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| REPORT TO: | SCRUTINY & OVERVIEW COMMITTEE - 10th May 2005 |
| AGENDA ITEM: | 10 |
| SUBJECT: | SCRUTINY INVESTIGATION INTO THE FOOTBALL-RELATED DISTURBANCES IN CROYDON ON 13TH AND 24TH JUNE 2004 |
| LEAD OFFICER: | DIRECTOR OF POLICY AND CORPORATE SERVICES |
| WARDS: | ALL |
| CORPORATE PRIORITY/POLICY CONTEXT: This Scrutiny Investigation was agreed as part of the work programme by the Scrutiny and Overview Committee on 20 th July 2004, in support of the Community Strategy priorities 6.3c, 6.4a and 6.4c and Croydon Council's vision of reducing crime and regenerating the borough. | |
| FINANCIAL SUMMARY: | N/A |
| FORWARD PLAN KEY DECISION REFERENCE NO.: | N/A |

For general release

1. RECOMMENDATIONS

- 1.1 Members are invited to:
- Comment on and agree the report and include recommendations R6 and R8 in its work programme for 2005-6
 - Submit the report and commend its recommendations for consideration to Cabinet, Croydon Borough Police, the Metropolitan Police Authority and the Home Office.

2 INTRODUCTION

- 2.1 During the Euro 2004 Football competition there were disturbances in Croydon and a number of other towns in England following the England matches with France and Portugal on 13th and 24th June respectively. Members attending the Scrutiny and Overview Committee meeting of 20th July 2004 agreed to conduct an investigation to gain a better understanding of the factors involved.
- 2.2 The working group comprised: Councillors, Timothy Godfrey (Chair), Sean Fitzsimons, Greta Sohoye, Julian Storey, Brian Udell, and co-opted members Mr. Alfonso Camisotti, Chair of the South End Traders' Association and Mr. Mervin Pierce, Chair of the Crystal Palace Independent Supporters' Organisation (PISO).
- 2.3 The aim of the investigation was to identify any future actions that Croydon Council, the Police and other relevant agencies could take in partnership to avoid, defuse or manage similar incidents if they occur again.

- 2.4 The agreed objectives of the investigation were:
- To gain a clear general picture of what happened during the two disturbances
 - To learn of any factors that positively contributed or otherwise to effective co-operation and co-ordination between partner agencies
 - To identify and recommend what actions may be considered for the future that would assist in maintaining public order, protecting and reassuring the public

3 DETAIL

- 3.1 The detail is contained within the report which is appended as Appendix 1.
- 3.2 The recommendations are set out in section 3 of the report are made to:
- Croydon Council's Cabinet
 - Croydon Borough Police
 - Metropolitan Police Authority
 - The Home Office
 - The Scrutiny and Overview Committee

4 CONSULTATION

- 4.1 Information was obtained through:
- A number of meetings with Elected Members, the Police, council officers, local residents and businesses
 - A visit on 8th September to pubs during the World Cup qualifying match between England and Poland coupled with a visit to the Council's CCTV control rooms
 - Communications with various agencies e.g. Tramlink, the London Ambulance Service, Mayday University Hospital's Accident and Emergency Unit
 - A public attitudinal survey seeking information regarding the perceived advantages and disadvantages of screening of football in pubs
 - A public meeting in Café Opera on 9th September at which people gave their views
 - Visit from Dr Stott of Liverpool University's School of Psychology, who provided insights from his research into good practice in policing at international football tournaments
- 4.2 The people and organisations consulted in the course of this investigation are acknowledged in section 11 of the report.

5 FINANCIAL CONSIDERATIONS

- 5.1 None for the purposes of this report. The financial resourcing of the investigation recommendations will be determined when referred to Cabinet as part of the lead Chief Officer's co-ordination and identified for the subsequent Cabinet response.

6 COMMENTS OF THE SOLICITOR TO THE COUNCIL

- 6.1 The aims of this investigation are based on the power given to local authorities under the Local Government Act 2000, to “promote the economic, social and environmental well-being of the communities they serve”. Scrutiny Members sought advice from the Council’s legal section and were advised not to focus on the detail of events in order to ensure that they did not unwittingly compromise the police investigation and subsequent prosecutions.

Solicitor’s comments:

7 HUMAN RESOURCES IMPACT

- 7.1 None for the purposes of this report.

8 CUSTOMER FOCUS IMPACT

- 8.1 None for the purposes of this report.

9 EQUALITIES IMPACT

- 9.1 None for the purposes of this report.

10 ENVIRONMENT AND DESIGN IMPACT

- 10.1 None for the purposes of this report.

11 CRIME AND DISORDER REDUCTION IMPACT

- 11.1 The recommendations of the investigation aim to minimise crime and disorder, and maximise resources available to address future potential disturbances when large numbers of visitors are drawn to Croydon for similar events.

12 RISK ASSESSMENT

- 12.1 None for the purposes of this report.

13 HUMAN RIGHTS ASSESSMENT

- 13.1 None for the purposes of this report.

14 FREEDOM OF INFORMATION / DATA PROTECTION CONSIDERATIONS

- 14.1 None for the purposes of this report.

Report author: Joan Matlock, Policy Officer (Scrutiny)
Contact Person: As above on extension 47011
Background documents: None

SCRUTINY INVESTIGATION **INTO THE FOOTBALL RELATED DISTURBANCES** **IN CROYDON ON 13TH AND 24TH JUNE 2004**

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Chair's Introduction:

SCRUTINY INVESTIGATION INTO THE FOOTBALL RELATED DISTURBANCES IN CROYDON ON 13TH AND 24TH JUNE 2004

June 2004 was not a good month for Croydon. Our town received the worst possible publicity across the country and worldwide as the media picked up on a serious, but contained level of disorder following the defeat of the England Soccer squad by France in the Euro 2004 competition. Similar disturbances took place in Birmingham, Wakefield and Boston.

Local residents and businesses were appalled at the damage that had been caused and were outraged at this behaviour in what is normally a very safe major town centre.

A second major disturbance took place 11 days later. The details are fully covered in this report, but I repeat them here to explain why Scrutiny responded quickly to organise an investigation into the events that took place.

When a major incident like this occurs, councillors have a duty to residents to respond to make sure that such events never happen again. We have had the warnings, now every agency has to work together to learn the lessons and continue the work to make Croydon a safer place. This report is the result of a working party that has no professional expertise in this area and we do not seek to judge anything that has taken place in that way. Our views have been formed because of our ordinary experiences and our conclusions and recommendations flow from this perspective

It is clear from the report that we have no 'instant' solution or answer. It is clear that a number of positive steps can be made to reduce the likelihood and reduce the impact of Croydon suffering similar behaviour in the future. We do recognise the specific issue of excessive consumption of alcohol and football, a unique combination. The new licensing act will unify licensing arrangements under the control of councils and will enable clearer licensing policies to assist in the management of town centres.

We were also delighted to welcome on board two non councillors to the working party who brought different and important perspectives to the review. Our thanks go to Mr Camisotti, who runs a business on South End and is Chair of the South End Traders' Association and Mr Mervin Pierce, Chair of the Crystal Palace Independent Supporters Association. We very much valued their commitment and support of this review. Our public 'evidence gathering' session 'Football in the pub?' held at the Clocktower Café was well attended with some regular users of the town centre and keen football supporters coming along to talk to us about their experiences. It was good to consider these disturbances in the wider context of a popular and well used major Town Centre.

It is vital to remember that the vast majority of people watch and enjoy football games in complete peace and enjoy a drink at the same time. It is these people, along with local residents and businesses that we seek to assist in their right to enjoyment of the game.

The Police and Crown Prosecution Service have worked hard after the event, utilising many images from Croydon's Council's large CCTV system to successfully prosecute the main perpetrators with heavy sentences of up to two and a half years being handed down.

Councillor Timothy Godfrey

Chair of the Working Party of the Scrutiny Sub-Committee for Safe & Inclusive Communities in Croydon

1 GENERAL INTRODUCTION

- 1.1 Following the England European Cup matches with France and Portugal on 13th and 24th June respectively, there were disturbances in Croydon and a number of other towns in England. In response to this, at the Scrutiny and Overview Committee meeting of 20th July, Members agreed to conduct an investigation to gain a better understanding of the factors involved, and to make recommendations aimed at minimising the likelihood and impact of any future possible disturbances within the borough.
- 1.2 A working group was formed comprising Cllr Timothy Godfrey (Chair), Cllr Sean Fitzsimons, Cllr Greta Sohoey, Cllr Julian Storey, Cllr Brian Udell, Mr. Alfonso Camisotti, Chair of the South End Traders' Association, and Mr. Mervin Pierce, Chair of the Crystal Palace Independent Supporters' Organisation. They were supported by officers Ilona Kytomaa and Joan Matlock.
- 1.3 The Scrutiny Sub-Committee for a Safe & Inclusive Croydon would like to record its gratitude to all working party members but particularly to our two co-optees who unstintingly gave their time, often at short notice, and contributed useful insights to this investigation, and Dr Stott, of Liverpool University's School of Psychology, who provided useful information from his research into good practice in policing at international football tournaments.
- 1.4 Scrutiny Members sought advice from the Council's legal section and were advised not to focus the investigation on the detail of events, in order to ensure that they did not unwittingly compromise the on-going police investigation and subsequent prosecutions.
- 1.5 It was therefore decided therefore to focus on the following Aims and Objectives:

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| Aim: | This brief Scrutiny Investigation aims to identify any future actions that Croydon Council, the Police and other relevant agencies could take in partnership to avoid, defuse or manage similar incidents if they occur again. This proposal is based on the power given to local authorities under the Local Government Act 2000, to "promote the economic, social and environmental well-being of the communities they serve". |
| Objectives: | <p>To gain a clear general picture of what happened during these two disturbances.</p> <p>To learn of any factors that positively contributed or otherwise to effective co-operation and co-ordination between partner agencies.</p> <p>To identify and recommend what actions may be considered for the future that would assist in maintaining public order, protecting and reassuring the public.</p> |

- 1.6 This report sets out the findings of the investigation and the recommendations of the Scrutiny Working Party arising from it. The methodology and findings obtained through the various meetings and consultation processes used, are outlined in Appendix A.
- 1.7 The recommendations are set out below in section 2. Each recommendation is discussed in the appropriate section. The language used in the recommendations and text is intended to be common English and not technical terms used by professionals. Where there may be some doubt regarding the intended meaning, a definition is given in brackets after its first use.

2 RECOMMENDATIONS

- 2.1 All of the review recommendations are set out below and the body/ies to which they are directed are indicated where these are in addition to or instead of **CROYDON COUNCIL'S CABINET**. This is followed by separate lists for each of the 4 other bodies:

**CROYDON BOROUGH POLICE
METROPOLITAN POLICE AUTHORITY
THE HOME OFFICE
SCRUTINY & OVERVIEW COMMITTEE**

To CROYDON COUNCIL'S CABINET

- R1 That adequate resources be dedicated to the implementation of the Licensing Act 2003 so that the new legislation can be used effectively to:
- Support the implementation of the Council's Vision and Values
 - Anticipate and manage the effects of the extended drinking hours, to which pubs and clubs will be entitled under the new legislation, to minimise the risk of anti-social behaviour and excessive alcohol consumption
 - Promote the development of a wide range of entertainment and a family-friendly environment in the town centre to appeal to a wide range of ages and tastes less focussed on alcohol consumption
 - Enforce conditions on pubs' and clubs' licensing operating schedules aiming to help people to get home promptly and safely, e.g. the provision of information on night-time transport

To CROYDON COUNCIL'S CABINET

- R2 That the design of the future combined CCTV control at Taberner House should incorporate at least 3 dedicated monitoring positions for three security staff, **and** one monitoring position to be available for Police use.

- To CROYDON COUNCIL'S CABINET & CROYDON BOROUGH POLICE**
- R3 That the facility provided to enable the Police to have a physical presence in the Council's CCTV control room is used at times pre-arranged with CCTV staff to co-ordinate emerging information to officers on the ground as well as its existing use for identification purposes. While this deployment would be an operational decision, Scrutiny Members believe that this would benefit the Police and the Council.
- To CROYDON COUNCIL'S CABINET**
- R4 That street furniture should be secured, refuse and bottle bins frequently emptied, and potential missiles removed from the street.
- To CROYDON COUNCIL'S CABINET**
- R5 That, in line with the recommendations of the Scrutiny Review of Croydon's Night-Time Economy, the Council should consider making mobile lavatories available for hot spots during busy periods (times of very high use), e.g. on weekend evenings in car parks such as Spices Yard, which has no lavatories. Funding for this provision should be explored and could include raising coach parking charges.
- To the SCRUTINY & OVERVIEW COMMITTEE**
- R6 That the role of Street Wardens in relation to the Night-time Economy should be considered by the Scrutiny Sub-Committee for Safe and Inclusive Communities in Croydon as part of the Work Programme for 2004-2005.
- To CROYDON COUNCIL'S CABINET**
- R7 That the proposed "Cultural Quarter" for Croydon should be linked to South End restaurant quarter in South End to enable it to benefit from relevant improvements e.g. planting and signage.
- To the SCRUTINY & OVERVIEW COMMITTEE**
- R8 That an examination of issues relating to the design of shutters on commercial premises should be added to the 2004-2005 Work Programme of the Scrutiny Sub-Committee for a Safe and Inclusive Croydon.
- To CROYDON COUNCIL'S CABINET, CROYDON BOROUGH POLICE & the METROPOLITAN POLICE AUTHORITY**
- R9 That the Council work with the Police and other partner agencies to establish a co-ordinated media strategy which includes the identification of key individuals, especially for incidents occurring outside of office hours, so that partners are informed promptly of significant events (occurrences expected to be of immediate public interest) and Press releases and media briefings of incidents provide a co-ordinated, honest and open picture of events.
- To CROYDON COUNCIL'S CABINET, CROYDON BOROUGH POLICE & the METROPOLITAN POLICE AUTHORITY**
- R10 That all partner agencies work together to review strategies for maintaining security during high profile televised football matches, e.g. the Football World Cup in 2006 and European matches, especially those which could involve an England 'knock-out', and that the Cabinet Member for Public Protection and Crime Reduction reports back to Scrutiny Members on the preparatory arrangements for these in summer 2005.

Specifically the following:

- a) That all partner agencies should share knowledge and work together on risk assessments ahead of, and during public events with the potential for public disorder
- b) Agreement between partner agencies in advance of such public events, on how available resources and staff may best be deployed to support each other, specifically the Police, and thereby contribute to preventing anti-social behaviour from occurring and bringing any disturbances under control quickly with minimum risk
- c) That the Police and the Council's security CCTV centre should continue to develop a close working relationship, maximising the use of available technology as it develops, e.g. the Town Pager System, the Police Radio link, CRAC radio, and the camera network, to ensure that those undertaking risk assessments prior to and during significant events have access to accurate and up-to-date information; and that a senior Council officer is designated to oversee this development and the effective implementation of these arrangements within the Council

To the CROYDON COUNCIL'S CABINET, CROYDON BOROUGH POLICE, the METROPOLITAN POLICE AUTHORITY and the HOME OFFICE

- R11 That a significant increase in the numbers of high-visibility Police Officers should be supported by all partner agencies to enable Croydon Police to provide foot patrols in Croydon's town centre during periods when public order is most at risk and fear of crime is high, especially international football games which could end in an England 'knock out'. This increase should be supported by additional funding in response to Croydon's needs and not as a re-provision from within existing resources.

To the CROYDON COUNCIL'S CABINET, CROYDON BOROUGH POLICE, the METROPOLITAN POLICE AUTHORITY and the HOME OFFICE

- R12 In order to maximise the positive learning and information gained from the experiences of the June 2004 disturbances, the research into the implementation of the new Licensing Act and the Evening & Night-Time Economy, agencies are additionally asked to support this borough as a research area for a study on public order specifically relating to televised football, so that the findings can be applied in Croydon making full and effective use of existing local conditions and resources, and also be available nationally, to improve security arrangements during the 2006 World Cup.

To CROYDON BOROUGH POLICE

- R3 That the facility provided to enable the Police to have a physical presence in the Council's CCTV control room is used at times pre-arranged with CCTV staff to co-ordinate emerging information to officers on the ground as well as its existing use for identification purposes. While this deployment would be an operational decision, Members believe that this would benefit the Police and the Council.

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To the METROPOLITAN POLICE AUTHORITY

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To the HOME OFFICE

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To the SCRUTINY & OVERVIEW COMMITTEE

- R6 That the role of Street Wardens in relation to the Night-Time Economy should be considered by the Scrutiny Sub-Committee for Safe and Inclusive Communities in Croydon as part of the Work Programme for 2004-2005.
- R8 That an examination of issues relating to the design of shutters on commercial premises should be added to the 2004-2005 Work Programme of the Scrutiny Sub-Committee for a Safe and Inclusive Croydon.

3 THE MAIN EVENTS OF 13TH AND 24TH JUNE

- 3.1 Information relating to events in Croydon on these dates was obtained from discussions with the Police, the Cabinet Member for Public Protection & Crime Reduction and the Assistant Director of Environmental, Cultural and Sports Services at a working group meeting on Thursday 5th August and with other witnesses as outlined in appendix one. Members were not permitted to view the video footage of the two events as these were being used in criminal proceedings and to do so could have compromised this process.

Sunday 13th June - England v France Match

- 3.2 This game, the first to be played by England in this group final stage of the tournament, was widely screened by Croydon pubs. Although not a critical point in the tournament on its own, it drew enormous interest countrywide, becoming the most bet on match in British history according to Ladbrokes.
- 3.3 England scored a goal early in the game and maintained this lead through most of the match. France equalised in injury time at the end of the match and then went on to score the winning goal.

- 3.4 At the end of the game, a group of people came out of a pub in Crown Hill, and attacked an on-coming tram, denting a door and ripping off a windscreen wiper. The Police intervened, and a number of people turned on them, injuring two officers, who consequently needed hospital treatment.
- 3.5 **Events following 13th June** News of the previous day's events were prominently reported locally, nationally and internationally with Croydon in the news as far away as Canada and Australia. The Police press release stated that "approximately 400 people were involved in serious public disorder in Croydon Town Centre". The press reporting contained many inaccuracies.
- 3.6 England played and won two matches in the competition after the 13th and prior to 24th June. The Police reported that there was no serious public order on either of these occasions.
- Thursday 24th June – England v Portugal Match**
- 3.7 The outcome of this match, against the host country, was to determine whether England would remain in the tournament.
- 3.8 There were about 3,500 people in various Croydon licensed premises showing this match. Whilst the pubs were busy, there were less people in town than on a typical Friday or Saturday night.
- 3.9 There were significant numbers of Police Officers visible in the street on the night, a welcome sight that should have provided some reassurance to members of the public.
- 3.10 The game included a controversial decision to disallow an England goal and went into extra time. It ended in a penalty shoot-out, which Portugal won with a sudden death goal 6-5.
- 3.11 Disturbances started around 11.00 pm, when the game ended and large numbers of people came out of the pubs at the same time and moved south from the High Street to the Flyover. There was a lot of rowdy behaviour and scuffles broke out. Elements in the crowd were goading Police officers, and there were a couple of arrests. Coins, bottles and other missiles were thrown at the police, who then donned protective clothing and called for reinforcements as more people spilled out of pubs. The Police used forward and back techniques to halt the crowd's progress until reinforcements arrived.
- 3.12 There were also disturbances in South End which adjoins the High Street at the Coombe Road junction. Missiles were thrown through restaurant and other windows. People inside were frightened, and several restaurants and bars locked their doors to protect their customers.
- 3.13 The Police stated that about 200 people were involved in this disturbance, with about 50-70 particularly active individuals. Eight assaults were reported by members of the public and Police officers and there were 42 reports of damage to property.
- 3.14 The Police reported that there was so much traffic on their radio system that night, they could not communicate with the Council's CCTV control room at Taberner House (see 4.5).

The CRAC radio frequency (mainly used by bars and clubs, see 4.4), and the Town Centre Pager system (see 4.6) which operates via mobile phones were not used.

- 3.15 While large numbers of visitors came out of pubs and clubs all over the town centre, the aggression which the Police ended up facing was concentrated in a relatively small area in High Street. This confrontation under the flyover resulted in injuries to two Police officers. (numbers to be confirmed by David C.)
- 3.16 This conflict effectively cut off adjoining South End where anti-social behaviour and criminal damage was also taking place, making it risky for those in the town centre and South End and for those wanting to leave. Many establishments closed their doors to bar access from outside to keep customers safe from the anti-social behaviour in the street.
- 3.17 On a usual weekend night the lack of transport is a major problem for those trying to leave central Croydon. There is a lack of knowledge about the public transport that is available and queues for mini-cabs and taxis can in themselves become problematic. This situation was exacerbated on 24th June because the confrontations between crowds and the Police made it difficult for people to get to the mini-cab offices and pick-up points in the immediate area which is ordinarily a major location for cabs leaving the town centre and South End.
- 3.18 **Disturbances elsewhere in the country** It is important that the events in Croydon are seen in context. On the evening of 13th June, there were disturbances in a number of other towns across Britain, e.g. Birmingham, Cambridge, Boston (Lincolnshire), and Wakefield (West Yorkshire). Towns across Hertfordshire and Staffordshire also witnessed scenes of violence.
- 3.19 Riot police moved into the centre of Birmingham after angry fans began throwing missiles at the screen installed in Centenary Square for the tournament. More than 40 riot police and dog handlers were confronted by 200 people throwing glasses and bottles and climbing over cars on Broad Street.
- 3.20 On 24th June, there were further disturbances across the country. In particular, the neighbouring London Borough of Bromley witnessed scenes of anti-social behaviour, which local police described as comparable to those in Croydon. The London Borough of Sutton also witnessed some anti-social behaviour, but on a smaller scale.

4 LOCAL PREPARATION AND BACKGROUND

- 4.1 This section seeks to provide an overview of the resources available and the considerable amount of work that was undertaken in preparation for Euro 2004 in Croydon and the factors impacting on the co-operation and co-ordination between partner agencies.
- 4.2 A number of resources have been put in place in recent years to improve public safety in Croydon and provide key agencies with the means to control anti-social behaviour in a more strategic manner. They are described below.

- 4.3 **Closed Circuit Television (CCTV)** system run by the Council provides extensive coverage of key positions in the town centre and other parts of the borough. It is operated by trained and experienced staff in the Emergency Control Room. It is one of the largest systems in the country with over 500 cameras being actively monitored. Its coverage of events on 13th and 24th June helped identify the key offenders and provided good quality footage for police prosecutions. (Subsequently, from 1st July to 29th September 2004, its use led to over 86 arrests in the town centre, and 14 in the district centres.)
- 4.4 **Croydon Radio Against Crime (CRAC)** is a Council managed and funded radio system, used very effectively to communicate information between pubs and clubs and the CCTV control room about disturbances or potential trouble-makers in conjunction with the use of CCTV cameras. This system is regularly used to 'nip' anti-social behaviour problems 'in the bud' in partnership with door supervisory staff on the ground in pubs and clubs.
- 4.5 **Dedicated radio link to the Police** with the CCTV control room. Staff have access to four frequencies. This works particularly well if a police officer is deployed in the CCTV control room and by using the 'live' information from the cameras, is enabled to manage anti-social behaviour proactively. This option has been taken up by the Police on numerous occasions, but was not used on 13th or 24th June.
- 4.6 **The Town Centre Pager System** is another tool used by the police and partners as an alert system to facilitate the co-ordination of a possible evacuation from part of, or the whole of the Town Centre. Information can also be communicated through this system on other subjects, e.g. traffic problems. The system has the technical ability to send 250 simultaneous messages to those holding a corporate mobile phone handset. Businesses buy into the pager system and are able to receive and send calls. In an emergency this system can be operated in conjunction with the emergency plan and details the roles of all partners involved.
- 4.7 **Police Community Support Officers (PCSOs)** work alongside their Police Officer colleagues from the Town Centre Unit. They are deployed in two teams of six and usually work as part of a team with Police Constables and a sergeant providing a visible presence in the town centre on Thursdays, Fridays and Saturdays. They work up until midnight on the latter two days (going on until 2 or 3pm if the need arises) and provide reassurance to the public, including club-goers, and to ensure the free flow of traffic. This enhances the ability of mobile patrols to prevent crime and respond to potential disorder incidents quickly.
- 4.8 **Council licensing officers** work closely with their Police colleagues and provide advice to licensees on a range of issues, e.g. the safe dispersal of customers at very busy times, the use of CCTV systems to monitor and manage any early signs of trouble. They actively encourage good partnership work and pre-planning between the pub and club managers and officers responsible for keeping the area safe.
- 4.9 **Specific preparation for 13th June** Police Officers reported that a full risk assessment was carried out prior to Euro 2004. There was no intelligence, regarding a possibility that anything unusual might occur.

- 4.10 Prior to the Championship a letter was sent by the Croydon Police Licensing Officer to all licensees intending to promote the Football Championship, urging the use of a range of measures to reduce disorder and maximise customer safety. These included issuing pre-sold tickets to gauge likely numbers of customers and setting limits if necessary, using an appropriate number of screens to minimise overcrowding and serving drinks in plastic glasses and advising that no extensions would be granted to licensing hours.
- 4.11 All establishments were visited, and the Licensing Officer advised against special drinks offers on the day of England matches. Compliance with these measures was generally widespread. However, some establishments did offer special promotions on drinks, including Snake Bite (cider and lager) at £1.50 per pint.
- 4.12 Following the events of 13th June, the police called a meeting with the management team of the chain that own the Crown Hill pub outside which that night's disturbances occurred. The team were offered the opportunity to submit a revised operational procedure for the pub concerned, or face the threat of closure. Additional measures were consequently put in place.
- 4.13 Prior to the match of 24th June, all licensees intending to screen the game were again visited by the Police.

This time, the police issued instructions (these were based on the continuance of good relationships and not legal powers), insisting that licensees serve drinks in plastic containers and that all premises use trained and registered door staff. Failure to comply would result in a closure notice being served. Extra Police Officers were also deployed.

- 4.14 **Determining Risks Associated With Football Matches** Croydon Police have acquired considerable expertise in maintaining safety during football matches at Selhurst Park. In partnership with Crystal Palace Football Club and visiting league clubs, they work with stewards and spotters to identify and deal with any anti-social behaviour at an early stage, in and around the stadium. This is a pre-planned event.
- 4.15 The experience and knowledge used in policing large crowds in and around football stadia, can be directly applied to the public screening of big competitions but there are obvious differences and therefore the 'how' needs to be different. Matches at local grounds focus on two known clubs and their supporters and are held on private land with controllable entrances and exits.
- 4.16 International matches are followed with enthusiasm by many more people than the total of active football club supporters, and although most are usually screened in private premises, these lead directly onto public thoroughfares in locations that do not cater for football fans as areas around football grounds ordinarily do.
- 4.17 The principals of risk assessment are the same even if the number of variables is larger and more complex. Visitors drawn to pubs and nightclubs to watch international games are a different group of people but include the 18-25 year old men whose behaviour is often problematic on football club terraces.

The sale of alcohol is not permitted in sight of the playing area in most grounds while of course it is the main activity in licensed premises.

- 4.18 The concentration of 'vertical drinking venues' (few seats, mostly standing) in a relatively small geographical area has been consistently identified as undesirable in terms of public safety in night-time economies, e.g. by Sheffield Police, the Scrutiny Review of the Night-time Economy, June 2003 and in the report commissioned by the Safer Croydon Partnership, 'Reducing the Opportunities for Violent Crime in Croydon's Evening and Night-time Economies' February 2004.
- 4.19 It was recognised that the anger felt after both the France and Portugal games was in part due to the specific circumstances during the matches. England lost their winning position to France at the very end of the game, after an hour of being in the lead. In the Portugal match, a goal was disallowed and the game was lost after going to sudden death penalties. These factors could not have been foreseen and demonstrate the difficulty inherent in risk assessments. However controversial decisions by referees are not unknown, especially where a national pride is concerned.
- 4.20 A risk clearly does exist if patrons all leave at the same time and are frustrated and/or feel cheated. While one would not want to assume that a disappointing football result would give rise to spontaneous anti-social behaviour, after all the majority of those watching in Croydon and elsewhere did not behave in this way, the possibility should not be discounted given the history of football in England. Although the Police classified the situation as low risk on 24th June and also at the two intervening England matches, in the light of events on 13th June they deployed Level 2 trained officers - those with additional public order training.
- 4.21 This increased risk was identified by one High Street pub manager, who in common with other publicans had been advised by the Police licensing sergeant, established his own strategy for the safety of his customers. If England lost he would bar access to the pub from outside to exclude any aggressive passers-by, but would open the doors as usual if England won. Other publicans foresaw that an England defeat would present a higher risk, as did some respondents to the survey carried out as part of this investigation (see appendix B), albeit that this was reported after the event.
- 4.22 While no-one consulted during this investigation condoned such behaviour, it was widely recognised that some individuals, upset by the defeat of 'their' team projected this anger and frustration onto innocent parties and property. The extension of both games into extra time served to lengthen the time people spent drinking and probably contributed to loss of inhibitions exhibited by those who had drunk a great deal of alcohol.
- 4.23 Working group Members share the reaction of Croydon Police, as reported in the press after the events of 13th June: "It is totally unacceptable for police officers to be injured as a result of a small minority of people reacting to a football result in this manner".

- 4.24 While the probability of such a risk cannot be forecast, the possibility needs to be taken into account in preparing for maintaining safety during significant sports events, to ensure that visitors to the town centre remain safe and return home safely, regardless of the outcome of a football match. The management of the night-time economy is not just a matter for the Police, but as pointed out in the 2004 report quoted above, the best chance to develop sustainable and safe night life is via mainstream policies. Croydon's Local Strategic Partnership has been acknowledged to be a model of good practice and the Community Strategy is its main tool for achieving its aims. Section 6.4 of this document deals with Reducing Crime and Disorder - Making Croydon a safer place.
- 4.25 An additional question raised by the working group during the investigation, was where would known football hooligans, banned from attending matches at home and/or abroad, go? The Police think it very unlikely that they would be actively involved as those named on banned lists are required to report to Police stations at key times.
- 4.26 The resources described at the beginning of this section were not all used to the full on the two dates in question. This may have been due to the perception that there was no risk for which to prepare, due to the lack of any specific intelligence, but some action was taken e.g. bins were removed on request.
- 4.27 Some of the questions this in turn raises are:
- Should detailed special arrangements be prepared for such events?
 - What would be the trigger point for using the town centre pager and other systems to alert partners and try co-ordinate the safe dispersal of crowds?
 - Could the 'staggering' of departures from pubs and clubs be effectively co-ordinated?
 - Under the new licence arrangements will Council officers be able to be as robust as the Police when speaking to Licensees?
- 4.28 If disturbances do get underway, there is little opportunity to start planning and co-ordinating if systems are not already established. Forward planning and partnership work involving all stakeholders, e.g. Council Officers, the Police, pub and club managers, needs to take place to establish clear roles and agree contingency plans to address risks if and as they arise during the course of significant events.
- 4.29 The Working Group welcome recent assurances from the Safer Croydon Partnership that it will put in place a robust and co-ordinated plan ahead of World Cup qualifying games, and that shop keepers and businesses will be consulted and given appropriate advice regarding risk assessments and crime prevention in the future.
- 4.30 **Reaction to the Disturbances** On 28th July, a meeting organised by the Croydon Chamber of Commerce brought together key Council Cabinet Members, Senior Council Officers, Senior Police officers and representatives of businesses from the South End Traders' Association. (See notes of this meeting in Appendix A). As can be seen local traders expressed serious concerns for their future safety and prosperity and were very concerned that police did not put a stop to anti-social behaviour and criminal damage in the South End area during the disturbances.

Their view was that damage to property may have been under-reported because many businesses are no longer able to get insurance cover for their windows due to the frequency of breakages in the South End and High Street area.

- 4.31 During the course of this investigation, comments were sought from members of the public via a questionnaire (see Appendices B and C), and at an open meeting on 9th September. The views expressed concerned public order on the evenings of the two disturbances, and what respondents felt would protect and reassure them.
- 9 respondents to the Scrutiny survey (10%) suggested in the comments section of the questionnaire that greater security would be achieved through a stronger police presence
 - During the open consultation session, members of the public stated they felt very reassured when they saw police officers walking in the streets and police cars regularly patrolling (police action which was also noticed during the Councillors' town centre visit on 8th September).

5 LICENSING - OPPORTUNITIES AND THREATS UNDER THE NEW ACT

- 5.1 In the course of this investigation working group Members became familiar with the changes to local licensing under the Licensing Act 2003, should begin to be implemented in February 2005. These provide opportunities for using the new powers to enhance the local authorities influence on the development of licensed premises in the borough but there are also issues which could impact negatively on Council revenues.

5.2 Potential for improved management arising from the Licensing Act 2003

The Council has recently concluded its consultation on its draft Licensing Statement as required under the Licensing Act 2003.

The policy suggests that the number of licensed premises in the Town Centre has reached 'saturation point' and that the Council should consider adopting a 'special policy' as far as this particular area is concerned. This would mean refusing new pub or club premises certificates because the area is saturated with licensed premises and the granting of any more would undermine one or other of the four licensing objectives of the new Act, which are:

- Preventing crime and disorder
- Public safety
- Preventing public nuisance
- Preventing children from harm

- 5.3 The results of the Scrutiny survey (see Appendix C) suggest that there would be some support for such a policy: 9% of respondents raised the need for a far greater variety of entertainment in the town centre, stating that the area, which is currently seen to focus on drinking venues for 18-25 year olds, should be made far more 'family-friendly'. This was a recommendation in the Scrutiny Night-time Economy review which was agreed by Cabinet on 7th June 2003, and in the Safer Croydon Partnership commissioned report, 'Reducing the Opportunities for Violent Crime in Croydon's Evening and Night-time Economies'.

- 5.4 The inclusion of a saturation policy within its Licensing Statement will enable the Council to refuse licenses to new vertical drinking establishments on the grounds that they will add significantly to the saturation.
- 5.5 Special events, including football match screenings, would be one of the matters applicants would be required to address in the 'operating schedules' of their application for a license, to meet the four licensing objectives listed above when operating their premises. The showing of sports events is not in itself licensable.
- 5.6 The operating schedules to be drawn up by applicants seeking new licenses or variations to existing ones will also need to address the provision of user-friendly night-time transport information and advice to help people get home promptly and safely, the promotion of environmental issues such as litter removal in and around their premises, the prevention of crime and disorder or nuisance in, and within the vicinity of, the establishment, and safety promotion. The operating schedule will form part of the license in the form of enforceable conditions.
- 5.7 **Resource Implications** While offering the potential for establishing a licensing regime which reflects local conditions and priorities as well as the Council's Vision and Values, this new legislation also presents a resourcing challenge to the Council at a time when it is facing both a boom in the night-time economy and associated anti-social behaviour, and severe financial constraints. The working group received the following information about proposed resources for implementing this new Act.
- 5.8 To implement the legislation in Croydon, five new staff have been budgeted for, three administrative and two technical / professional. The key staffing issue for the team will be to have officers in post and fully trained on the implementation of this complex Act by 7th February 2005, when the processing of new licensing applications commences.
- 5.9 The challenge for Council licensing officers will include determining 1,000 applications for alcohol licences, which had previously been processed by Local Magistrates. Any straight-forward applications to convert existing alcohol licences will be dealt with swiftly under delegated authority. However, it is anticipated that approximately 600 establishments will also apply for a variation to their existing licence to extend drinking hours. It is anticipated that few are likely to apply for 24 hour licences other than establishments showing sports live which include events being staged in the Far East, Australia and New Zealand.
- 5.10 Any such applications for variations will entail Licensing Committee hearings, relevant committee reports and consultation processes. If not determined within two months, they will be deemed to have been refused and may be referred to the Magistrates' Court on appeal. If, as many believe likely, appeals are upheld, Croydon Council will be liable for solicitors' and court costs, which usually amount to several £1,000s per case.
- 5.11 The new legislation requires licensees to obtain both a premises licence and a personal licence for any member of staff serving alcohol.

Premises licences are required for the sale of alcohol, entertainment and late-night refreshment (not all premises will offer all three). The Government has indicated that the fees for premises and personal licenses will be fixed nationally and Councils will not be permitted to vary them.

- 5.12 Whilst confirmation from the Government of the exact fee structure is still awaited, the most recent guidance indicates that the fees are likely to be based on the business rateable value of the premises, and that they will range from about £150 to £500 in the first year, and about half of this amount in subsequent years. The average business rateable value of Croydon's 1,000 licensed premises linked to the Government's proposed fee band structure means that the typical premises' licence fee in Croydon will be closer to £150 (unless the establishment has to pay a variation fee for any major change in the way it operates).
- 5.13 Whereas this will mean an increase for small establishments which can pay as little as £30 under the existing regime, this will represent a significant saving for large establishments whose current fees run into thousands of pounds.
- 5.14 It is estimated that in the first 2 years of operation of the Act, the Council will **lose** around £150,000 in income. After the first two years it is estimated that the annual licensing income from alcohol, entertainment and late-night refreshment will be around £90,000.
- 5.15 These changes will impact significantly on the Council's ability to generate income to cover the administration and enforcement costs of the new licensing regime. Thus, while the Council will have had the opportunity to create a licensing system which reflects local priorities, it may find its ability to enforce conditions on operating schedules and to address the risks inherent in newly extended drinking hours severely constrained as a result of reduced income.
- 5.16 **Alcohol Consumption and Football** Alcohol has widely been acknowledged to be a key factor underpinning anti-social behaviour in the context of football. The drinking of alcohol certainly seems to be an element of the 'football culture' (39% of respondents to the Scrutiny football survey stated they liked watching football while having a drink, as shown in Appendix C), this is also the case with other groups e.g. rugby fans. They are also known for drinking large amounts of alcohol, but anti-social disturbances are a much rarer outcome. Obviously the numbers involved in following international soccer matches are significantly higher and this and the constant media attention may also be important factors.
- 5.17 However football can provide examples more akin to the rugby pattern. The 'Tartan Army' and the Danish "Roligans", have made it their 'brand image' to support their national teams through joyful, but generally drunken behaviour, do so without getting involved in serious anti-social behaviour. Other sports, and national celebrations are also associated with very heavy drinking, but not with anti-social behaviour.
- 5.18 Thursday, Friday and Saturday nights in Croydon attract a large number of visitors to the town centre who consume a very large amount of alcohol, but it is still a tiny minority who actually perpetrate serious anti-social behaviour.

Police action both during football tournaments and during ordinary weekends have successfully prevented scuffles from escalating through a firm appeal to individuals' reason and good will, thus making a confrontation unnecessary in the majority of cases, but dealing robustly with the few when necessary.

- 5.19 While these examples serve to illustrate that alcohol consumption on its own is not as significant a factor in the eruption of large scale anti-social behaviour and criminal activity as the working group may have previously thought, the potential for trouble is present. The working group expressed grave concerns about the health impact in years to come, of the current culture of some young people who drink very large amounts of alcohol during weekends.
- 5.20 At the Scrutiny public consultation event of 9th September, participants highlighted a need to ensure that schools and the media find ways of helping to transform attitudes towards drinking, thereby making young people change their behaviour as a result of a new awareness of the risks of excessive drinking.
- 5.21 **Awareness-Raising Regarding the Consumption of Alcohol** Information received regarding educational work in the borough shows that this is being carried out through a four-pronged approach, focusing on young people, treatment, communities and availability of drugs and alcohol.
- 5.22 Work in schools forms part of the programme of Personal, Social and Healthy Education which is a key element of the Citizenship Studies curriculum, and assessment is carried out against the criteria of the National Healthy Schools Award set by the NHS.
- 5.23 Educational and support work is also taking place in communities to reinforce messages communicated in schools. In particular, the nationwide Community Against Drugs initiative, which was launched in 2001, has funded a number of projects providing support to vulnerable groups in the borough.
- 5.24 However, assessing the effectiveness of work being carried out is a real challenge in view of the many personal, social and cultural factors which influence drinking behaviour. The Council is therefore keenly following the progress and outcomes of 'Blueprint', a national research programme aiming to evaluate the effectiveness of multi-component approaches to drug and alcohol education, which it is hoped will inform the future development of educational work in this field in England.

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| R1 | <p>That adequate resources be dedicated to the implementation of the Licensing Act 2003 so that the new legislation can be used effectively to:</p> <ul style="list-style-type: none"> • Support the implementation of the Council's Vision and Values • Manage alcohol consumption and the risk of anti-social behaviour during the extended drinking hours to which the new legislation will entitle pubs and clubs • Promote the development of a wide range of entertainment and a family-friendly environment in the town centre to appeal to a wide range of ages and tastes less focussed on alcohol consumption |
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- Enforce conditions on pubs' and clubs' licensing operating schedules aiming to help people to get home promptly and safely, e.g. the provision of information on night-time transport

6 COUNCIL SECURITY, ENFORCEMENT AND ENVIRONMENTAL ISSUES

- 6.1 Personal safety is the most important priority for a good quality of life for Croydon residents as reflected in 'Listening to Your Views', a statutory 'quality of life' consultation exercise carried out in autumn 2003 on behalf of Croydon Council. It had represented the top priority for 60% of residents in recent surveys ascertaining local priorities, a figure which rose to 72% when respondents were asked to identify factors for making somewhere a good place to live. This survey also indicated that 44% of residents questioned, felt that improvements were required in Croydon to attain a low level of crime in the borough.
- 6.2 **Reorganisation Of Regulatory, Enforcement And Operational Safety Matters** Following the creation of the Environmental, Cultural and Sports Services Department in October 2003, it was agreed that regulatory, enforcement and operational crime matters should be brought together under 'one umbrella' within a new Environmental Health / Trading Standards and Crime Division so as to share best practice and provide improved services at reduced cost.
- 6.3 It is hoped that the work of this new division will be further enhanced with the setting up in September 2004 of a Partnership Problem Solving Group, which is a joint Council and Police initiative to tackle crime related matters. This group aims to take a longer term look at safety issues, to solve local issues as well as their underlying causes, and to add value to existing work without duplicating it. Agencies involved in the Group will be expected to deliver agreed actions and to commit resources to the work of the partnership. It is hoped that this group will have a significant input into preparations for the 2006 Football World Cup, to ensure that this proves to be an enjoyable event for all, residents, businesses and visitors to Croydon.
- 6.4 The CCTV service is currently run from two Control Rooms on different floors in Taberner House. One Control Room deals with CCTV surveillance in Central Croydon and a wide variety of other non-CCTV related duties e.g. the Emergency Out of Hours contact point for Social Services. The second Control Room deals specifically with CCTV surveillance outside Central Croydon.
- 6.5 In order to make better use of staff resources, space and equipment, it is proposed that the two Control Rooms are brought together into one room containing screens linked to over 500 cameras, to rationalise the functions and enable the teams to focus on their core CCTV activities on the lower ground floor.

- 6.6 Subject to consultation, this new division will include a new Mobile Security Team and Emergency Control Room Team. It is currently proposed that the staffing establishment of the latter, currently 24 full-time employees, be reduced to 15, which together with other changes to their roles, should enable a full 24 hour service to be retained.
- 6.7 The work of the CCTV team would be complemented by the support of the proposed new Mobile Security Team, whose role would be to provide a proactive 24 hour security service and public reassurance role, carrying out duties designed to prevent crime and disorder. In addition, these staff will be responsible for providing a security response service to support other Council staff e.g. those on patrol, and respond to calls for assistance from the public concerning any crime or disorder.
- 6.8 During a visit to the CCTV control centre, the working group enquired how many staff would be responsible for monitoring the CCTV screens at any one time. This interest was founded in part on previous work in connection with the Scrutiny Review of Croydon's Night-Time Economy, which recommended that: 'In view of the growing night-time economy and workload to be covered at night-time (...), that the Council consider providing additional staffing support in the Security and Emergency Planning Section'.
- 6.9 It was explained that the number of monitoring positions would be reduced from the current five (three on the ground floor, and two in the basement) to three, and that the new combined CCTV control room would consequently be run in mainly shifts of three staff. The Working Group expressed disappointment at the fact that the above recommendation to enhance staffing resources, which had been approved by Cabinet, has not been implemented. They also voiced grave concerns over the proposals to monitor CCTV cameras and operate other systems such as the Police Radio link, the pilot schools monitoring system, and the Social Services' Out of Hours Emergency Duty Team telephone calls in rotas of a maximum of only three employees.
- 6.10 Furthermore, this reduction may hamper the CCTV Control Room's ability to accommodate Police colleagues, who can make effective use of the facilities during specific operations.
- 6.11 In recognition of the importance of CCTV to the safety of the borough, and to its effectiveness in obtaining evidence to deter or prosecute anti-social behaviour and criminal activity, the Scrutiny Sub-Committee for a Safe and Inclusive Croydon will propose to include scrutiny of this function in this year's Work Programme.
- 6.12 In addition to this proposed work, the working group wish to make recommendations to ensure that the CCTV Control Room has the necessary resources to support the further development of systematic co-operation between Council and Police staff during major events in Croydon.
- 6.13 **Providing A Pleasant Night-Time Environment** While making an area safe and welcoming to all visitors can involve direct action such as more visible policing, the working group felt that the maintenance and enforcement of high environmental standards also sent out messages about acceptable standards of behaviour, a more indirect but nonetheless powerful message.

- 6.14 A failure to address the challenges of litter and other waste may discourage visits from people who value a reliably clean and safe environment and feel threatened in an environment which has litter, graffiti and excreta. It may actually foster anti-social behaviour, as the apparent lack of care and action of local agencies in this regard suggests that no action will follow anti-social behaviour and unwittingly contradicts Council messages emphasising the importance of having a clean, safe and welcoming environment.
- 6.15 At the Chamber of Commerce meeting of 28th July 2004, where local businesses had an opportunity to voice their concerns about the events of 13th and 24th June, much discussion focused on criminal damage suffered on 24th July, particularly to windows. Concerns were also strongly expressed by many participants on the environmental damage caused by individuals dropping litter, urinating, etc., its potential to discourage visitors to Croydon and the sheer unpleasantness of having to clear up human waste on and around their premises.
- 6.16 These concerns had already been identified in the Scrutiny Review of Croydon's Night-Time Economy (NTE). Its recommendations were accepted and approved by Cabinet on 7th June 2003, but have not all been implemented. The NTE Review recognised that the significant growth in the night-time economy, 115% between 1995 and 2003, had not been matched by an increase in services. The recommendations included:
- Using a new range of bins, fixed to the ground and preventing access to litter, which would prevent access to discarded glass bottles and other potential missiles.
 - Exploring how best to improve public conveniences in the town centre, particularly during the weekend, being mindful of recent innovations such as mobile units and rising pissoirs.
 - Using licensing conditions and legislation such as the Environment Protection Act 1990 to ensure that businesses or landowners clear litter from outside premises and wash down pavements in their immediate vicinity on a regular basis
- 6.17 This investigation into the June 2004 football disturbances revealed that action is still required on these recommendations. For example many sources confirmed that on 24th June a bin from the side of a pub had been brought out on to the street in order to gain access to its contents for use as missiles.
- 6.18 The experiences of residents, visitors and traders given in the course of this investigation and the working group's observations during their town centre visit on 8th September suggest that action to prevent anti-social behaviour such as urinating in public places is perhaps more urgently needed than ever before.
- 6.19 Examples of approaches used by other Councils include:
- Westminster Council has successfully piloted a variety of different designs of urinals since 2001, and provided extensive information to the public on where these are situated
 - Wrexham Council (North Wales) gives offenders a choice between clearing up after themselves or facing arrest

- In Guildford the Surrey Police and the local authority ran a major initiative in tackling anti-social behaviour (see section 8). Their 'Clean Streets Campaign' involves the use of a specially-designed water bus, a vehicle carrying cleaning equipment, with a water bowser attached. A yellow and red card system has been introduced and offenders are asked to clean up after themselves.
- 6.20 The working group supports the provision of urinals, particularly near the Spices Yard car park, in South End, where the need for such facilities has been highlighted by local traders. The traders have witnessed coach loads of young people arriving for a night on the town and relieving themselves in the back of their premises which adjoin this car park. Therefore the working group suggest:
- A rise in coach parking fees in this car park to contribute towards funding lavatories for use by their passengers
 - CCTV coverage to deter, or document any acts of vandalism against such facilities
- 6.21 While members of the working group acknowledged that the Council has a responsibility to provide good quality cleansing services, it was also felt that visitors have a duty to respect the environment, and that work needs to be done to communicate this message and to discourage anti-social behaviour. While it was acknowledged that this might not be a task for the police, it was suggested that work on discouraging such behaviour should be part of the remit of the Council's Street Wardens.
- 6.22 The impact of extended drinking hours when the Licensing Act 2003 comes into force on 7th February 2005, will challenge Council officers in co-ordinating enforcement action with licensing hours, officer shifts and cleansing rotas. Whichever approach Croydon Council decides to adopt, a decision will have to be made about how, and by whom, any measures will be enforced.
- 6.23 The working group are keen to see increasing numbers of people patronising the restaurants and other venues in South End, but are conscious that the appearance of the evening environment, observed by themselves and local businesses to be dirty and run down, could be putting off potential customers.
- 6.24 Therefore, in addition to enforcement action to deter visitors from littering streets, positive action should be taken to highlight the economic significance and potential of this area. The proposed 'Cultural Quarter' from East Croydon to Surrey Street, should extend as far as South End in recognition of its wide gastronomic variety, so that the area could benefit from environmental improvements that a cultural quarter would attract, e.g. attractive planting. While we have been advised that Planning considerations prevent an extension of the actual cultural quarter in this way, a strong case for the benefits of positively linking the two areas is made in the already quoted 'Reducing the Opportunities for Violent Crime in Croydon's Evening and Night-time Economies' report.
- 6.25 **Shutters On Commercial Premises** Reports of the events of 24th June said that dozens of windows were damaged in South End after the match with Portugal.

At the Chamber of Commerce meeting of 28th July, many local businesses expressed serious concerns about the future safety and prosperity of their businesses in view of the widespread window breakage and the increasing difficulty in obtaining any window insurance cover and the high cost of replacement panes.

- 6.26 This point was followed by a discussion on the installation of shutters to protect traders' premises. It soon became clear that there was confusion about the planning permission requirements and processes. The Council Officer explained that while internal shutters do not need planning permission (not effective at protecting glass) external shutters do require planning permission. Council-approved shutters do not include the type of roll-down shutters which present a completely solid surface covering the whole shop-front, as these have been shown to attract graffiti, make an area appear extremely bleak and run down after closing time and evoke an atmosphere of social and economic decline.
- 6.27 This confusion and a lack of awareness of planning regulations on the installation of window shutters suggested that further proactive publicity and the reinforcement of accurate easily understood information is needed. Planning permission for the installation of effective external shutters can be obtained, but will not be granted for solid steel shutters which have a negative impact on a locality. Since this meeting the Planning Department have looked at this issue and many improvements to the information they provide have been made.
- 6.28 The Planning and Transportation Department have issued Supplementary Planning Guidance (Shopfronts Security SPG No1 addenda - adopted 12th July 2004) outlining advice and guidance on shutters, as well as a press release (dated Thursday 29th July 2004) highlighting this advice and sources of further information. This includes advice on toughened and laminated glass as well as window design which would provide additional protection to premises. The Police, often a business's first point of contact when reporting criminal damage, also play a significant part in providing advice, information and reassurance to businesses on the installation of shutters.
- 6.29 The working group agreed that this matter needs to be investigated further, and proposed that this should be undertaken within the Scrutiny Work Programme for 2004-2005.

To CROYDON COUNCIL'S CABINET

- R2 That the design of the future combined CCTV control at Taberner House should incorporate at least 3 dedicated monitoring positions for three security staff, **and** one monitoring position to be available for Police use.
- R3 That the facility provided to enable the Police to have a physical presence in the Council's CCTV control room is used at times pre-arranged with CCTV staff to co-ordinate emerging information to officers on the ground as well as its existing use for identification purposes. While this deployment would be an operational decision, Members believe that this would benefit the Police and the Council.

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| R4 | That street furniture should be secured, refuse and bottle bins frequently emptied, and potential missiles removed from the street. |
| R5 | That, in line with the recommendations of the Scrutiny Review of Croydon's Night-Time Economy, the Council should consider making mobile lavatories available for hot spots during busy periods (times of very high use), e.g. on weekend evenings in car parks such as Spices Yard, which has no lavatories. Funding for this provision should be explored and could include raising coach parking charges. |
| R6 | That the role of Street Wardens in relation to the Night-Time Economy should be considered by the Scrutiny Sub-Committee for Safe and Inclusive Communities in Croydon as part of the Work Programme for 2004-2005. |
| R7 | That the proposed "Cultural Quarter" for Croydon should be linked to the South End restaurant quarter to enable it to benefit from relevant environmental improvements e.g. planting and signage. |
| R8 | That an examination of issues relating to the design of shutters on commercial premises should be added to the 2004-05 Work Programme of the Scrutiny Sub-Committee for a Safe and Inclusive Croydon. |

7 MEDIA COVERAGE OF THE DISTURBANCES

- 7.1 News of the disturbances in Croydon and elsewhere on 13th June were prominently reported locally, nationally and internationally. Reporting by Reuters after the game with France put Croydon in the news as far away as Canada and Australia.
- 7.2 The Police press release issued in the early hours of 14th June reported that, "Approximately 400 people were involved in serious public disorder in Croydon Town Centre".
- 7.3 Working group Members expressed some concerns regarding (remove 'the accuracy of') the numbers quoted in the press coverage, as another Police quote regarding the injuries sustained by 18 officers suggest that the numbers involved in the disturbance may have been (remove 'significantly') lower:
 "It is totally unacceptable for police officers to be injured as a result of a small minority of people reacting to a football result in this manner".
- 7.4 In contrast, the disturbances of 24th June which led to extensive criminal damage and injuries to two police officers, the press coverage was by comparison to that following 13th June, insignificant. The Police press release issued in the early hours of 25th June, stated that:
 "Police dealt with some minor disorder in Croydon following the England v Portugal match. The disruption was dealt with swiftly, resulting in a handful of arrests and minor injuries."

- 7.5 On Thursday 5th August, the BBC followed up the events of 13th June and 24th June, reminding the nation of the 400-strong incident of 13th June, and reporting details of forthcoming prosecutions.
- 7.6 Members of the working group noted some very misleading information in the press reporting of the first disturbance. A photo in the London Evening Standard of 14th June showed a picture of a burning car in an article focusing on Croydon. Further inspection revealed the incident actually took place in Boston, Lincolnshire. Another photo in the national press showed boarded-up premises in Croydon. While the photograph was contemporary the text failed to point out that the establishment had been closed for a considerable period of time for reasons unrelated to the football disturbances.
- 7.7 The reporting of the events of 13th June in particular presented a challenge to senior key Council staff and the Chief Executive of Croydon Marketing and Development. They had not been informed of the events or of the Police press release when they arrived at work on 14th June, and were immediately faced with queries on the disturbances. Members observed that such a risk may remain if action is not taken to improve communication within the Council - many of whose officers work only during office hours - and partnership work with other agencies and with the Police, who operate 24 hours a day.
- 7.8 An issue posed by the media reporting of these events is the long-term effect on Croydon's image and prosperity. Widespread reporting of the disturbances nationally and internationally is bound to discourage prospective businesses and residents from choosing Croydon as a location for a home or business.
- 7.9 Members acknowledged that it is the remit of the press to inform the public of incidents as they happen. However, local agencies need to be mindful of the impact of information they provide through press releases and of the potential and tendency for the wider media to inflate the material provided. Misleading press articles (see the overview of international media coverage of football in the table below), do fuel residents' fear of crime and awaken doubts that they can spend a safe and enjoyable evening in Croydon. Where such exaggeration is inaccurate it needlessly damages the reputation of the town.
- 7.10 Metropolitan Police policy states "It is our policy to be open and honest in dealing with the media and respond to their inquiries within their deadlines as far as possible." And "inspectors and above are authorised to speak to the media about their own areas of responsibility." Members would expect partner agencies to support this policy and recognise the difficult position of senior officers 'on the spot'.
- 7.11 A joint agency media strategy is recommended so that communication and co-ordination within and between agencies is more responsive. This would involve the identification of the key personnel for each agency and agreeing how, when and to whom what kind of information should be passed. Such a strategy should also inform the training and support given to the officers identified as having this responsibility.

NATIONAL AND INTERNATIONAL MEDIA COVERAGE OF FOOTBALL INCIDENTS

Research on football hooliganism acknowledges the significant role the media plays in exaggerating reports of disturbances nationally and internationally. While there have been some welcome exceptions to this trend (see the end of this table), this hype has been seen to harm the reputation of the towns and fans concerned, and to encourage hooligans through extensive coverage of their actions.

In response to these trends, in the study "Football Hooliganism - The Wider Context" author Roger Ingham recommends that the media should reduce their tendencies to:

"sensationalise, inflate, exaggerate and amplify their stories", advocating, "more accurate reporting of events, more careful choice of descriptive terminology, greater efforts to place the events themselves in an appropriate context".

The role of the media, in the context of football hooliganism, was raised in a recent report to the European Parliament on football hooliganism by the Committee on Civil Liberties and Internal Affairs, which recognises that,

"The media act as magnifiers - they magnify acts of violence and provoke further acts of violence".

A glimmer of hope and a suggestion that this international problem can be overcome through local solutions, stems from the Scottish context, where fans have developed a new non-violent but entertaining image through 'the Tartan Army' of football fans. The Scottish media has played a part in this transformation, producing good stories and underplaying any trouble involving Scottish fans. Another example of a positive fan image supported by the media, is the case of Danish 'Rolligans', football fans famed for their positive, carnivalesque behaviour (despite their high alcohol consumption), a positive image reinforced in turn by the Danish media.

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| R9 | That the Council work with the Police and other partner agencies to establish a co-ordinated media strategy which includes the identification of key individuals, especially for incidents occurring outside of office hours, so that partners are informed promptly of significant events (occurrences expected to be of immediate public interest) and Press releases and media briefings of incidents provide a co-ordinated, honest and open picture of events. |
|----|---|

8 RESEARCH

- 8.1 The Working Group examined information on good practice in international football tournaments, and drew insights from an evaluation of police operations during the Euro 2000 football tournament carried out by Otto Lang and Christine Cuvelier, as well as an evaluation of the impact of policing during Euro 2004. These were of course live matches.

- 8.2 All of the authors stressed the crucial importance of good Risk Assessments and that the process needs to take into account the dangers inherent in particular matches. Dr. Stott of Liverpool University who briefed Members on his first hand experiences in Portugal and other European locations, specifically identified those matches presenting the highest level of risk as those which:
- Either pitch two groups which have a history of ethnic, political or other conflict against each other, against a background of extensive media hype
 - Or a critical game which will lead to the departure of a team from the tournament
- 8.3 The research studies highlighted that visitors attending a town for a football competition game can feel welcomed or resented. This impression is in part conveyed by the local authority, local residents and traders. If the impression made is welcoming the visitor's presence is legitimised and he or she is likely to identify with appropriateness of public safety and other measures. If some visiting or local elements do begin to cause trouble, proportionate action by the Police or other authority will be accepted and supported as appropriate.
- 8.4 By their necessary presence, Police form part of the crowd dynamics. Therefore policing styles have been included in studies and researchers refer to 'high' and 'low' profile policing and have looked at the very different outcomes which they can produce. An outline of this work is summarised below.

HIGH AND LOW PROFILE POLICING

The following information emerged from work carried out by Adang (Adang 2000) who involved experienced police officers from other forces in the evaluation of large scale police operations, and from an evaluation by Otto Adang and Christine Cuvelier of the police operations during the Euro 2000 football championships held in Belgium and the Netherlands (Adang and Cuvelier 2001). Reference was also made to preliminary results of a formal evaluation of policing carried out during Euro 2004. Research findings point to a contrast between two styles of policing, namely 'high' and 'low' profile policing.

Low profile policing involves the visible deployment of police, including uniformed officers who can make high levels of informal contact with the public, the deployment of plain-clothed officers who as part of the crowd can gauge and monitor any developments and provide evidence, and the use of 'spotters' to identify known hooligans or potential trouble-makers. When unacceptable behaviour emerges low-level consistent action is taken e.g. issuing warnings.

Thorough preparation conducted by police in partnership with football bodies involves acquiring an understanding of the 'culture' of the visiting team. In international matches police officers from the visiting country will usually assist local police in assessing specific situations which may be unfamiliar to help with defusing potentially dangerous situations wherever possible. If a scuffle or anti-social behaviour does develop, police tackle the problem while it is still insignificant and requires modest resources, bringing the situation under control through warnings, conflict resolution or arrests as appropriate. This leaves potential victims feeling safe and all who witness this action with the view that the Police action is safeguarding their interests.

The emphasis on creating a welcoming and relaxed environment, where fans feel accepted both by police and locals, as well as protected against perceived dangers of aggression, has lead police observers to note that fans tend to start 'self-policing' and resolving problems amongst themselves.

Questionnaires completed by England fans during 2004 showed that they felt safe and welcome, and able to communicate with uniformed police on the streets. This two-way communication provides the Police with current information which helps them to focus their deployment more effectively. This technique was used in most of the Euro 2004 games, and proved successful, with the arrest of only one English visitor.

High profile policing does not usually involve the same level of detailed preparation as the 'low level' approach. Policing levels on the streets are often three times higher but actual contact and interchanges between police officers and people in the street is

typically considerably lower. Consequently, a 'them and us' ethos can prevail and the police have less access to current information on developments within the crowd.

Less information from the crowd can mean that small disturbances have a chance to develop before they are identified and will need a higher level of action to be quelled. If reinforcements are needed, a delay before they can reach the scene, may expose police officers to considerable danger and oblige them to take defensive action. A situation of this nature can result in bystanders being caught up with the aggressors and receiving the same treatment. This will be perceived by innocent parties as unfair, illegitimate and disproportionate. If a perception of indiscriminate, heavy-handed action is current this can unite an otherwise diverse crowd against the police, thus making their work considerably more difficult and lead to a more dangerous situation.

Examples of football games where 'high-profile' policing was followed by significant disturbances include the following:

- In Marseille, during the 1998 World Cup final, disturbances involving England fans were studied in 'Hooligans' abroad? Inter-group dynamics, social identity and participation in collective 'disorder' at the 1998 World Cup finals' by Clifford Stott, Paul Hutchinson and John Drury, published in the British Journal of Psychology in 2001. Evidence pointed to England fans facing a great deal of aggression from other groups of fans, and feeling that local police were not prepared to protect them against this violence. Although the British Police did identify a number of hooligans present during incidents involving England supporters, they also claimed that the number of fans participating far exceeded the number of hooligans known to be present.
- The Euro' 2004 finals in Portugal were largely trouble-free with only one England supporter arrested. Albufeira in the Algarve responded to the strong pressure to adopt a very robust policing approach and, unlike the rest of the country, opted for a 'high profile' model of policing. Serious rioting occurred there on two consecutive days. On the second day, circumstances were compounded by people arriving with a sense of antagonism towards the police. There had been no advance intelligence relating to hooliganism - and indeed there were no known hooligans involved. The approach adopted by the Police in the early stages made it necessary for them to escalate their action to bring crowds under control.

- 8.5 This research demonstrated some of the dynamics at work in football crowds and the 'low-profile' approach (a label which Members felt contrasted curiously with its high visibility) to be more effective in maintaining good relations with the majority of fans, obtaining useful intelligence and targeting limited resources effectively. Dealing with anti-social and criminal behaviour consistently, before it escalates, reassures visitors and locals alike and will be seen as appropriate and proportionate. The more intimidating nature of 'high profile' policing tactics is less conducive to informal contact and to defusing conflicts at an early stage. A correlation between this approach and ensuing confrontations is certainly higher than for the 'low profile' approach.
- 8.6 Dr Stott explained to the working group that in his view, national Police training on public order policing, does not currently include the approach outlined above but focuses on police officers and support units learning to practise set manoeuvres as a unit. If this is the case, any changes would require national development work, which would be bound to have significant resource implications. External funding for local pilot projects may therefore be worth exploring, especially as part of the preparations for the 2006 World Cup. Therefore the working group recommend that Croydon Council and the Police consider making an approach to the Home Office and the Metropolitan Police Authority to offer this borough as a research area for a study on public order (see recommendation R12 below).
- 8.7 To summarise, the working group wish to focus their recommendations to solutions to the following needs:
- That resources be put into providing high-visibility, but "informal" policing which can reassure the public but also inhibit anti-social behaviour when officers are known to patrol a certain area
 - That partner agencies should build on this study and develop good practice in supporting the policing major events
 - That Croydon Council and Police should approach the Home Office and the Metropolitan Authority to carry out further research on public order policing in Croydon for the benefit of the borough, and the development of good practice nationwide through improved training
- 8.8 South End traders had reported that the Police had tried to use this approach in dealing with incidents on other occasions e.g. when a spontaneous football match was played in the street, but on 24th June, they felt unprotected and that anti-social behaviour and criminal damage were not addressed on that night.
- 8.9 While the working group could not get very detailed information relating to the events of the 13th and 24th June (due to the risk of compromising impending prosecutions), the police did confirm that riot gear was used, and that members of the public attacked them in a fairly limited space with missiles. While it may seem unlikely that spontaneous anger would have been expressed by visitors against police officers patrolling in small informal groups on foot, the Police say that small groups of officers were attacked. When the Police were working in tight formation and wearing protective gear under the flyover, they were outnumbered and unable to provide a presence in South End or elsewhere.
- 8.10 Guildford town centre had seen a similar growth in the night-time economy although on a smaller scale (560 licensed premises compared with Croydon's 1,003).

Research conducted there showed that the fear of crime was also greater than its actual incidence but Guildford's starting point did not include 'inner city' type areas as in Croydon. A large consultation exercise identified the five behaviours which caused the residents the greatest distress. While these are general and are not specifically football-related, the Surrey 'Street Standards' were developed involving key stakeholders including the Crown Prosecution Service and the courts. Put into effect in June 2002, this strategy introduced a 'standard behaviour' targeted at 18 - 24 year olds using the red/yellow card warning system similar to that of the football field. A re-offence on the same evening results in a red-card and the person is arrested or reported for a summons.

8.11 The behaviours this strategy addresses are:

- Using obscene language
- Throwing a missile
- Obstruction of the highway
- Section 5 of the Public Order Act (causing alarm and distress)
- Urination in the street

8.12 Factors which contributed to the effectiveness of this approach were the thorough preparation and careful launching of the scheme, clarity concerning which laws were to be used, e.g. the town and Police Clauses Act 1847, and the 'tactical' framework it provided, especially to new and less experienced Police Officers dealing with confrontational situations. Originally targeted at town centre 'hot spots' on Fridays and Saturdays between 9pm and 4am, it was rigorously enforced and monitored by the Police using the CCTV system. Interestingly, four out of the five behaviours it addressed had not previously been enforced. Urinating in the street was the most prevalent offence committed and the evidence gathered has enabled the Borough Council to obtain a by-law for this offence.

8.13 A year later, Surrey Police assessed that these standards had reduced Crime and Disorder by 30%. 214 offenders were warned for anti-social behaviour and issued with a yellow card with only 5 subsequently coming to the notice of Surrey Police. The number of arrests had fallen by 38% and the response from the public is reported as overwhelmingly positive.

8.14 The Surrey 'Street Standards' have now been used with similar success in Staines and interest has been shown by Police Forces and local authorities elsewhere in the country e.g. Merseyside. A red/yellow card scheme was also a proposed intervention in the 'Reducing the Opportunities for Violent Crime in Croydon's Evening and Night-time Economies' report. Guildford town centre did not experience disturbances on the 13th or 24th June.

R10 That all partner agencies work together to review strategies for maintaining security during high profile televised football matches, e.g. the Football World Cup in 2006 and European matches, especially those which could involve an England 'knock-out', and that the Cabinet Member for Public Protection and Crime Reduction reports back to Scrutiny Members on the preparatory arrangements for these in summer 2005.

Specifically the following:

- a) That all partner agencies should share knowledge and work together on risk assessments ahead of, and during public events with the potential for public disorder
- b) Agreement between partner agencies in advance of such public events, on how available resources and staff may best be deployed to support each other, specifically the Police, and thereby contribute to preventing anti-social behaviour from occurring and bringing any disturbances under control quickly with minimum risk
- c) That the Police and the Council's security CCTV centre should continue to develop a close working relationship, maximising the use of available technology as it develops, e.g. the Town Pager System, the Police Radio link, CRAC radio, and the camera network, to ensure that those undertaking risk assessments prior to and during significant events have access to accurate and up-to-date information; and that a senior Council officer is designated to oversee this development and the effective implementation of these arrangements within the Council

R11 That a significant increase in the numbers of high-visibility Police Officers should be supported by all partner agencies to enable Croydon Police to provide foot patrols in Croydon's town centre during periods when public order is most at risk and fear of crime is high, especially international football games which could end in an England 'knock out'. This increase should be supported by additional funding in response to Croydon's needs and not as a re-provision from within existing resources.

R12 In order to maximise the positive learning and information gained from the experiences of the June 2004 disturbances, the research into the implementation of the new Licensing Act and the Evening & Night-Time Economy, agencies are additionally asked to support this borough as a research area for a study on public order specifically relating to televised football, so that the findings can be applied in Croydon making full and effective use of existing local conditions and resources, and also be available nationally, to improve security arrangements during the 2006 World Cup.

9 CONCLUSIONS

- 9.1 The learning from this Scrutiny investigation convinced the working group of the need to:
- Consider the town's overall approach to big celebratory events
 - Highlight the importance of active risk assessments which are updated as new information comes in
 - Seize the opportunities presented by the new Licensing Act to help to shape the night-time economy in line with the Council's Vision and Values
 - Make the optimum use of CCTV and other security resources in the prevention of crime and disorder as well as in the provision of evidence after the event
 - The importance of good communication between agencies in co-ordinating a wide range of resources and dealing with the press
- 9.2 As well as looking at the above, the working party was keen to try to gain an insight into how public disorder starts and develops on the ground. While such disturbances are on occasion triggered by agents provocateurs, Croydon Police seem satisfied that this was not the case in the town in June but were spontaneous events. The good practice examined by the working group on maintaining public order suggests an approach which is not at odds with the views voiced by residents, traders and visitors.
- 9.3 Consultation results suggest that residents welcome an opportunity to celebrate when big events take place, e.g. a European football championship. On such occasions, the town needs to be seen as welcoming and actively promoting having fun, rather than as a kill-joy. This model has been used for some events, e.g. for the Queen's Golden Jubilee, and has provided real opportunities for enhancing what used to be called 'community spirit'. Today, the language may be different, but should still reflect the positive values of a community get-together where the ordinary and day-to-day is relieved by a party atmosphere.
- 9.4 This does not mean tolerating anti-social behaviour, but having a consistent line across all agencies on what is acceptable, and taking action when that line is crossed. The football-specific research of Dr Stott and others highlights that the effectiveness of an intervening authority is based in part on perceived fairness, reasonableness and consistency. A prerequisite of effective action is a clear, agreed view on how all the agencies involved, the Council, the Police and others, will be deployed and use their resources to discourage anti-social behaviour and deal respectfully, but firmly with those who cross the line.
- 9.5 Scrutiny Members recognise and welcome the hard work that has been undertaken by partner agencies and the research commissioned in respect of the Evening and Night-time Economy and the implications of the new Licensing Act. However they remain convinced that while there are many commonalities there are also specific differences where key England football games are publicly televised and that this is an area that merits more research.

10 ACKNOWLEDGEMENTS

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Chief Inspector David Clayton (Croydon Police)

Croydon Borough Commander Vicki Marr (Croydon Police)

Dr Stott (School of Psychology, Liverpool University)

Gordon Hards (Entertainment Licensing Manager, Croydon Council)

Licensing Sergeant Chris Gould (Croydon Police)

London Ambulance Service

Mayday Healthcare NHS Trust

Melanie Fitzgerald (North Team Planning Manager, Croydon Council)

Members of the public who attended the open meeting on 9th September 2005

Members of the public who responded to the Scrutiny Questionnaire

Maurice Egan (Head of Security and Emergency Management)

Mike Pilgrim (Assistant Director of Environment, Culture and Sports Services)

Norman Whaley (Systems Officers, Corporate Services, Croydon Council)

Paul Foster (Commercial Division Manager, Croydon Council)

Richard Gibbs (Head of Press and Public Relations)

Tony Hart (Acting Chief Executive of Croydon Marketing and Development)

Tramlink

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For further information please contact: Ilona Kytomaa or Joan Matlock,
Policy Unit, 7th Floor, Taberner House, Park Lane, Croydon, CR9 3JS.
Tel. 020 8604 7051 or 020 8604 7011, Minicom 020 8760 5797, Fax 020 8760 5663,
e-mail Ilona.kytomaa@croydon.gov.uk or joan.matlock@croydon.gov.uk

SUMMARY OF METHODOLOGY AND FINDINGS

This appendix sets out a summary of the methodology and the findings collected in the course of meetings and consultation sessions and visits.

1 Methodology

Information was gathered as follows:

- By involving two co-optees in the working group and benefiting from their own personal experience and the perspective of the organisations they represent
- By staging and attending a number of meetings
- By carrying out a survey using a questionnaire available electronically through the Council's website, the Intranet, and in hard copy at all libraries in Croydon (see appendix B)
- By obtaining written answers to Members' queries, prepared at a working party meeting on 29th July, from the Environmental, Cultural and Sports Services Department, the London Ambulance Service, Mayday University Hospital A&E department, and Tramlink
- Through a site visit on the night of the England – Poland World Cup qualifying match on Wednesday 8th September to various pubs in Crown Hill, High Street, South End, as well as to the CCTV Control Room to observe crowd behaviour
- By obtaining detailed qualitative data on residents' and businesses' views through a consultation session with the public on Thursday 9th September
- Through a meeting on Monday 13th September with Dr Clifford Stott of the School of Psychology at Liverpool University, who was invited to take part in this investigation as an expert witness due to his research and work with Police authorities on crowd control during international football tournaments

2 Meetings

Findings collected in the process of meetings are summarised below in chronological order.

28th July 2004, Meeting with South End Traders in the Chamber of Commerce

- Anger and concern were expressed regarding the incidents of 24th July during which 93 windows were broken, and fears were expressed about the future safety and prosperity of local businesses

29th July 2004: Informal meeting with officers and Town Centre Manager

- Media reaction to events was discussed and the need for co-operation on media issues highlighted
- Questions were raised and followed up later, detailed answers to many of these were provided the Assistant Director for Environmental, Cultural and Sports Services (ECSS).

5th August 2004, Meeting with Police, Cabinet Member for Public Safety and Crime Reduction and Assistant Director for ECSS

- Pubs were contacted re pro-active measures to minimise the risk of trouble
- The Police stated that they had received no intelligence about the possibility of any trouble
- Pubs were busy but less so than a Friday or Saturday evening
- 13th June: Police stated that a small number were intent on violence and others joined in. They added that 400 people were involved. However, Cllr. Paul Smith, who had viewed the videos, stated that “the number of people causing the disturbance was actually low, particularly in the first incident”.
- The events of 13th June surprised almost everybody, and were the subject of widespread international media reporting, which was often inaccurate, and very negative towards Croydon.
- 24th June: About 200 were involved in the disturbances with about 50-70 particularly active individuals
- Alfonso Camisotti reported incidents which brought South End to a standstill for about two hours.
- There was no police presence in the CCTV control room
- The pressure on radio traffic made communications with CCTV was difficult
- Anecdotal evidence was reported that co-ordination between the police and the Council security team could be improved.
- The current CCTV system is analogue and it was stated that the availability of a digital CCTV system would have made Police processing of data a great deal quicker, e.g. in the use of “mosaicking” to blank out the faces of individuals appearing on tape, but not implicated in a police enquiry,
- Cllr Godfrey highlighted the need to change the culture of Croydon, so that anti-social behaviour is no longer seen in the town centre.

9th September 2004: Consultation with local residents and businesses in the Clocktower Cafe

A summary of the problems raised is listed below:

- Alcohol consumption and sense of responsibility
- Press hype regarding the incidents on 13th June
- Concentration of licensed premises in the High Street
- Transport issues
- Regular damage in South End over the last three years
- The use and planning regulations for window shutters in commercial premises

The following solutions were suggested:

- More CCTV
- Soft plastic glasses not hard should be used
- Managers/licenseses should be more responsible whilst serving
- Too many people in the venues hard to manage
- Outside of pubs – educate people about the dangers of alcohol
- Partnership between the Council and Police – need for a plan

- Education similar to that for smokers – it is anti-social to be drunk and disorderly
- Alcohol education programme in schools

13th September 2004, Presentation by Dr Stott of Liverpool University

Dr Stott has worked as a Home Office advisor and with Police forces both in the UK and abroad. He acted as advisor to the Portuguese Police at the finals of the Euro 2004 Football Championships.

His presentation outlined research carried out on police preparations and operations for international football events in recent years. In discussing policing styles and their impact, Dr Stott made reference to work carried out by Otto Adang (Adang 2000) who involved experienced police officers from other forces in the evaluation of large scale police operations, and to an evaluation by Otto Adang and Cristine Cuvelier of the police operations during the Euro 2000 football championships held in Belgium and the Netherlands (Adang and Cuvelier 2001). Reference was also made to the preliminary results of a formal evaluation of policing carried out during Euro 2004.

Research findings point to a contrast between two styles of policing, namely 'high' and 'low' profile policing.

Low profile policing involves the deployment of police to indicating their presence with uniformed officers having high levels of informal contact with the public, (akin to the traditional 'bobby on the beat'), the deployment of plain-clothed police to gather evidence, work with 'spotters' to identify known hooligans or potential trouble-makers and take low-level but consistent action wherever possible, e.g. issuing warnings.

Thorough preparation is conducted by police in partnership with football authorities and an understanding of the 'culture' of the visiting team is acquired. Typically, police officers from the visiting team will assist local police in assessing specific situations unfamiliar to the host country, and sometimes in defusing potentially dangerous situations.

Where a scuffle or anti-social behaviour does develop, police tackle the problem proportionately, drawing a line on acceptable behaviour, either through warnings, conflict resolution or arrests, depending on the situation, leaving on-lookers and potential victims feeling safe and with the impression that the Police action was legitimate.

The emphasis is on creating a relaxed environment, where fans feel accepted both by the local people and by the Police, who are seen to be providing protection against any perceived aggression. In such situations, police observers have noted that fans tend to start 'self-policing' and resolving problems amongst themselves.

Questionnaires completed by England fans during 2004 showed that they felt safe and welcome, and able to provide informal information to uniformed police on the streets, which in turn helps the Police to focus their resources more

effectively. This technique was used in most of the final rounds of the Euro 2004 games, and proved successful. Only one English visitor was arrested.

High profile policing does not require the same preparation as the former approach. Policing levels on the streets are often up to three times higher, yet actual contact between the Police and people in the street is typically considerably lower. Consequently, the Police have access to less intelligence.

Without the latest intelligence a disturbance can develop unexpectedly and a request for additional forces can involve a considerable delay before reinforcements can reach the scene. This is obviously undesirable as the Police officers on the scene may be exposed to considerable danger and may feel the need to escalate defensive action.

However, attempts to disperse crowds as a whole, thus meeting out the same treatment to those behaving aggressively and those not, tarring all with the same brush, can be perceived by innocent parties as illegitimate, disproportionate, and unfair. This will be perceived as heavy-handed and can create a 'sense of collective self' within the crowd. The fans identify with each other and are brought together against a common indiscriminate 'opponent', thus making the work of the Police considerably more difficult, dangerous and hard to defuse.

Albufeira in the Algarve, like the rest of the Portuguese authorities, was put under strong pressure to adopt a very robust approach to policing, but unlike the rest of the country, opted for a 'high profile' approach. Rioting occurred there on two consecutive days. On the second day, circumstances were compounded by people arriving with a sense of antagonism towards the Police. There was no current intelligence relating to hooliganism - indeed there were no known hooligans involved – and the absence of a tactical approach in the early stages made it necessary for the police to escalate their actions to bring the crowds under control.

Similar problems were experienced during the 1998 World Cup, with heavy-handed policing but little focus on resolving miscellaneous scuffles, resulting in England fans in towns such as Marseilles feeling unprotected, and resorting to retaliation in the absence of support from the local police.

3 Visit To Pubs and the CCTV Control Rooms On 8th September 2004

Observations on Security and Cleansing in the Streets

There was a strong police presence in the streets of Croydon, with two police officers seen on the beat, a police car driving by twice between 8 and 9 pm, and four Police officers outside a Crown Hill pub. Some of the areas which witnessed anti-social behaviour on 24th June were also visited.

Members of the Working Party identified the following needs, which not only relate to policing during major events, but would considerably improve the appearance of the areas visited and potentially attract more customers to the area:

- That, in addition to available Supplementary Planning Guidance and current effective partnership work with the Police, the planning department should make use of every available means to publicise its policies on Window Shutters in order to promote awareness, provide clarity for applicants and minimise fear of crime among business people and residents in local and district centres
- That street furniture should be secured, refuse and bottle bins frequently emptied, and potential missiles removed from the street
- That the proposed “Cultural Quarter” for Croydon be extended to South End in recognition of the gastronomic significance of the area, and that South End may benefit from relevant improvements e.g. signage, planting
- That, in line with the recommendations of the Scrutiny Review of Croydon’s Night-Time Economy, the Council consider making mobile lavatories available for ‘busy’ periods and hot spots, e.g. car parks without toilets
- That coach parking charges in Spices Yard, South Croydon, be slightly increased to finance the provision of lavatories to address current problems in this car parking area

Observations on security in pubs

In the first pub, there were 340 customers at the time of the visit, less than half the maximum capacity, but quite busy nonetheless. People were searched at the entrance. Beer was served in plastic glasses. A large number of customers were in England strips. No trouble was observed.

In the next pub, football was watched at the rear of the pub by customers all wearing the England strip. At the front of the pub, people were drinking and chatting and there was no football. Pints of beer were served in plastic glasses, but some beer was served in glass bottles and wine was served in glasses. The front door was locked, the manager let customers in after close observation, and regularly ‘patrolled’ the inside of the pub. The group agreed that the atmosphere was peaceful and pleasant, and that they felt safe.

The third pub was very quiet. Drinks were served in plastic glasses but large glass ashtrays were used.

The working group observed a further pub in South End, which was not on the scheduled tour, but was showing the match. It was not busy. Beer was served in glass receptacles. The music played inside the establishment was very loud, and could clearly be heard in the street.

Visit to CCTV room

In the CCTV room, staff outlined some good practice of recent co-ordination between police and council staff in tracking and arresting individuals who had carried out a stabbing. Staff also outlined the complex co-ordination and resources required for any emergency evacuation.

4 REPORTS FROM OTHER AGENCIES

Tramlink

After the England France game on 13th June, Tramlink reported damage to a tram door, which was serious enough to prevent it from working, and that a large windscreen wiper had been ripped off. Tramlink reported that they were satisfied with the response from the Police.

London Ambulance Service

The following table details ambulance responses falling within the town centre area between 10.30 pm and 01.00 am following day

| DATE | NUMBER OF CALLS | TYPE | CALL PRIORITY AND RESPONSE TIME IN MINUTES |
|----------------------|-----------------|----------------------------------|--|
| SUNDAY 06.06.04 | 1 | UNKNOWN | LOW (9) |
| SUNDAY 13.06.04 | 2 | ASSAULT ASSAULT | MEDIUM (2) MEDIUM (2) |
| THURSDAY 17.06.04 | 2 | MINOR HEAD INJURY COLLAPSE | MEDIUM (6) HIGH (3) |
| FRIDAY 18.06.04 | 1 | RTA | MEDIUM (2) |
| THURSDAY 24.06.04 | 3 | ILLNESS ASSAULT CARDIAC | LOW (12) MEDIUM (5) HIGH(9) |

For the evening of 24th June, notation suggests that there were heavy pressures in the ambulance control room due to a lack of resources.

Looking through the call logs for the football match days, there was some evidence that one call took 30 minutes to be reached, the crew having arrived close by in 2 minutes and been unable to proceed due to disorder and a large police presence.

Admissions to Mayday A&E Department

There were 10 admissions resulting from assaults on 13th June, and 5 on 24th June. The average daily number of admissions for assault for the month was 10. Figures for the period from 9 to 12 pm do not differ from the normal pattern of admission.

OVERVIEW OF FOOTBALL SURVEY RESULTS

The survey questionnaire was posted on Croydon Council's website and Intranet, and sent to all libraries in the borough.

Response

The response from libraries was extremely poor, but the following responses were received:

- 58 replies received by e-mail from the website
- 32 replies in hard copy

While this cannot be seen to be a representative sample of the Croydon population, the survey results revealed interesting qualitative data, with responses coming from two main groups: residents who enjoy football but acknowledge the need for security, and residents who dislike the sport intensely.

How often do you watch major sports events in the pub?

25% respondents said they never watched matches in a pub

| | | | | |
|-----|---|---|-----------|---|
| 19% | „ | „ | rarely | „ |
| 34% | „ | „ | sometimes | „ |
| 22% | „ | „ | often | „ |

What advantages does sports viewing at the pub have over watching matches on television at home?

- 53% stated they liked the atmosphere. One respondent stated it was “like being in the stadium”
- 51% stated they enjoyed watching big games with other supporters
- 39% said they liked to combine a drink with viewing the match
- 19% stated that viewing sports in the pub had no advantages over the same activity at home

3 individuals who answered “other” explained they did not have the appropriate sports channel at home.

61% said that sports viewing **does not** spoil the atmosphere of the pub

Experience of anti-social behaviour

46% stated they had experienced anti-social behaviour while, or after watching a football match in a pub. 45% stated that they had not.

Of those who had experienced anti-social behaviour,

- 38% said this happened in the pub
- 62% said this happened just outside the pub
- 64% said it happened on the way home

52% said additional safety measures are needed in the pub
 29% said no measures are needed
 17% were unsure

Comments from respondents

Additional comments were received from 53% of respondents. The top five concerns expressed are shown in the table below:

| Concern expressed | Number and percentage of respondents supporting the measure |
|---|---|
| Bar staff must not serve customers who are inebriated | 10 (11%) |
| There must be a stronger police presence in the streets | 9 (10%) |
| The number of pubs showing football should be limited | 8 (9%) |
| There should be no cheap drinks offers during football viewing | 8 (9%) |
| There should be a wider range of establishments in Croydon town centre, catering for all ages | 8 (9%) |

Of course, a hurdle to implementing the first concern is that drunken customers are not necessarily the ones ordering further drinks at the bar.

Profile of Respondents

- 65% of respondents were male, and 32% were female. 3 respondents did not indicate their gender
- 25% of respondents were 30 years of age or under, 29% were aged 31-45, 35% were aged 46-60, and 11% were aged over 60.
- 75% stated that they lived near a pub which showed sports on large screens
- The largest postcode area represented in this survey is the "CR0" area, with 38% of respondents coming from this area, and 15% coming from the CR0 1 area which covers the south of Croydon town centre.