrate clear support for the inclusion of the prohibition in Wembley Park. Most respondents (**67.5%**) agreed that restricting access to the stadium concourse during event days is appropriate. This shows a broad recognition of the need to manage crowds effectively and ensure that only ticket-holders can remain in this area.

A smaller proportion, **19.5%** of respondents, disagreed with the proposal. These individuals may have had concerns about access for non-ticket holders, local residents, or general use of public space on event days.

The remaining **13%** selected Not Applicable, suggesting that the prohibition did not directly affect them or they did not feel able to give a definitive opinion.

Overall, the majority response indicates public support for introducing this prohibition as part of the PSPO.

Unauthorised Access into Wembley Stadium

At particular events over the last two Wembley Stadium seasons, individuals have attempted to gain access to Wembley Stadium without a ticket. In situations such as these, the legitimate reason for entry becomes of concern, including a potential terrorist threat where thousands of people are gathered. This prohibition would allow for the demarcation of the legitimate persons attending to be facilitated and those otherwise dealt with by enforcement.

The suggested new prohibition reads as follows:

Proposed

Unauthorised Access into Wembley Stadium

No person shall attempt to gain, or successfully gain, unauthorised access to any restricted area within Wembley National Stadium without a valid event ticket and/or express permission. This includes, but is not limited to:

- *Entering or attempting to enter the Stadium via turnstiles, staff-only zones and other designated spaces without authorisation.*
- *Circumventing security measures including scaling fences, bypassing barriers, tailgating through secured entrances, or using false credentials.*
- *Using deceptive tactics such as impersonating staff, presenting counterfeit tickets, or misleading stadium personnel to gain unauthorised entry.*
- *Interfering with restricted areas by tampering with locks, doors, or security systems designed to prevent unauthorised access.*
- *Encouraging or assisting others in attempting to gain access to prohibited zones unlawfully.*

Exceptions: This prohibition does not apply to:

- *Emergency service personnel performing official duties.*
- *Stadium employees, contractors, and individuals granted prior authorisation by Wembley National Stadium*
- *Persons entering with valid credentials and permissions issued by the appropriate authorities.*

The second consultation asked members of the public whether they agreed with the additional prohibition, the results of which are detailed below.

Consultation Outcome

The feedback showed strong overall support. A large majority, **81.8%** of respondents, expressed agreement with the prohibition. This indicates that most participants felt the measure was necessary and appropriate to address the concerns outlined.

A smaller proportion, **10.4%**, disagreed with the proposal. The remaining **7.8%** selected “Not Applicable,” suggesting that a small group felt unable to take a definitive position.

Overall, the results demonstrate clear and significant support for implementing the prohibition within Wembley Park.

Vehicle Restrictions through Road Closures

The terrorist threat around Wembley Stadium is of concern and intelligence from the Police has suggested there are a number of active hostile reconnaissance investigations relating to persons attending the footprint who pose a significant threat to the public safety of persons in a crowded space. By reducing the number of vehicles that travel through Hostile Vehicle Mitigation (HVM) (road closures), in turn reduces the risk of the threat posed.

The suggested new prohibition reads as follows:

Proposed

Vehicle Restrictions through Road Closures

No person shall drive, operate, or manoeuvre (unless pushed) any motorised or non-motorised vehicle through areas restricted by Hostile Vehicle Mitigation - HVM and road closures unless they have prior authorisation from Brent Council, relevant landowner and/or other relevant authorities. This includes, but is not limited to:*

- *Driving or attempting to drive a vehicle through barriers, bollards, gated checkpoints, or restricted zones protected by HVM measures.*
- *Riding bicycles, scooters, carts, or similar non-motorised vehicles through restricted HVM areas.*
- *Bypassing security restrictions using unauthorised routes or alternative access points.*
- *Attempting to disable, tamper with, or obstruct HVM barriers to gain unauthorised vehicle access.*
- *Using fraudulent documentation or false representation to circumvent access restrictions.*
- *Assisting others in unauthorised vehicle entry or attempting to evade enforcement.*

Exceptions: This prohibition does not apply to:

- *Emergency service vehicles performing official duties.*
- *Vehicles with pre-approved access credentials issued by relevant authorities.*
- *Maintenance and operational vehicles authorised by relevant authorities.*

For the purpose of this prohibition, the entrances to ‘HVM’ and ‘road closures’ are marked with signage, barriers and/or are manned by staff who request vehicles to stop. Failure to stop at these points, would breach the prohibition.

The second consultation asked members of the public whether they agreed with the additional prohibition, the results of which are detailed below.

Consultation Outcome

A strong majority of respondents supported the introduction of the prohibition. **84.4%** selected Yes, indicating clear backing for the measure. Only **7.8%** disagreed, while a further **7.8%** selected Not Applicable, suggesting that the proposal did not directly affect them or they felt unable to give a view.

Overall, the consultation results show broad public support for implementing the prohibition, with very limited opposition.

Parking Restriction – Wembley Park

Some coaches that drop off passengers in Wembley Park fail to park in areas designated for coaches as paying an £80 Penalty Charge Notice (PCN) is less expensive than paying for appropriate parking. Parking on the edge of the footprint is also convenient when attempting to stay away from areas with high traffic enabling them to get out of the area more efficiently post event. In addition to this, as the size of the vehicle is large, the driver is aware there is no way of them being towed. In the meanwhile they park in residential areas and bus stops which causes a nuisance to residents and a danger to other road users.

The suggested new prohibition reads as follows:

Proposed

Parking Restriction – Wembley Park

No person shall, at any time, or park or leave a coach, similar large passenger vehicle or any other vehicle in a manner that:

- *Obstructs the highway or pavement;*
- *Blocks access to properties, driveways, or designated emergency routes;*
- *Causes danger or nuisance to pedestrians or other road users;*
- *Is parked outside of designated coach parking or waiting areas*
- *For the purposes of this prohibition, the Wembley Park map includes all of the streets where this prohibition applies.*

The second consultation asked members of the public whether they agreed with the additional prohibition, the results of which are detailed below.

Consultation Outcome

The consultation results show overwhelming support for the proposed prohibition in Wembley Park. A clear majority of respondents, **88.3%** agreed with the measure, indicating strong public backing.

A small proportion of respondents (**6.5%**) selected Not Applicable, suggesting they did not feel the question related to them or that they had no opinion. Only **5.2%** opposed the proposal, representing a very limited level of disagreement.

Overall, the responses demonstrate strong endorsement of the prohibition, with minimal opposition and only a few neutral positions.