



CARLISLE

*A Jockey Club Racecourse*

Carlisle Racecourse, Durdar Rd, Carlisle, Cumbria  
CA2 4TS

Disorder and Anti-Social Behaviour

(ASB Plan)

2018

## Contents

1. Introduction
  2. Assessment of threats – reasonably foreseeable types of behaviour
  3. Chain of command
  4. Policing matters
  5. Ground resources, options, roles and responsibilities
  6. Event / Raceday tactics - Prevention measures and response activity
  7. Post event / match tactics
    - 7.1 Debriefs
    - 7.2 Reduction activity
- Annex A – Enhanced Options

## 1. Introduction

- 1.1 This plan supports Carlisle Racecourses Event Safety Policy.
- 1.2 This Plan demonstrates that Carlisle Racecourse is committed to ensuring that all those attending Carlisle Racecourse are able to experience enjoyable and safe events, free from the risks associated with crowd disorder and anti-social behaviour (ASB). Carlisle Racecourse will take all reasonable steps to ensure we manage, prevent and reduce such occurrences, and when incidents do occur we will respond quickly, fairly and effectively to minimise the risk of harm or injury to spectators, staff, players, participants, officials and spectators. Those who are involved in crowd disorder or ASB can expect to be held to account by the ground management and/or the police.
- 1.3 Our Event Safety Policy and this Plan are owned at Board Level and responsibility for oversight and review of both rests with the Operations Manager. Under normal circumstances on an event / raceday the implementation and delivery of this plan is the responsibility of the Safety Officer - supported by the police if in attendance, The Racecourses Statement of Intent, agreed with the police, sets out the specific circumstances and protocols should police need to take over responsibility for the resolution of serious incidents of crowd disorder and ASB at the ground.
- 1.4 The ground's Terms and Conditions also play an important role in ensuring spectator safety and enjoyment. They provide clear indication of what behaviour is or is not acceptable and what sanctions are in place to deal with those who breach the ground regulations.
- 1.5 This plan complements the longstanding arrangements with the police that exist at Carlisle whereby at relevant times before and during the Grand National the racecourse and local police meet to discuss events/fixture lists and agree event / raceday categorisations based on a risk assessment process.
- 1.6 It is open to the racecourse to request a police presence at the course in order to help mitigate the identified risks from crowd disorder or ASB specific to a particular event / raceday. This will normally be via the mechanism of a Special Police Services arrangement.
- 1.7 This Plan is a baseline for the response to crowd disorder and ASB for each of the events /racedays this year. However, if considered necessary and prior to each event /raceday the racecourse and police will undertake a review of their intelligence and information, taking particular note of any risks associated with expected attendees such as: heavy drinking; pyrotechnic drug use; antagonistic rivalries; organised risk groups etc. Where such a review indicates the need to enhance or modify the Plan to mitigate specific or new threats or risks that will be done, and any affected parties will be notified. Annex A contains several enhanced options available to the ground in the event of an increase in risk. However, this is not an exhaustive list and new or varied options can be implemented.

2. Assessment of threats and risks – reasonably foreseeable types of behaviour and severity

2.1 Prior to this Plan being developed, the ground and local police reviewed any incidents of crowd disorder and ASB from the previous year. It is possible that the following types of unacceptable behaviour (which could result in harm or injury to others) could occur at some point during this year. Each of these behaviours will be subject to mitigating measures before, during and after each event / match. The mitigating measures are detailed in Sections 6 -7.

Supporter Behaviour	Likelihood	Enter here the key laws dealing with specific behaviour at the Racecourse or its own T&C's
Drunkenness	High	Section 2 Sporting Events (Control of Alcohol Act) 1985 / Public Order Act, 1986
Possession of alcohol whilst entering or when viewing racing	Medium	Section 2 Sporting Events (Control of Alcohol Act) 1985
Possession of flares, fireworks and pyros	Low	Section 2 Sporting Events (Control of Alcohol Act) 1985 / Section 134 Police and Crime Act, 2017
Throwing of missiles onto the playing area or into the crowd	Low	Section 2 Football (Offences) Act 1991 Public Order Act, 1986
Racist, indecent or homophobic chanting	Low	Section 3 (Offences) Act 1991 / Public Order Act, 1986
Going onto the racing service - Track	Low	Racecourse Terms and Conditions
Assaults	Low	Offences Against the Person Act 1861
Crowd disorder – minor to serious	Low	Sections 1 to 5 of the Public Order Act 1986
Offensive weapons, sharply pointed and bladed weapons	Low	Section 1 Prevention of Crime Act / Section 139 of the Criminal Justice Act 1988
Criminal damage to course facilities including safety equipment	Low	Criminal Damage Act 1971

3. Chain of command

3.1 Under normal circumstances on an event / race day the chain of command for managing crowd disorder and ASB issues is the same as that for other safety matters, namely:

- Safety Officer – supported in the control by CCTV, radio operator
- Deputy Safety Officer
- Regional Head of Operations/Operations Manager/Assistant Operations Manager
- Security supervisors
- Steward supervisors
- Response teams / security stewards/ safety stewards.

#### 4. Policing matters

- 4.1 See Para 1.4 above, and also the current Statement of Intent agreed between the police and racecourse, for matters relating to primacy in dealing with event / race day operations.
- 4.2 In general terms, when the police are deployed inside and outside of Carlisle Racecourse, it is agreed that the police commander (or the nominated police officer present) and the safety officer will work collaboratively to deploy the most appropriate resource to effectively prevent and respond to incidents of crowd disorder and ASB.
- 4.3 Where the police are not present inside the racecourse and the risk of crowd disorder or ASB have increased to a level where people appear likely to be physically injured or harmed, and where the safety officer believes that police attendance is required to assist in dealing with the risk, the ground has the following options to seek police assistance:
- Call 999 for immediate support or
  - Contact a predetermined control room or liaison officer for support and advice
- 4.4 Prior to each event / raceday the safety officer and the local police will agree the most appropriate contact option to be used and both parties will ensure that their own staff are suitably briefed on the details of the option chosen.
- 4.5 When calling, it will be important to state the name of the caller and venue, the location of the incident, a brief outline of the issues, the numbers involved, the immediacy and level of the risk (e.g. weapons, flares etc.), a rendezvous point (RVP) and any other information that will help to facilitate a quick and effective police response.
- 4.6 It is important to note the following protocol has been agreed by the police and the racecourse in relation to the formal reporting of crimes when there are no police present at the sports ground.
- 4.6.1 In all cases where the racecourse becomes aware that a crowd disorder or ASB incident has resulted in an injury to a person present at the sports ground, we will inform the police as soon as possible.
- 4.6.2 Where a crowd disorder or ASB incident results in a spectator or one set of spectators engaging in physical violence with others and it appears to the racecourse it was likely to have resulted in physical injury or harm, the ground shall inform the police as soon as possible.
- 4.6.3 Where the victim of an assault reports the matter to the racecourse they shall offer all necessary assistance including, where the victim consents, the swift

provision of medical treatment and ensuring the police are informed as soon as possible.

4.6.4 Where a crowd disorder or ASB incident results in a person present at the racecourse asking to report the occurrence to the police, the ground will facilitate that report and offer all necessary assistance to the victim/witness.

4.6.5 Where the ground becomes aware that a hate incident<sup>1</sup> may have taken place they will inform the police as soon as possible.

4.7 In all of the above circumstances, the ground will take all reasonable steps to secure and preserve evidence of the offences alleged. This will include, in serious cases, attempts to secure: potential crime scenes; the identity of suspects; any victim and witness details; CCTV images. Contact with police at the earliest opportunity will be a priority when the suspect(s) is still at the racecourse or is believed to be nearby.

## 5. Ground resources, options, roles and responsibilities

5.1 Due to the variety of factors that can be involved in incidents of crowd disorder and ASB an effective response may require a number of mitigating options to be implemented to achieve the best outcome. The ground has the following menu of resources to deploy for preventing and dealing with crowd disorder and ASB.

[Racecourses should include here resources that they have available to deal with incidents of crowd disorder and anti-social behaviour – examples are given below]

[Enter here your local resources] Resources	Notes
CCTV equipment and operator	Covers most areas inside the racecourse and all entrances, Minimum Home Office standards for image quality, retention and sharing of evidence. Dedicated CCTV controller with relevant SIA qualifications.
Alarm systems	Control room based notification. Main response from security control and pagers
Access control systems	Ticket only access -monitored by stewards.
Security staff deployment	Response team stewards – SIA trained to door supervisor level. Responsible for conflict resolution, spectator removal / relocation and ejection from the racecourse Option for segregation line activity.
Stewarding tactics	Responsible for delivering sliding scale of intervention, (with support from Response Teams if required): Standard communication skills Enforcement of segregation and ground regulations Incident reporting Conflict management Evidence gathering

<sup>1</sup> CPS Guidelines - A hate incident is any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them because of their race, religion, sexual orientation, disability or because they are transgender.

	<p>Creating distance or safe spaces between aggressors and possible victims</p> <p>Isolating, separating and containing problematic spectators</p> <p>Intervention – verbal and physical</p> <p>Managed removal or relocation</p> <p>Ejection</p> <p>Managing suspects pending police arrival of to investigate suspected crimes</p>
Accreditation systems	Aimed at preventing unauthorised access to areas such as the track and other restricted areas and access around the racecourse in general on a numbered pass system from 1 to 8 – 1 deemed as low and 8 deemed as AAA.
Ticketing restrictions	Aimed at reducing risks by restricting sales to known persons.
Segregation arrangements – stewards	SIA staff for badge checking and wristband checking
Searching activity	<p>Condition of entry to prevent prohibited items entering</p> <p>Stewards are responsible for implementing search options that can be targeted, intelligence led or random and applied to all spectators.</p> <p>Search equipment options include:</p> <p>Search wands for metal detecting</p> <p>Search dogs – drugs and some pyrotechnic capability if required</p>
Information to racegoers and other visitors	Messages can be tailored to reinforce strategies around: reassurance, prevention, deterrence and accountability. Website, Twitter, Signage, verbal updates, Large Screens and PA announcements are all viable options for delivery.
A process for issuing formal warnings, banning and exclusion policies for wrongdoers	<p>This ensures spectators who misbehave can be held accountable for their actions. This is a key part of the strategy aimed at achieving a long-term reduction in disorder and ASB problems.</p> <p>See ejection, arrest and banning strategy.</p>
Acceptable behaviour contracts with individual spectators	The ground and police will work together to divert some of those coming to notice from the criminal justice system by agreeing to accountable standards of future conduct and behaviour. Where necessary this can include the involvement of parents, carers or guardians.
Partnership working and information sharing arrangements with local police	The ground, police and any other relevant partners agree to share information, resource and initiatives with the common goal of preventing and reducing crowd disorder and ASB.

Collection of information and intelligence (see section 8)	The ground, police and other partners have agreed the type, standard and level of personal or general information that can be collated and exchanged to support prevention and reduction of these issues.
Personal Protective Equipment	A range of specialist kit is available for stewards and response teams should the risk justify its issue: <ul style="list-style-type: none"> <li>• Additional radios and channels</li> <li>• Gloves</li> <li>• High visibility jackets</li> </ul>

6. Event / Race day tactics – to be embedded into relevant briefings on Race days

6.1 As outlined above in Section 2, a formal assessment has been made of the crowd disorder and ASB issues likely to arise at Carlisle Racecourse this year. In response to those risks the following table outlines, in broad terms, planned prevention and response tactics which could be used in the event of crowd disorder or ASB [these are examples only and must be tailored to meet local needs]. These tactics relate to ground’s activities only. The police have their own powers, policies and tactics.

Behaviour	Prevention	Response
<ul style="list-style-type: none"> <li>• Drunkenness</li> <li>• Possession of alcohol whilst entering or when viewing racing</li> <li>• Possession of flares, fireworks and pyros</li> <li>• Offensive weapons, sharply pointed and bladed weapons</li> <li>• Drugs, Illegal Substances</li> <li>• Ticket Touts on entrances</li> </ul>	<ol style="list-style-type: none"> <li>1. Signage</li> <li>2. Turnstile operators and searching stewards briefed to be alert for drunks or prohibited articles and to refuse entry with the assistance of detection dogs also.</li> <li>3. Separate touting stewards to monitor the sale of forged and illicit acts of ticket selling</li> <li>4. Stewards at key points and vomitories monitoring, intervening, advising and confiscating prohibited articles</li> <li>5. Bar staff briefed to refuse sales to drunks and call stewards to deal</li> </ol>	<ol style="list-style-type: none"> <li>1. Refuse entry or remove from viewing areas</li> <li>2. Verify ID of all those involved if possible and record details for follow up action</li> <li>3. Confiscate any prohibited articles</li> <li>4. Manage the situation and individual pending police arrival, if necessary</li> <li>5. arrival, if necessary</li> </ol>



	6. CCTV and steward scanning and intervention	
<ul style="list-style-type: none"> <li>Racist, indecent, or homophobic chanting</li> <li>Throwing of missiles onto the racing area (Track) or into the crowd</li> </ul>	<ol style="list-style-type: none"> <li>Stewards scanning and intervention</li> <li>Hate crime text message number</li> <li>CCTV scanning and directing steward intervention if required</li> </ol>	<ol style="list-style-type: none"> <li>Secure evidence if possible – including noting words used or recovering items thrown</li> <li>Victim support – take to place of safety if required</li> <li>Verify ID of all those involved if possible and record details and seek control room advice on next steps</li> <li>Manage the situation and suspect pending police arrival, if necessary</li> </ol>
<ul style="list-style-type: none"> <li>Going onto the playing area (see also contingency plan)</li> </ul>	<ol style="list-style-type: none"> <li>Stewards scanning and intervention</li> <li>CCTV scanning and directing steward interventions if required</li> </ol>	<ol style="list-style-type: none"> <li>Isolate those involved and remove from playing area</li> <li>Verify ID of those involved if possible and record details and seek control room advice on next steps</li> <li>Manage the situation and suspect pending police arrival, if necessary</li> </ol>
<ul style="list-style-type: none"> <li>Assaults</li> <li>Crowd disorder – minor to serious outbreaks in the stands (see also contingency plan)</li> </ul>	<ol style="list-style-type: none"> <li>Stewards scanning and intervention</li> <li>CCTV scanning and directing steward interventions if required</li> </ol> <p>ADDITIONAL ACTIVITY for BAR areas:</p> <ol style="list-style-type: none"> <li>Bar staff to monitor mood and temperament of customers and contact control if drunkenness and aggression is evident</li> <li>Plastic beakers – no glass</li> </ol>	<ol style="list-style-type: none"> <li>Isolate, separate and contain the suspect(s)</li> <li>Verify ID of all those involved if possible and record details for follow up action and seek control room advice on next steps</li> <li>Manage the situation and any suspect(s) – pending police arrival if necessary</li> <li>Provide victim support and take to place of safety</li> <li>Secure any evidence left at scene – weapons, clothing etc.</li> </ol>

	<p>3. Drinks decanted into plastic – no bottles</p> <p>4. Limit sales per person</p> <p>5. Review bar opening times after kick off or following incidents</p>	<p>6. Deploy medical resources if safe to do so</p>
--	---------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------

7. Post event /Race day tactics

7.1 Debriefs

7.1.1 The racecourse recognises the importance of debriefs and the value of lessons learned. In relation to crowd disorder and ASB incidents the following options can be considered, dependant on the seriousness of the issues involved:

- Hot debrief – straight after the event – key staff and key points only
- Slow debrief stand managers and supervisors – within five days – aimed at capturing lessons learnt
- Structured debrief – all relevant staff – 2 hour session of structured debriefing aimed at examining a) what went well b) what could have be done better c) what needs to change
- Safety Officer/Police debrief – within 7 days - when there is a need to exchange information relating to individuals who have come to notice at an event and are likely to require ground or police action to prevent future problems
- Welfare – where ground’s staff may have been harmed or emotionally affected by a serious or unusual incident and may therefore benefit from further ongoing support and advice.

## 7.2 Long term prevention activity

7.2.1 The racecourse recognises that whilst regularly preventing and managing crowd disorder and ASB is an important element of this plan, it is vital that steps are taken, where necessary to prevent, and ultimately reduce, the incidence of crowd disorder and ASB in the longer term.

7.2.2 To that end we will collect the following data on an event / by event basis and use that information to inform our long term prevention activity going forwards. This depersonalised data will also be shared with certain partners at the SAG:

- Arrests – reason, location and where possible the outcome
- Ejections – reason, location and where possible the outcome
- The numbers and type of crowd disorder or ASB incidents that resulted in physical harm or injury
- The number and types of notable incidents whereby serious outbreaks of crowd disorder were prevented by way of physical intervention by stewards or police
- Patterns or trends of anti-social and disorderly behaviour
- High-risk locations within the ground

7.2.3 The Racecourse, under the leadership of the Safety Officer, will commit resources and time to ensuring that the long-term prevention activity listed above in the Table in Section 5.1 is delivered, namely:

- A process for issuing formal warnings, banning and exclusion policies for wrongdoers (to be published on our website)
- Acceptable behaviour contracts with individual spectators
- Partnership working and information sharing arrangements with local police
- Collection of information and intelligence

## Annex A – Enhanced Options

This Annex sets out some enhanced options for the racecourse staff when dealing with higher risk crowd disorder and ASB threats. (Where the police are also present at the ground their deployments and tactical options may, where appropriate, also operate in support of this enhanced activity.)

[Insert below options which apply at the racecourse – examples shown below]

Behaviour	Enhanced option – Ground activity
Drunkenness	<ol style="list-style-type: none"> <li>1. Enhanced searching and steward screening before entry</li> <li>2. Steward spotters identifying those approaching the ground who are drunk</li> <li>3. Filter cordons on entry to identify drunks and remove before they access the racecourse</li> </ol>
Possession of alcohol whilst entering the racecourse	<ol style="list-style-type: none"> <li>1. Targeted CCTV and other camera activity in areas of high risk</li> <li>2. Steward spotters identifying those approaching the ground with alcohol</li> <li>3. Zero tolerance on entry – confiscate alcohol and refuse entry if the racegoers become a problem due this the stewards lawful actions working under the racecourse terms and conditions</li> </ol>
Possession of flares, fireworks, drugs and pyros	<ol style="list-style-type: none"> <li>1. Enhanced steward numbers and briefings at turnstiles</li> <li>2. Increased and highly visible searching by stewards</li> <li>3. Licensed search dogs operating at turnstiles</li> </ol>
Throwing of missiles onto the track area or into the crowd	<ol style="list-style-type: none"> <li>1. Additional track-side stewards scanning and intervention</li> <li>2. CCTV scanning and directing steward intervention if required</li> </ol>
Racist, indecent, or homophobic chanting	<ol style="list-style-type: none"> <li>1. Additional stewards scanning and intervention</li> <li>2. Police covert operations</li> </ol>
Going onto the Track	<ol style="list-style-type: none"> <li>1. Enhanced running rails and fences</li> <li>2. Big screen messaging</li> <li>3. Use of high profile staff aimed at preventing incursions</li> <li>4. Additional track side stewards - scanning and intervention</li> <li>5. Additional accreditation for track access</li> </ol>
Assaults	<ol style="list-style-type: none"> <li>1. Additional stewards scanning and intervention</li> <li>2. Overt use of body cams</li> <li>3. Police</li> </ol>

<p>Crowd disorder – minor to serious outbreaks – all locations</p>	<ol style="list-style-type: none"> <li>1. Additional stewards - scanning and intervention</li> <li>2. Ticket restrictions</li> <li>3. Reduced capacity</li> <li>4. Enhanced and more robust badged areas</li> <li>5. Increased response team numbers and activity</li> <li>6. Alcohol restrictions</li> <li>7. Overt CCTV coverage with highly visible signage at high risk locations</li> <li>8. Monitors displaying the CCTV images at the location concerned to remove anonymity and alert spectators to CCTV capabilities</li> <li>9. Police presence on entrance phase and also exit phase</li> </ol>
<p>Offensive weapons, sharply pointed and bladed weapons</p>	<ol style="list-style-type: none"> <li>1. Increased searching with equipment such metal detectors and scanners</li> </ol>
<p>Criminal damage to racecourse facilities including safety equipment</p>	<ol style="list-style-type: none"> <li>1. Steward presence at areas of high risk</li> <li>2. Limiting and monitoring numbers accessing areas of highest risk – e.g. weighing room, ITV Compound, Media Centre and Silver Control</li> <li>3. Overt CCTV coverage with highly visible signage at high risk locations</li> <li>4. Monitors displaying the CCTV images at the location concerned to remove anonymity and alert spectators to CCTV capabilities</li> </ol>