

## Notting Hill Carnival Investigation Evidence

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Steve O'Connell  
Via Email

**COUNCILLOR BRIAN CONNELL,  
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Dear Mr O'Connell AM,

Thank you for your invitation to submit views on the policing and security arrangements for the Notting Hill Carnival. Our responses to your questions are below and we thank you for the opportunity to feed into the work of your committee. We endorse the response from Cllr Nickie Aiken, Cabinet Member for Public Protection & Licensing from Westminster City Council in general with some particular aspects that we feel could add to the local security of our residents and businesses.

### **Strengths and weaknesses of the security arrangements at Notting Hill Carnival**

We have been pleased to see the improved police and steward presence at Carnival in 2016, however the most worrying aspects of carnival are the increasing crime level and the ability to disperse the crowd effectively, particularly in the light of recent European terrorist incidents in 2016.

The impact on the local community in terms of noise, environmental and anti-social behaviour issues is significant and needs further mitigation through effective security measures.

### **What improvements can be made to security arrangements?**

We echo the response from Westminster Council around the need to review the footprint of carnival and its capacity. We particularly feel that work needs to be done to control numbers at key hotspots and locations.

Our residents also make their own security arrangements, boarding up their properties at their own cost in time and money. We feel that the security of residents' properties should come higher up the agenda for the carnival organisers and the Mayor. We would like to see funds made available for residents from the Mayor and/or Carnival organisers to mitigate the cost of their security arrangements, including the costs of boarding up their own homes for the Bank Holiday weekend.

### **What lessons can be learned from other large scale events?**

One significant lesson that we believe could be applied from the lesson of Carnival itself is the enforcement of a sound cut off time for the music systems on the floats to match the licencing conditions for ground based sound systems. This would create a clear cut off point each evening for the carnival, giving an incentive for carnival organisers to improve their timekeeping and reduce time available for crime to occur as night sets in. This is our highest priority request, as we believe it would go a long way towards ending Carnival earlier in the evening and contribute to reducing the rising levels of violence Police are witnessing.



The lack of signage at Carnival, which is present at most major events, contributes to the unpleasant aftermath of Carnival for our residents, particularly urination, often close to existing toilet facilities that are poorly signposted. Increased signage for facilities would help to reduce this.

**What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

An investigation into the crowd dynamics across the event with a view to better controls and safety would be welcomed.

You asked for any additional comments. We believe that Westminster Council's clean-up operation is significant and effective. However, Westminster taxpayers are liable for the clean-up cost for an event that attracts millions from across the capital. We would like to see more funds from the Mayor and Carnival organisers made available to the affected Councils to clean up this city-wide event.

Thank you for including us in this consultation  
Yours,

**Councillor Connell, Councillor Holloway and Councillor Rahuja**  
**Members for Bayswater Ward**



**BRITISH  
TRANSPORT  
POLICE**

**London Assembly**

**Police and Crime Committee**

**Policing and Security at Notting Hill Carnival**

**Submission by British Transport Police**

**28 October 2016**

British Transport Police would like to thank the Committee for the opportunity to provide a written submission to the Committee's investigation 'Policing and Security at Notting Hill Carnival'. This submission provides an overview of the role of BTP in providing a specialist policing service to the railway and London Underground, and provides a more detail overview of BTP's policing operation for Notting Hill Carnival.

## **1. Introduction to British Transport Police**

- 1.1 British Transport Police (BTP) provides a national specialist policing service to rail and freight operators, their staff and passengers across England, Scotland and Wales. Within London, as well as the over ground railway, BTP also polices the London Underground, Docklands Light Railway, Croydon Tramlink, and Emirates AirLine.
- 1.2 BTP plays a key role in maintaining safety and providing public security on the rail and underground network. The specialist policing service that BTP provides, which has become known as BTP's transport policing ethos, brings significant benefits to the rail industry and to the travelling public. This ethos is underpinned by BTP's ability to provide end to end policing of Britain's rail network as well as a highly developed understanding of what is a complex and safety-critical operating environment. It is essential that Britain's railways are policed in a manner that is not contained by boundaries of geographic police forces that the railway cuts across. Decisions made in one part of Britain can significantly affect the rest of the network and can cause risk and harm. For example, a decision to close a station in London can very quickly cause significant disruption across a whole line often covering many hundreds of miles. This can result in overcrowded stations and leave passengers stranded on trains for significant periods of time.
- 1.3 The emergence of this ethos can be most clearly attributed to the specialist nature of transport policing that allows a deep and clear understanding of the context and requirement of the railway, London Underground and other stakeholders. At the most senior level, organisational direction is set in consultation with stakeholders and organisational strategy is driven by the priorities of the rail industry, its passengers and staff. This is possible because of BTP's singular role and a strong risk based approach founded on extensive use of analysis and evidence. It is enacted every day by officers through their specialist knowledge and experience of common threats.

### BTP structure within London

1.4 Since April 2014, BTP's B Division has been responsible for delivering policing across London and the South East. B Division is divided into three Sub Divisions:

- TfL Sub Division responsible for policing the London Underground, Docklands Light Railway and Emirates Airline.
- East Sub Division responsible for policing mainline services north of the river Thames across London and the surrounding Home Counties.
- South Sub Division responsible for policing mainline services south of the river Thames across London and the South East Coast.

1.5 Additionally, B Division has access to other BTP resources based within London who provide a specialist response to incidents. These include:

- Counter Terrorism Support Unit (CTSU) who lead the response to counter terrorism matters and support B Division with a visible specialist capability in London. This includes the deployment of Authorised Firearms Officers and Behavioural Detection Officers.
- Specialist Response Unit (SRU) who provide rapid response and assessment of unattended bags and suspicious items left on the overground and underground networks to ensure the safety of the public and network and, through a well-researched risk based decision making approach, assist in minimising disruption to the network and preventing unnecessary station closures.
- Police dogs that provide a general purpose capability as well as explosive 'sniffer' dogs.
- Crime reduction advisors who assist industry and other commercial bodies with protecting their assets on rail premises from crime and theft
- A Major Investigation Team (MIT) to assist with more serious crimes and offences
- A Scientific Support Unit (SSU) that provides services around forensic submissions and crime scene management
- Emergency Response Units which are crewed by police officers and Transport for London (TfL) / rail staff to assist with disruption incidents, such as fatalities.

## **2. Notting Hill Carnival – the event**

- 2.1 The Carnival is organised by the London Notting Hill Carnival Enterprises Trust (LNHCET). The trust works closely with a number of organisations in planning the event including the Royal Borough of Kensington and Chelsea, City of Westminster, Greater London Assembly, TfL, London Underground, London Buses, Metropolitan Police Service (MPS), BTP, St. John Ambulance, London Ambulance Service and London Fire Emergency and Planning Authority.
- 2.2 It is estimated up to 1.5 million people attended the 2016 Notting Hill Carnival over the three days of the event; the vast majority of whom attend on the Sunday and Monday. Most Carnival attendees travel to the event via public transport; predominantly by train and London Underground, which places a considerable strain on the transport infrastructure and raises particular challenges for transport policing.

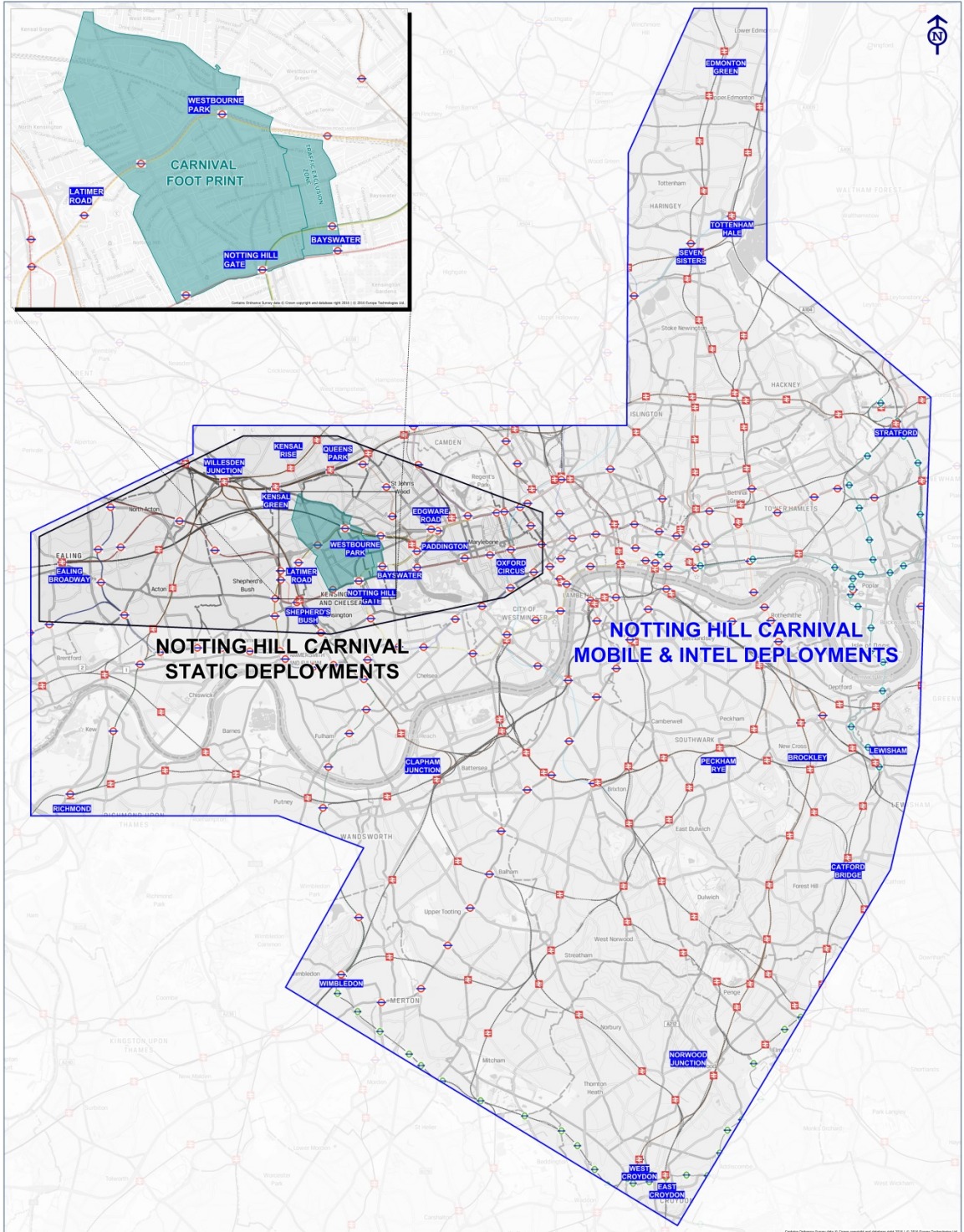
## **3. Notting Hill Carnival Footprint**

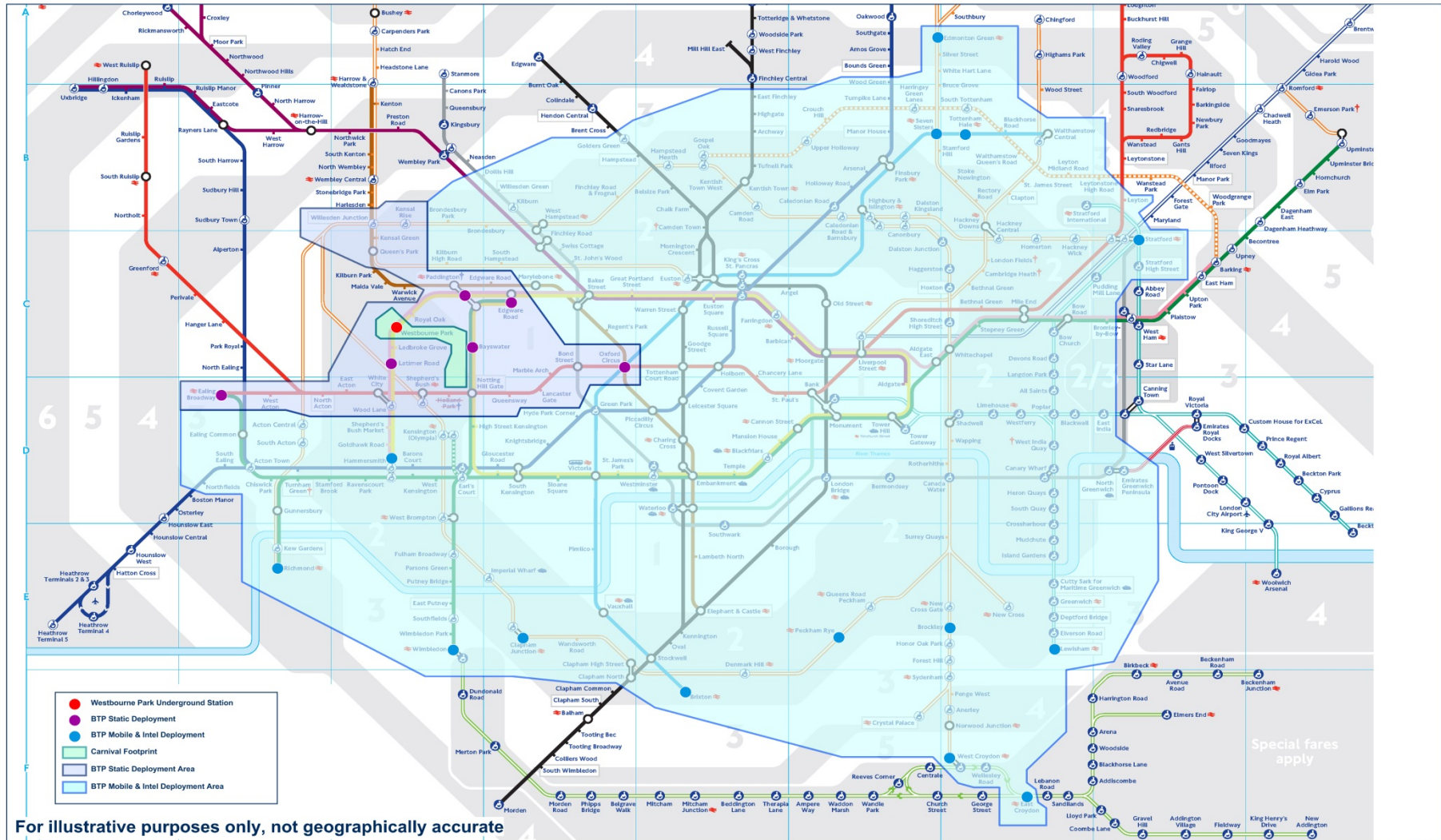
- 3.1 BTP works closely with the MPS and other partners to deliver an effective and coordinated policing plan across the transport network. The demands on BTP extend well beyond the location of the event and therefore require a policing operation with spatial and temporal parameters much wider than the Carnival itself. BTP's operation involves for example, intelligence-led policing of the threat posed by gangs travelling to and from the event on the public transport network. Whilst there will be some attendees that travel from neighbouring counties to attend the Carnival this is very much a London event and the high risk gang activity revolves around London based gangs. The consequent BTP activity is therefore exclusively in London.
- 3.2 The maps on the following two pages show the Carnival footprint, which is centred around Westbourne Park, Latimer Road, Notting Hill Gate and Bayswater (shaded in green on the first map). The map is overlaid with the locations of the key stations directly affected by people travelling to the event, and provides an idea of the extent of BTP's extended operational footprint for this event.
- 3.3 BTP's footprint for this event is much wider than the Carnival footprint and covers key stations in London used by people travelling to the Carnival (area is edged in black on the map). BTP's deployments also cover beyond the duration of the Carnival. For example the following rail stations which fall within the core area of the Carnival footprint have static patrols deployed to the station from 8am to the last service:

- Westbourne Park (LU)
- Latimer Road (LU)
- Royal Oak (LU)
- Notting Hill Gate (LU)
- Holland Park (LU)
- Shepherds Bush (LU)
- Bayswater (LU)
- Queensway (LU)
- Queens Park (LU)
- Kensal Rise (London Overground)
- Kensal Green (LU)
- Willesden Junction (London Overground & LU)

3.4 Travelling serials, mobile and intelligence led deployments take place at stations and trains across a significant part of the Underground and wider rail network in London. These stations extend from Edmonton Green to East Croydon to Stratford (area edged in blue on the map). These locations receive attention from BTP mobile units, uniformed patrols and plain clothes officers as part of reassurance policing and intelligence gathering.







# Notting Hill Coverage

Drawn by: J.Richards  
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#### **4. Partnership Working**

- 4.1 BTP maintains key strategic partnerships with a range of Carnival stakeholders in a coordinated approach to planning the policing operation. BTP's planning team engages with counterparts from the MPS and other partners well in advance of the event to ensure operational plans are fully compatible with inter-agency aims and objectives.
- 4.2 BTP is represented at the monthly Operational Planning Safety Group, which includes the full range of Carnival stakeholders including emergency services, transport agencies, local authorities and Carnival organisers. These meetings provide clarity of roles and responsibilities and promote close inter-agency working.
- 4.3 BTP's operation for Notting Hill Carnival effectively operates as a functional element of the wider MPS plan, but has a relatively autonomous internal command structure. Interoperability is maintained through close liaison with the MPS command structure; with embedded senior BTP officers in the MPS Specialist Operations Room. This distinction between command functions is important as it enables BTP commanders to make dynamic decisions, based on their specialist knowledge of the railway environment, whilst maintaining effective interoperability with the wider operation. This ensures timely action can be taken to address dynamic threats within this large, interconnected and fast-moving environment, whilst maximising the safety of passengers and staff and minimising the disruption to London's travelling public. This is essential when responding to Carnival related threats such as travelling gangs, or alcohol fuelled violence and disorder, which can be a feature of this event (particularly on the return phase). Failure to intercept these threats quickly and at the correct location can result in increased danger to the travelling public.
- 4.4 The benefits of these arrangements are to be found in inter-operability; with assets from either police force effectively deployable anywhere on the operational footprint if required. Co-located command liaison provides the ability for BTP to command its own resources whilst maintaining a close and effective operational link to ensure coordinated activity is delivered.
- 4.5 During both the planning and operational phases of the operation, key functions are drawn together to ensure a fully integrated approach. During the event certain BTP command functions are located with their counterparts within the Specialist Operations Room at Lambeth. These include Intelligence and Public Order reserve commanders

as well as Firearms tactical advisers; providing the ability to react quickly to urgent or developing incidents.

- 4.6 BTP maintains strong partnership working with transport operators in London. One of the strengths of this partnership approach is the successful delivery of effective command and control arrangements. BTP's Force Control Room is co-located with that of London Underground in Palestra House in Southwark providing for effective communication and the ability to closely coordinate inter-dependent operational responses.
- 4.7 From a BTP perspective, one of the main strengths of the security arrangements is the cooperative and coordinated approach to both the planning and operational phases of the event. Strong working partnerships across many agencies have been built in planning for this event over the years. This helps provide for an effective planning process, smooth interoperability arrangements and seamless command.

## **5. BTP's strategic objectives for policing Notting Hill Carnival**

- 5.1 BTP's strategy is tailored specifically to the policing challenges associated with the public transport network. It is important to note that whilst it is entirely compatible with, and complementary to the MPS strategy, it provides for the specific needs and specialist requirements of policing the railway environment. It sets out BTP's core policing functions of preventing and detecting crime, protecting life and property, preventing disorder and maintaining the Queen's Peace, but it also commits to a range of objectives specific to the transport network – these are set out in the next paragraph. In the same way the MPS strategy focuses on supporting the Carnival, and those directly affected by it, BTP's strategy takes a similar approach in supporting transport stakeholders and the travelling public, in a way which is very much underpinned by BTP's transport policing ethos.

- 5.2 Working together with key stakeholders BTP's strategy is to:

- Support London Underground Ltd, Docklands Light Railway, Network Rail and Train Operating Companies to facilitate the safe arrival and dispersal of persons attending the Notting Hill Carnival.
- Ensure, as far as possible, that rail and underground travel is a safe environment for the travelling public, transport staff, and staff from other partner agencies.

- Prevent, as far as possible, crime occurring on the rail and underground transport system, and if crime does occur to take all reasonable steps to apprehend offenders and ensure an effective response.
- Deter and disrupt persons attending or planning to attend the Notting Hill Carnival with the intention to commit crime or bring weapons to the event.
- Prevent, as far as possible, disorder occurring on the rail and underground systems thereby maintaining the Queen's Peace, and if disorder does occur to take all reasonable steps to restore order and apprehend offenders, whilst policing in a style commensurate with the spirit of the event and enabling the enjoyment of those attending.
- Ensure that we take appropriate steps to disrupt and deter terrorist activity recognising the National and event specific threat levels, balancing these threat levels with the demands of operating a mass transit system.
- Minimise, as far as possible, disruption and the resulting impact to passengers and operations on the London Underground, the Docklands Light railway and the rail network, assisting wherever we can to support the return to normality.
- Provide reassurance, advice and assistance to rail and underground staff, people traveling to the Notting Hill Carnival and the traveling public.
- Develop a coordinated collection plan for intelligence relating to the Notting Hill Carnival to inform and underpin the Silver Tactical Plan.
- Ensure that the Notting Hill Carnival operation is resourced appropriately whilst not adversely impacting on other core policing activity.
- Create a well-documented, auditable policing plan for the British Transport Police Notting Hill Carnival operation.
- Establish an effective and credible de-brief process so that all key organisational learning is captured and used to improve future organisational performance.

## **6. BTP's tactical deployment for Notting Hill Carnival**

6.1 BTP's strategic objectives are underpinned by Tactical and Operational plans, drawn up by nationally trained and accredited commanders. These include geographical bronzes (those with responsibility for a defined area/location) and functional bronzes (responsible for cross boundary functions such as Firearms and Public order). BTP's tactical approach is predicated on three principles:

1. Effective deployment
2. Rapid mobilisation
3. Early intervention

6.1.1 Deployments are divided into three main elements:

- Static deployments - where officers are deployed to key stations during forward and return phases of the event.
- Travelling serials - Where officers patrol trains carrying Carnival goers to and from the event.
- Mobile response - Where a flexible highly mobile asset is available in sufficient numbers to be deployed to urgent or developing situations.

## 6.2 High visibility deployment

6.2.1 BTP officers provide a highly visible presence, making every effort to provide reassurance, advice and assistance to the travelling public and London Underground and rail staff. Officers are deployed in appropriate locations based upon intelligence and coordinated planning with partners (detail of deployment locations is provided in section 3).

6.2.2 BTP's high visibility approach seeks to provide an effective deterrent against crime and disorder. While the overall number of incidents at the Carnival increased this year, only eleven offences (mainly public order offences) were recorded by BTP at core and surrounding stations (BTP's Carnival footprint) – the same number as last year and a reduction from 43 in 2013.

### 6.3 Preventative tactics

6.3.1 The proactive use of CCTV to identify emerging situations or incidents is important to BTP's operation. A comprehensive network of cameras and skilled CCTV operators provide a valuable 'third eye' for commanders and add value to their consideration of tactical options. The ability to capture events in real time adds a further dimension to the evidence gathering effort, where offences are committed and offenders are sought.

6.3.2 The effective deployment of covert teams across the network allows for the early identification of groups and individuals who present risk and who then can be the subject of intervention or monitoring.

6.3.3 Pre-event searches of stations has proven to be effective in locating weapons which have been pre-placed for collection by individuals once inside the Carnival foot print. A number of such weapons were recovered from stations before this year's event.

### 6.4 BTP's specialist response

6.4.1 BTP recognises the significant impact of disruption on the travelling public and the obvious public safety implications if this should happen during this event. Specialist response assets are therefore provided to BTP's Carnival footprint to provide the opportunity for early intervention where required. Whether this relates to suspicious items or events linked to potential terrorism (such as unattended or suspicious items), or related to other incident (such as accidents or fatalities), BTP has specialist assets to respond quickly.

6.4.2 BTP's Specialist Response Unit is a 24/7 team and provides an advanced assessment capability for unattended items / suspicious incidents. This unit provides a dedicated resource to the event, ensuring such issues are quickly assessed and resolved and disruption to the network minimised.

6.4.3 The Emergency Response Unit, a joint BTP / TfL resource, provides immediate response to incident requiring joint organisational approach. This can range from incidents involving accidents or fatalities where BTP officers will take a leading role, to track failures where industry staff will lead.

6.4.4 To provide an insight into the scale of disruption to passengers that one incident which is not properly managed can cause, the Hammersmith & City and Circle Line trains which travel through Westbourne Park have a capacity of 1,112 people each, with a

train each way every four minutes. Therefore a delay of only thirty minutes would have a significant impact on those tube lines alone.

## **7. Costs associated with policing Notting Hill Carnival**

7.1 For the 2016 Notting Hill Carnival BTP deployed a total of 1,115 officers over the two days of the event – 530 officers on the Sunday and 576 officers on the Monday. The cost of this policing operation for BTP totalled over £560,000 – over £140,500 for Sunday and over £420,000 for Monday. These costs have been calculated on the assumption that officers work a 10-hour basic shift on both days. However, many officers are likely to work up to 14 hours and therefore the actual cost of deployment is certain to be higher than the figures quoted. The costs are significantly higher for the Monday as a result of officers being deployed on a bank holiday which equates to the day plus double time. BTP does not receive additional funding for policing Notting Hill Carnival.

7.2 Consideration should be given to running the Carnival on Saturday and Sunday - avoiding the bank holiday. This would significantly reduce the policing and security costs.

## **8. Crowd management**

8.1 It is the responsibility of London Underground, Network Rail and train operators to have sufficient personnel to manage crowd flow at their stations. They may request the assistance of BTP officers should the safety of persons be a cause for concern.

8.2 For this event, BTP and MPS adopt shared responsibility for proactively managing queues for the return phase outside key stations within the footprint (e.g. Westbourne Park and Notting Hill Gate). Normally BTP will only take responsibility for crowd management in exceptional circumstances, but for this event this is considered necessary due to the size and nature of the crowds involved and the challenges associated with this. Issues with excessive alcohol consumption and the prevalence of large groups within the Carnival attendees can make crowds volatile and increase the risk of disorder.

8.3 Notting Hill Carnival is a fairly unique event in terms of size, scale and the particular policing challenges it presents. Lessons relating to the safe movement of people or the ability to respond quickly to intelligence can be applicable from other large scale events such as public protests and the New Year's Eve celebrations.



# Royal Borough of Kensington and Chelsea

The Town Hall, Kensington, London W8 7NX

## RBKC Labour Opposition Group of Councillors

c/o Councillor Pat Mason, Cabinet and Corporate Services Spokesperson

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4<sup>th</sup> November 2016

Steve O'Connell AM,  
Chairman,  
Police and Crime Committee,  
London Assembly,  
City Hall,  
The Queen's Walk,  
London SE1 2AA

Dear Steve,

### **Notting Hill Carnival – Investigation into policing and security arrangements: Submission of the RBKC Labour Opposition Group**

#### **Introduction**

Thank you for inviting us to have an input into your Committee's investigation into Carnival policing and security issues. A good number of the current RBKC Minority Party Labour Councillors represent wards where the Carnival takes place, have done so for several decades, and have variously served on Council committees and police bodies that oversee the Carnival operation, or have acted as Carnival community mediators and community advisers to the police for decades.

We have also responded either in writing or verbally to past London mayoral Carnival reviews, not least Intelligent Space that we remember comprehensively assessed crowd safety and the Notting Hill Carnival route design. In 2004 we had an input to the mayor's Carnival Review Group study into the economic contribution the Carnival makes to the local and London economy.

Some of our long-serving Councillors have attended and worked on 40 or more Carnivals, and it is clear that the security and policing operation today is an improvement out of all recognition of what it was some 20 to

30 years ago when there were regular violent disturbances, fatal stabbings, guns being fired, steam gangs rampaging through the carnival area robbing hundreds of people, and the police perceived – fairly or unfairly – as not being impartial or using tactics that appeared to increase and not decrease crowd tension and violent disturbance.

The incremental improvements that have been made year by year has resulted in carnivals with comparably smaller scale and limited troubles in the past 10 years, if there have been problems at all, and crime levels – whilst not acceptable – running pro rata to other public events, football matches, music festivals and the mayor’s New Year’s fireworks display, for example.

In the past two years we asked the Metropolitan Police for a breakdown of the pre Carnival and the two main Carnival days arrest figures, but these figures were never provided. Last year, I asked Sir Bernard Hogan-Howe for a list of all of the London public events his force policed in the past year together with the costs and crime figures. I am still waiting for a response. I wanted to learn how the costs of Carnival policing compared with other policed London events, and whether the crime figures on those events could inform the Carnival situation.

## **Comments on your investigation Questions**

### **“What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?”**

#### **1.1. Strengths:**

- Police monitoring and strategic response ability: One of the strengths, despite the 1.5 million people visiting the Carnival area over the two main days, is the ability of the police – via a myriad of CCTV cameras – to monitor what is happening in nearly every street and public space and to respond accordingly when incidents occur. This is important because the great majority of the PCs on the ground will have no real ability to know what is happening across the Carnival area and most of them do not live or work in RBKC and North Kensington so have no geographical knowledge of the Carnival wards.

- Working with the local community: It has also been a strength, I regret until recent years, that the Metropolitan Police at Scotland Yard, who have the lead policing role in Carnival, liaised with leading members and groups in the local community, especially from the Tabernacle, Councillors representing wards in the Carnival area, and recognised community advisers to the police on Carnival who can suggest solutions to security and community relations issues that may have arisen at the last Carnival. To the extent that this either no longer routinely happens or only lip service is paid to listening and learning from experienced local sources – then this strength is in danger of becoming a weakness.
- Locally sourced and trained stewards, plans for Carnival Enterprise Trust (CET) to increase the number over the next 5 years.
- Pre-Carnival work by the Metropolitan Police to round up known offenders and prevent them from attending the event.
- Number of police allocated to the event.

### **1.2. Weaknesses:**

- Problems moving to just beyond the Carnival footprint area and not dealt with.
- Gangs coming in from other boroughs and not dealt with by the borough or through MOPAC.
- Lack of adequate management and control of the event: Juve, the Carnival Parade and sound systems by the CET.

## **“What improvements can be made to security arrangements?”**

**1.3. Carnival Policing Costs.** We have heard statements from Sir Bernard Hogan-Howe and senior police officers and attended briefings from London Notting Hill Carnival Enterprises Trust about plans to steadily reduce the number of officers policing Carnival from the current 6,000 (over the two days) number, costing about £8million (the figures we are supplied with year to year seem to vary) and replace these with professionally trained stewards. We understand the main driver for this is cost given the government’s budget reductions to policing but this proposed change is also being sold to the public as an improvement to the policing of Carnival.

**1.4. Carnival benefits the London economy.** It is worth remembering that whilst policing may cost £6 or £8 million, it is reported that the Carnival benefits the London and RBKC economy by some £150 million annually. In the Mayor's 2004 Carnival Strategic Review Report, the last solid evidence we can find, it states "The economic impact study, commissioned by the London Development Agency on behalf of the Mayor's Carnival Review Group found that in 2002, the Notting Hill Carnival generated approximately £93 million and supported the equivalent of 3,000 full-time jobs – clear evidence that what takes place every August Bank Holiday weekend on the streets of Notting Hill is a multi-million pound generating event".

**1.5. Some local people believe Carnival is being unfairly attacked.** There is significant opinion in North Kensington and in the Carnival community that believes the real driver for the policing reduction proposal is the perceived hostility to Carnival from the Metropolitan Police Commissioner, Sir Bernard Hogan Howe, the MP for Kensington, Lady Victoria Borwick and various police representatives. There are some local people who openly say that the Carnival is being attacked because it is a largely Afro-Caribbean event that sprang from the 1958 Notting Hill race riots and the racist murder of Kelso Cochrane in Golborne ward in 1959 that we represent. This tension is not good for the maintenance of good security.

**1.6.** This was another reason why we wanted to know what the Police attitude and plans are for other policed public events in London. Are the organisers of these events also being asked to plan for reduced policing levels? We do not know.

**1.7. Reduction and tighter controls and licensing of Sound Systems:**

- (a)** Restricting the locations, using a record of sound infringement to ban them from the event. Some sound systems offend annually, take up a lot of police and enforcement resources in monitoring and closing them down and yet can attend the next year. When police/stewards close a sound system down its followers become angry and often violent. Regulations need to be introduced so that if a sound system is closed down for infringement – for noise nuisance or leaving equipment in the street – it can't attend the next year's Carnival, or there could be a longer ban on a case by case basis. Sound Systems need to be reduced since they attract a different crowd who come just for the sound systems and rave and street party and not for the Carnival, and this is where the trouble starts.

- (b)** Insist on improved parade management and stewarding by CET: When there are long gaps between floats, crowds get bored, irritated and angry and this can lead to trouble.
- (c)** Relocation and tighter restrictions and monitoring of early morning Juve:
  - Juve needs a different location where the paint doesn't create so much damage, it doesn't finish in time and delays the parade etc and this year (2016) some people were allowed to use oil paint which damaged cars and allowed some elements to deliberately target cars outside the footprint around Holland Park that required a full repaint.
- (d)** Ensure more funding to train local people as stewards and increase the numbers so that the police can police. This worked well at this year's Carnival but can be better
- (e)** Close off more narrower streets and back ways for local residents to use to move through the Carnival area and as streets overflow in some smaller streets with sound systems, for example. All Saints Road and Powis Terrace can become dangerously overcrowded.

**1.8.** The role of stewards and police. On the question of replacing police officers with stewards, a former Chair of the Carnival Committee told us that police and stewards fulfil completely different roles and any suggestions that more stewards should result in less police was "a pure fallacy". They told us that stewards have no authority – I assume they mean legal authority – and are not accountable to the public.

**1.9.** They told us that stewarding must be looked at as part of the overall strategy for the management and development of Carnival, and not in isolation, for example, simply a matter of replacing police officers with civilian stewards.

**1.10.** That said, having more locally-employed, professionally trained stewards could be an improvement if there is an all-agencies agreed strategy on how they will operate, and if the question of how or if they will have similar control room communication direction as the police, or if they will be connected to the Metropolitan Police control, can be answered?

**2.1. Improved security arrangements.** We believe security arrangements could be improved year on year if the police will re-start listening to and perhaps incorporating into their plans the thinking and solutions from people in North Kensington who have significant operational and community experience of the Carnival. We believe that the police should respond operationally after assessing advice given to them regarding crowd control and potential flashpoint issues by experienced and recognised community advisers who are on the ground over the two Carnival days for this purpose.

### **“What lessons can be learned from other large scale events”**

**2.2. the Carnival should not be demonised.** Given the number of people attending, the violence and arrests at Carnival are no worse than at other very large festivals. The Carnival should not be demonised as this attracts the violent elements.

**2.3. Ticketing of Carnival?** Some people believe that ticketing, as operated at large scale events such as music festivals, is a way to increase security by controlling who enters these events. But all available crime figure evidence shows that ticketing does not significantly reduce criminal activity at music festivals and similar events-even the Mayor’s New Years Fireworks display suffered from a number of stabbings in recent years.

**2.4. Ticketing would destroy Carnival as a community event.** Even if you could somehow cordon off the large Carnival boundary, ticketing would be a step towards making Carnival a commercial event, for which the Carnival Trust would have to pay full policing costs, and there seems no prospect of that possibility for the foreseeable future. Since this would effectively be the end of Carnival as we know it today and very probably finally divorce it from its roots of the Afro-Caribbean community’s reaction to the 1958 race riots, we believe this cannot be considered. Carnival is a community event taking place on the streets of North Kensington and must remain so.

**2.5. Change is needed to the way Carnival is advertised.** Many young people see Carnival as a street rave, an excuse for the masses to get very drunk over Bank Holiday and misbehave in the streets – rather than coming to enjoy, observe and participate in a very special and different cultural event. Advertising is across London and TfL support this.

A different approach to advertising, in collaboration with the Carnival Trust, could possibly correct this over time, and discourage the drunken hoards who cause anti social behaviour and 'street toileting', which is arguably the most frequent complaint from local residents.

**2.6. Returning Carnival to its roots.** We therefore support the Notting Hill Carnival Enterprises Trust initiative to return Carnival to its roots as an afro Caribbean street event promoting the origins of carnival in RBKC and North Kensington throughout the year and promoting this in all publicity. The hope is that this will make Carnival more of a cultural event once again and less of a 'street party' that will attract less party goers and gang members, and will reduce criminal activity and increase security.

**"What more can the Mayor do to support the agencies responsible for keeping Carnival safe??"**

**2.7. Carnival stewards funding and training.** The increased funding of Carnival stewards should continue together with their adequate training.

**2.8. Building trust with local communities/responsibility of leading figures to work constructively with Carnival.** We need to work very closely with community groups and individuals who may not only give local intelligence and suggestions, but work with police over the two days. Building trust with the local community is essential. Unfortunately the sustained and adverse press coverage of the MP for Kensington who proposes inflammatory changes to Carnival that RBKC does not support, and that reflects poorly on the police, even though there may be little or no connection whatever. Community relations suffer badly when there is an unconstructive news media onslaught against Carnival, and the apparent glee exhibited by some newspapers over the number of injuries and arrests, as unacceptable as these are, does nothing to improve the situation

**2.9.** Local recruitment for stewards is essential. Many complain that our expenditure on Carnival does not result in income for local people. Local stewards could help address that complaint.

**2.10.** We are aware that police do a fantastic job pre-Carnival, taking nominals/suspects off the streets, and that this alone reduces crime. We hope that more can be done to coordinate pro-active work to keep 'at risk' and vulnerable people away from crime.

It is seen as a 'badge of honour' for groups and gangs to clash at public events such as Carnival, something that must be deterred. Coordination is key here and we have seen no evidence from the Council, the Mayor's office or elsewhere that efforts are coordinated.

**3.1 More resources should be directed at Pre-Carnival preventative activities.** Having heard from the Deputy Assistant Commissioner, with overall oversight of security at Carnival and the RBKC Borough Police Commander regarding how potential criminals are deterred from attending Carnival through arrest and banning orders, through disruption tactics as they travel into the Carnival area by the Underground etc, together with the searches of areas where weapons may be hidden prior to Carnival, perhaps more resources could be directed at these preventative activities that could avoid some of the clashes and violent incidents we have experienced in recent years.

Yours sincerely,

Councillor Pat Mason

**Submission Contributors:**

Councillor Monica Press  
Councillor Emma Dent Coad  
Councillor Judith Blakeman  
Councillor Pat Mason



## Community Monitoring Project West London

Please accept this response from Community Monitoring Project West London. We are based in and around the NHC footprint.

### • What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

Strengths: Police generally tolerate drinking of alcohol, suspected cannabis possession and other low-priority issues during this period.

Weaknesses: There are still disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This problem is particularly pronounced for African and African-Caribbean visitors of carnival, for whom the event is supposed to celebrate.

We are not satisfied with the level of community engagement and communications with local stakeholders and carnival participants with regards to exercises carried out and decisions that are made that negatively affect bands, soundsystems and residents and often lead to tensions.

The overtly high level of policing leads many participants to feel threatened and discriminated against. Whilst a clear presence has clear benefits, the outstandingly high numbers of uniformed officers has heightened tensions in many instances and fuels the perception of prejudice toward this occasion. Similar events such as Kings Day in Amsterdam have utilised plain clothes police to reduce the visual effect of uniformed officers (including TSG officers) and improve their own ability to target serious crime.

### • What improvements can be made to security arrangements?

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

### • What lessons can be learned from other large scale events?

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to

make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate <http://www.telegraph.co.uk/culture/glastonbury/11705757/Glastonbury-2015-low-on-crime-say-police.html>.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. I feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival makes for London (£130 million adjusted for inflation from the 2003 report), making the information that accompanies this consultation somewhat misleading. <https://www.lgcplus.com/carnival-worth93m-to-london-economy/1257198.article>

- **What more can the Mayor do to support the agencies responsible for keeping Carnival safe**

**Direct support:**

Support the Police and Carnival Trust to improve their engagement with the local community, providing funding and other practical forms of support to connect with the local community - grassroots groups, residents and businesses - who host the carnival each and every year.

**Publicity and Public engagement campaigns:**

Support the local community with promoting the positive reality of carnival celebrations and preparation throughout the year, regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event,

the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

**Toilets:**

The extremely poor provision of adequate toilet facilities has been a major aggravating factor in the community's relationship with those attending carnival. Such poor provision undoubtedly - according to countless anecdotal reports and numerous residents meetings - causes an atmosphere of hostility and resentment that can lead to tensions amongst those taking part in celebrations and local residents and businesses.

As an example, Glastonbury has focused its attention on toilet provision, providing one toilet for every 40-50 people at the festival, with dedicated staffing. There are community-level solutions available that have long been restricted through the actions of council licencing authorities and the intransigence of the local Tenant Management Organisation.

The Mayor must put his support behind the local community to ensure its resilience, innovation and capacity to find solutions to issues such as toilet provision is built up

**Community development and local decision-making:**

The agencies responsible for many of the issues at Carnival have demonstrably failed or had poor results. The Mayor must put his considerable weight behind the local North Kensington community and its efforts to make carnival safe, welcoming and enjoyable for all concerned.

In light of the current consultations on making London a "city for all", it is critical that this mayor backs up the laudable words with concrete actions that show real intent to make London a truly inclusive city. This includes supporting communities at a grass roots level to keep themselves and others safe during major events that take place on residential streets.

**Youth provision:**

Youth services lost at least £60 million of funding between 2012 and 2014. More than 2000 jobs have been lost in that period. Around 350 youth centres have closed as a result of the cuts. 41,000 youth service places for young people have been cut. At least 35,000 hours of outreach work by youth workers have been removed. (UNISON, 2014)

Although some London boroughs have been proactive in trying out new models of youth provision, the pressure and switchovers - where they have occurred - has been devastating nonetheless and such instability has a direct effect on Notting Hill Carnival, as an event that attracts young people from across London. Many crimes are committed by young people from well outside the Carnival footprint.

Therefore the Mayor must provide practical and financial support to community groups to respond to the cuts in youth provision across London and promote carnival arts and culture as a true and positive manifestation of African Caribbean people.

**CMP**

## London Campaign Against Police and State Violence

### Notting Hill Carnival Consultation - 2016

- What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

Strengths: Carnival has, since its inception, been about a celebration of Caribbean culture in the face of state and everyday racism. It is open to all and is a celebration of collective spirit. Police generally tolerate drinking of alcohol, suspected cannabis possession and other low-priority issues during this period.

Weaknesses: There are still disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This problem is particularly pronounced for African and African-Caribbean visitors of carnival, for whom the event is supposed to celebrate. Section 60 is often imposed throughout the local area over Carnival weekend, allowing police officers to stop and search members of the public without grounds. It has been consistently demonstrated that when Stop and Search is deployed in this way it unfairly targets black and brown people, while failing to do anything to effectively detect crime.

In addition when carnival draws to a close on each night, Police in riot gear move aggressively through crowds forcing people from the streets. What improvements can be made to security arrangements?

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

- What lessons can be learned from other large scale events?

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

Carnival has ten times more attendees than Glastonbury, which puts the 450 arrests over Carnival weekend 2016, with 167 at Glastonbury, into a more clear light.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate  
<http://www.telegraph.co.uk/culture/glastonbury/11705757/Glastonbury-2015-low-on-crime-say-police.html>.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. I feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival makes for London, making the information that accompanies this consultation somewhat misleading.  
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- What more can the Mayor do to support the agencies responsible for keeping Carnival safe?

Public engagement campaigns regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event, the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

## StopWatch and Release

Please see our joint consultation response from StopWatch and Release regarding policing at Notting Hill Carnival.

We have also published this on our website, available here: <http://www.stop-watch.org/news-comment/story/notting-hill-carnival-consultation>

## What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

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Weaknesses: There are still disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This problem is particularly pronounced for African and African-Caribbean visitors of carnival, for whom the event is supposed to celebrate. Whilst police general tolerate suspected cannabis possession in particular, this seems to be less applicable to those from the African-Caribbean community.

## What improvements can be made to security arrangements?

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. Indeed, latest guidance states that the smell of cannabis **on its own** does not make up reasonable grounds for a stop and search. <http://www.app.college.police.uk/app-content/stop-and-search/legal/legal-basis/?s=cannabis+>

As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

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The policing of carnivals, street-based celebrations and music festivals should represent the desires of the community who are being policed, rather than concerns based on political rhetoric, cultural bias or the criminalisation of Black communities who are overpoliced and underprotected.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. StopWatch and Release feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival makes for London, making the information that accompanies this consultation somewhat misleading. <https://www.lgcplus.com/carnival-worth93m-to-london-economy/1257198.article>

### **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

Public engagement campaigns regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing (both at force level and nationally) which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event, the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

Westbourne Neighbourhood Association (WNA)/  
 Notting Hill East Neighbourhood Forum (NHENF)  
 Website: [www.nottinghilleast.org.uk](http://www.nottinghilleast.org.uk)  
 Email: [info@nottinghilleast.org.uk](mailto:info@nottinghilleast.org.uk)

14<sup>th</sup> November, 2016

Steve O'Connell AM  
 Chairman  
 Police and Crime Committee  
 Scrutiny and Investigations Team  
 London Assembly  
 City Hall, More London, The Queen's Walk  
 London SE1 2AA

Dear Mr O'Connell,

Thank you for inviting our input in your review of policing and security at the Notting Hill Carnival ("Carnival"), of which we became aware only on 7<sup>th</sup> November, 2016. We appreciate your allowing us to submit our input beyond the original deadline.

We are a long-standing amenity society (WNA) and simultaneously the Notting Hill East Neighbourhood Forum (NHENF) as per the Localism Act (2011). More information about us and the area we serve can be found at [www.nottinghilleast.org.uk](http://www.nottinghilleast.org.uk). Most of the residents in our area live either on the route of the Carnival, or surrounded by or adjacent to it.

We address below as best we can the four questions you have posed, given the very short notice. However, in our view the concerns of affected residents and businesses, and their suggestions for improvement, cannot be properly addressed by compartmentalising policing and security issues. Rather, a comprehensive review of the Carnival, which includes a review of policing and security along with the purpose of the Carnival, its evolution, licensing, financing, accountability, public health, environment and other related issues, based on proper consultation with all stake-holders including in particular the residents and businesses of the Carnival area, is necessary before proceeding with next year's Carnival.

1. What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

It is difficult to ascertain what might be a strength of the security arrangements, as some elements, such as the heavy and visible police presence, or the increase in number of 'stewards', may appear to be strengths, but are actually weaknesses.

- The very fact that the cost of policing the Carnival is in excess of £8 million and requires the diversion of one-third of the Metropolitan Police (your figures) is a clear indication that there is a serious problem with this event. No festival that is supposed to be for children and families, and celebrate cultural diversity, should require this level of costs and police resource diversion.
- Despite the massive police presence and policing costs, every year residents suffer from serious crimes such as the widely reported knife crimes and fear of such



crimes; strangers entering their properties, urinating, vomiting, passing out; drug peddling; large numbers of drunk/drugged people on their streets and around their homes; fights; attacks against residents; vandalism; residents and local businesses forced to board up their homes/businesses to due threat of vandalism and criminality; local businesses forced to close for the long weekend; overcrowding with risk of stampede; residents trapped due to the crowds, diversion of public transport, closure of tube stations or exit-only schedules, creating risks in case of illness or security-related evacuation; loud amplified music – apart from the other health and environmental risks they pose – increases security risks due to drowning out other sounds.

- There appears to be no organising entity which would be held responsible for injury suffered by residents, visitors or the police, including in the event of a stampede or a terrorist attack. In a post-Carnival public meeting held on 26 October 2016 at the Kensington town hall on Hornton Street, representatives of the Royal Borough of Kensington and Chelsea and the Metropolitan Police repeatedly said that they do not organise the Carnival, but merely ‘facilitate’ it. Yet those presented as the ‘organisers’ appear not to take responsibility for criminality, anti-social behaviour and security risks at the Carnival.
- There appears to be no evidence-based analysis of what the local area or the city of London is receiving in benefits, both economic and social, in exchange for the costs, both local and city-wide, including the very significant policing costs reported by you.
- The increasing of the number of ‘stewards’ is viewed as a weakness by many residents, as only the police have the authority to combat the kind of criminal and anti-social behaviour that occur in the area during the Carnival. Any decrease in police presence due to the increase in number of ‘stewards’ would be a further weakening of the security arrangement.
- There is a lack of transparency about the risks, policing and security arrangements, costs, incidents, injuries to the police and the public, and experiences of residents.
- There is a lack of consultation with the residents and businesses of the area, to ascertain their concerns and elicit their views on shaping the Carnival for the future.

## 2. What improvements can be made to security arrangements?

Security can only be improved by reducing the over-crowding, and removing activities that attract crime, excessive drinking, drugs, public nuisance and anti-social behaviour.

- The Carnival parade route could be changed to be restricted to major roads such as Ladbroke Grove or the Mall, or the main parade could be held at a specialist venue as in Rio (see below).
- The static sound system points should be abolished; specific acts could be held at other venues and some of them could be ticketed – as in Rotterdam (see below).

- The Carnival could be ticketed, in order to control over-crowding, reduce crime, and make it easier to police.
- The number of participating groups and floats could be reduced, and accompanying trucks reduced/eliminated, to enable a smooth and timely flow of actual artistic presentations.

3. What lessons can be learned from other large scale events?

- As the Carnival is presented as ‘the biggest street party in Europe’, second only to the Rio Carnival, and an event showcasing London’s diversity, it is best compared to similar events in other world cities such as Rio and Rotterdam.
- In Rio, when the Carnival grew into one of the biggest events in the world, its biggest parade, the Samba parade, was moved from the streets in downtown Rio to a purpose-built ‘Sambodromo’. (See <http://www.rio-carnival.net/>)
- The Rotterdam summer carnival is reported to attract 900,000 visitors. Its rules include ‘no drugs’, ‘no weapons’ and ‘zero tolerance’ by police of public urinating (<http://rotterdamunlimited.com/en/general-info/houserules>). There are both indoor and outdoor events and some events are ticketed. London could learn from rates of crime and public order incidents, policing and security arrangements, costs and financing, of the Rotterdam carnival.

4. What more can the Mayor do to support the agencies responsible for keeping Carnival safe?

- We urge the Mayor to undertake a comprehensive strategic review of the Carnival in all its aspects.
- As an essential part of such a comprehensive review the Mayor should undertake a systematic survey of all the residents and businesses in the Carnival area to elicit their concerns and suggestions for the future of the Carnival.
- The Mayor should make public the audited accounts of the Carnival to date to enable an informed review of the Carnival.

We hope that this submission is helpful for your review. We would welcome an opportunity to participate in a comprehensive strategic review of the Carnival with appropriate notice and the benefit of a survey of the residents and businesses in our area.

Yours sincerely,

Carnival Working Group, Steering Committee, Notting Hill East Neighbourhood Forum

### **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

Strengths are that the police are broadly tolerant of low-level issues such as suspected cannabis possession, alcohol consumption and so on.

However the use of stop and search and more invasive police powers are continually raised as a concern, particularly the disproportionate usage of these powers at Carnival against young African/Caribbean attendees. Among these include stops for suspect low-level possession. The frequent use of section 60 over areas of Carnival raise further concerns about the ability of police at Carnival using stop and search powers even more indiscriminately and aggressively. The heightened visibility of police forces at Carnival – including Forward Intelligence Teams - also gives rise to a feeling that the security arrangement is less to facilitate the event than as an aggressive show of force at a public celebration – that it is an exercise in police aggression.

### **What improvements can be made to security arrangements?**

The disproportionate, and disproportionately aggressive, use of stop and search against African/Caribbean and other minoritised ethnic groups is often a root cause of discontent with police in those communities.

This is also pronounced at Carnival, being a historical celebration of African/Caribbean communities in Britain, being blighted by invasive police activity.

To that end, we recommend that low-priority crimes such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops/searches or arrests.

We also recommend a scaling back of police presence and a 'lighter-touch' approach where they are found, instead making use of local community – primarily African/Caribbean – organisations and stakeholders to take the lead in keeping monitor of the situation on-the-ground.

### **What lessons can be learned from other large scale events?**

Carnival is a cultural and socio-political institutional for the African/Caribbean community of Britain, and it should be afforded a due level of respect and sensitivity.

Events of similar standing outside of the African/Caribbean community are afforded as much, and the much lighter security arrangements for events such as open-air music festivals is instructive for how Carnival can be approached in future.

'Containing' Carnival, relocating it to a confined space, or ticketing it goes counter to the spirit of Carnival and should be avoided.

### **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

The Mayor should make an extra effort to promote Carnival as a significant event in the calendar for African/Caribbean community and those stakeholders and agencies within those communities should be more directly empowered, informed and included in arrangements for safety at Carnival.



Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

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## British Association of Sound Systems (BASS)

### *An overview of comments on security arrangements by its members*



The presence of static sound systems is one of the major strengths in security arrangements at the Notting Hill Carnival. The 39 Static sound systems are officially licensed for Notting Hill Carnival and managed by the British Association of Sound Systems (BASS) who spend a great deal of time and effort in ensuring sound system sites are operated to the highest levels in the interest of public safety.

BASS Sound systems are very well organised, experienced and form an essential element of partnership with government agencies to ensure the safe and successful delivery of the Carnival event. BASS are a professional organisation who take a proactive approach in contributing to maximise safety and security arrangements at the event. However, seemingly simple solutions to security arrangements from BASS are often ignored or overlooked. For example, this year much work was put into producing a review for increasing security and safety elements at a major carnival location but unfortunately the recommendations from the review (**please view attached pdf**) were dismissed for alternative arrangements.

BASS have also formed a close collaboration with the Metropolitan Police which also assists in maximising and developing increased safety measures at the event. Each sound system has unique ways of managing their audiences. Systems of management have been well developed over the last 40 years resulting in the production of official written BASS/Metropolitan protocols for emergency circumstances, crime prevention and public address (**please view pdf**). The protocols also formalises sound systems in Carnival as a crowd management tool via public address, in collaboration with the Metropolitan Police and local authorities.

Most BASS member sound systems operate without any external budgets and rely solely on experienced volunteers to manage their premises/areas. To date the carnival sound systems (unlike other Carnival disciplines) have not been assigned or supported with officially designated stewards from the official Carnival quotas. All stewards and security deployed at the 39 sound systems sites are sourced and paid for by the individual sound system themselves at their own expense.

An allocated budget and training development would be recommended.

The toilet facilities provided by the local authorities could be managed and maintained better. These areas unmanaged carry potential risk factors for security arrangements.

BASS sound systems have contributed ideas to carnival policing strategies and assisted throughout the years and this fact has never been acknowledged. Sound systems provide a unique art form that enables them to have unique interaction with the public, along with giving them access to street and popular culture issues. Communications from the top down to the bottom to the up needs to be improved. All stakeholders should respect and adhere to recommendations from the sound systems who have multiple years experience in managing all matters pertaining to their individual sites. These recommendations should not be ignored as the average sound system has a wealth of knowledge that can be utilised but generally is ignored. Sound systems should be given the credit they deserve in order to enhance possibilities of attracting funding or sponsorship to ultimately reduce their financial burdens. BASS recommendations for specific security measures in the past have proven to be valid and therefore vital funds should be ring fenced to support sound systems. Sound systems provide a crucial tool for public address assisting with crowd control, public information, emergency services, lost property and more importantly public safety at carnival as a whole. Funding should be assigned for sound systems to assist with crucial requirements which will attribute to more enhanced security arrangements at the event. For example- crowd control barriers, stewarding, security, signage etc are all necessary elements which currently have to be sourced and paid for by the sound systems themselves at their own expense. It is now also becoming a more frequent trend for sound system operators to withdraw from performing due to the increased requirements, demands and escalating costs.

Sound systems are what give Notting Hill Carnival its uniqueness from other carnivals around the world (including the Rio carnival). These other carnivals around the world often send representatives to observe how the London carnival arenas and event operates for valuable feedback in order to mirror these elements in their own countries. Every sound system unit is different, with its unique sound and accessible dynamics, operatives, audience to its programme; audience to its security and all not funded by the government or any funding agencies but resourced by the sound systems themselves.

The sound systems offer a wealth of experience in terms of crowd management, stewarding, signage, risk assessing and managing audiences. Many of the partner agencies could benefit from sound system expertise if they would work better in partnership with the sound systems.

Sound systems should be funded in the same way as the other arenas. They should have barriers, stewards, communication devices, electricity etc. provided. This will ensure that all arenas can operate more effectively and ease financial burdens, which in turn will give sound systems more scope to focus on security and added value. Also sponsorship to raise the profile of the sound systems at carnival will help to put forward a positive image for carnival and give the potential audiences more enhanced 'attitude and values' when attending the event.

Sound systems are for and about the community and are the ones best placed to influence those around them. All of the sound systems know their crowds, the dynamics and their audiences intimately as many people return to their specific sites year after year. Dj and MC skills assist in keeping people happy and calm, therefore making carnival at a sound systems one of the safest places to be at the event.

**The key findings of member comments for improved security suggest that -**

- The value of BASS input should be given more serious consideration in order to maximise security arrangements at the event.
- Funding should be ring-fenced specifically for the sound system arena infrastructure to enhance security arrangements at the event.
- The expertise available from BASS sound systems offer a unique key element that is critical to enhancing and in increasing security arrangements the event and should not be ignored.

## Westminster City Council

### Policing & Security at Notting Hill Carnival

#### Response to the letter from Chairman of the Police & Crime Committee

This document contains Westminster City Council's response to the GLA Police and Crime Committee as requested by Steve O'Connell AM, Chairman of the Committee. Westminster City Council will also give verbal evidence to the Committee on Monday 7<sup>th</sup> November 2016. The response addresses the key questions posed by the Chairman and provides an overview of Westminster's position on the matter.

#### Overview

Notting Hill Carnival is part of London's history and forms an iconic part of our identity as a global city. The event is unique and has grown organically over the years since its inception to become distinctly different in scale and composition. This pace of growth and change has not however, been mirrored in the approach to management and planning of the event which, if not addressed, could threaten the future of the event and the history associated with it.

There is an urgent need for a more strategic approach to be taken in organising the event and the Mayor's office should be encouraged to show leadership in this regard as should the London Notting Hill Carnival Trust. Stewarding was better in 2016 than in preceding years for a variety of reasons but it achieved this within the practical confines of the circumstances presented by the existing footprint and capacity of the event. This is not a sustainable situation and we would recommend that the Mayor leads a strategic review into Carnival which considers a full range of options to safeguard the future of the event, the safety of those attending it and the interest of the local communities of the Notting Hill area. Westminster City Council would happily support such a review with evidence obtained from managing issues associated with Carnival but also with our experience of supporting major events elsewhere in the city which have a similar global profile.

Although this response provides views on the questions posed by the Committee, there are wider strategic issues which we have also noted throughout the document.

#### **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

Our experience of security arrangements at Notting Hill Carnival in 2016 shows a number of areas of particular strength which should be recognised and used as a basis for improvements in the future.

#### Strengths

These strengths fall into three main categories.

First, the number of stewarding personnel from McKenzie Arnold on duty this year was higher than in 2015 which undoubtedly contributed to improved crowd management in some areas. The impact



of personnel was further enhanced as many of the staff deployed were experienced professionals, often with previous knowledge of Carnival which increased their effectiveness. The increase in stewarding also allowed Metropolitan Police Officers to be proactively tasked away from static duty meaning incidents were responded to quicker and better.

Secondly, the development of the security plan was undertaken in a multi-agency manner consistent with good practice. This ensured that all agencies involved in the planning were on the same page when it came to implementation which is critical when the environment is as complex as Carnival can be.

Lastly, the re-introduction of access to the Metropolitan Police camera feeds installed for the monitoring of crowds within the ELT enabled those overseeing the event on the day to direct resource more effectively and provided another tool to support decision making.

### Weaknesses

There are however, undoubtedly still a significant number of issues and weaknesses surrounding security arrangements which warrant further consideration.

Although the amount of overall stewarding personnel deployed was positive, the consequence of significant Metropolitan Police deployment is that this creates capacity challenges which impact overall resilience in London.

There is also a significant resource implication for the local authorities involved in terms of planning, operational deployment and clean-up, all of which are related to safety. This places significant, unfunded strain on council resources in a manner which is unlike any other major event in the city.

There are some fundamental issues with crowd management at the event which pose a risk to providing a safe environment for those attending the event. There is currently no way to control the volume of people entering the Carnival area, nor is there any effective means to control crowds once they are inside the event footprint. This means that in the event of a critical or major incident authorities would be severely limited in their ability to safely and effectively disperse crowds. Whilst there were more personnel and a higher average level of experience this year, the level of stewarding remains insufficient as does the quality of training and information provided to stewards.

The focal points of the event are the floats on the parade and the sound systems within the parade footprint. As suggested by Westminster City Council previously, the sound systems in particular continue to cause security concerns due to their location, management and capacity. Whilst seen by many as a core component of Carnival, the sound systems can be relatively unmanaged leading to significant issues in terms of effective security and stewarding control. In terms of floats, our experience this year is that there were too many floats that directly cause unmanaged noise and congestion whilst also often having a negative or provocative impact on crowds. This combination creates crowd management issues and wider security concerns as well as placing demands on stewards and the Police which could be avoided. Finally, the effectiveness of newly introduced vehicle security measures was limited by a lack of co-ordination and provision of information from float organisers which resulted in unnecessary delays.

In summary, security in 2016 was better than in previous years and responded effectively to the event planned but there remain fundamental strategic issues which remain unaddressed and continually place public services on the back foot in response to Carnival. This basic challenge also affects the local residential community who are subjected to unacceptable levels of noise, environmental and anti-social behaviour issues as a result of the evolution of Carnival into what it is today without the strategic planning and infrastructure to support it from event organisers.

### **What improvements can be made to security arrangements?**

Based on the above analysis of the security involved in Carnival, there are a number of potential improvements to arrangements that should be explored for future years.

First, the capacity and footprint of Carnival should be reviewed. This is a fundamental question for the Mayor, organisers and other involved organisations to consider. Carnival has grown organically since its inception and this evolution has led to new security challenges which were unimaginable in the early years of the event. Security provision has not been able to keep up with this evolution and, given the current shape and size of the event, security arrangements will continue to be 'making the best of a bad situation' unless the basics of the event are reviewed.

Secondly, the increase in the number of stewards for this year's Carnival were welcomed but a further increase would enable more Police Officers to be used for proactive tactical deployments which directly support safety and tackle crime rather than visibility and observation from static points. In addition, some of the measures used by stewards should be reviewed. For example, the use of ropes on the parade area to prevent access to floats had limited success. Alongside this, consideration should be given to event management including measure to reduce congestion and other crowd control issues all of which offer criminal opportunities and present threats to people at the event.

Lastly, a multi-agency review is needed to consider the footprint, number, capacity, operational impact/management and risks associated with sound systems both as a whole and as individual operations. For example, certain locations such as Leamington Road Villas are in need of review due to the location of sound systems at each end of the street which creates 'hostile environments' in between each system. This is both a risk to the safety of people on the street but also to the significant detriment of residents of the street.

### **What lessons can be learned from other large scale events?**

As the local authority with the most experience of supporting major events with a global profile in the country, Westminster City Council is able to draw on this experience to suggest a number of lessons for Carnival. Some areas for possible consideration are as follows.

#### Space management

As noted above, changes to the event footprint may improve the ability to improve controlled access to the event or certain areas within the event area. Our experience from other events is that having a more defined and controlled space, would allow stewards to better monitor crowds, control those

entering the area and alleviate risk by, for example, removing bottles or weapons and preventing those under the influence of drink or drugs from entering the area.

The majority of major events and festivals have extensive way finding signage which assists with crowd flows and managing the event footprint. There is a lack of general way finding signage at Carnival which creates problems. This is largely due to a lack of resources on the part of event organiser but this is not considered an acceptable situation given the currently scale of the event in a primarily residential area with little permanent signage that is relevant during Carnival.

Changes to event management around the New Year's Eve celebrations on the Embankment such as the introduction of ticketing have had a positive impact on crowd safety and security. It is however not considered a reasonable comparison to make with Carnival as the nature of the event, the event footprint, audience profile, the crowd dynamics and associated history would make similar improvements difficult to implement. It does however demonstrate how with strong ownership and multiagency planning effective change can be implemented to major events.

#### Ownership

All other major events in the city are 'owned' and managed by the organiser who can be supported by public agencies where required. It is acknowledged that in 2016 the Trust took on greater ownership as organiser but there remains a significant gap in terms of understanding the responsibilities this entails and the wherewithal to deliver. The impact of this means that the planning and managing of event safety and security is diffuse and the Trust does not take full accountability for issues which they contribute to but are not individually responsible for and often do not assess risks in a holistic manner. This is considered to be a major flaw in the management and structure of organising Carnival which does not exist with any other event.

A comparative event within Westminster would be Pride London which faced similar challenges. The organisation themselves recognised the need for change and with investment, education and professional event management along with extensive support from Westminster City Council and the GLA have transformed the event over the last 3-4 years.

Perhaps as a consequence of the lack of event ownership, there are also issues with the Trust's approach to engagement. This is another area executed well by other events in the city that have a defined strategy of how to engage with their audiences (residents, businesses, participants, attendees etc.) which enables the year round engagement through social media, for example. This is then used to build and mould audience behaviour in terms of attendance, what's on, where to go and when. It also enables communication during the event. Currently there is not a coherent strategy for Carnival and therefore no established means of communication which is broadly considered to be bad practice and easily addressed provided there is a willingness from event organisers to do so.

#### **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

There is undoubtedly a role for the Mayor in addressing some of the issues set out in this response not least because of the prominence of the event and relative influence the office of Mayor can exert, but also because of the impact on the Metropolitan Police.

The Mayor should further engage with the London Notting Hill Carnival Trust to ensure the Trust assume full responsibility, control and governance for the organisation and management of the event. This should include an insistence that the Trust take steps to improve crowd safety, provide more support for local residents impacted by the event including developing a clear and robust communication strategy for Carnival.

We suggest that the Mayor should commission an independent review with clear recommendations for supporting better crowd safety for the event as a whole and with regard to specific locations within the Carnival footprint.

The Mayor should also consider innovative ways to provide funding to support key Local Authority activity in terms of planning, event management resource and infrastructure which goes above and beyond the basic service provided and ensures sustainability of the local response. This could include but is not limited to the provision of barriers to residential areas and sound systems, protecting residential property, improved stewarding of sound systems and enhancing toilet provision. Westminster City Council is committed to cost recovery in terms of planning and support for major events but are currently unable to deliver this for Carnival.

The Mayor should also consider providing funding for further enhancements to stewarding and security as well as to improve way finding signage. In terms of a business case, it should be considered that increased and improved stewarding and security arrangements should reduce the level of police resources required thus achieving savings elsewhere.

**Metropolitan Police Federation Response**

Thank you for the opportunity to contribute to your project regarding Notting Hill Carnival.

The Metropolitan Police Federation has long held the view that Carnival in its current street format is an unacceptable event. It requires an inordinate police presence over a prolonged period, which results in our officers working for excessively long periods with insufficient rest and woeful provision of food and water.

Against that background officers are regularly faced with abuse and violence.

The event is too large to be held safely in a street setting. Extra stewards are fine but as we have seen at West Ham Football Club, they are not able to deal with public order disturbances.

We wish you well in your project but feel it is inappropriate for us to comment further about an event to which we are completely opposed.

Ken Marsh  
Chairman of the Metropolitan Police Federation

Chris Boothman  
4 November 2016

# Response to Review of Notting Hill Carnival

## Introduction

1. A comprehensive review of the way that Notting Hill Carnival is managed is long overdue. Whether such a review should sensibly be limited simply to security considerations alone is highly questionable.
2. The Notting Hill Carnival has been around for about 50 years. During that time it has developed from a small localised festival into a large, complex, international public event attended by hundreds of thousands of people. The event has great cultural, political and historical importance and is recognised as one of the largest street festivals in the world. It also generates hundreds of thousands of pounds for local businesses and London's economy as a whole. Its iconic importance is evidenced by the fact that it was used by the Mayor in the successful bid for the 2012 Olympics.
3. However while the event continues to be successful in terms of attracting spectators and participants it has generally failed to generate the income or sponsorship, for itself, that one would expect for such a large internationally recognised brand. Security considerations aside, the reasons for this critical failure need to be examined in detail and properly addressed if it is to change for the better in the longer term.
4. Alongside the lack of income arguably the greatest barrier to change is the current model for the management of this large scale international event. By any measure the current model has spectacularly failed to keep pace with the demands of the event. Put simply the current model is not fit for purpose and this is a fact that the relevant local authorities have known for some years.
5. An event of this size requires robust management by a board of people possessing high level professional skills. People capable of making difficult and sometimes unpopular decisions, people who cannot be intimidated or manipulated by the carnival community or the authorities, people who can be trusted to make decisions which are not based on self interest, people who can effectively manage internal and external relationships as well as finance, corporate governance and public safety. People who are brave enough to suggest changes to the configuration of and siting of the various elements that

comprise the Notting Hill Carnival. Very few of these qualities appear to be apparent at present.

6. Whenever important questions need to be answered or Notting Hill carnival needs to be promoted there is normally an embarrassing silence. Communication by the current event organiser with the public, the carnival community and even residents is currently non-existent or very poor. The only time one hears from the current Carnival Board is when they are forced to react to a crisis.
7. Sadly the evidence suggests that the authorities have failed to expose these inadequacies (as they should). Instead the authorities have used the opportunity created to step in, behind the scenes, to take control of responsibilities the event owners should be discharging. Control is subsequently used to diminish the event and dictate what occurs in the future.

### **Strengths and weaknesses of the current security arrangements**

8. It's not possible to review the strengths and weaknesses of the security arrangements effectively without understanding the limitations of the geography of the Carnival Footprint.
9. The carnival footprint is a challenging space to manage for a number of reasons which need to be examined closely. I will mention them in summary as opposed to detail because there are at least two past detailed reports and I understand another about to be published.
10. It is a varied space. Some roads are extremely wide and can accommodate crowds relatively easily while others are relatively narrow and present more problems. Some parts are not residential others are in areas of high density residential occupancy. Different sectors of the footprint present quite different challenges and different approaches are needed to deal with them.
11. Accessing and exiting the carnival area during peak times is not easy because of the geography particularly in the North because there are only two roads which effectively can be utilised. Both roads actually cross the parade route which means that, at particular times of the day, the parade is stopped for long periods to allow the public to enter and exit carnival. This is exacerbated at Great Western Road where the street in question passes in right in front of one of the only local London Underground stations that is open during the carnival as well as crossing the judging point for the carnival. This confluence of different groups of people and parade traffic is the main reason why there are always very significant delays in bands getting around the route and past the judging point.
12. As well as the exacerbated problem at the judging point. There are a number of other specific locations around the carnival footprint where every year well documented and significant crowd flow issues occur. These locations already mentioned in various reports are well known to the police and the relevant local authorities.

13. Recommendations and suggestions have been made over the years about the kind of planned changes that need to occur at these locations to make a difference. Sadly little or nothing has been done to pursue any long term solutions because the Organiser's lack the finance to make them happen. What occurs every year in practice is that the Police are left to step in to exert crowd control measures to deal with issues at these locations when there appears to be a problem.
14. The space available to meet the significant increase in public attendance has not expanded over the years. In fact quite the reverse has occurred. Year on year the space available has diminished because of the introduction of more and more sterile areas to accommodate policing plans.
15. The reduced footprint is not ideally suited to the full range of activities and uses occurring at the same time particularly to the North where effectively there are few ways into the area. One of two substantive entry points to the North coincides with the judging point for the carnival parade and at particular times in the day this results in the parade being stopped for for long periods of time.
16. As well as reducing available space road closures are a source of much frustration because they are not publicised, residents experience great difficulty negotiating around them in order to get home and visitors are often directed in the opposite direction to where they seek to travel.
17. The crowd flow issue has a significant impact on the progress of the carnival parade which is frequently brought to a complete halt when the police service step in.

### Stewarding

18. Notting Carnival presents a significant number of challenges from a crowd management standpoint. The Police and Transport authorities who plan for the event many months in advance rarely if ever share their plans with the Organisers. The organisers have historically struggled to present adequate plans early enough in the planning cycle to facilitate the event in the year in question let alone early enough to facilitate change. The consequence of late plans has been that grant aid for stewarding was released late. This normally results in the late recruitment of stewards who are poorly equipped and prepared for the event.
19. The organisers appear to have made some Improvements to their planning process by engaging a former police officer as a consultant but I am not persuaded that this has resulted in the change required i.e. a stewarding operation that meets the needs of Notting Hill Carnival.
20. As well as interfacing with the public and carnival participants the organisers stewards are required to work in concert with the individual band's who have their own stewards and the Police Service. This three way relationship is not an easy one partly because the organisers stewards tend to be the least experienced of



the three in terms of managing crowds at Notting Hill Carnival i.e. One only has to observe the organisers stewards on the ground to conclude that most are young people who have little or no experience of the event or the area. Of concern is also the fact that some appear not to have a good command of the English language.

21. For all the reasons mentioned above the nature of stewarding operation required at Carnival is far from standard and therefore not something that any and every stewarding company is equipped to deliver. Against this kind of background it is hardly surprising that the Police Service are de facto managing the stewarding operation.
22. However there is a very strong case for changing the ratio of stewards to police officers and having a stewarding operation that takes the lead in terms of managing the route. This case is not only a financial one. It is about about putting the responsibility where it should be as well as reducing potential tension at the event.
23. But this can only occur if there is a robust plan in place to address the perennial issues at the problem locations as well as a robust stewarding operation in place i.e. experienced and properly trained stewards must recruited and deployed to meet the needs of the specific location in question.
24. At present large numbers of police officers are effectively operating as stewards with enforcement powers and they are perceived as crowd controllers as opposed to crowd managers. Using them in this way is not a good use of an expensive resource and it also creates the false impression of a Carnival that is a high crime event. On occasions this approach actually heightens tensions which otherwise would not exist.
25. The purpose of police officers on the ground who attend carnival should primarily be crime prevention and crime detection. Outside of this remit officers on the ground should only step in to support the stewarding operation where it fails or where there is a real crises. The Police Service should not be leading the stewarding operation as they effectively do at present. Undoubtably there is a level of expertise within the police service in terms of crowd management particularly when things turn ugly but generally they are not the most suitable people to be managing crowds at a festival of culture.
26. In terms of security in the strict sense, as opposed to stewarding, the Police Service have very robust arrangements in place. Having seen and been in conference with officials from major carnivals around the rest of the world I would say they are probably the best arrangements in the world. However these plans are not shared with the event organisers.

### **What Improvements are needed**

27. As mentioned above there needs to be a plan to address the serious public concerns relating to the locations that are known to present problems year in year

out. Ideally this plan should aim to ensure that the public do not need to cross the parade route to enter or exit carnival.

28. Reduce or resite carnival activities that obstruct the main entry and exit points to carnival in order to reduce congestion
29. There needs to be a robust stewarding operation controlled by the event organisers lead by people who know the event and the geography of the carnival footprint. Consideration should be given to breaking up the stewarding contract and basing it on the nature of the stewarding operation to be performed at different locations. The problem locations should be stewarded by individuals with particular skills, knowledge and experience.
30. Reduce the number of sterile areas particularly those that inhibit the free flow of people to access the carnival route and transport hubs.
31. Ensure affected Residents, Business Owners and other interested persons are consulted about plans for change

### **What Lessons can be learnt from other events**

32. I remain to be convinced that there are many lessons that can be learned from other comparable large scale events in terms of security issues. Indeed many other large carnivals around the world have learned lessons from Notting Hill Carnival. While it is by no means perfect Notting Hill Carnival is in fact probably the safest carnival in the world and also one of the safest events of its size in the world. Despite this what is normally promoted by the authorities is a disproportionate fear of crime at carnival.
33. However some European and American carnivals benefit from income generated from businesses that benefit from Carnival being in the area. So for instance hotels in Berlin and Miami charge an additional tariff which is paid to local government via the taxation system some of which has gone towards funding the carnival.
34. Many Carnivals have a parade that passes through or ends in a park or stadium that can be secured, where seating can be provided, where carnival bands can cross a stage and be televised and where a charge can be made for entry etc. Consideration should be given to allowing the parade to pass such a facility and to site the judging point at such a location if possible.
35. The other obvious significant lesson that can be learnt is about the management model for the carnival and the required level of professionalism of Board Members.

### **What more can the Mayor do to support the Agencies**

36. The Mayor should insist that minimum standards be adhered to by every relevant agency

37. The Mayor should not support or prop up a delivery agency that is not fit for purpose. The Mayor must therefore insist that the Board that manages Carnival is fit for purpose
38. The Mayor should insist that there is a public safety plan in place ( which includes a plan for dealing with the geography of problem locations as well as one for stewarding) for carnival which is independent of police resources. If the public safety plan is effective and properly resourced it will reduce the need for the massive police resource that is currently deployed.
39. The Mayor should assist in the rebranding of Carnival and enabling a framework to be put in place to allow the Carnival Organisers to acquire and develop carnival assets within their control which will facilitate sponsorship and income generation.

### **Concluding Remarks**

40. Notting Hill Carnival cannot hope to progress under the current management model. Significant change needs to occur and the present board has demonstrated it is ill equipped to manage the significant changes that are necessary.
41. However in order to create the right climate for effective change it's not just Carnival that needs to be managed in a different way. Central and local government need to do a lot more to provide income generation powers for Carnival and to remove unnecessary and bureaucratic obstacles that prevent the Carnival from operating effectively and generating sponsorship. Further in the same way that public safety and crime have to be managed so do public relations. Overall it needs to be policed like a public festival and not like an organised crime convention or public order training exercise. Further public officials need to avoid promoting disproportionately negative statements about the event.

Chris Boothman  
Former Director London Notting Hill Carnival Limited  
Former Independent Member Metropolitan Police  
Former Head of Legal Services Standards Board for England

**Councillor Pat Mason  
Golborne Ward  
Chairman**

**Cabinet and Corporate Services Scrutiny Committee  
(Also acting as the RBKC Crime & Disorder Committee)  
Email: [cllr.mason@rbkc.gov.uk](mailto:cllr.mason@rbkc.gov.uk) Tel: 07805 922 239**

5th November 2016

Steve O'Connell AM,  
Chairman,  
Policed and Crime Committee,  
London Assembly,  
The Queens Walk  
London

Dear Steve,

**Commander Musker's comments at the Police and Crime Committee Hearings regarding crowd crush incidents at Carnival 2016**

I have read, in the Evening Standard of 4<sup>th</sup> November 2016, the comments Commander Musker made at the London Assembly Police and Crime Committee Hearings about dangerous crowd crush incidents in All Saints Road and Ladbroke Grove on Carnival Monday that he said were potential Ibrox 1971 and Hillsborough 1989-type incidents.

The Carnival does have a number of problems that need to be worked on and rectified, but the "two potentially disastrous incidents" Commander Musker told your committee about that he used in his criticism of Carnival occurred, in my view, because of a major operational policing failure on the Monday for which Commander Musker must take some responsibility.

The Metropolitan Police has a crowd control policy in place that dictates the actions to be taken, and usually in advance of the situation becoming critical, when numbers swell in particular streets or areas.

Sterile areas can be opened to funnel people away when crowd number increase beyond safe levels, and streets can be barriered off to stop people entering until numbers subside etc.

And the police operation is overseen by a myriad of CCTV cameras across the Carnival area, and senior by officers on the ground.

In the case of All Saints Road, I understand that a safety barrier system was agreed by all parties in advance of Carnival, designed to keep the numbers on the street at safe levels, but I have been told that this plan was vetoed on Carnival weekend by Commander Musker, who was in All Saints Road.

Some three hours before the All Saints Road crush incident took place, two experienced Carnival community advisers to the police, including myself, notified adviser control who notified Gold Command that there were too many people in All Saints Road and that the police needed to take the necessary actions to stop people entering the street from Westbourne Park Road and Lancaster Road and to open St Luke's Mews and the sterile Lancaster Road section as overflows etc.

Although ever more urgent and repeated calls were made by the advisers to the police – one of whom was stationed on the roof of a 3-storey house on All Saints Road and could see the incident evolving at least 2 hours in advance – the police took no avoiding actions until it was too late.

By the time the police activated the crowd safety plan, the crush incident was very serious and many carnival-goers were visibly distressed. The failure to activate the crowd safety plan earlier, and the failure to put the agreed All Saints Road safety barrier plan in place, put Carnival-goers at risk when this need not have happened. And police officers, who had to line up across two sections of the street to reduce crowd flow, which was a panic measure, were also put at risk. The same issues mentioned here can be applied to the Ladbrooke Grove incident.

I have attended 38 Carnivals, I have lived in All Saints Road since 1990, I have been a Councillor for part of the Carnival area for 26 years and a Carnival adviser to the police for more than 25 years, and have witnessed some serious incidents during that time, so I do not minimise the potential dangers such a large event can trigger.

I believe that had Gold Command listened to and acted on local intelligence on Carnival Monday, which they did not do, or had they been properly assessing crowd conditions and applying the safety plan as necessary, which they obviously did not do, I believe the crush incidents in All Saints Road and Ladbroke Grove could probably have been totally or substantially avoided.

I believe it is unfair that Commander Musker makes inflammatory comments about crowd crush incidents at the Carnival when it was a failure of his Command that led to these incidents becoming critical in the first place.

I am also disappointed that the Police and Crime Committee, whilst asking local Councillors to send submissions to your investigation, for which we are grateful, did not invite any of us to give evidence at your Hearings. And you also did not invite any of the experienced local Carnival advisers to the police who have worked on Carnival for decades and whose comments you might have found enlightening.

Yours sincerely,

Councillor Pat Mason

**Councillor Adam Hug, Westminster City Council**

There were a couple of points raised by the community from carnival 2016 that it is important to consider- firstly around the flow of people from Great Western Road into Tavistock Road (including people coming out of Westbourne Park tube). The police have created (for no clearly understandable reason) a pinch point as people move into Tavistock Road- going through this point created a crush of people (exacerbated by existing street furniture such as a BT cabinet) that was deeply unpleasant to be in, riled the crowds and messed with the flow of people into Tavistock Road and the nearby soundsystems. Related to this in 2016 the eastern side of Great Western Road (opposite the judging point) was not open to the public (exacerbating the Tavistock Road issue). Furthermore in 2016 decisions made around All Saints Road (I believe from a policing perspective) in K&C directly led to an increase in numbers of people at the Sound Systems on St Luke's Road, adding to the usual challenges.

Local work is being done to see what more can be done to protect homes on Leamington Road Villas (where there are two soundsystems, one at each end), there is a strong desire for fencing to be provided to tackle issues of vandalism and most particularly urination/defecation on people's properties. What fencing there is on this street at the moment is only in the immediate proximity of the soundsystems and is at the homeowners own expense. Might this be an area the GLA can assist with?

## Andrew Dismore AM

As you know, I have withdrawn from this inquiry on the advice of the monitoring officer, as I own a property and am resident in the carnival area. I was also the Westbourne Ward councillor from 1982 to 1997, so I have a long experience of the carnival.

For most residents, the Carnival has become an unpleasant bank holiday weekend, and those who are able to do so, go away for the weekend to escape. However, I do not want to see Carnival moved or banned- although I have been associated with the area for almost 35 years, it was there before me and was there before I think virtually everyone who now lives in my road and indeed the wider area.

Compared to years ago, I think the management has improved. The worst of the noise usually ends more or less on time. the riots, 'no go' areas. major stand offs and confrontations with the police don't happen anymore. The number of arrests, compared to the size of the crowd is not disproportionate in my view.

What I am concerned about is the dangerous crush due to poor people flows and the size of the crowds which are ever bigger; and the petty crime and vandalism that affect residents, in large part probably due to the police not really paying sufficient attention to the side streets rather than the main thoroughfares.

In the last four years, I have had to deal with: defecation and urination in my front basement area to clean up; a new dustbin's lid stolen; my front asphalt steps melted by an impromptu trespassing barbecue (which cost over £250 to repair); and my new front gate kicked in to get access to the basement to use as a toilet. I don't think our experiences are any different to those of our neighbours. I don't think the police presence stretches to these side roads. if it does, they tolerate this behaviour and should not .

I endorse Cllr Hug's views below, re crowd movement.

The problems on my road are exacerbated by the two sound systems, which, due to the crowds at each end of the street they attract, trap those in between with no easy way of getting past, especially to the temporary toilets, resulting in residential basement areas being used instead. Common sense suggests that if there has to be a sound system, have one in the middle so access is not obstructed at each end.

Some homes now pay for private fencing, but it is very expensive. When I investigated the cost, it was in excess of £600 for one property. It may be that if this could be provided by the council or organisers, it could be done much more cheaply with a block contract. The council estates nearby are fully protected by fencing put up by the council, but not private residential streets.

The council offer of 'basement clean ups' is useless: they will allegedly litter pick, (though detritus always seems to be in our front afterwards and not removed) but will not wash down or remove human waste. That is left to the occupiers to do.



I also think there needs to be some compensation arrangement for residents to claim for the cost of repairing the sort of vandalism and theft I have identified above: it is not sufficiently high to claim on insurance as given the costs of home insurance in the area it is below the excess of most insurance cover; but nevertheless as I have indicated, the cost of repairs can be several hundred pounds.

Parking is also an issue, with residents' controlled parking zones fully suspended throughout the area. The council should make available free parking in its car parks for the duration of the mass suspensions.

## Member of public 1

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

Strengths: Police generally tolerate drinking of alcohol, suspected cannabis possession and other low-priority issues during this period.

Weaknesses: There are still disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This problem is particularly pronounced for African and African-Caribbean visitors of carnival, for whom the event is supposed to celebrate.

- **What improvements can be made to security arrangements?**

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

- **What lessons can be learned from other large scale events?**

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate <http://www.telegraph.co.uk/culture/glastonbury/11705757/Glastonbury-2015-low-on-crime-say-police.html>.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. I feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this

discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival makes for London, making the information that accompanies this consultation somewhat misleading. <https://www.lgcplus.com/carnival-worth93m-to-london-economy/1257198.article>

- **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

Public engagement campaigns regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event, the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

### **Member of public 2**

I have lived in the area long enough to recall the original carnival – a joyous party for young children, dressed up, excited and SAFE.

What we have now is bordering on a RIOT IN A BUILT UP AREA. I go for the newspaper at 07.30 a.m. in my local Tesco and find drunken adults passed out on the floor. The litter and portaloos stay around for days – not the fault of the Council, just the sheer volume. Our communal garden is used as a lavatory, litter bin, drink and drugs den and bedroom. I do not feel safe in my own street. And now the two day “Carnival” goes on for at least 5, with no effort to stop it. As I assume the licence is for Sunday and Monday, the extras days are illegal but are not policed.

The cost. Why should the taxpayer/Council/Mayoralty fund this? If the organisers want a carnival, let them pay for the policing and the clean up. Other London wide events do not cost anything like this. When is all police leave cancelled? Only in a national emergency. What are we talking about here?

So what should happen? This event should move – I would suggest to Wormwood Scrubbs which is in West London, an open space but not manicured with good transport links and

the possibility of setting up stalls and a carnival route in a much safer, less congested area. Notting Hill can no longer contain, in safety, such numbers. The influx of dangerous gangs and weapon wielding young men makes the confines of the area even more lethal. I think the residents have suffered enough. Many are obliged to leave their homes, boarded up, and flee. Many of the local businesses lose a valuable weekend of trade during a Bank Holiday as they cannot open for fear of theft, damage, aggression. It is ridiculously politically correct to insist that this issue is black on white. It is not. It is essentially an issue of safety and sense.

Please deal with this. We all know it needs to move and the authorities must not be afraid to say so. Firmly. Enough is enough.

### **Member of public 3**

Members of the Committee: here below are my comments, concerns and suggestions with regard to the 2016 Notting Hill Carnival.

1. The usual problems of overcrowding, excessive noise, dirt, health, lack of respect for private property, supplemented by the problems of weapons, gangs, drugs and violence- probably interlinked- seemed worse this year;

2. Not being permitted to reach one's own home late on the Monday night in a blocked off part of one's street even with full photographic evidence of proof of residence and identity (which year- in-year out has been allowed). The reason it seems was because an incident of a violent nature had occurred nearby. When it reaches this point something is wrong.

As a long-standing resident of Lansdowne Road I would like the following changes to be considered:

a) Holland Park Station to be closed with the objective of lessening the ease of access to a predominately residential area where abuse and damage to private property has been noticeable. Latimer Road and Ladbroke Grove stations could be open however;

b) Provide ticket only access to the Carnival zone and learn from the security policing and control adopted for the Olympics;

c) Restrict outlets selling alcohol.

### **Member of public 4**

If the carnival stays in the streets of Notting Hill, I suggest the Mayor considers a free, timed ticket system, with photo ID, which should control the numbers and hopefully lessen the need for stewards.

The Notting Hill heritage is important to this event, but there are issues for residents: the mess created (mainly as the result of food and drink selling) make it unpleasant to walk on

the streets; the cost for boarding up gardens and hiring private security guards to prevent incursions; the considerable noise and disruption over two days.

Can the carnival be moved to Saturday and Sunday? This would reduce costs and allow cleaning up to take place on the Monday.

#### **Member of public 5**

I lived near Notting hill in recent years and the carnival is fantastic. It is wonderful that police support such a peaceful fun gathering for all Londoners. I applaud the excellent policing. This saw we saw people almost squashed against the metal fences police put up at the top of portobello rd. Why won't police let people out the side streets, or maybe put up signs (please!!) Explaining that they may selectively let out elderly and children, but explaining that and why the side streets are closed? Please explain! Otherwise, I thought police were just wonderful and I think this is the most fantastic event in London and police do brilliantly. The event allows most of us to experience police friendliness, and see them doing their job well, in harmony with a multicultural community. Thank you!

#### **Member of public 6**

I would applaud the policing of this event which has clearly outgrown the area where it takes place. It has become an annual nightmare to police and residents.

If it were to be removed Wormwood Scrubs there would be a weeks outcry and then it would be over, and we residents beg The Commissioner and the Mayor and everyone else concerned to put an end to this dangerous and unpleasant event. I have no suggestions that could make any difference. The only suggestion is that it is either moved or shortened to one day only. Possibly a that could be a compromise that might begin the process.

#### **Member of public 7**

What about the idea of having the Carnival in Hyde Park? Even though I live 2 streets away from where the Carnival passes the noise is indescribable. There aren't enough loos so that people who need to use them relieve themselves in the areas of houses along the route. The police do very good job, but it might be easier for them if the Carnival was in the Park rather than spread over a large mainly residential area as it is now. Surely if policing the carnival as it is now costs £8 million, would it necessarily cost more if the Carnival was in one place? If there was any trouble it could be contained more easily.

#### **Member of public 8**

It is impossible to police a huge street carnival like this, so it ought to take place somewhere other than streets. Hyde Park? Wormwood Scrubs?

#### **Member of public 9**

Notting Hill Carnival is a crucial part of Black British history and in a post Brexit climate where the Black British community feel unwanted, and unheard again the conversation about dramatically changing the carnival send a really sad, racist message.

Improvements could be made to security in the following ways rather than moving location. Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate <http://www.telegraph.co.uk/culture/glastonbury/11705757/Glastonbury-2015-low-on-crime-say-police.html>.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. I feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival makes for London, making the information that accompanies this consultation somewhat misleading. <https://www.lgcplus.com/carnival-worth93m-to-london-economy/1257198.article>

The mayor could show better support to carnival by Public engagement campaigns regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event, the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

As a dancer, and a black brit I take the carnival very seriously, it is a display of my communities resilience and virtuosity. It is an imperative part of my culture, my year, and I am so very proud that when the conservatives were saying "if you want a \*\*\*\*\* for a neighbour vote labour" my community responded with this. It is shocking that now in these times, less than one generation late there is a move to remove this cultural triumph and curtail its existence. Shame on you, and all those that want to tell us we do not belong.

I am happy, and desire to be part of this discussion. Please do contact me should my voice be desired further in this debate.

### **Member of public 10**

- What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

#### Weaknesses

Erratic, inconsistent and frequently racist policing. This year, for the first time in I don't know how long (I've been going to Carnival for more than 30 years) I observed a Police operation at one of the entry points to Carnival - the Halfpenny Steps on Harrow Road - that was clearly only targeting young Black men for possession of cannabis. The fact that cannabis shouldn't be illegal and isn't in many countries is by the by but the fact that it is illegal gives the Police a perfect excuse to demonstrate just how institutionally racist they are. On the 4 seperate occasions I went to observe, each time the only people being stopped, searched, arrested and processed were young Black men, I saw just ONE young white man being subjected to the same treatment. This is diabolical, blatantly racist and in my view was a deliberate attempt to try and start a problem. All the research and evidence shows that white people (I am white) are far more likely to be users of drugs than Black people yet it is Black men who are subjected to this treatment? The majority of Carnival goers these days are white, so it makes it even harder to stomach.

Further into the Carnival on the same day (Sunday) I saw Police Officers going up to Black people and threatening them with arrest for smoking cannabis, I didn't see them do this to a single white person.

Another serious and potentially deadly weakness of the security arrangements is the arbitrary closing of more and more roads in the area by the Police, roads that are not even supposed to be closed according to the official Carnival literature. This has the effect of forcing more and more people into a smaller space, which is then further compounded by the ridiculous and dangerous reducing of pavement space on the Carnival route. The most obvious example of this is on Great Western Road, this year the barriers were placed in the MIDDLE of what is already a narrow pavement on the tube station side of the street, with the Police arbitrarily closing Tavistock Road (which runs into Great Western just south of the tube station) there is no way to disperse people. How is this in the interests of safety, forcing people into smaller and smaller spaces? Another main entrance into the Carnival area, the junction of Ladbroke Grove and Harrow Road had also been reduced in width to single or possible double file on either side of an enormous and completely unnecessary metal barrier. Why is this necessary, how is this improving safety? Another example of this is at the Kensal Road side of the Halfpenny Steps, again the Police have narrowed the exit/entry to the steps to single file. Why? Each year there's more and more encroachment, it's as if they want Carnival to erupt, like a pressure cooker, from being squeezed, deliberately into less and less space as the numbers of people attending increases.

- What improvements can be made to security arrangements?

Stop the racist, targeted Policing.

Stop closing off more and more streets during Carnival

Stop the year on year reduction of pavement space

Stop harassing the Reggae soundsystems in particular

- What lessons can be learned from other large scale events?

That proportionally in terms of % of crimes compared to the number of attendees, Carnival is virtually a crime free zone. Compare like with like, statistically Glastonbury's crime figures and drug related problems are many times higher than Carnival's but how many people know that, thanks to the rubbish that is put out by the Police and the mainstream media.

- What more can the Mayor do to support the agencies responsible for keeping Carnival safe?

Police the police basically, set the tone for the Policing - amnesty on weed for EVERYONE for example, not just white people.

Stop the Police from closing so many roads when it is completely unnecessary

Stop the narrowing of pavements, entrances and exits to and from Carnival, this is dangerous and unnecessary

Do NOT give into the few, wealthy newly arrived residents who want Carnival moved.

### **Member of public 11**

The Carnival has completely outgrown its urban location. It imposes an unacceptable financial burden on the police and local authority, and both during and in the days following



adversely impacts on the local residents. Not only is there a massive upsurge in crime, but our streets and gardens are left with a sea of litter, not to speak of the consequences of people urinating and worse. Each year there is an all pervasive climate of fear of violence and of crime.

The Carnival should be removed to another location, for instance, the London Olympics site; and the costs of policing and clear up should be borne by the promoters and attendees, irrespective of where the event is held.

### **Member of public 12**

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**
- According to police estimates around one million to one and a half million people attended carnival in 2016. Is there an estimate how many people are save to attend the carnival?
- **What improvements can be made to security arrangements?**
- The police speaks of monitoring the cumulative effect the event has. How many people are considered too many to be able to police?
- **What lessons can be learned from other large scale events?**
- If the police where to come up with a number of people who would be considered manageable to police, would they be willing to consider advising the relevant parties to ticket the event?
- **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**
- Could the mayor ensure that the council is enforcing the licencing rules. For instance to only allow the number of floats that have been granted a license, that a route is being chosen on which floats can move steadily without causing congestion which aggravates people making them more likely to behave aggressively.

### **Member of public 13**

The **London Assembly Police and Crime Committee** has launched an investigation into the policing and security arrangements of the Notting Hill Carnival, asking the following questions: **THANK YOU FOR ASKING.**

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

The police **strength** is their availability, security checks, willingness to help, team effort, politeness, looking after the masqueraders and public in general. I am / have always been totally impressed with the stringent security checks on the masquerade trucks and masquerade bands, especially this year 2016 and every other year before. I have had no fear because I know that the police are always in control and take precautions for us / me as a masquerader.

The police **weakness** is wanting to constantly block the steady flow of the carnival parade, making us the masqueraders in the carnival procession the scapegoats to crime which does not even happen in the carnival procession but happens in and around the stationary sound system arenas on various side streets and alleys.

We the Carnival masqueraders are constantly on the move, so how could we cause the trouble when we have paid our hard earned money to make our costumes and provide the most beautiful cultural experience on a Sunday and Monday for families and children. The families and spectators that come to see the genius that is masquerading the costumes we have made. More British and other people are even joining the bands as they see how much effort, time, energy fun and unity is shown within the bands. Like the Lottery **you have to be in it** to understand it.

**The issue is not with the Carnival parade / masqueraders, but with the Sound Systems on the street corners and alleys.**

We the masqueraders are and should be constantly flowing on the carnival route with the trucks, so that we could get round the judging point and be out of the carnival by 6pm. This has happened only twice since I started playing in 1996.

The police insist on having long gaps between the bands **which is totally unnecessary, causing huge congestion and backlog**. Your stewardship in trying to control the crowd of spectators is confusing. Make up your mind in which direction you want the crowd to go.

By holding up the flow of the carnival bands you are forcing spectators / the public to move around the carnival route to see the bands instead of allowing the public to line the streets to watch the parade. Because there are such long gaps in between the bands, the spectators / public become impatient, get frustrated and start walking up or down the route to see what band they have missed. With the long gaps in between the bands, this in turn causes much distress to the masquerader who now has to leave the safety of the band when it gets dark to get back to camp, and sometimes may not have even passed the judging point. This year was the latest time we have ever got around the judging point at 8pm at night. Unbelievable!

**YOUR problem areas which the POLICE cannot seem to control is the Sound System arenas on the street corners and alleys NOT the Carnival Procession who are constantly on the move behind the trucks.**

Move the sound system out of Notting Hill and off the carnival route and put them in Hyde Park. Set them up like a 51<sup>st</sup> state TENT festival, set up different sound tents so that those

who want to hear indie, garage, house or raggae music, can enjoy it just as much as we enjoy our Carnival Soca Music from the trucks.

The Sound system arenas generate a lot of drugs and violence because they are all standing in one place and cannot move because of the static congestion. Once it gets dark, it gets worse because the Sound Systems shut down. The drunken / drugged revellers from the Sound System arenas then come annoying the public and into our bands to cause confusion. The sound systems are not monitored, so gangs and trouble makers can come in and cause fights after it gets dark because they are drunk and ignorant and are hidden by the massive crowd.

Police could monitor who come in and out of Hyde Park to hear the different sound systems. That way those people are not clashing with the Carnival procession or masqueraders and there is much better safety element for the spectators / public.

The real Notting Hill carnival parade for masquerades can then carry on in Notting Hill safely following the trucks and on a moving route without incident thus allowing the steady flow of costumed bands to flow freely and finish early.

- **What improvements can be made to security arrangements?**

**Move the sound systems out of Notting Hill and into Hyde Park... that way you can monitor them better in different tent arenas, like 51 State TENT Festival. The security around the carnival route and masqueraders is always top notch. I have never felt unsafe in the carnival procession but I do feel unsafe as masquerader walking around after I leave my carnival band trying to get back to camp, because it means I have to pass the people who have left the sound system arenas.**

**STOP holding up and blocking the carnival parade, causing unnecessary huge gaps between the bands. STOP holding up the flow of the carnival bands as you are forcing spectators / the public to move around the carnival route to see the bands instead of lining the streets to watch the parade. Because there are such long gaps in between the bands, the spectators / public become impatient, get frustrated and start walking up or down the route to see what band they have missed. With the long gaps in between the bands, this in turn causes much distress to the masquerader who now has to leave the safety of the band when it gets dark to get back to camp.**

- **What lessons can be learned from other large scale events?**

Why don't you travel to the Caribbean and see how it is properly done in Trinidad & Tobago where it originated, Brazil or New York Labour Day or Canada Caribana. You will notice that no sound systems are on the route which cause congestion.

Understand that our Caribbean culture is a culture of peace, love and unity on those two days where everyone unites. You will see that bands are constantly flowing to ease congestion and not stopped with long gaps in between bands. Notting hill Carnival is about Unity, Costumes and Masqueraders not the Sound Systems. The

sound systems have got to move out of Notting Hill. I've been saying that since I started playing Carnival in 1996.

**GET RID OF THE SOUND SYSTEMS on the street corners, it would also be better for the neighbours who have to smell the stench of urination because you have not provided enough toilets around the sound system arenas.**

- **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

Understand the culture and spirit of Carnival, Costumes and Masqueraders. Positive Advertising and Safety guides. Understand and Embrace why it came about in the first instance. Diversity is Key. People in Europe come to London to experience Diversity. We are not the trouble makers, we are not drug infused or looking for a fight, all we want to do is show off our costumes, dance, drink in moderation and eat all day with our family and friends, always making new ones along the way. You have never heard of a masquerader killing or stabbing anyone!

This is the end of summer major party on the streets and the **majority** of people in London come to have a great time.

**Stop being so negative and ignorant about the positive image, community spirit and vibe that Notting Hill Carnival brings each year to London.** People from all over Europe / the world come to see our costumes and embrace the various cultures and food. Each year you mark it with negative press instead of positive images.

2016 was the best carnival for my family and I, no trouble at all when we played with our respective bands on the Sunday and Monday, until we woke up the next Tuesday morning to hear that police and people were hurt. I was devastated! Where/When did this happen?!?! Certainly NOT on the carnival route but outside the carnival procession possibly near the sound systems on some street corner after dark.

Stop trying to gentrify every area in London. London is unique, because we are a tolerant nation embracing so many different cultures.

What you try to portray about Notting hill Carnival in the papers is so farfetched from what actually happens on those two days, it's unreal and unfortunate that you prefer to portray a Caribbean event as dangerous and chaotic, when your football events are far worse and have caused major deaths.

The police on the carnival route have never shown us any aggression. In fact I make a point each year to tell all the police "Thank you for looking after us and they in turn, respond saying you're welcome".

I do hope you take my comments into consideration and truly make it a better flow than it is now.

Thank you again for your time and consideration and I am looking forward to many more SAFE and Enjoyable NOTTING HILL Caribbean Carnival.

#### **Member of public 14**

As a long-time resident of Noting Hill I do feel entitled to write to say how much it has changed over the years. It was a fun family event which was well attended by locals who all joined together to celebrate the best of a great culturally divisive area. Over the years it has changed and you can sense that the locals who can, go away while the others remained trapped in their houses. The Notting Hill Carnival committee will not engage with the local community to make changes that would make it safer and a more family friendly event. Residents and shopkeepers end up spending hundreds of pounds boarding up their properties to protect them from damage, graffiti or being used as toilets. It disrupts business for several days before and after the event while the boarding up is done and the clear up completed. Residents who do leave are now not even able to return to their homes until after 2 am on Tuesday morning (a working day) which is incredibly difficult for most people who have jobs and children. Then when back, they still feel threatened by the drunk or drugged people still wondering our streets. The police have obviously gone home at this time. There is a general sense that it is an accident waiting to happen with crowds of up to a million strong squeezed into narrow streets and no way of getting out. It would not possible for emergency vehicles to attend any serious incident that might happen in the middle of the carnival.

- it is no longer a family friendly event
- The police are frankly unable to properly police the event due to the enormity of the crowds
- Risk of a Hillsborough style disaster due to crowds confined in narrow streets
- Now there is evidence of gangs travelling to the carnival, the knife crime is truly terrifying
- Prohibitive cost and use of police time at a time of cuts and terrorist threat
- Crime was up on the year
- Sir Bernard Hogan Howe stated he had serious concerns about safety at the carnival (Vue Cinema 4<sup>th</sup> October 2016)
- There is nothing comparable in London of this size which is not ticketed.

I think the following would bring huge improvements

- Moving the whole event to a more suitable area – Wormwood scrubs or Hyde Park
- At the very least move the sound stages to Wormwood Scrubs or Hyde Park
- Make the sound stages a ticketed event
- Splitting the event would reduce the congestion on the streets making it much easier to police – hopefully limiting crime
- Condensing the carnival into one day – Sunday. Children's parade in the morning and main procession in the afternoon. This would dramatically reduce the cost of the policing and the clear up.
- Limit loss to local business to just the bank holiday weekend
- Enable elderly people to stay at home if the event only caused disruption for one day

Most residents are not 'anti carnival' but have serious concerns about what it has become. The Mayor's office, in conjunction with the council (Westminster and RBKC) and police need to all work together with the Notting Hill Carnival trust to make it a safer event. The time has come to review the issue of licences to static stages, enforce reasonable noise limits and ensure that the streets are cleared at a reasonable time to allow the clear up to take place so people can actually return to their homes.....

### **Member of public 15**

I am a resident of Notting Hill and have been here since 2009. Like most Notting Hill residents I absolutely love living here and in many aspects feel extremely lucky with the neighbourhood we live in.

Sadly one weekend in the year it all turns into mayhem. I understand the history and the importance of the Carnival but frustratingly it is in many ways an expensive and raucous party at the expense of the residents and the neighbourhood.

We need to vacate our place for the weekend as we literally cannot leave our flat. The noise and smell on top make it uninhabitable. In many aspects, despite the heavy police presence one does not feel safe at all either.

This year, we arrived on the Tuesday afternoon only to find litter all over our building's **private front porch**, leftover food (bones etc), laughing gas canisters and what looks like excrement. The smell of urine lingered everywhere for weeks not just on our road. **See Photos below**

It is clear that there is during the carnival weekend the private property and the amenities for the residents get taken over and simply abused by party goers - this is clearly not right and must be stopped.

- What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?

The police make a good effort during the carnival weekend and should be commended however due to the sheer size and no regulation of the crowds it is slowly turning into an impossible task to manage the security. This in itself is clearly dangerous given the current geopolitical climate.

- What improvements can be made to security arrangements?

Move the event elsewhere to a non residential area. Ticket the event and heavily regulate the numbers

- What lessons can be learned from other large scale events?

All are done in open spaces and non residential areas!

- What more can the Mayor do to support the agencies responsible for keeping Carnival safe?

See above, it is clearly hard to regulate given the current location and size. Moving it would be the easiest way to manage this.

### **Member of public 16**

My family and I have lived in Notting Hill since 2006.

It is increasingly clear that the burdens of hosting "Europe's largest street festival" in a residential neighbourhood have become too great. This year, the crowds, litter, noise, crime, violence, and anti-social behaviour during Carnival were the worst we have experienced. I am sure you will hear likewise from other residents.

Multiple times, but especially on Monday, we were forced to challenge strangers passing through our front gate and coming onto our property. When we confronted two women relieving themselves in our bin area, they laughed and told us too "chill" on their way out. When we asked the police outside our home what they would do about it, one officer said he would "write them up" (whatever that means) and another shrugged and said "it's just part and parcel of the Carnival". That sentiment suggests that police broadly tolerate anti-social behaviour during Carnival, perhaps because they are more concerned about violent crime or public confrontation in such a crowded environment. Either way, it is residents who suffer.

### **Member of public 17**

I am writing in connection with your solicitation of public comments with regard to the policing of the Notting Hill Carnival under the terms outlined below.

1. Policing of the Notting Hill Carnival is generally ineffective
2. The size of the crowds, their general state of inebriation or drug-influenced behaviour coupled with an extreme sensitivity to any perception of severity means that the Police do not enforce laws so much as monitor crowd behaviour and attempt to intervene only when violence threatens real personal harm (much damage is caused to buildings and shop fronts which is ignored).
3. Activities which would normally lead to arrest or at least a reprimand (e.g. taking / consuming prohibited substances, selling prohibited substances, underage drinking, defecation in public, urination in public, littering etc) are generally ignored by the Police since any effort to enforce the law in the normal way could incite violent crowd reaction
4. In this sense, normal law enforcement is suspended and the Police are in the main asked to serve as something more akin to "auxiliary carnival stewards"
5. By allowing the crowds a high degree of latitude to behave as they wish, the Police have been able to ensure that a large number of people attend the carnival with a comparatively low incidence of actually reported violent behaviour. This means that

the statistics show the Carnival to be relatively “secure” or “safe” but arguably all reported crime statistics would be a lot lower if the laws were not enforced generally.

6. The main issue is not therefore Security but the general behaviour of very large crowds, who come from all over the UK to attend an event in a residential area where comparatively narrow streets and the absence of sufficient public spaces mean that effective policing and law enforcement is impossible. Safety could easily become an issue if the Police were asked to enforce the laws more rigidly. For example, if the police were to begin arresting drug dealers in the midst of the carnival it could easily provoke a riot which could soon be out of control.
7. There is no way to “improve” an event which is far too large for the area in which it takes place. The clear answer is that the carnival should be moved to a different location, where the crowds can be controlled and laws enforced rather than suspended.
8. In this respect, the London Assembly could learn a lot of lessons from the very effective security and crowd control arrangements employed at any of the large scale private music festivals which occur throughout the UK at virtually nil cost to the local taxpayers.
9. There are no agencies which take responsibility for the Notting Hill Carnival which is a major part of the problem. The Police at the Carnival are drafted in from elsewhere in London or the UK and asked to maintain a light touch presence so as not to incite the crowds. They cannot be held to be responsible for the carnival or safety at the carnival when they are given such a constrained remit. If the entire basis of the carnival was changed, it might be possible to secure its safety but realistically this could only be achieved by making it a ticketed event in an closed off area sufficiently large to cope with the crowds it attracts.
10. The Mayor should stop all funding for the carnival until a sustainable plan is put forward for a sensible balance between law enforcement and public celebration. As matters stand the carnival is a disgrace, and an annual excuse for drunken excess, public lewdness and uncivilised behaviour which should never even be proposed as a suitable use of public funds.

### **Member of public 18**

What are the strengths and weaknesses of security arrangements at Notting Hill?

#### Weaknesses

Large groups of police officers intermittently steaming through the crowds is not effective policing, as they are not spread out enough. Many times this hypes up the crowd with even more movement of people.

What improvements can be made to security arrangements?

Large numbers of more qualified and experienced marshals/stewards are needed in regards to guiding bands and persons around sound systems and bands. Staying stationary at certain



key points for example side streets, bus stops and train/tube stations to view who is entering and exiting the carnival. They can then radio or flag up any potential issues or troubles early.

I believe there are many ex-military persons that can do this job, as they are trained more intuitively in regards to body language, identifying trouble makers, defusing and tackling issues than the police officers.

Also if possible metal detection at key points for weapons and arrest persons on the spot.

Also the Carnival Committee should invest in large scale advertising particularly on radio stations (pirate included) and within supportive press reinforcing heavily that if you come to the Carnival it is to have fun and participate in an unique cultural event NOT to carry weapons, kill or injure people. If any weapons are found on you will be arrested, punishable by x amount of years and lifetime ban to the Carnival. Zero tolerance.

What lessons can be learned from other large scale events?

This question is not relevant. The carnival is unique and is not a large scale event whereby persons are static for example in a concert. It is free movement of persons so other large scale events can never be used as a comparison.

What more can the Mayor be doing to support the agencies responsible for keeping the Carnival safe?

The budget for experienced marshals/stewards needs to be increased.

- 1) If there are members of the Carnival Committee who do not wish to do the jobs they should be removed and replaced with persons who have a passion for this unique cultural event to live on.
- 2) If Carnival Committee members have not connected to other carnival event organisers ie. Brazil or Trinidad to network and for advice please advise them to do so.
- 3) Ask for transparency in regards to all recorded crimes reported by the police and their injured officers, so this can be looked at by the public and the Carnival Committee members.
- 4) Encourage and support the Carnival Committee to look at other funding streams to assist with security costs of carnival, as the police do not wish to be there.

Viva Carnival.

### **Member of public 19**

I have lived in the Notting Hill area all my life and preferences how the carnival used to be. The answers to the questions online is below.

- What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?
- Strengths: A large police presence.
- Weakness: Not enough in the built up areas.
- What improvements can be made to security arrangements?
- More policing in the more familiar parts of Notting Hill. e.g. Ladbroke Grove.
- What lessons can be learned from other large scale events?
- To have the large scale events on the road rather than a closed area such as a park.
- What more can the Mayor do to support the agencies responsible for keeping Carnival safe?
- Add more funding, promote and support the carnival bands. More coverage of the bands in the media, rather than reporting the small violence that takes place. By constantly reporting violence, it will encourage the bad people to attend the event. Later curfew.

Some personal suggestions:

In the past the bands used to play until they reach their base/camp. This is what used to bring the crowds out of the carnival route. A police officer from the past events (15-20 years ago) said that he preferred when the bands took the crowd away from the area. It was less work for them.

Finally, you need to consider removing the sound systems, as that is what attracts the troublemakers.

Thank you for reading my suggestions.

### **Member of public 20**

#### **LARGE SCALE EVENTS**

My generation, (in their early 50s) want to support this wonderful event, but some of us do not want to traipse around the whole route.

Although this is a contentious issue, having a seated area for spectators (ticketed but not priced) to view costumes would be ideal, something similar and as seen at the Lord Mayor show.

An area also where food, arts and crafts, costumes can be viewed or sold, and a section with decent toilet facilities would again change the image of carnival. This could be marketed as a one stop package which would appeal to a wider audience.

#### **MEDIA REPORTING**

It would be of great benefit if the media would be more supportive, rather than be negative every year about stabbings, arrests and violence. Instead, it could celebrate how creative and collaborative the whole event is.

No other place in the world has such a festival whereby all the Caribbean people have come together to work as one group to celebrate carnival. Each Caribbean island has its own carnival celebration. Britain's carnival is unique, this uniqueness is another strong marketing point.

#### FUTURE SAFETY

An area which has to be addressed, despite the origins of carnival. Its vulnerability highlights the safety aspect and logistics for the future. So far, we have been fortunate not to have had a major incident take place. There would be no coming back PR wise should a terrible atrocity befall it, there would be countless questions asked and lots of blame.

To placate and have a win, win situation, maybe continue holding the children's day in Notting Hill on the Sunday. With Monday's event held in a contained area.

On Monday, also have the starting point of Notting Hill as the venue for arts and crafts and past costume displays for those who don't want to attend the main event, but still feel some affiliation for the origins of carnival. This would ease the volume of crowds in the area and be seen as less of a target.

However, the contained section has to be featured not as a backhanded or insidious way to obtain funds from the public with an entrance fee. It would backfire and unleash anger. It may be unpopular, and even seen as ethnically cleansing an event. Maybe within a contained area, tighter security would bring other sponsors on board.

I would welcome feedback and being kept up to date with the decisions.

#### **Member of public 21**

Please see my views on the four questions raised as part of the investigation into Notting Hill Carnival.

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

I remember the first time i went to Carnival as an adult, seeing lots of young people smoking weed, sometimes walking past the police. I then realised that it was only the white youth that could get away with it, even on that day of celebration. Black youth would get stopped and searched, and often arrested. This is why this year I was part of a team of people giving out 'Know-Your-Rights' booklets, to lessen abuses by the police.

As such, here are what I think are strengths and weaknesses:

Strengths: Police generally tolerate drinking of alcohol, suspected cannabis possession and other low-priority issues during this period, with *most* young carnival-goers.

Weaknesses: There are disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This disproportionately affects Black carnival-goers. The very community the event is supposed to celebrate.

**• What improvements can be made to security arrangements?**

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and search aggravates members of the public, heightening the likelihood of conflict.

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

**• What lessons can be learned from other large scale events?**

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate.

It should also be noted that the cost to the taxpayer of running large events, and other important cultural events, such as football matches, is rarely so central to discussions such as these. I feel that it is Carnival's association of African Caribbean people, that questions as to how much should be spent on such a community, have become so central to this discussion. Such disparities are particularly concerning, given the spirit of anti-racist activism, upon which Carnival was established.

There is also no mention of the estimated £93m Carnival generates for London, making the information that accompanies this consultation somewhat misleading.

**• What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

Public engagement campaigns regarding the history, and social significance of Carnival.

Working with local community organisations, and African Caribbean community groups in London more generally, to help monitor and mediate activities or potential problems during Carnival.

Directly addressing the racist undercurrents in the media coverage, political rhetoric and approach to policing which marks Carnival, in a manner which does not mark crime or instances of violence at football matches, music festivals or other public celebrations.

Rather than facilitating large corporations in running food/drinks stalls and music stands/stages at Carnival, which erodes the family/community atmosphere of the event, the smaller, independent retailers and artists who have traditionally serviced the carnival should have the resources (subsidies, equipment or necessary accreditation), to continue this tradition. It is this culture family and community which can engender a safer and more respectful environment, for everyone to enjoy carnival.

Notting Hill Carnival is a beautiful, joyful, community event. It is an event many of us are incredibly proud of, but in recent years it has become more and more tainted by police presence and abuse. For two days of the year Notting Hill brings Londoners together, and that is something to celebrate, not to shut down or hide away in Hyde Park.

I do hope that my views, as a Londoner, and as a young Black woman, and those of my peers will be taken seriously.

### **Member of public 22**

Here is my submission to the consultation.

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

Strengths: Police generally tolerate drinking of alcohol, suspected cannabis possession and other low-priority issues during this period.

Weaknesses: There are still disproportionate stops, searches and arrests of either innocent people, or people suspected of low-priority crimes, such as cannabis possession or unlicensed sale of goods. This problem is particularly pronounced for African and African-Caribbean visitors of carnival, for whom the event is supposed to celebrate.

- **What improvements can be made to security arrangements?**

Low priority crimes, such as cannabis possession or unlicensed sale of goods should not be used as grounds for stops, searches or arrests. As the HMIC assessment of Operation Blunt 2 found, there is little to no evidence that stop and search operates as a deterrent against violent crime. However, this is substantial evidence to suggest that stop and

search aggravates members of the public, heightening the likelihood of conflict. <https://www.gov.uk/government/publications/do-initiatives-involving-substantial-increases-in-stop-and-search-reduce-crime-assessing-the-impact-of-operation-blunt-2>

The best role of the police is to take a hands-off approach, working with local community organisations so that they can take the lead in monitoring crowds and assessing potential disturbances.

- **What lessons can be learned from other large scale events?**

There are two types of event which are comparable to Carnival:

1) Street-based celebrations, such as royal jubilees or royal weddings can, according to police, constitute a significant security threat. However, there have been no proposals to make such cultural celebrations ticketed, or cut off from the streets which make such celebrations genuinely public, and in the spirit of the occasion.

2) Music festivals are a growing phenomena in this country, and while recreational drug use and crime also feature at these events, the intensity of policing is far-lower. Treating attendees of carnival with the same dignity and respect as attendees to the aforementioned events would also go some way to improving security. Indeed, even Glastonbury, which last year saw proportionally more arrests than Carnival, was praised by police for its low arrest rate <http://www.telegraph.co.uk/culture/glastonbury/11705757/Glastonbury-2015-low-on-crime-say-police.html>.

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- **What improvements can be made to security arrangements?**

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#### **Member of public 24**

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#### **Member of public 25**

Please see my response to the consultation questions below:

- What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival and what improvements can be made to security arrangements?

The masquerade (costume) bands have their own security teams, who are generally well trained and ensure that spectators do not cross into the bands where masqueraders are enjoying themselves and showing the costumes. This needs to continue and be encouraged for all bands. However, the weakness here is that not all bands are the same size. Masquerade bands are run voluntarily and depending on resources, some bands rely heavily on people who voluntarily steward the bands and are not necessarily formally (e.g. SIA trained). Where masquerade bands do not have a desired ratio of trained security, it would assist to have a provision here- this would mean that the police would not be required to police spectators so much on the main routes, as qualified security will be present to secure and protect masqueraders.

The weaknesses in my opinion mainly concern the end of the route on Ladbroke Grove towards the end of each day. Many spectators want to integrate with the masquerade bands on this part of the route. However, whilst each band's security team works hard to ensure that this is minimised, there appears to be a distinct absence of a police presence to

assist with this task, and more worryingly there is very little assistance provided to the children's bands on the Sunday when they are trying to turn the band off of Ladbroke Grove in order to leave the route. The task of trying to turn off of Ladbroke Grove is already difficult due to the sheer number of people present. Greater assistance from the police is required to assist bands off of the routes. It is essential that they work with the security teams of the respective band to achieve this.

Towards the end of each day, the increased police presence arrives, but this then creates an environment in which spectators are anticipating some level of confrontation. This is due to the attitude and behaviour of some officers, which unfortunately in some cases is unnecessarily aggressive and restricts bands' ability to work together with the police. It needs to be a priority for the bands and the police to have an open and functional dialogue to manage the end of the event, which is invariably the main flashpoint time. If bands can come off of the route in an organised and supported fashion, this will happen quickly and lead to a natural dispersal of the majority of the spectators (as there would be nothing to see or hear)

- What lessons can be learned from other large scale events?

The carnival should be actually perceived and treated as an actual festival. The stance and approach taken by the police at festivals (e.g. Wireless) is completely different. At these events there appears to be an expectation that people will consume too much alcohol, but can be managed in a less aggressive fashion. The priority at these types of events is to facilitate the enjoyment of the festival. Notting Hill Carnival is not treated as a festival to be enjoyed, possibly because of its mobile nature. However, the approach from the police appears to be that this is an event that is naturally troublesome and that the purpose of the police presence is to ensure that as many arrests are made as possible. This stance creates an environment in which it is felt that trouble is being anticipated, rather than the enjoyment of a large number of people.

- What more can the Mayor do to support the agencies responsible for keeping Carnival safe?

Facilitate a better dialogue and practical working relationship between the mas bands and sound systems (who also entertain high concentrations of people). In my opinion this is key to being able to manage crowds and facilitate enjoyment of Notting Hill Carnival as a festival.

#### **Member of public 26**

- **What are the strengths and weaknesses of the security arrangements at Notting Hill Carnival?**

##### Strengths

A lot of police, very visible.

Police part take in the festivities, is friendly and approachable

### Weaknesses

No crowd control whatsoever.

Risk of crowd crushes, fights due to weapons being brought into the Carnival area.

- **What improvements can be made to security arrangements?**

- It is critical to monitor each and every person that enters the carnival route. This is what is done at the Carnival of Martinique. Any person carrying a weapon is therefore stopped.

- A ticketing system is a viable option also. To control the numbers

- **What lessons can be learned from other large scale events?**

Martinique Carnival - Use of metal detector to prevent weapons to be brought into the carnival route

Glastonbury/Wireless festival - A ticketed event permitting to anticipate numbers.

- **What more can the Mayor do to support the agencies responsible for keeping Carnival safe?**

A proposal of measures to be brought into the Carnival.

The Carnival doesn't need **more** security/police/stewarding. It needs **better** security.

Notes

The data in this report was retrieved from the CRIS MIS database on 07/12/2016

The report gives a count of notifiable offences recorded by the MPS on the August bank holiday and preceding Sunday for every year between 2011 and 2016. The data is limited to offences from records marked with the CA Service Flag - Notting Hill Carnival Related.

The data is broken down by Major/Minor Classification and Calander year.

**Police forces in the United Kingdom are routinely required to provide crime statistics to government bodies and the recording criteria is set nationally. However, the systems used for recording these figures are not generic, nor are the procedures used locally in capturing the crime data. It should be noted that for these reasons this force's response to your questions should not be used for comparison purposes with any other response you may receive.**

**IMPORTANT:** Please ensure that the Notes Page is read in conjunction with the data in this report to ensure that it is interpreted correctly.

**Notting Hill Carnival (CA Flagged) Notifiable Offences**

TNO at Notting Hill Carnival	2010	2011	2012	2013	2014	2015	2016
<b>Violence Against the Person</b>	<b>81</b>	<b>55</b>	<b>65</b>	<b>79</b>	<b>118</b>	<b>138</b>	<b>151</b>
Murder	0	0	0	0	0	0	0
Wounding/GBH	6	3	11	13	37	30	30
Assault with Injury	22	12	19	17	17	22	24
Common Assault	3	8	7	11	17	19	11
Offensive Weapon	16	15	12	9	12	28	55
Harassment	20	11	5	17	21	19	9
Other Violence	14	6	11	12	14	20	22
<b>Sexual Offences</b>	<b>2</b>	<b>2</b>	<b>5</b>	<b>4</b>	<b>6</b>	<b>19</b>	<b>14</b>
Rape	0	0	0	0	0	2	0
Other Sexual	2	2	5	4	6	17	14
<b>Robbery</b>	<b>6</b>	<b>15</b>	<b>35</b>	<b>15</b>	<b>16</b>	<b>11</b>	<b>6</b>
Personal Robbery	6	15	35	15	16	11	6
<b>Burglary</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>1</b>
Burglary in a Dwelling	0	1	2	3	3	1	1
Burglary in Other Buildings	0	0	0	0	0	0	0
<b>Theft and Handling</b>	<b>49</b>	<b>34</b>	<b>126</b>	<b>83</b>	<b>113</b>	<b>70</b>	<b>50</b>
Theft/Taking of M/V	1	0	0	0	0	0	0
Theft From M/V	1	0	0	1	1	1	0
M/V Interference & Tampering	0	0	0	0	0	0	0
Theft From Shops	0	0	1	0	0	0	0
Theft/Taking of Pedal Cycles	0	0	0	0	1	0	0
Other Theft	10	2	21	12	14	11	8
Handling Stolen Goods	0	0	0	1	2	1	0
Theft - Person	27	32	104	69	95	57	40
<b>Fraud</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Countersfeit	0	1	0	0	0	0	0
Other Fraud & Forgery	0	2	0	0	0	0	0
<b>Criminal Damage</b>	<b>1</b>	<b>14</b>	<b>6</b>	<b>8</b>	<b>3</b>	<b>8</b>	<b>6</b>
Arson	0	0	0	0	0	0	0
Criminal Damage To a Dwelling	1	1	1	3	0	0	0
Criminal Damage To Other Bldg	0	7	2	2	2	1	2
Criminal Damage To M/V	0	1	2	2	1	2	3
Other Criminal Damage	0	5	1	1	0	5	1
<b>Drugs</b>	<b>199</b>	<b>95</b>	<b>99</b>	<b>83</b>	<b>53</b>	<b>95</b>	<b>160</b>
Drug Trafficking	11	1	5	0	5	3	7
Possession Of Drugs	188	94	94	82	48	92	153
Other Drug Offences	0	0	0	1	0	0	0
<b>Other Notifiable Offences</b>	<b>5</b>	<b>3</b>	<b>5</b>	<b>11</b>	<b>10</b>	<b>12</b>	<b>8</b>
Going Equipped	0	0	0	0	0	0	1
Other Notifiable	5	3	5	11	10	12	7
<b>Grand Total</b>	<b>343</b>	<b>222</b>	<b>343</b>	<b>286</b>	<b>322</b>	<b>354</b>	<b>396</b>

Police forces in the United Kingdom are routinely required to provide crime statistics to government bodies and the recording criteria is set nationally. However, the systems used for recording these figures are not generic, nor are the procedures used locally in capturing the crime data. It should be noted that for these reasons this force's response to your questions should not be used for comparison purposes with any other response you may receive.