

Licensing Committee Agenda

HEARING TO CONSIDER A REVIEW OF A PREMISES LICENCE

This meeting will consider only licensing matters delegated under the Licensing Act 2003

19th September 11am

Remote Meeting

MEMBERS OF COMMITTEE INVITED TO ATTEND HEARING

Councillor D. Clark (Chair)

and Councillors H. Clark, J. Hawkins and R. Lee

Local people are welcome to attend this meeting remotely, where your elected Councillors take decisions affecting YOU and your City. If you would like to find out more, please telephone Dan Sharma-Bird in the Democracy Team on Chelmsford (01245) 606523 or email dan.sharma-bird@chelmsford.gov.uk.

Licensing Committee

19th September 2025

AGENDA

1. Apologies for Absence

2. Declaration of Interests

All Members are reminded that they must disclose any interests they know they have in items of business on the meeting's agenda and that they must do so at this point on the agenda or as soon as they become aware of the interest. If the interest is a Disclosable Pecuniary Interest they are also obliged to notify the Monitoring Officer within 28 days of the meeting.

3. Minutes

To consider the minutes of the meeting on 8th August 2025

4. Licensing Act 2003 – Application to Review a Premises Licence - Chelmsford City Racecourse, Moulsham Hall Lane, Great Leighs, Chelmsford, CM3 1QP

MINUTES

of the

LICENSING COMMITTEE HEARING

held on 8th August 2025 at 11am

Present:

Councillor D. Clark (Chair of Hearing)

Councillors H Clark, A Davidson and Wilson

1. **Apologies for Absence**

No apologies for absence were received.

2. **Declaration of Interests**

All Members were reminded to declare any interests where appropriate in any items of business on the meeting's agenda. None were made.

3. **Minutes**

The minutes of the hearing held on 18th July 2025, were approved as a correct record.

4. **Licensing Act 2003 – Licensing Act 2003: Full Variation of a Premises Licence: The Courtyard, 12 Baddow Road, Chelmsford, CM2 0DG**

The Committee considered an application for a Full Variation of a premise licence made under Section 34 of the Licensing Act 2003 and had regard to the representations made during the consultation period. These related to the promotion of the below Licensing objectives.

- a) The prevention of crime and disorder
- b) Public safety
- c) The prevention of public nuisance
- d) The protection of children from harm

The Committee was informed that the application had sought permission for an extension of the premises to include 14 Baddow Road and also the extension of permitted hours from 10am, as per the current, licence to an earlier time of 9am, an additional licensing hour.

As part of the proposed variation to the premises licence, the applicant was also requesting for licensable activities until 3am on certain non-standard days. These included Early May Bank Holiday Monday, Easter Monday, Spring Bank Holiday Monday, St. Patrick's Day, August Bank Holiday Monday, Christmas Eve, and New Year's Eve. Details of the licence application was detailed in the report.

It was noted by the Committee that there were three options namely;

- Grant the application, on the terms and conditions applied for.
- Grant the application, on the terms and conditions applied for, modified to such extent as considered appropriate to promote the licensing objectives.
- Refuse the application in whole or in part.

The below parties attended and took part in the hearing:

- Applicant
- Members of the public

Officers informed the Committee that in response to the application, three representations had been received objecting on the grounds of public nuisance.

Officers summarised the details of the report to the Committee.

The applicant informed the Committee that following conversations with Licensing Officers before the meeting, the proposed variation to the premises licence for licensable activities until 3am on certain non-standard days, as detailed in the report, was to be withdrawn and was not considered at this hearing. The applicant asked the committee to consider only the changes to the extension of the premises and the extension of permitted hours from 10am to 9am.

The Committee heard from a member of the public, who had submitted representations against the application. The objector shared that that the premises were not designed for loud music and noted the use of loudspeakers playing music externally was an issue for nearby properties. The objector explained that the noise complaint process was lengthy and often felt intrusive. It was stated that whilst they did not object to the licence, they expressed a strong desire for appropriate measures to be put in place to reduce the impact of noise on the surrounding community.

In response to questions from members of the Committee, the applicant confirmed that the extension to 14 Baddow Road would allow for promotion of the licensing objectives, supplying additional toilets and entrance/exit route to the premises as well as allowing for 40 additional customers. It was expressed that the changes from the extension would allow better access across the two bars. There were no plans for loudspeakers at this time and only repeater speakers would be installed for suitable ambient noise.

The Committee thanked the attendees and officers for their input and advised that the decision would be made during the deliberation after the meeting. It was noted that due to the remote nature of the meeting, the decision would be circulated to all parties within a few working days via email.

The Committee gave careful consideration to the relevant representations both written and made during the remote hearing.

RESOLVED that:

A. Amended open/supply of alcohol time from 10am to 9am

The Director of Public Places be authorised to GRANT the variation in respect of the application to open and begin supplying alcohol at 9am every day

B. Amended premises – 14 Baddow Road being used for toilet facilities on the first floor and an entrance/exit on the ground floor, with space to increase capacity for 40 persons.

The Director of Public Places be authorised to GRANT the variation in respect of the application to expand the premises to the adjacent property, which would enable a route through the premises (including an entrance and exit), provide additional toilet facilities and increase capacity by 40 persons.

In reaching its decision on both of the above decisions, the Committee gave careful consideration to the application and relevant representations both written and made during the hearing, having regard to its statutory duty to take such steps as it considers necessary to promote the licensing objectives. The Committee also took into account section 34 of the Licensing Act 2003, the current Statutory Guidance under section 182 and Chelmsford City Council's licensing policy.

The Committee was mindful of the overriding requirement that all decisions on licensing applications must be evidence based and were mindful of the location of the premises in the busy Baddow Road and that a reasonable level of noise should be expected in such an area.

The Committee gave due weight to the fact that there were no objections to the application from any of the Responsible Authorities.

At this point in time there was no evidence before the Committee on which it could properly conclude that, if the licence were to be granted, the licensing objectives would be undermined.

INFORMATIVE(S):

1) Ability to request review of licence

The Committee would remind the parties that if there is evidence of public nuisance or other problems relating to one or more of the other licensing objectives (e.g. crime and disorder) arising from the use of the premises under the licence then it is open to anyone to call for a review of the licence, in which case the matter would come back to the Committee. All requests for reviews must be supported by

evidence showing that one or more of the licensing objectives have been undermined. If, on a review the Committee finds that there is evidence that this is the case then the Committee can cut back on the scope of the licence and/or impose conditions, or in serious cases revoke the licence in its entirety.

2) Environmental Protection Act 1980 etc

If local residents consider that they are experiencing unreasonable levels noise emanating from The Courtyard then they are advised to log the date, time, and duration of such incidents and in the first instance to contact the Council's Environmental Health out of hours service, who may send an officer to attend the scene and assess the situation. If the noise is considered by the officer to amount to a statutory nuisance then a noise abatement notice can be issued under the Environmental Protection Act 1990. Evidence of complaints, noise readings, and logging of incidents can be used to support a review.

The meeting closed at 11:45am

Chair

Chelmsford City Council Licensing Committee

19th September 2025

LICENSING ACT 2003 – APPLICATION TO REVIEW A PREMISES LICENCE:
CHELMSFORD CITY RACECOURSE, MOULSHAM HALL LANE, GREAT LEIGHS,
CHELMSFORD, CM3 1QP

Report by: Director of Public Places

Officer Contact:

Kate Kober, Licensing Officer, Katherine.kober@chelmsford.gov.uk, 01245 606446

Purpose

The Committee is requested to consider an application submitted by Essex Police for a review of the premises licence under Section 51 of the Licensing Act 2003, and to take into account the representations received during the consultation period, in accordance with the promotion of the licensing objectives:

- a) The prevention of crime and disorder
- b) Public safety
- c) The prevention of public nuisance
- d) The protection of children from harm

Recommendations

Members are advised that they have the following options when determining this application.

- Modify the conditions of the licence (either permanently or for up to three months)

- Exclude a licensable activity from the scope of the licence, (either permanently or for a period not exceeding three months).
- Remove the designated premises supervisor.
- Suspend the licence for up to three months.
- Revoke the licence.

Any party to the review (including the premises licence holder, the chief officer of police, or any person who made a representation) has the right to appeal the decision to a Magistrates' Court within 21 days of notification. The decision will not take effect until the end of the appeal period or until any appeal is resolved.

1. Introduction

- 1.1 Chelmsford City Racecourse is situated along the A131 adjoining Moulsham Hall Lane, Chelmsford, CM3 1QP and is surrounded by local farmland and residential properties in the neighbouring villages. A google map image of the premises is attached as **Appendix A**.
- 1.2 Chelmsford City Racecourse have held a premise licence since 2014, and the current licence holder is Great Leighs Estates Limited. A copy of their current licence showing the licensable activities is attached as **Appendix B**.
- 1.3 From Friday 4th July 2025 until Sunday 6th July 2025, Chelmsford City Racecourse held a large-scale event called Chelmsford City Live which was a large music festival and included performances from big named artists such as Justin Timberlake which resulted in a significant number of attendees.

2. Application

- 2.1 On 15th July 2025 Chelmsford City Council received an application from Essex Police for a review of the premise licence at Chelmsford City Racecourse on the grounds of failure to promote three of the four licensing objectives. These are:

1. The prevention of crime and disorder
2. Public Safety
3. The prevention of public nuisance.

The full application is attached as **Appendix C**.

- 2.2 The application states that there were significant operational failures across the event, which placed members of the public at risk. Details of the alleged failings are outlined on pages 3 and 4 of the review documents.

2.3 All statutory requirements for submitting and advertising the review were met. The application was served on the premises licence holder and all responsible authorities. Public notices were displayed at the premises by officers, and the application was also advertised on the Council's website.

3. Representations

3.1 During the consultation period, Chelmsford City Council received 15 representations from members of public, ward councillors and responsible authorities supporting the review of Chelmsford City Racecourse's licence which are attached as **Appendix D**.

3.2 A supplementary document in support of the review from Essex Police is attached as Appendix E.

4. Conclusion

The Council's Statement of Licensing Policy provides that, where relevant representations are made, the Licensing Authority will seek to make objective judgements as to whether additional conditions or measures are needed to promote the licensing objectives.

This application has been properly submitted in accordance with the Licensing Act 2003, and the Committee is now required to determine it.

At the conclusion of the hearing, Members are advised to consider the options listed in Section 2 of this report.

Appendices:

- Appendix A – Map
- Appendix B – Current premises licence
- Appendix C – Review document
- Appendix D – Representations
- Appendix E – Supplementary Document from Essex Police

Background reading:

Application held by licensing authority

Corporate Implications

Legal/Constitutional: This report involves the exercise of the Council's powers under the Licensing Act 2003. Any decision made by the Licensing Committee must be in accordance with the licensing objectives and subject to appeal. The Council must ensure due process is followed, and legal advice may be sought depending on the decision taken.

Financial: There are no direct financial implications resulting from the recommendations of this report. However, there is potential for financial implications should legal appeals be lodged, or if further enforcement action is required in the future.

Potential impact on climate change and the environment: None directly associated with the review

Contribution toward achieving a net zero carbon position by 2030: No direct contribution

Personnel: None arising directly from this report

Risk Management: The Licensing Committee must make a decision that is proportionate, evidence-based, and aligned with licensing objectives. Failure to do so could result in successful appeals or judicial reviews. Close adherence to policy, legislation, and consultation outcomes reduces this risk

Equality and Diversity. There are no direct implications

Health and Safety: While not a corporate health and safety matter, the review does relate to public safety concerns, including site overcrowding, medical response, and infrastructure failures. The Committee's decision should reflect the seriousness of these issues in the context of the licensing objectives

Digital: None

Other: The outcome of this review could influence how future large-scale events are licensed and managed across the Chelmsford district. It may also inform wider strategic thinking around event policy, economic development, and tourism.

There is a reputational risk to the Council depending on the outcome of the review. A perception of either excessive leniency or overreach could attract criticism from the public, stakeholders, or event operators. Transparent decision-making and consistency with licensing policy will help mitigate reputational risks

Consultees: As per required by legislation

Relevant Policies and Strategies: Statement of licensing policy

Appendix A





Licensing Act 2003
 Schedule 12 - Part A Regulation 33,34

Premises Licence

Premises Licence Number

14/00488/LAPRE

Part 1 – Premises Details

Chelmsford City Racecourse
 Moulsham Hall Lane
 Great Leighs
 Chelmsford
 Essex
 CM3 1QP

Telephone number: Not supplied

Where the licence is time limited the dates are

Not applicable

Licensable activities authorised by the licence and the times the licence authorises the carrying out of licensable activities are

Sale or supply of Alcohol	Every Day	07:00 - 01:00
Boxing or Wrestling	Every Day	07:00 - 01:00
Performance of Dance	Every Day	07:00 - 01:00
Exhibition of a Film	Every Day	07:00 - 01:00
Indoor Sporting Event	Every Day	07:00 - 01:00
Performance of Live Music	Every Day	07:00 - 01:00
Playing of Recorded Music	Every Day	07:00 - 01:00
Performance of a Play	Every Day	07:00 - 01:00
Provision anything of similar nature	Every Day	07:00 - 01:00
Late Night Refreshment	Every Day	23:00 - 01:00

The opening hours of the premises are

Opening hours Every Day 00:00 - 23:59

Where the licence authorises supplies of alcohol whether these are on and / or off supplies

On and Off Sales

Part 2

Name, (registered) address, telephone number and email (where relevant) of holder of premises licence

Great Leighs Estates Limited
The Spectrum Benson Road
Birchwood
Warrington
WA3 7PQ

Registered number of holder, for example company number, charity number (where applicable)

Registered Business Number 08614282

Name, address and telephone number of designated premises supervisor where the premises licence authorises for the supply of alcohol

Mark Ballard

Personal licence number and issuing authority of personal licence held by designated premises supervisor where the premises licence authorises for the supply of alcohol

P915 – Braintree District Council

Signed:



On behalf of the Licensing Authority

Dated: 2nd December 2014

Valid from 19.10.23, issued on 1.11.23 following a variation to the DPS

Annex I – Mandatory conditions

- 1 Where a premises licence authorises the supply of alcohol no supply of alcohol may be made under the premises licence-
- a) at a time when there is no designated premises supervisor in respect of the premises licence, or
 - b) at a time when the designated premises supervisor does not hold a personal licence or his personal licence is suspended.

Every supply of alcohol under the premises licence must be made or authorised by a person who holds a personal licence.

- 2 Where the film body has specified in the licence, admission of children (aged under 18) must be restricted in accordance with any recommendation made by that body.

Where

- a) the film classification body is not specified in the licence, or
- b) the relevant licensing authority has notified the holder of the licence that this subsection applies to the film in question,

admission of children must be restricted in accordance with any recommendation made by the licensing authority.

- 3 Where a premises licence includes a condition that at specified times individuals must be at the premises to carry out a security activity(s) each individual must, be licensed by the Security Industry Authority.

- 4 (1) The responsible person must ensure that staff on relevant premises do not carry out, arrange or participate in any irresponsible promotions in relation to the premises.

(2) In this paragraph, an irresponsible promotion means any one or more of the following activities, or substantially similar activities, carried on for the purpose of encouraging the sale or supply of alcohol for consumption on the premises—

(a) games or other activities which require or encourage, or are designed to require or encourage, individuals to —

(i) drink a quantity of alcohol within a time limit (other than to drink alcohol sold or supplied on the premises before the cessation of the period in which the responsible person is authorised to sell or supply alcohol), or

(ii) drink as much alcohol as possible (whether within a time limit or otherwise);

(b) provision of unlimited or unspecified quantities of alcohol free or for a fixed or discounted fee to the public or to a group defined by a particular characteristic in a manner which carries a significant risk of undermining a licensing objective;

(c) provision of free or discounted alcohol or any other thing as a prize to encourage or reward the purchase and consumption of alcohol over a period of 24 hours or less in a manner which carries a significant risk of undermining a licensing objective;

(d) selling or supplying alcohol in association with promotional posters or flyers on, or in the vicinity of, the premises which can reasonably be considered to condone, encourage or glamorise anti-social behaviour or to refer to the effects of drunkenness in any favourable manner;

(e) dispensing alcohol directly by one person into the mouth of another (other than where that other person is unable to drink without assistance by reason of disability).

5 The responsible person must ensure that free potable water is provided on request to customers where it is reasonably available.

6 (1) The premises licence holder or club premises certificate holder must ensure that an age verification policy is adopted in respect of the premises in relation to the sale or supply of alcohol.

(2) The designated premises supervisor in relation to the premises licence must ensure that the supply of alcohol at the premises is carried on in accordance with the age verification policy.

(3) The policy must require individuals who appear to the responsible person to be under 18 years of age (or such older age as may be specified in the policy) to produce on request, before being served alcohol, identification bearing their photograph, date of birth and either —

(a) a holographic mark, or

(b) an ultraviolet feature.

7 The responsible person must ensure that —

(a) where any of the following alcoholic drinks is sold or supplied for consumption on the premises (other than alcoholic drinks sold or supplied having been made up in advance ready for sale or supply in a securely closed container) it is available to customers in the following measures —

(i) beer or cider: ½ pint;

(ii) gin, rum, vodka or whisky: 25 ml or 35 ml; and

(iii) still wine in a glass: 125 ml;

(b) these measures are displayed in a menu, price list or other printed material which is available to customers on the premises; and

(c) where a customer does not in relation to a sale of alcohol specify the quantity of alcohol to be sold, the customer is made aware that these measures are available."

- 8 (1) A relevant person shall ensure that no alcohol is sold or supplied for consumption on or off the premises for a price which is less than the permitted price.
- (2) For the purposes of the condition set out in paragraph 1—
- (a) "duty" is to be construed in accordance with the Alcoholic Liquor Duties Act 1979(6);
- (b) "permitted price" is the price found by applying the formula— $P = D + (D \times V)$
- where—
- (i) P is the permitted price,
- (ii) D is the amount of duty chargeable in relation to the alcohol as if the duty were charged on the date of the sale or supply of the alcohol, and
- (iii) V is the rate of value added tax chargeable in relation to the alcohol as if the value added tax were charged on the date of the sale or supply of the alcohol;
- (c) "relevant person" means, in relation to premises in respect of which there is in force a premises licence—
- (i) the holder of the premises licence,
- (ii) the designated premises supervisor (if any) in respect of such a licence, or
- (iii) the personal licence holder who makes or authorises a supply of alcohol under such a licence;
- (d) "relevant person" means, in relation to premises in respect of which there is in force a club premises certificate, any member or officer of the club present on the premises in a capacity which enables the member or officer to prevent the supply in question; and
- (e) "value added tax" means value added tax charged in accordance with the Value Added Tax Act 1994(7).
- (3) Where the permitted price given by Paragraph (b) of paragraph 2 would (apart from this paragraph) not be a whole number of pennies, the price given by that sub-paragraph shall be taken to be the price actually given by that sub-paragraph rounded up to the nearest penny.
- (4) (1) Sub-paragraph (2) applies where the permitted price given by Paragraph (b) of paragraph 2 on a day ("the first day") would be different from the permitted price on the next day ("the second day") as a result of a change to the rate of duty or value added tax.
- (2) The permitted price which would apply on the first day applies to sales or supplies of alcohol which take place before the expiry of the period of 14 days beginning on the second day.

Annex 2 – Embedded conditions

Not applicable

Annex 3 – Conditions consistent with the operating schedule

1. Entry will be restricted to persons who are 18 years or over unless accompanied by an adult. Entry will be strictly controlled at entrance turnstiles.
2. All new members of counter service staff shall be trained regarding the sale of alcohol and the requirements of the Licensing Act 2003 and staff shall receive refresher training at intervals of no more than 12 months.
3. Marshals and Stewards will be provided at all race meetings and large events where it is anticipated that more than 2500 people will attend.
4. The perimeter of the licensed area will be adequately fenced to provide for controlled access to the licensed area.
5. No glass containers will be dispensed in the licensed area by any concessionaires.
6. The capacity of persons on site will be monitored and there will be dedicated entry/exit points.
7. Competent security and stewarding will be provided at the Premises.
8. The Designated Premises Supervisor or his/her representative shall monitor the volume of any amplified sound or music emanating from the premises and adjust the volume to ensure that any amplified sound or other music from the premises is not clearly audible at the boundary of the nearest residential premises so as to constitute a statutory nuisance.
9. In the event that amplified sound is to be emitted in the open air, or from any temporary structure such as a marquee, the Designated Premises Supervisor (or a designated deputy) shall contact the Director of Strategic Housing & the Environment at least 28 days prior to the event and advise of the proposed activities in order that the measures employed to prevent public nuisance may be discussed, reasonably agreed and implemented.

Annex 4 - Conditions attached after a hearing by the licensing authority

1. The licensing authority attached the conditions detailed in annexes 3 and 5 to this licence.
2. The times for licensable activities were limited to be between 07.00 and 01.00 every day.

Annex 5 – Conditions agreed with Essex Police

General Conditions

1. The primary use of the premise is as a Racecourse.
2. Officers of all responsible authorities will have unrestricted access to all parts of the licenced area.

3. The Challenge 25 Scheme will be employed; all customers who are or appear to be under the age of 25 will be required to show accredited photographic identification to verify they are over 18. Recognised photographic identification cards, such as a driving licence or passport/holographically marked PASS scheme identification cards.
 - a. In keeping with the 'Challenge 25 policy', the management will ensure all staff are trained regarding Challenge 25, the sale of alcohol and the requirements of the licensing Act 2003.
 - b. Management will ensure that refusal/incident and training records are maintained and made available to the police or authorised officer upon reasonable request.
4. Only plastic Glasses will be used in public bars on days when racing takes place.
 - a. For all other bars/events, alcoholic beverages and soft drinks supplied or sold for consumption on the premises will be supplied in only toughened or polycarbonate drinking vessels (excluding bottles), with the exception of where they are not produced / available for purchase by the operator. This does not include wine or champagne glasses or other such glassware as agreed in writing with the Police Licensing officer.
5. A telephone number will be provided to the Licensing Authority (or designated alternative) and Essex Police, so that contact may be made with the event organisers at any time during permitted licensed hours.
6. The management will ensure any drugs found or seized on the premises will be sealed in a bag, placed in a locked drugs box and recorded in a drugs log, in accordance with the Essex Police procedures for the management of illicit drugs in licensed premises.
7. A Digital CCTV system shall be operated and maintained at the Hospitality Suite (or any permanent structure which members of the public have access to licensable activities)which:
 - a. Covers all entry and exit points enabling front identification of every person entering in any light condition
 - b. Shall continuously record whilst the premises is open for licensable activities
 - c. Shall retain all recordings for a minimum of 31 days with date and timing stamp.
 - d. Recordings shall be made available upon reasonable request of the Police or Licensing Authority within a 24 hour period of the request.
 - e. A member of staff who is conversant in the operation of the CCTV system shall be on the premises at all times when the premise is open to the public and must be able to show Police or Authorised Officer recent data or footage with the absolute minimum of delay when requested.
8. SIA registered staff shall be used at the discretion of the management at any event where they deemed necessary, or where Essex Police advise that this is necessary in line with the four Licensing Objectives.

- b. SIA registered staff and management will be issued with two way radios, with ear pieces, that will be turned on and used as necessary when the premises is open for licensable activities.
9. On any occasion that the premises trades after 03:00hrs, there will be no entry to the public one hour before the premises ceases trading. If the premises intends to trade after 04:00hrs, 10 days written notice is to be given to the Licensing Authority and Essex Police with details of the type of event and time the premises is to cease trading.
10. No third party hiring of the premises.
11. When sections labelled B and C on the plan are used for licensable activities **Non Horse Racing Related Events** conditions 1 – 4 will apply

Horse Racing

1. An annual Calendar of race days will be provided to Essex Police. Any changes and/ or updates will be provided to Essex Police on a monthly basis.

Non Horse Racing Related Events

1. A monthly calendar will be provided to Essex Police of all events exceeding a capacity of 1000.
2. The Premise Licence Holder (or representative) will submit a Statement of Intent, 6 months prior to any events of a capacity 5000+. The statement will include the specific areas within the licensed area to be used, type of event/ profile and any risk factors identified with such events and the proposed capacity of the event.
3. A written Events Safety Management Plan (ESMP), shall be submitted by the Premise Licence Holder/Designated Premise Supervisor to the Licensing Authority, Essex Police and all Responsible Authorities for consultation as follows:
 - A. For events with a capacity of 1500 – 4999 28 days prior to the first day of the event
 - B. For events with a capacity of 5000+ not later than 12 weeks prior to the first day of the event unless otherwise agreed by the aforementioned parties following the submission of a statement of intent (Condition 2). A Final version of the Event Safety Management Plan shall be consulted on by all Responsible Authorities not later than 4 Weeks prior to the first day of the event.

4. Only the submitted Event Safety Management Plan will be implemented and followed for the duration of the event unless otherwise notified in writing by the Licensing Authority and Essex Police.

Annex 6 – Plans

See attached

APPENDIX C

Application for the review of a premises licence or club premises certificate under the Licensing Act 2003

PLEASE READ THE FOLLOWING INSTRUCTIONS FIRST

Before completing this form please read the guidance notes at the end of the form. If you are completing this form by hand please write legibly in block capitals. In all cases ensure that your answers are inside the boxes and written in black ink. Use additional sheets if necessary.

You may wish to keep a copy of the completed form for your records.

I Rachel Savill 76871 Licensing Officer, Essex Police

(Insert name of applicant)

apply for the review of a premises licence under section 51 the Licensing Act 2003 for the premises described in Part 1 below

Part 1 – Premises or club premises details

Postal address of premises or, if none, ordnance survey map reference or description

Chelmsford City Racecourse

Moulsham hall lane

Great leighs

Chelmsford

Post town Chelmsford

Post code (if known) CM3 1QP

Name of premises licence holder or club holding club premises certificate (if known)

GREAT LEIGHS ESTATES LTD

Number of premises licence or club premises certificate (if known)

14/00488/LAPRE

Part 2 - Applicant details

I am

Please tick ✓ yes

1) an individual, body or business which is not a responsible authority (please read guidance note 1, and complete (A) or (B) below)

2) a responsible authority (please complete (C) below)

3) a member of the club to which this application relates (please complete (A) below)

(A) DETAILS OF INDIVIDUAL APPLICANT (fill in as applicable)

Please tick ✓ yes

Mr Mrs Miss Ms Other title
(for example, Rev)

Surname

First names

I am 18 years old or over

Please tick ✓ yes

**Current postal
address if
different from
premises
address**

Post town

Post Code

Daytime contact telephone number

**E-mail address
(optional)**

(B) DETAILS OF OTHER APPLICANT

Name and address

Telephone number (if any)

E-mail address (optional)

(C) DETAILS OF RESPONSIBLE AUTHORITY APPLICANT

on behalf of the Chief Officer of Police
Essex Police
Licensing Department
Braintree Police Station
Blyths Meadow
Braintree
CM7 3DJ

Telephone number (if any)
01245 452035

E-mail address (optional)
Licensing.Applications@essex.pnn.police.uk

This application to review relates to the following licensing objective(s)

- Please tick one or more boxes ✓
- | | |
|---|-------------------------------------|
| 1) the prevention of crime and disorder | <input checked="" type="checkbox"/> |
| 2) public safety | <input checked="" type="checkbox"/> |
| 3) the prevention of public nuisance | <input checked="" type="checkbox"/> |
| 4) the protection of children from harm | <input type="checkbox"/> |

Please state the ground(s) for review (please read guidance note 2)

APPLICATION FOR REVIEW OF PREMISES LICENCE UNDER
SECTION 51 OF THE LICENSING ACT 2003
Premises: Chelmsford City Racecourse
Applicant: Essex Police
Date: 15/07/2025

1. Grounds for Review

- Essex Police formally request a review of the premises licence for Chelmsford City Racecourse under Section 51 of the Licensing Act 2003. This application is submitted on the grounds that the following licensing objectives have been seriously undermined:
 - The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance

2. Summary of Incident

- On **Friday 4th July 2025**, a large-scale music event—**Chelmsford City Live**, featuring **Justin Timberlake**—was held at Chelmsford City Racecourse. Despite prior engagement through Safety Advisory Group (SAG) meetings with all responsible authorities, the event was marred by significant operational failures that placed the public at risk and caused widespread disruption.

Traffic Management Failure

- Essex Police received **numerous emergency calls** from members of the public reporting **severe traffic congestion** before, during, and after the event.
- Attendees were **trapped in the venue's car park for up to 3–4 hours**, with **no staff present** to provide assistance or direction.
- Members of the public were forced to **self-manage traffic flow**, highlighting a **catastrophic failure** of the event's traffic management plan.
- The absence of marshals allowed vehicles to be **abandoned on grass verges, roundabouts, and local roads**, causing **significant nuisance** to local residents and endangering road users.

Security and Stewarding Breakdown

- The stewarding plan failed to ensure safe pedestrian movement. Attendees were **directed along the A131 dual carriageway**, with some seen **crossing live lanes of traffic**, creating a **serious public safety hazard**.
- The lack of visible and effective security presence contributed to **disorder and confusion**, further exacerbating the risks to attendees and the general public.

Police Intervention

- Essex Police were required to deploy officers to the scene to implement **emergency safety measures** to mitigate the risk of injury and restore order.
- The scale of the intervention required was **entirely avoidable** had the premises licence holder fulfilled their obligations under the Licensing Act 2003.

3. Broader Concerns

- The issues observed on 4th July were not isolated. The venue was scheduled to host additional large-scale events on:
 - **Saturday 5th July – Duran Duran**

- **Sunday 6th July – Olly Murs**

- Given the **systemic failures** observed, Essex Police have serious concerns about the **suitability of Chelmsford City Racecourse** as a venue for events of this scale. The location and infrastructure are demonstrably **inadequate to ensure the safety of attendees and the wider public**.

Please provide as much information as possible to support the application (please read guidance note 3)

Essex Police will produce further documentary or other information in support of this application ahead of the hearing and would ask the authority to take this into account as it may do under Regulation 18 of the Licensing Act 2003 (Hearings) Regulations 2005.

In accordance with paragraph 11.9 of the Statutory Guidance Essex Police may amplify its representation at the subsequent hearing.

Please tick ✓ yes

- I have sent copies of this form and enclosures to the responsible authorities and the premises licence holder or club holding the club premises certificate, as appropriate
- I understand that if I do not comply with the above requirements my application will be rejected

IT IS AN OFFENCE, UNDER SECTION 158 OF THE LICENSING ACT 2003, TO MAKE A FALSE STATEMENT IN OR IN CONNECTION WITH THIS APPLICATION. THOSE WHO MAKE A FALSE STATEMENT MAY BE LIABLE ON SUMMARY CONVICTION TO A FINE OF ANY AMOUNT.

Part 3 – Signatures (please read guidance note 4)

Signature of applicant or applicant’s solicitor or other duly authorised agent (please read guidance note 5). **If signing on behalf of the applicant please state in what capacity.**

R.Savill

Signature.....

Date 15/07/25

.....

Capacity Licensing Officer

.....

Contact name (where not previously given) and postal address for correspondence associated with this application (please read guidance note 6)

Post town	Post Code
------------------	------------------

Telephone number (if any)

If you would prefer us to correspond with you using an e-mail address your e-mail address (optional)

Notes for Guidance

1. A responsible authority includes the local police, fire and rescue authority and other statutory bodies which exercise specific functions in the local area.
2. The ground(s) for review must be based on one of the licensing objectives.
3. Please list any additional information or details for example dates of problems which are included in the grounds for review if available.
4. The application form must be signed.
5. An applicant’s agent (for example solicitor) may sign the form on their behalf provided that they have actual authority to do so.
6. This is the address which we shall use to correspond with you about this application.

Representations received in relation to a review of the premises licence for Chelmsford City Racecourse

Representation 1

From: Little Waltham Parish Council

Thank you for consulting Little Waltham Parish Council regarding the review of the premises licence for Chelmsford City Racecourse.

The Parish Council are very supportive of events being held at the Racecourse, however, we believe that the safety of people – both attending the events, and within the local area - should be paramount.

It was evident from the recent Justin Timberlake event that the capacity of the venue was exceeded. This resulted in extremely heavy traffic, which affected people attending the concert and those who were not. It is clear that the traffic management was not able to cope with the number of vehicles arriving and departing the venue. Therefore, we would like to raise a representation regarding public safety.

Public safety was affected due to:

- Severe traffic congestion affecting the local area, including Little Waltham – due to poor traffic management planning/system
- Public safety risks, including pedestrians walking in unsafe conditions along unlit roads without pavements – due to the traffic and parking issues

Little Waltham Parish Council are supportive of events at Chelmsford City Racecourse, which is a great venue that the local community should enjoy. However, it was clear that due to the poor planning, especially of the traffic management, that this greatly affected the local residents and the attendees of the concert. We would recommend that the capacity of the venue is reviewed, that the traffic management plans are fit for purpose, and that plans are discussed and agreed with Highways and Essex Police in future, to prevent such matters arising again.

Kind regards

Little Waltham Parish Council

Representation 2

I would ask Chelmsford Council, to carefully consider all future events at the racecourse being denied permission, until the organisers can assure residents and the wider community that there will be no repeat of what happened on Friday 04th July. The event was just a complete shambles, with residents unable to access or leave their own houses for hours.

Vehicles were parked all over the roads, people using our frontage as toilets after the event, rubbish left on our verges. There were no traffic Marshalls, keeping traffic out of the village, in fact there were even sign directing traffic through the village to the pre-booked drop off area. I am all for these events if they are organised and policed properly, but this was total chaos. I think the council should consider carefully any events that take place on a work day, as traffic at that time on a Friday is bad enough as it is, without the addition of 20,000 plus festival attendees with cars.

Representation 3

I strongly object to the licence for Chelmsford City Racecourse.

I live opposite the REDACTED [near], along the Main Road running through Gt Leighs.

On Easter Friday 2025, there were queues of vehicles through the village for several hours due to an event at the Racecourse. I could not get in or out of my own driveway. I have a son with a lethal peanut allergy. The traffic impacted on our family Easter plans for that day which we had to abandon. As a result, my husband and I decided to go out for a walk. We saw dangerous and erratic driving along Mill Lane and BanTERS Lane (which are small country back roads) as drivers attempted to avoid roads leading to the racecourse. As we were walking along these roads on our walk, it was extremely dangerous as pedestrians as vehicles met each other head to head, along with larger farm vehicles - sometimes completely blocking the road. As we walked up BanTERS Lane towards Main Road, the traffic queued for about 400yds. We spoke to a male resident in BanTERS Lane who informed us that a family had to abandon their car on his drive and take their disabled child in a wheelchair home by foot on Main Road for urgent medication. This house owner was also disabled in a wheel chair.

On the weekend of 4th,5th and 6th July 2025, the Chelmsford Live was organised at the racecourse. I spent a lot of the evenings watching the chaos unfold from the top of my driveway. I attended the residents meeting held a few weeks beforehand and was assured that all traffic problems would be taken care of and that residents were to be given a number we could ring, specifically if there were any issues on the day. This never happened. We were also assured No Stopping was going to be enforced on the Main Road, Great Leighs, As a retired senior Police Officer, I questioned this and asked if there had a temp restriction in place on the Highway and [REDACTED] actually said that people

stopping 'could be arrested'. I knew this could not be true. It appeared the residents meetings was a 'tick box' exercise and designed to pacify the residents.

The racecourse designated the Public Right of Way (PROW) at the Dog and Partridge the main pedestrian entrance to the long weekend of events. This in turn, meant that the Main Road, through Great Leighs became an un-policed, un-enforced and informal drop up and pick up point for all 3 nights. Cars lined the road either side to drop off and pick up friends, relatives and many taxi drivers. The drop off meant large amounts of traffic over many hours. Cars parked half on the road, half pavement, both sides of the roads, crossing over the road to the wrong side to get a space, festival goers crossing in front and behind vehicles, drivers not concentrating on the road properly, drivers turning around in the road and using residents driveways to turn around. The pick up was by far the worst because everyone was there at the same time. I had to put by bins in the driveway to stop it being used. My husband and I were in constant communication and because of the traffic, he left his office in Ford End 2 hrs later to try and avoid the traffic queuing through the village on the Friday night but eventually had to just try and get home. He was diverted down back roads and eventually followed a double decker bus down the country road, Mill Lane in Great Leighs which was dragging tree tops along with it and causing difficulties each time it met a car.

People queuing were desperate to park on my drive, even offering me money. I eventually allowed a car of 4 ladies to park (for free of course!) and they sent me flowers a few days later. I just felt so sorry for them. You could not get in or out of the village on Friday night due to the queues. My son had a pub job in Chelmsford Fri and Sat nights. It was diabolical. We were trapped in our house. My sons friends who were attending, managed to get dropped off at The Castle PH and had to walk the rest. After the concert, and having tried to drive them back to Broomfield, we eventually gave up and they had to stay the night at our house. Our driveway was continually blocked, there was shouting, screaming, car doors slamming and just noise way into the early hours. The Dog and Partridge were serving drink in glass vessels and I saw many people leaving the pub on foot, taking their glasses full of beer with them. These would have to have had to be abandoned before entering the racecourse causing litter and a fire risk in the sunshine and parched land.

People were walking in the road, drunk, looking for their pick ups, They were weeing everywhere. They were on their phones trying to get in contact with people because there was no signal in the racecourse leading to more confusion and disruption when people came out. Sat and Sunday were slightly better at drop off times, but still the same

chaos but less numbers, but pick up time was almost as bad. On Sunday night my driveway was in use for our family and I had to put my bins just inside the road because despite trying to keep my driveway clear using my bins on the pavement, people just parked on the road and over my driveway. A drunk member of the public shouted right up in my face and moved the bins so a car could literally turn around in the middle of the road.

The PROW by the Dog and Partridge is mainly unlit, single track, gravelly (loose), has a steep down and uphill as it goes under the by pass - entirely unsuitable for that many people. It has over hanging nettles and brambles. None of this was sorted before the events, despite me personally mentioning it at the residents meeting.

Again the same noise as described before went on well into the night and I had a child that sleeps on the ground floor, front of the house that was kept awake and had school the following morning.

Sunday night I had to call the police over the parking issues.

I emailed the racecourse several times throughout the weekend with no reply. They eventually replied over a week later with a patronising tone and lack of any empathy of understanding

Images attached of the man who was abusive to me and images from the top of my driveway.

Representation 4

Your enquiry

Dear Sir/Madam,

I am writing as a concerned local resident to formally request that the licence held under Premises Licence Number 14/00488/LAPRE be reviewed in light of the serious disruption caused by the venue's most recent major event.

On the date in question, a journey that ordinarily takes me 20 minutes took over two hours due to unmanageable traffic volumes. There was no evidence of an effective traffic management plan, and vehicles were parked inappropriately, with many attendees forced to cross a dual carriageway on foot. The only reason a serious accident was likely avoided is that the gridlock rendered traffic largely stationary.

It appeared that the number of attendees exceeded the venue's capacity to manage either safely or responsibly. These issues were not confined to a single day — while Saturday's problems were marginally better, they still reflected a failure to adequately address what had occurred on Friday. The lack of clear warning to local residents beforehand and the absence of a coordinated parking or crowd safety strategy indicate poor planning and disregard for community impact.

The disruption to local infrastructure, residents, and emergency access far outweighed any potential benefit to the local economy. In my view, the event primarily served the financial interests of the racecourse owners at the expense of the community..

At the very least, its licence conditions should be limited to racing events within the logistical and safety limits of the site and surrounding area. It is a race course built as such not an events venue,

I also note that the racecourse has recently received approval for a housing development — an expansion which, in my view, makes it all the more urgent that the venue choose its direction. It cannot simultaneously function as a safe residential hub and a site for unmanageable mass gatherings.

In my opinion, the venue has demonstrated that it is unable to safely host large-scale non-racing events. Its licence should be revoked or significantly restricted to activities within its proven capacity — namely, horse racing.

Local residents deserve better. This level of disruption should never be repeated.

Public safety, access, and quality of life for local residents must be a priority. I urge the Licensing Authority to consider these serious failings and take appropriate action to prevent future occurrences of this nature.

Yours faithfully,

Representation 5

As the Essex County Cllr for Broomfield and Writtle, which includes the racecourse, I would like to make comment in relation to:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance

Following the event and problems, I was contacted by residents (and met with some) in relation to management of the highway.

I understand from ECC Member Enquiries, that the role of ECC Highways is to implement requested Traffic Regulation orders (TRO) and that they play no role in the event, or enforcement of such TROs.

Nevertheless, I met with the Racecourse organisers to discuss the event (along with the Chelmsford City Cllr for the area – Cllr Raven)

The view of the organisers was that they had a good traffic management plan, but it failed in the implementation. They employed a reputable traffic management company. They said that they also contracted Essex Police on the Friday event (the highest number of attendances 45,000) – I would have thought that this should have been declared in the Application for the Review by the Essex Police!

The organisers were genuinely apologetic and recognised that improvements could be made.

I understand that the Saturday and Sunday events were better managed, but these were for a lower audience.

I get the impression that local residents welcome the presence of the Racecourse and the events that they put on. But in this case, the audience was significantly higher than their regular ones. This begs the question whether the review should find:

1. This site is not appropriate for events of this size and lower audience restrictions should be applied

OR

2. The organisers have understood the failures and can be relied upon to ensure that the next time such an event takes place, it will be appropriately managed.

I think it would be too punitive to remove the licence in total and stop all events. However, I will be interested to hear any representations from the residents at the review meeting

Representation 6

Premises Licence Number: 14/00488/LAPRE

Dear Chelmsford City Council,

I am writing to formally raise concerns about the recent event held at Chelmsford City Racecourse — the Justin Timberlake concert — and to urge the council to reconsider issuing future event licenses to this venue or, at the very least, to thoroughly review and revise the licensing conditions in light of serious failures in event management.

The event was an organizational disaster, and the safety and wellbeing of attendees were clearly not adequately considered. Some of the key issues included:

Entrapment of attendees: People were effectively shut in and unable to leave the site efficiently or safely. Emergency access and egress seemed entirely unplanned.

Poor traffic and parking management: There was an utter lack of signage or staff directing people to parking, leading to chaos on narrow country roads not suited for such high volumes of traffic.

Inadequate staffing: Security and stewards appeared to be largely untrained and far too few in number for an event of this scale — many appeared to be very young and unequipped to handle a crowd of over 20,000 people.

General mismanagement: The entire experience suggested a complete lack of planning and risk assessment by the organizers, creating a potentially dangerous environment for attendees, including families with children.

This was not just an inconvenience — it was a public safety issue. It is deeply concerning that such an event was approved in its current form, and I hope the council will conduct a full review into the licensing and safety procedures that allowed this to happen.

Until the venue can demonstrate significant improvements in event planning, safety, and infrastructure, I strongly urge Chelmsford City Council to revoke or suspend its event license, or deny future large-scale event applications.

Thank you for your attention to this matter. I would appreciate a response detailing how the council plans to address these serious concerns.

Yours sincerely,

Representation 7

Your enquiry

Representation regarding:

Review of Premises Licence Number: 14/00488

/LAPRE

Chelmsford City Racecourse

To Whom It May Concern,

I am writing to formally submit a representation in relation to the review of the premises licence for Chelmsford City Racecourse, specifically concerning a recent concert event held at the venue on 4th July 2025

I attended the event and wish to raise serious concerns under the following licensing objectives:

1. Public Safety

- The event was dangerously overcrowded, chaotic, unsafe particularly in the car park area post-event.
- There was inadequate lighting throughout the site, particularly in exit

areas and car parks, increasing the risk of trips, falls, or worse. Attendees were climbing through hedges, walking along unlit dual carriageways on exit

- Signage was missing completely leaving attendees with no direction or guidance on how to safely exit the premises, find their cars, taxis, pick up points. People sent in the wrong directions by unqualified & unknowledgeable staff. Lack of stewards and staff. No means of exiting the car park which was purely dark uneven fields. Trapped for 2.5 hours with no information or guidance or staff. Fights and arguments in the car park fields.

2. Prevention of Public Nuisance

- Following the event, I and many others were trapped in the car park for over 2.5 hours with no communication, support, or staff assistance.
- This caused severe distress and frustration among attendees, including families and children.
- Local roads were congested and there was no clear traffic management in place. Shuttle buses late or full.

3. Prevention of Crime and Disorder

- There was no visible police presence or trained security managing the crowd or car park area during or after the event.
- Attendees were left vulnerable to potential crime & accidents particularly in unlit and unmonitored areas.

4. Protection of Children from Harm

- I witnessed teenagers and young adults walking along unlit sections of a dual carriageway, due to the absence of a designated and managed collection/drop-off point.
- The lack of safe transport options (no taxis, inadequate signage for pickup areas) left many with no choice but to walk in extremely unsafe conditions.

This event demonstrated a clear and unacceptable failure to meet licensing conditions, and posed significant risks to the public. I urge the Licensing Committee to consider stricter conditions for future events or potentially a suspension or revocation of the current licence until the venue can ensure robust safety, traffic management, and crowd control measures are in place.

Representation 8

Dear Sirs,

Re: Chelmsford City Racecourse

Premises Licence Number: 14/00488/LAPRE

I would like to make the following submissions in relation to the review of the licence for the above venue.

I am a resident of Great Notley and I also attended an event at the venue on Saturday 5th July 2025.

As a resident of Great Notley, my experience for the event held on Friday 4th July was that there was substantial traffic disruption locally. The roads in Great Notley were full of parked vehicles that were parking along the roads and up on grass verges. This was concerning as I had thought that the venue would have provided sufficient parking for those in attendance.

The concert was also extremely loud, and we could clearly hear the music even with the double-glazed windows closed. For a one-off event this did not concern me too much especially as I had tickets for the following evening, however, if the Racecourse is considering more frequent events, then this could become quite intolerable.

The following morning, I looked on Facebook and saw pictures and videos showing the true extent of the traffic problems the night before, including buses allowing their passengers to disembark in the middle of the dual carriageway.

My husband and I therefore decided to walk to the venue that afternoon (5th July) even though we had paid £15 for a parking permit. We looked on the Racecourse website and it stated that the pedestrian entrance

was via an underpass close to the Dog and Partridge public house in Great Leighs. Even though this was a walk of over a mile in the wrong direction we decided to access the venue on foot. We set off at 4pm and on our journey we saw large numbers of people attempting to run across the A131 bypass even though the traffic was moving very quickly and there are no formal crossings of that road.

When we reached Great Leighs there was no signage to the underpass and again lots of people were looking to run across the A131.

Even though I knew the underpass was close to the pub I struggled to find it as the entrance was narrow and quite overgrown with vegetation and there was no signage at all. The pathway was very uneven and on the other side there was no signage, so we had to wander through a field to eventually find the entrance to the event.

Upon arrival we had to pass through two sets of barriers and although our tickets were checked our bags were not. I did hover around some security guards who were checking some bags, but they ignored me, so I just moved through with other people but considered this to be a concern.

At the end of the event we were unable to walk back to the underpass as the stewards (who were shouting quite aggressively) directed us towards the main entrance. At the front entrance there were quite a few people who were confused as to where to go to get to the car parks. There only appeared to be one of two stewards directing cars with no guidance to those on foot.

We then had to walk along the A131 bypass to get back to Great Notley. As the vegetation was overgrown, we had to walk on the road. There is a footpath from Blackley Lane, but this had been closed for the event so could not be used. As there are no crossings of the A131 at the London Road roundabout the only option was to walk all the way up to the pelican crossing near Tesco's adding a further walk of one mile in the dark. Luckily the Police were operating rolling roadblocks so the traffic was very slow moving but I would not have wanted to walk the route if traffic had been moving at the usual high speed. It would be sensible to have a walking route next to the A131 to assist pedestrians trying to access the venue on foot rather than our very long walk.

I consider that the issues that I have raised demonstrate that the event caused a public nuisance in relation to the impact upon Great Notley village and also my experience at the event demonstrates that the event was not organised safely. The whole impression was that the organisers were out of their depth in dealing with access to the venue and it could have led to a dangerous situation, especially being required to walk along a fast-moving A road.

As a local resident I have witnessed people accessing the venue on foot in the past by walking along the A131 so this is not a new problem. I hope that my comments can be taken into consideration when you review the licensing for this venue.

Representation 9

Dear Sir / Madam,

RE: Applicant for Review: Great Leighs Estates Limited.

Premises Licence Number: 14/00488/LAPRE

I wish to submit in writing a representation regarding the review of the above Premises Licence on the grounds of Public Safety. I base this representation on the events over the course of 4th and 6th July 2025.

Firstly, I wish to state that I welcome and support well organised events at the venue for the benefit of local business and leisure purposes for Essex. I have previously enjoyed several events at the venue of recent years as a paying member of the community. However, the events specifically on the Friday and Sunday have caused me to make a representation.

Firstly, whilst I recognise that post event statements have been issued, I wish to share my observation regarding public safety under the traffic management plan for the Friday, which in my view simply failed. It took me just under three hours to drive from Chelmsford Train Station to Braintree town, a journey which should take 30mins even during 'rush hour'. Subsequent reports stated that two car fires were a contributory cause. I dispute this position. I was in the queues prior to either fire, and the traffic management was still carnage. Whilst stationary in traffic I witnessed the smoke cloud rise in the distance for the first car fire on the

A131 by Notley Tesco and witnessed the fire service response to the second fire in the layby on the A131 prior to the roundabout with Essex Regiment Way. Whilst in the traffic delay along the A131 Braintree Road, by Scurvy Hall Lane, I witnessed cars, coaches and buses being disembarked. I personally witnessed a few 'near misses' where pedestrians strayed close to cars on the road and they walked on verges or roadway. Due to solid hedgerow, I witnessed many woman crossing the A131 at various points to climb five bar gates to go to the toilet in fields. On two occasions I saw cases of the speed of vehicles driving towards Chelmsford being underestimated by ladies crossing back over the highway, thankfully luck was on their side. As I followed the traffic diversion and around Deres Bridge roundabout, I spoke with one of the traffic management operatives who was stationed on the roundabout. He asked if was 'just trying to get home' and apologised. He stated 'it has been manic like this since lunchtime'.

I am a Braintree resident and was not sighted in advance on the Friday concert. Better advance traffic warning signage along the road passing the Racecourse weeks before would ensure locals can plan to travel accordingly and avoid the area and freeing the roads for venue goers. The lack of parking restrictions along London Road, Great Leighs allowed for off-road parking to avoid parking charges. Being a single carriageway road meant that every car that was manoeuvring to park on the verges stopped the flow of traffic which had been diverted from the A131 main dual carriageway. With London Road being a National Speed Limit, this caused road safety issues with cars then attempting to overtake parking vehicles at slow speed entering the opposite carriageway with oncoming cars driving at speed.

The traffic management signage on the event days was far for informative. The signage placed greater emphasis on event directions, opposed to equal weighting on managing the diverted route traffic. I accept that TMPs can change due to circumstances but there were no live mobile digital signage boards to assist with updates. This again led to dangerous U turns being carried out on fast A roads. In my opinion events information boards should have been out as far back as the Essex Regiment Way roundabout for approaches from the south.

On the Sunday evening, I actually attended the event with my wife. We walked to the event from Braintree as did many others from the numbers on line of route. The provision of a walking route - bearing in mind current Carbon agendas etc, simply was not catered for. In previous events we have used the pedestrian crossing installed across the A131 but for this event it was not in place. The pedestrian exit point from the

premises was through a small thicket. The 'designated route' directed via stewards required pedestrians to step over a trodden down fencing wire which stood six inches off the ground as you entered the thicket from the car park- clearly a HSE trip risk / hazard. The entry point onto the A131 roadway was up a wet slippery slope and was not lit or protected from traffic. There was no directional signage once you reached the highway. Essex Police did a creditable effort with rolling blocks; however, two other issues existed. Firstly, the walking area on the carriageway was impeded with overgrown branches forcing pedestrians into lane one- even at 50mph an enhanced risk. At the end of the section of A131 at the top of London Road, the speed restriction returned to the National Speed Limit. This left pedestrians vulnerable at the side of the carriage way, crossing the road on a two-lane roundabout with vehicles exiting the roundabout at speed.

Accepting land ownership will be a factor, but a better option could be a walking route via Blackley Lane into the site, through a managed footpath through the same thicket.

If there are to be no conditions available on the licence to manage pedestrians, the requirement via the council or SAG should be for the promoter to clearly state on adverts or tickets that walking to the event is prohibited and unsafe.

If I can assist further, please contact me.

Yours sincerely

Representation 10

Your enquiry

With regard to the licensing review application (Licence number 14/00488/LAPRE) made by Essex Police relating to Great Leighs Estates Limited, Braintree District Council wishes to submit the attached [below] representation.

Dear Licensing Authority

Braintree District Council would like to make a representation with respect to the Licensed Premises Review called by Essex Police on 15th July 2025 regards Great Leighs Estates Limited at the Chelmsford City racecourse, Moulsham Hall Lane, Great Leighs, Chelmsford, Essex, CM3 1QP.

The following representation relates to The Prevention of Public Nuisance and Public Safety objectives under the Licensing Act 2003.

Background

The Braintree District boundary and the village of Great Notley are near to Chelmsford City Racecourse, approximately 600 metres from the edge of the premises and the district boundary. In 2023 the population of Great Notley and Black Notley was approximately 10,000 people and is largely residentially, although there is a significant commercial development which lies to the west of Great Notley village.

The Prevention of Public Nuisance

As advised above, due to the location of the District boundaries, the residential population at risk of noise impact in the Braintree District significantly exceeds the numbers of Chelmsford City Council residents at risk of such impact. Subject to wind direction, speaker positioning, etc. it can be the case that our residents are affected when it might appear to the Licensing Authority that those in the Chelmsford City District are relatively unaffected.

In relation to the weekend of 4th to 6th July, this generated complaints directly to this Authority from 13 different residential properties about the impact of noise from the events of that weekend. 9 of those complaints related to the Friday night (4th) and the others to the other days/the weekend generally. This impacted our out of hours service on the Friday night (4th) which received several direct phone calls complaining of the disturbance. When residents were advised that they needed to contact

Chelmsford City Council's out of hours service directly, there appeared to be some confusion with anecdotal accounts from some of the residents that they were then told by Chelmsford City Council to call Braintree's out of hours service.

For reference, the 13 complaints received related to impacts within Black Notley, Great Notley, White Court and across Braintree town itself.

With so many thousands of our residents in close proximity to the Racecourse, it is disappointing that no attempt has been made by the organisers/site operator for this event (and others previously) to provide details of proposed management plans and details of arrangements in place to minimise noise impact. A single point of contact at both the City Council and from the organisers to direct complaints towards, and to allow liaison by our own staff, would have assisted on this occasion.

We would wish better protocols and information sharing to be established with this Authority should any such future events be organised. Failure to do so leaves our own Officers in a difficult position, and fails to adequately provide chance to mitigate impact upon our residents.

Public Safety objectives

Traffic congestion

The Council received numerous reports of severe traffic congestion which affected much of the Southwest of Braintree, in particular the main A131 between Braintree and Chelmsford and many of the subsidiary roads that provide connections to Great & Black Notley villages and beyond. Normal commuter traffic was severely affected during the afternoon of Friday 4th July and visitors to the concert at the racecourse were significantly affected during the afternoon of Friday 4th July right through to the early hours of Saturday 5th and then at times over the remainder of the weekend. General traffic trying to access the road network in the general Braintree area throughout the weekend was also affected causing disruption to residents and road users' normal daily movements.

Traffic Management

The lack of a cohesive traffic management plan led to widescale traffic congestion which then led to people that were attempting to get to the racecourse to abandon vehicles throughout the area, including in Great

Notley which affected residents trying to access and navigate the village. Cars were also abandoned throughout the local road network increasing congestion, impeded access and was a significant hazard to pedestrians and other road users.

This issue then led to patrons attending the racecourse to mix with vehicle movements allowing for the potential for a very dangerous situation. For example, it was understood that large numbers of people leaving the concert on at least the Friday evening chose to walk along or attempt to cross the A131 to return to cars that were abandoned or walk for a lack of a suitable alternative. It was understood that Essex Police had to intervene to prevent a dangerous situation occurring.

Transport provision

The Council is not aware of the transport arrangements put in place during this weekend and other larger scale events, although it would be hoped that any plans would include provision from the Braintree District as well as Chelmsford and beyond.

Anecdotal evidence from local Taxi and Private Hire Operators, implied that protected routes in and out of the venue for public transport were not in place for taxi and private hire vehicles which meant that these vehicular movements were all mixed with general concert traffic. This ultimately led to some Taxi and Private Hire Operators choosing not to take bookings to the racecourse, limiting public transport options further or drivers' resorting to arranging to meet customers in unofficial locations, adding to mix pedestrian and traffic movements.

The Council would like to recommend a review of the traffic arrangements in place for any future events, including the provision of public transport options, protected routes, park and ride options.

Capacity limits

The Council feels that the Chelmsford City Racecourse is currently unable to facilitate larger scale events and capacity limits for outdoor events should be reviewed in line with good practice. It is not clear whether the issues presented over the weekend 4th – 6th June 2025 was because of an inadequate Event Management Plan or the infrastructure, including road network is generally incapable of supporting events of this size.

Safety Advisory Group

Should large scale events continue to be hosted at Chelmsford City racecourse, the Council request that it be invited to all Safety Advisory Group meetings that take place with respect to a particular event, so the interests of Braintree district residents can be represented.

Representation 11

Chelmsford City Racecourse representation Business Compliance

Premises Name: Chelmsford City Racecourse

Premises Address: Chelmsford City Racecourse, Moulsham Hall Lane, Great Leighs, Chelmsford, Essex, CM3 1QP

Licence Number: 14/00488/LAPRE

Applicant for Review: Great Leighs Estates Limited

Representation prepared by Business Compliance Lead Officer on behalf of Chelmsford City Council as Responsible Authority for Health and Safety under the Licensing Act 2003.

I am the Business Compliance Lead officer for Chelmsford City Council, and, for the purposes of the Licensing Act 2003, I act as the responsible authority for the local authority in terms of health and safety. I wish to make representation on this Review application as I consider the Licence Holder did not uphold the licensing objective of Public Safety.

The Health and Safety Executive (HSE) received 13 complaints regarding organisation of a live music event featuring Justin Timberlake on Friday, 4th July 2025 at Chelmsford Racecourse. As the Local Authority is the enforcement authority for health and safety at this premises these complaints were shared with us as to allow further investigation. In addition to the complaints referred to us by the HSE, we also received a complaint about the live organisation around the music event at the same premises on Sunday 6th July (an Olly Murs concert). **Exhibit 1** attached to this representation includes the details of the health and safety complaints referred by the HSE and Chelmsford City Council relating to health and safety concerns arising on Sunday 6th July at the same venue. I have highlighted the public safety concerns raised in each complaint.

I am an appointed officer under the Health and Safety at Work (etc) Act 1974. I was at the event on the 4th July 2025 in a personal capacity, from approximately 19.25 until Saturday 5th 02.30am, and can concur with the concerns raised regarding public safety by those who attended the event and have complained.

On leaving the arena I lost my friends; I was not able to contact them due to a lack of phone signal. I made my way back to the car park. During which time I had to encounter the public being angry about the police, the Council and Highways. I am very fortunate I did not meet anyone I knew who knew my role as I think I may have been met with contempt. I was grateful for a phone call from a work colleague at 2am to check in with me, as I started to feel felt vulnerable and I had nowhere safe to go expect in my locked car.

Chelmsford City Race Course has a duty under the Health and Safety at Work Act 1974 to conduct their undertaking in such a way as to ensure, so far as is reasonably practicable that persons not in their employment who may be affected thereby are not thereby exposed to risks to their health or safety.

There is detailed guidance available for all event organisers, some of which is free on the HSE website. However an event on this scale the organisers should ensure that they have access to The Purple Guide to Health, Safety and Welfare at Outdoor Events. I believe the event organisers did not have access to the guide or they chose to ignore the guidance within it.

The main activities that, in my opinion, put the health and safety of those that were not in their employment at increased risk included the following.

Insufficient Internal Traffic Management plan

Internal traffic management (i.e. not on the public highway) is the responsibility of the event organiser to manage and control. The organiser failed to implement the traffic management plan. This is because of the following reasons.

- There was inadequate lighting in the carparks, this led to the public negotiating their path back to their car in darkness, sharing the route with moving vehicles and therefore putting their health and safety at risk.

I entered the car park on foot from Moulsham Hall Lane, cars were queuing to leave the carpark, there were a lot of people walking between the cars. There was no additional lighting. I had to walk between moving cars, using my torch on my phone to ensure that I did not fall in a hole. I saw one person jump on a car bonnet which upset the driver of the car. I weaved my way through the cars; one bit was difficult as there was a narrow opening in the hedge which led to the next carpark. This narrow opening was blocked by queuing cars which led me to squeeze past these cars; I was worried that the traffic would start moving and knock me into the hedge row. Exhibit 2 Photo provided by a complainant of the car park, in the photo are people walking between the cars.

Exhibit 3 - A photo from drone footage showing the narrow entrance between carparking fields (obtained from Essex Police)

- There was inadequate signage in place as to support the event goers to find their cars and leave the event. This led to them walking around unlit fields, in the path of moving vehicles and over uneven surfaces therefore putting their health and safety at risk.

When I arrived at the event, I had taken a photo of the tower which indicated to me which field I was parked in. (Exhibit 4 a photo of the tower). I assumed that there would be further signage to support my return to my car after the event. At the end of the event, I entered the car park from Moulsham Hall Lane entrance on foot, I could

not see any signs to indicate which way I was to walk; I had to ask other event goers if I was going in the right direction. I was not able to see the tower as it was not lit up, and there was no signage directing me to the car park I was parked in. I walked around the wrong field a couple times while negotiating moving traffic.

- There was an inadequate number of stewards/marshals present in the carparks as to direct traffic, provide information to the event goers, and direct event goers to safe walks ways back to their car. Therefore, putting the public's health and safety at risk.

At the time of leaving, I did not see any marshals/or stewards in the car park. The first one I saw was approximately at 2.30am directing traffic out of the car park and down the road I came in on. I would have normally expected to see several marshals/stewards in place, and due to the temperament of the people in the car park I was surprised to see this person lone working.

- The exit from the Offsite carpark that was intended to be via the vehicular gate located close to the A131 this was not managed adequately. This led to the exit not being utilised properly or effectively until approximately 2am of Saturday 5th August 2025, this was due to the event organisers failing to undertake suitable and sufficient assessment of risk of cars exiting the car park and pedestrians leaving the event at the same time, therefore putting the health and safety of persons not in their employment at risk.

I had on arrival familiarized myself to where the exit for the cars would be. I was fully expecting to leave at the intended exit that led to the A131.

However, as I left the racecourse site, I had to cross Moulsham Hall Lane to get to the carpark. There was no control of pedestrians or traffic, people were moving the barriers that were meant to be used to segregate the cars and pedestrians. These barriers had sharp forks, and I nearly got hurt as a member of the public was moving one of the barriers.

Later, I was made aware that this exit had been closed/not used by a work colleague who was parked by this nominated exit. I received a phone call from them at approximately 2am and we debated which would be the best exit to leave from.

After the event, I was able to view some of the police drone footage showing people leaving the event. I could see from the footage that the barrier intended to segregate the cars from the people was positioned in the middle of the road. However the sheer amount of people leaving at one time blocked the car exit, Moulsham Hall Lane and

the barriers were ineffective to stop pedestrians passing through them. Have reference to exhibit 5 – a heatmap photo from drone footage of the crossing from the Racecourse to the off site carpark showing people walking on both sides of the barrier intended to separate pedestrians from road traffic. (provided by Essex police)

- Contingency planning was poor; the event organiser had not considered other routes that could be used for the exiting of cars in the case of blockages on Moulsham Hall Lane. This led to the off-site car park being closed for a period up of to 120/180 minutes after the event ended causing distress to event goers due to the lack of information available.

I returned to my car approximately at 2330 on Friday and I did not leave the carpark until 230am on the Saturday, at this time I still had to que for 10-15 minutes to get out of it.

- The event organisers failed to have reference and implement where appropriate the traffic management guidance available in The Purple Guide to Health, Safety and Welfare at Outdoor Events.

Insufficient Stewards, Marshals and Security.

Stewards and Marshals are critical to the safe running of events. Stewards and Marshals carry out safety critical tasks, they should be fully trained and briefed, they should be stationed at key points such as barriers, gangways entrances, exists, temporary structures, seating and standing areas.

Security needs to have defined roles and will be situation dependent and often multi-faceted.

If paid they should be subjected to formal recruitment and employment processes such as completion of application form, interview and if recruited receive appropriate training for the event they are employed for.

The health and safety of the event is the responsibility of the of the event organiser. The event organiser failed to.

- Ensure the stewards and marshals were identifiable, some did not have hi viz jackets, those directing traffic did not have lighted wands to direct the traffic.
- After the event, I spoke to Police Inspector Holmes who was working at the event throughout the afternoon through to early evening as Essex Police Bronze Commander. He informed me that he questioned several stewards/marshals regarding their roles and they were unable to provide sufficient information to show that they had received adequate training for the event.

- At the end of the event there were minimal marshals/steward in offsite car park
- It appears, from complaints made to the Council and via the HSE, that the event organisers were still attempting to recruit staff on the day of the event via social media.
 - (see 'exhibit 1' complaint number 7 "Facebook advert for staff posted on the 4th [July]")
- Some of the marshals/stewards that were present went home at the time the event ended (11pm)
 - (see 'exhibit 1' complaint number 3 "event staff left at the same time as tens of thousands of people trying to leave")
- There was not an adequate deployment plan in place that should have defined levels, roles, numbers, maps, locations and timings to where the relevant stewards/marshals and security should have been.
- The event organisers failed to have reference and implement where appropriate the crowd management guidance available in The Purple Guide to Health, Safety and Welfare at Outdoor Events.

I only identified marshals/stewards as I arrived on site at the event where I showed my ticket and they searched my bag. Once I was in the arena, I asked Security Guards any queries I had. I could identify them as I know that they should have their ID displayed. I asked them where the water was points were, they were not sure, and there was no signage to tell me where it was. They vaguely ushered me in the direction of the arena.

When I left the event, I could not identify any marshal or steward to help direct me off site, momentarily I was quite worried as I was on my own and there was a lot of people who were just as confused as I was. In the end I just followed the people in front of me. I had to use my torch on my phone; I held the beam of the light near the ground as it was uneven and there was no additional lighting.

There was one security guard on at the exit that led onto Moulsham Hall Lane, this security guard had become overwhelmed with the amount of people leaving the site, he could not control the crowd by themself.

Concerns relating to crowd management in the Arena.

Overall, the event organiser is responsible for the health and safety of those that attend the event. The event organisers failed to ensure the following was effectively managed.

- There was poor signage in the arena, this included signage to free water, exit routes and simple directional information i.e. back to carpark 1, VIP etc.
- There was report of staff managing the flow of people into the arena by opening and closing barriers situated close to the food vendors. This led to confusion of the people which led to the public just standing there and not moving.
 - (see 'Exhibit 1' complaint number 7: "staff intermittently closed gates at the bar stage area which I presume was an attempt to control the crowd level. But instead created huge crowds around the gate and a dangerous surge of thousands of people moving at once through a small opening when the gates were opened. Then closed again, the cycle repeated.")
- In my opinion, the event organisers had not fully appraised the site and assessed how the layout of the site may affect the management of the crowd. They had failed to highlight possible pinch points that could have seriously affected the health and safety of the public. Areas included the area by the food vendors that led into the main arena and the crossing between the exit route of the venue to the offsite carpark.
 - (Exhibit 6 – footage obtained from social media showing the capacity of the arena, top left shows a possible pinch point. (red circle). Image enlarged in second photograph)

As I arrived the arena was already quite full it was approximately 19.40, I made it around the back edge, found the water points where the ground was dry which surprised me as generally at events water points are popular and used. The reason why the water points had not been used was because the signage was too low down, it was not visible from a distance.

On leaving the arena, it was a slow process, it felt like everyone was leaving in the same direction, we had to all go through a small right turn, pass the food vendors. (red circle in exhibit 6) There was no signage indicating which way I was heading, I had to ask other people which way was the carpark, but most people hadn't parked in the car park but had abandoned their car on the road and one couple said they had an air tag in their car, and they were following this. Eventually I found a member of the public that helped me and confirmed I was heading in the right direction. The ground leaving the event walking towards the off-site carpark, was uneven, and several people fell over. I looked on Facebook a couple of days later and I saw some drone photo that showed how many people were in attendance and how full the arena was, especially with everyone

apparently needing to leave through the gap marked in the red circle. (see Exhibit 6. Photo of the arena)

The following conditions are requested to be added to the premises licence to improve health and safety:

- 1) The event management plan (EMP) produced for each event must have full regard to the most recent edition of “The Purple Guide to Health, Safety and Welfare at Outdoor Events”. The management plan is to be submitted to the Council at least 3 months prior the event and include:
 - a. a suitable and sufficient deployment plan for stewards/marshals and security staff for all areas used in connection with the licensed event as well as the event arena including:
 - i. Numbers, locations, training, supervision and management, identification, PPE provision, communications, contingency arrangements.
 - b. a suitable and sufficient Internal traffic management plan - Including
 - i. an assessment of any carparking to be used in connection with an event,
 - ii. car park management
 - iii. carpark location signage and lighting arrangements
 - iv. movement to, from and within any carparks, pick up/drop off points, public transport and taxi areas:
 - v. the management of vehicle and pedestrian separation across the event site and within any carparking or vehicle areas,
 - vi. details of permitted / prohibited vehicle movement,
 - vii. Management of pedestrian/vehicle separation
 - c. details of signage and lighting to assist attendees to locate facilities (water, toilets, first-aid); and routes between the arena and any parking / pick up/drop off points.
 - d. calculations relating to audience size and arena management
 - e. calculations of exit times and audience flow rates along exit routes and their management

- 2) The Licence Holder will appoint an Event Safety Contractor who shall be of sufficient competence, status and authority to take responsibility for advising the Licence Holder on safety at the event and be able to authorise and supervise safety measures on behalf of the Licence Holder.
 - a. The details (name and contact arrangements) for the Event Safety Contractor is to be provided to the Council with the event management plan (EMP).
 - b. The Licence Holder in conjunction with the Event Safety Contractor shall prepare a risk assessment for each event which shall be contained in the EMP.
- 3) The Licence Holder will provide an Event Control within the Licensed Area where agreed representatives of the Safety Advisory Group (SAG) will have a position to ensure good communications. The Licence Holder will provide an experienced Event Control Manager who will oversee and co-ordinate persons within Event Control. The Licence Holder will provide a person within the Event Control to keep a log of all calls from around the event fed into the Event Control.
- 4) The Licence Holder will ensure that a Crowd Management Plan is prepared for each event and contained in the EMP. The Licence Holder shall make all reasonable endeavours to ensure that crowd movements and egress are carefully monitored and managed across the site including the through the use of CCTV installed at agreed points (eg entrance and exit routes, front of stages) to enable the monitoring of crowd movement and congestion.
- 5) The Licence Holder will ensure entrances and exits to the licensed area including roadways, pedestrian routes and emergency vehicle routes will be kept clear and adequately illuminated during periods of darkness. All entrance and exit routes leading to or from the licensed area will be provided with clearly visible signage which should be illuminated after dark.
- 6) The Licence Holder will ensure that all relevant Health and Safety Legislation and Regulation is complied with. All Risk Assessments and Method Statements provided by contractors shall be collated by the Licence Holder and kept available on site for the duration of the event.

Exhibits Racecourse

Reference	Description
Exhibit 1	Complaints received from the public
Exhibit 2	Photo provided by a complainant of the car park, in the photo are people walking between the cars.
Exhibit 3	A photo from the drone footage showing the narrowing of the entrance to the next field (obtained from Essex Police)
Exhibit 4	The tower signage for the carpark.
Exhibit 5	a photo from drone footage of the crossing from the Racecourse to the off site carpark. (provided by Essex police)
Exhibit 6	Photo of the arena - Pinch point of arena circled in red.

Exhibit 1.

Complaints made by members of the public.

Complaint numbers 1 – 13 were received by the Health and Safety Executive and referred to Chelmsford City Council as the enforcement authority

Complaint number 14 was received directly by Chelmsford City Council through the Council's website.

(NB – as the majority of the content is from screen shots and in small font, a summary of the main health and safety concerns is provided before each complaint)

1. HSE complaint ref CAT XXXX988 – raised on 5th July 2025 makes reference to:

- a. Lack of traffic and pedestrian management
- b. Inadequate lighting,
- c. Inadequate signage
- d. Poor crowd/people management,
- e. Lack of stewards and marshals,
- f. vehicle and pedestrian conflict – lack of separation of pedestrians from moving vehicles

Dear Sir/Madam,

I am writing to formally raise an urgent public safety concern regarding the Chelmsford City Live festival, which began on Friday 4th July 2025 and is due to continue today (Saturday 5th) and Sunday 6th July.

Yesterday, I witnessed multiple severe health and safety breaches that I believe place members of the public at immediate risk of serious injury or death. The traffic and pedestrian management around the event site was non-existent. Attendees – many of them young and visibly intoxicated – were forced to walk along unlit, unmarked dual carriageways with vehicles travelling at high speeds of up to 70mph. There were no stewards, no signage, no lighting, no pedestrian walkways, and no staff in sight to manage this extremely hazardous situation. Eventually police began trying to calm traffic on one side of the road, but the other side remained unmanned.

This represents not only a gross failure of duty of care by the event organisers but also a breach of several key UK laws and safety regulations, including:

Section 3 of the Health and Safety at Work Act 1974 (failure to ensure safety of non-employees)
The Management of Health and Safety at Work Regulations 1999 (failure to carry out sufficient risk assessments)
The Event Safety Guide (HSG195) guidelines on crowd and traffic management
Sections of the Highways Act 1980 and Road Traffic Regulation Act 1984 (obstruction and endangerment of the highway)
Licensing conditions under the Licensing Act 2003 (public safety in alcohol-related events)
The risk of a fatality due to a vehicle collision was alarmingly high. It is only by luck that no serious accident occurred yesterday. I personally witnessed several near misses that could have easily resulted in loss of life.

Additionally, attempts by concerned attendees to raise these issues publicly have been actively suppressed, with reports and comments being deleted from Chelmsford City Live's official social media channels. This lack of transparency is unacceptable and indicates a wilful disregard for public feedback and accountability.

Given the seriousness of these breaches and the festival's scheduled continuation today and tomorrow, I am calling for:

Immediate investigation by the relevant safety authorities.
A full review of the event's licensing and traffic management arrangements.
Consideration of suspending or cancelling the remaining festival days to prevent a potential tragedy.
Please confirm receipt of this email and let me know what urgent action is being taken. I am happy to provide further details or witness testimony if required.

2. HSE complaint ref CAT XXXX989 raised on 5th July 2025 makes reference to:

- a. Lack of lighting or signage to assist public on entry or exit
- b. Lack of staffing / poorly trained staff
- c. Vehicle / pedestrian conflict
- d. Poor organisation/management

Exhibits for Racecourse 2025

This event felt very unsafe. Road signs were unclear to get to the event, and into the car park. However on leaving there were no lights and no signs, no idea where or how to exit, no car parking attendants except at the exit gate. Pedestrians were nearly hit by vehicles several times, I was ushered out onto the road at the same time as bus, and a scooter which narrowly missed a pedestrian who was also ushered concurrently. Very poorly organised and planned event, one single file road in and out, had anyone needed emergency support, no emergency vehicle could have got to them. I have been to many's events and festivals, and never have I felt unsafe like I did last night. There are two more days of this event, and I am seriously worried someone will Get seriously hurt. If I had woken this morning to this event on the news for serious injury and death I would not have been surprised. Please review this urgently, I have also done a police report - I am very worried for other people.

3. HSE complaint ref CAT XXXX020 raised on 5th July 2025 makes reference to:

- a. Poor management
- b. Lack of staffing to assist attendees / staff leaving at end of concert
- c. Lack of communications for attendees
- d. Poor lighting
- e. Poor condition of ground
- f. Vehicle / pedestrian conflict.

Justin Timberlake concert was unsafe and poorly managed. Thousands of people trapped in fields for hours in middle of the night with no assistance, no phone signal and no staff. Fields weren't properly lit or prepared. Roads were blocked and no help for penetrations. Massive traffic queues causing people to abandon vehicles and run across dual carriageways. Event staff left at the same time as tens of thousands of people trying to leave. Arrival and leaving was dangerous and put people at risk.

4. HSE complaint ref CAT – XXXX022 raised on 5th July 2025, makes reference to:

- a. Insufficient staffing / marshals / stewards
- b. Untrained staff
- c. marshals / stewards not identifiable
- d. vehicle / pedestrian conflict

There is an event being held at Chelmsford city race course . Justin timberlake , Duran Duran tonight and Olly Murs tomorrow night . The event doesn't have enough Marshall's / stewards .. no hi viz jackets .. stewards do not know what is going on or directing people to right place .. traffic chaos with no police directing traffic only one steward smoking on his vape directing traffic into more chaos .. people having to cross dangerous dual carriageway , cars abandoned everywhere .. overcrowding at venue . After venue chaos not organised not enough police or stewards .. prioritising money over public welfare and safety . Not enough / hardly any stewards that knew what was happening or willing to help or police there able to control crowds / traffic .. accident waiting to happen .. only going on Friday / Saturday / Sunday this weekend .. Chelmsford live event !

5. HSE complaint ref CAT - XXXX073 raised on 5th July 2025 makes reference to:

- a. Poorly trained / un-informed marshals
- b. Poorly managed parking
- c. Insufficient staffing
- d. Lack of lighting/signage
- e. Lack of communications
- f. Poor management

Exhibits for Racecourse 2025

I sent the below to the organisers, which explains what happened last night:

The organisation of this event, from start to finish, was utterly shambolic. It took us 3 hours to drive to the venue from Kelvedon. I appreciate there was an accident nearby but this has no relevance to the issues we faced. When we finally got close enough to see a traffic warden (who was vaping and disinterested in the middle of the road), he ushered us down a road towards Blue parking that, it transpires, was in the complete opposite direction to where the Blue car park actually was. To have any chance of seeing any of the concert, we had to abandon our car along a road, along with hundreds of other visitors, after discovering that the Blue car park was 'full and closed', despite us all having paid for parking tickets.

Upon arrival, we had our bags checked twice at two different checkpoints, a complete waste of resource. All the staff we encountered were disinterested, offered minimal information and were clearly out of their depth. Had there been an incident of any kind at this event it would have been an absolute catastrophe. There was no infrastructure in place to handle this number of visitors and manage the traffic, a complete lack of police/security presence.

Upon leaving the concert, which we had to leave early to get out before the crowds, we were met with no lighting, no direction, and a handful of members of staff who offered no help other than to tell us to keep walking. We walked through an entire field of the Blue car park that was completely empty, despite it being closed to paying customers?! We then had to walk in total darkness through more fields and bushes to try to find our way out, cross an A road at night, all with no phone signal and no help whatsoever from any of your minimal staff.

I have been to many concerts over the years and have never come across such a poorly managed event. You are in clear breach of contract and it is unacceptable that this event is continuing to run across the weekend.

Today I have seen 100s of social media complaints from people with similar experiences, and that you have deleted the Chelmsford City Live Facebook and Instagram accounts, as well as limiting people's comments. This is completely unacceptable and a clear admission of guilt from your side. People have valid complaints regarding their safety during their visit, as well as the safety of visitors on the Saturday and Sunday, and you have chosen to hide this from public view as best you can.

6. HSE complaint ref CAT - XXXX112 raised on 5th July 2025, makes reference to:

- a. Lack of traffic management at carparks
- b. Insufficient signage for attendees
- c. Lack of trained staff
- d. Vehicle pedestrian conflict

Justin timberlake concert on 4th July 2025. No stewards controlling traffic leaving car park. No signage to show way out for cars, to buses or taxis. Took 3 hours to leave car park. People told to walk across fields or along busy dual carriageway in pitch black. Fights and arguments breaking out, accidents on the road directly outside. Whole thing is a shambles. No trained staff. Surprised noone was killed or badly injured. Another concert tonight and tomorrow. This is a major accident waiting to happen. God forbid there was a fire or other unforeseen emergency noone would know what to do. Needs urgent action. This has all been done on the cheap at the expense of public safety

7. HSE complaint ref CAT - XXXX151 raised on 5th July 2025, makes reference to:

- a. Insufficient staffing / untrained stewards.
- b. Staffing closing areas of arena to manage crowds causing potential crushing risk
- c. Insufficient access to drinking water
- d. Lack of facilities on site
- e. Poor carpark management
- f. Vehicle and pedestrian conflict

Exhibits for Racecourse 2025

Chelmsford City Live festival. 4 July at Chelmsford City Racecourse.

I have never been to a more poorly run event. You'll be able to see it on all forms of social media news websites.

I have since seen a Facebook advert for staff that was posted on the 4th. So, they were recruiting staff within hours of the event starting. There is no chance that they could learn health and safety or fire safety policies etc before people arrived at 2pm.

On the way in, it took 2 hours to get from the main road to the car park because they mistakenly closed a road causing backlogs. Some people eventually ditched their cars walked.

The place was filthy, covered in litter, but no staff clearing up. There were a lack of bins in general.

Staff intermittently closed gates at the bar stage area which I presume was an attempt to control the crowd level. But instead created huge crowds around the gate and a dangerous surge of thousands of people moving at once through a small opening when gates were opened. Then closed again the cycle repeated.

It was 28c but there was no water except to queue for over an hour to purchase some.

None of the toilets had any toilet paper. Or sinks or hand sanitiser. Disgusting obviously unhygienic.

The end of the event was horrific. We got in our car in the car park at 10.30pm because we needed to get home in order to take my epilepsy medication. Instead, we sat in a queue of cars and didn't move forward an inch until 1.30am. It is lucky that I didn't have a medical issue because there is no way any medics could have got to us anyway. Every single car for all car parks was using one single lane road due to another staff screw up. Again, people were giving and walking which even more dangerous when it was dark and lots of them were drunk. So unsafe.

We were given so different excuses every time we asked but I heard myself from a member of the staffs walkie-talkie "we've lost control of the car parks". So it's clear that their poor organisation was to blame. I know that several people called the police but told that they couldn't help as it was on private ground.

It was a 3 day event (4/5/6 July) and they removed all references to the 4th from their Facebook page after it was filled with negative comments from other disgruntled patrons. They closed their website and other social media. Leaving those attending on 5/6th with no idea. I emailed the event organisers directly (Cuffe Taylor) but they responded to tell me to email the Racecourse, who responded to tell me to email the event organisers. Neither of them will take responsibility.

I spent £190.40 on 2 tickets plus £15 on parking. For that I got to sit in the car for 5 hours spend the rest of the time in a filthy unsafe field. The whole thing was a shambles from start to eventual finish my health was put at risk - along with the safety of everyone there - which isn't acceptable

8. HSE complaint ref CAT - XXXX159 raised on 5th July 2025, makes reference to:

- a. Lack of organisation
- b. Untrained young staff/stewards
- c. Poor crowd management
- d. Vulnerable (intoxicated) people in vehicle/pedestrian conflict
- e. No marked pathways or lighting in carparks

Attended Justin Timberlake concert

4 July 2025

Huge health and safety risk. Am honestly surprised there wasn't loss of life. They should be shut down.

There was no organization, all stewards were teenagers who had no training and didn't know what to do with crowds. We asked approximately 15-20 people where the taxi stop was and not one person knew. This caused chaos meaning people didn't know where they were going. There were fights breaking out due to lack of organisation. There were young intoxicated girls waking in the dial carriageway as the venue blocked pedestrian exits. The car parks were overflowing with no pathways or lights meaning that pedestrians had no option but to walk between cars who had angry drivers in as they shut the car park too.

9. HSE complaint ref CAT - XXXX840 - raised on 8th July 2025 makes reference to:

- a. Vehicle/pedestrian conflict
- b. Inadequate lighting in carparks
- c. Lack of stewards and marshals

Exhibits for Racecourse 2025

Went to an event to watch Justin timberlake on Friday 4th July. It took us an hour to get in the car park. There were an only a few food and drinks vans available and it took us an hour to get drinks and an hour to get food (they run out of options when we got the front). On the way out we left half a hour early to get ahead of any congestion as my husband was working at 6am the next morning and we had an hours drive home to Watford. People were walking dangerously on the duel carriage way, inadequate lighting in car park, so cars narrowly missed people, and security was nowhere to be seen. There were no Marshalls around to help guide or support people if they needed it. It isn't a venue for a large gig like Justin timberlake. Not enough staff. We spent over 3 hours in standstill traffic in the car park which we had paid for. It was dangerous, cars and people everywhere and they did not let anyone leave. No way of getting a drink or going to the toilet in that time so people had to resort to going to the toilet in the pitch black bushes in the field. If there had been a medical emergency there is no way that anyone would have been able to access the carpark or leave it. It was distraction and worrying. When we finally got out of the carpark there was no traffic at all. We arrived home at 3.45am which left my husband with 2 hours sleep before having to get up for work.

10. HSE complaint ref CAT - XXXX915 - raised on 8th July 2025, refers to:

- a. Event appeared to be over capacity
- b. Poor traffic management / vehicle pedestrian conflict

On Friday 4 July the traffic and event management at Chelmsford Racecourse for the Justin Timberlake concert were incredibly dangerous. Inside the event was well over capacity. There was no traffic management controls in place. No road signage for colour coded carpark. Cars were being abandoned all over the main road in highly dangerous positions. Concert goers were walking down the sides and central reservation of the A131 in pitch darkness. The police had no control of the situation. Chelmsford Live and Cuffe and Taylor need to be investigated and have all their risk assessments reviewed as result of their inadequacies.

11. HSE complaint ref CAT - XXXX995 - raised on 8th July 2025, makes reference to:

- a. Poor carpark / vehicle management
- b. Insufficient lighting
- c. Marshals untrained
- d. Poor H&S management

Friday 4th July 2025 Justin Timberlake concert held at the Chelmsford city racecourse grounds. No proper signs for park, lack of parking, lights, Marshall helping with traffic and no consideration for public safety. People were parking along the road, walking miles and having to cross a busy dual carriageway to get to the venue without anyone stopping traffic or giving directions. When the show finished people (including young children) had to find their way back along the busy road to their cars without additional lights or any direction from the management team. Very dangerous situation for the public and severe lack of communication from staff organisers.

It's all across social media and the media to the chaos and complete lack of accountability from Chelmsford racecourse management.

12. HSE complaint ref CAT - XXXX016 - raised on 9th July 2025, makes reference to:

- a. Poor parking management
- b. Insufficient staff
- c. Insufficient lighting
- d. Trip hazards on poorly prepared ground
- e. Poor H&S management

I attended a concert on Friday 4th July at the Chelmsford City Racecourse. There was no event signage on the route. The parking provision was poorly managed leading to 2 1/5 hours of traffic queues to travel less than 2 miles. Causing pollution to the local residents and making most concert goers miss some or most of the event. Once arriving at the pre booked parking there was no organisation and minimal staff. Many people discarded their vehicles in villages and on country lanes due to the delays this would have caused unsafe conditions when returning to their cars later in the dark. At the end of the concert again with no visible staff, poor lighting, no pathways, recently cleared shrubs and trees creating trip hazards people unsafely found their way back to their parked cars. I saw numerous people trip, fall in shallow ditches struggle on the uneven surfaces with only their phone torches for light. Once back to the cars the exit took over 2 hours as there was no marshalling staff and vehicles trying to funnel into signal access field crossings through 3 fields to exit onto the highways. The organisation of the event was unsafe and negligent. There are many comments and photos on social media which showcase the issues further. I didnt personally take any.

13. HSE complaint ref CAT - XXXX175 - raised on 9th July 2025 makes reference to:

- a. Poor parking management
- b. Insufficient lighting and signage
- c. Risk to staff by angry and frustrated attendees / drivers

Exhibits for Racecourse 2025

d. Trip and falling hazards

The parking was terrifying and poorly managed. I experienced no lighting no signage cars everywhere no one moving. No marshals. Ambulance on site to help someone with a head injury. Staff being abused, Cars gridlocked and being damaged. Road rage. Staff abused. Drunken concert goers falling all over in the dark. Road closures preventing anyone exiting the venue. I had pre paid for parking. No one checked this on entry and the car parks were overflowing. People and cars jammed in everywhere. Was a terrifying ordeal

14. Chelmsford City Council complaint Ref: COMP1415/25 – raised on 7th July 2025 makes reference to:

- a. Poor parking management
- b. Vehicle/pedestrian conflict
- c. Untrained marshals / stewards

Last night for Duran Duran out of the pick off and drop off point there was a man blocking the entrance to Felstead road to ensure those being diverted down Rectory lane onto Felstead road could do so safely. This worked fine. Other than the pedestrians who were walking 5 a breast in the middle of the road. Tonight after Olly Murs I followed the signs to the pick up and drop off point which takes me round onto rectory lane (a single track road) where I was met with other cars coming the opposite way from the car park of the event. It then was made apparent the stewards were directing people that way. The way in which had been diverted for those picking up from the car park. When making stewards aware of what was happening they did not care that it was a matter of public safety with the amount of pedestrians being directed out of the pick up/dropoff point where cars were trying to enter. Someone could have died this evening because security and stewards were not clear on the routes in which cars were being diverted too and they did not have any control or awareness of where the public were. This event was a real public safety hazard pedestrians walking across the main road outside of the racecourse walking in the middle of lanes where multiple cars had been diverted to car parks. I cannot believe after the first night they were allowed to continue operating at the racecourse.

(suggested actions) :

This event can not happen again without proper risk assessment and an increase in more staff who are aware of the routes.

Exhibits for Racecourse 2025

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Exhibit 2 -

Photo provided by a complainant of the car park, in the photo are people walking between the cars.

- Image removed due to identifiable personal information

Exhibit 3 -

photographs from drone footage showing the narrowing of the entrance to the next field (between car parks) in the red circle. (obtained from Essex Police)

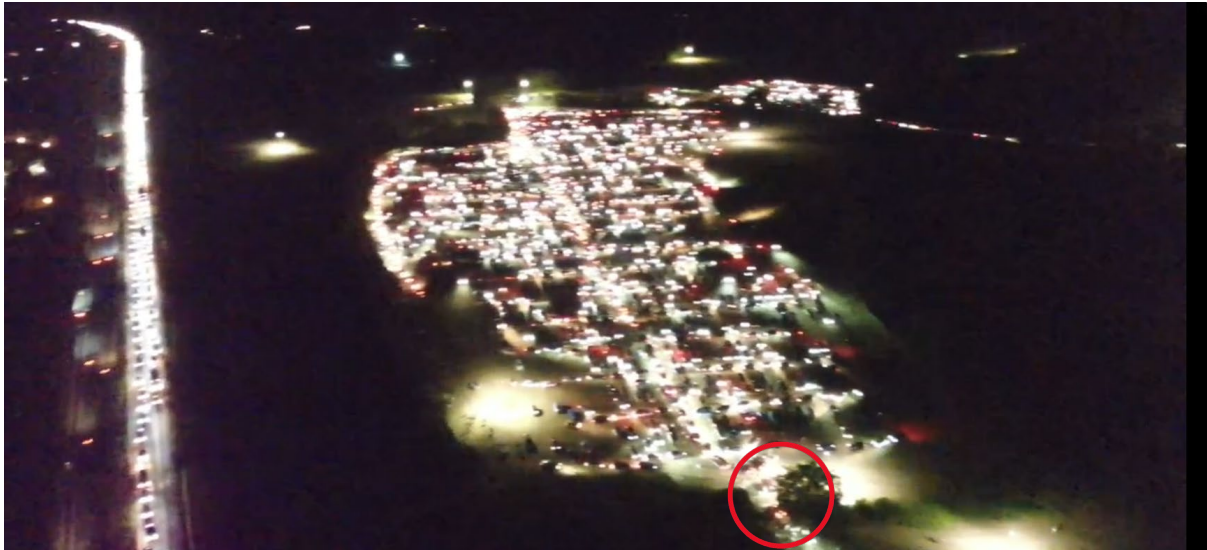


Exhibit 4

The tower signage for the carpark.



Exhibit 5

A heat-map photo from drone footage provided by Essex police. The photograph shows people crossing from the Racecourse entrance (on the right) to the off site carpark on the left. The dark line in the centre of the road is the temporary fencing intended to separate vehicles from pedestrians. The heat map shows pedestrians on both sides of the fencing and entering the carpark via the vehicle exit.

- 1) Barrier there to segregate people from cars as they left the event
- 2) The hand-drawn green arrow shows the direction the cars should have left the car park but were unable due to the egress of people.

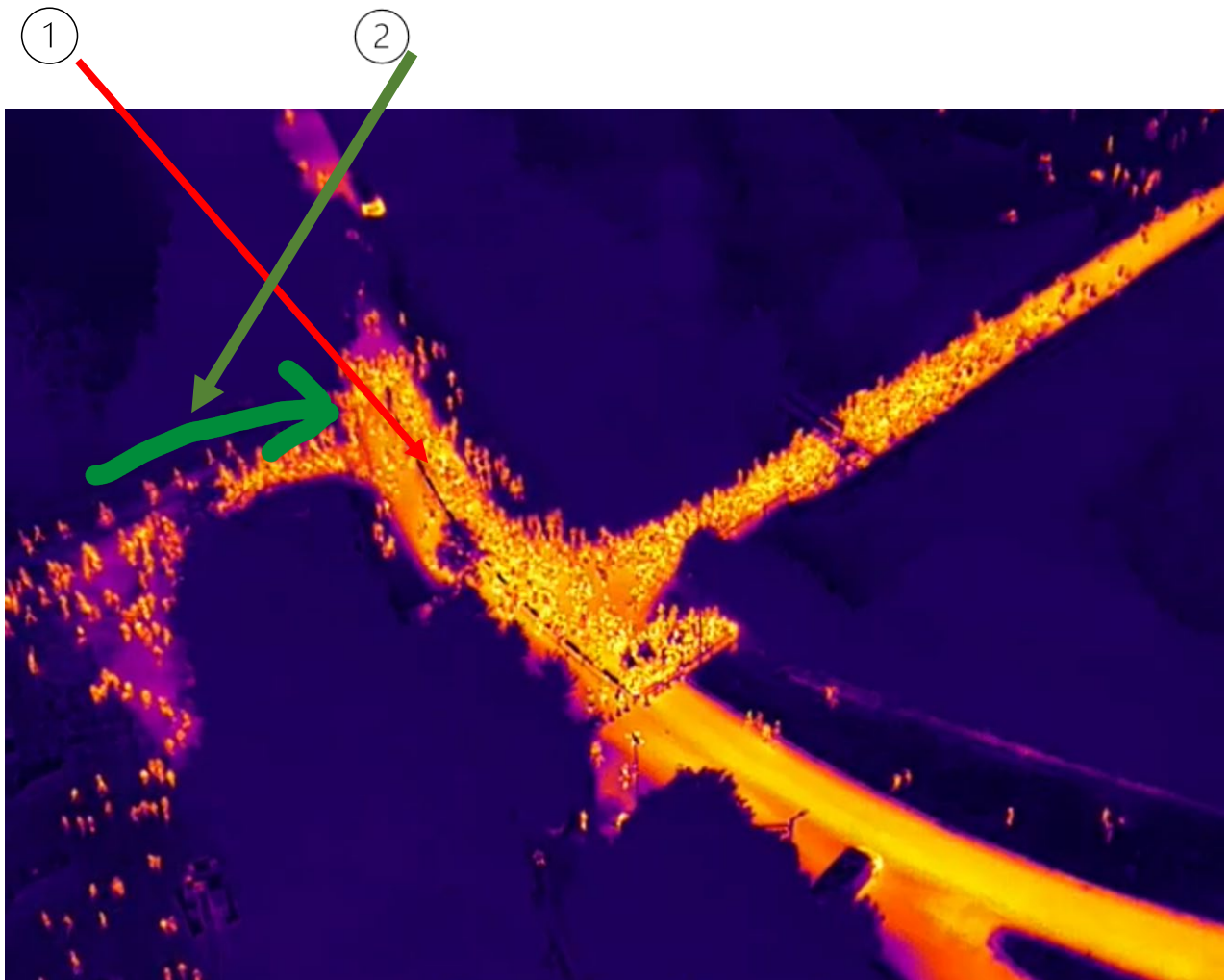
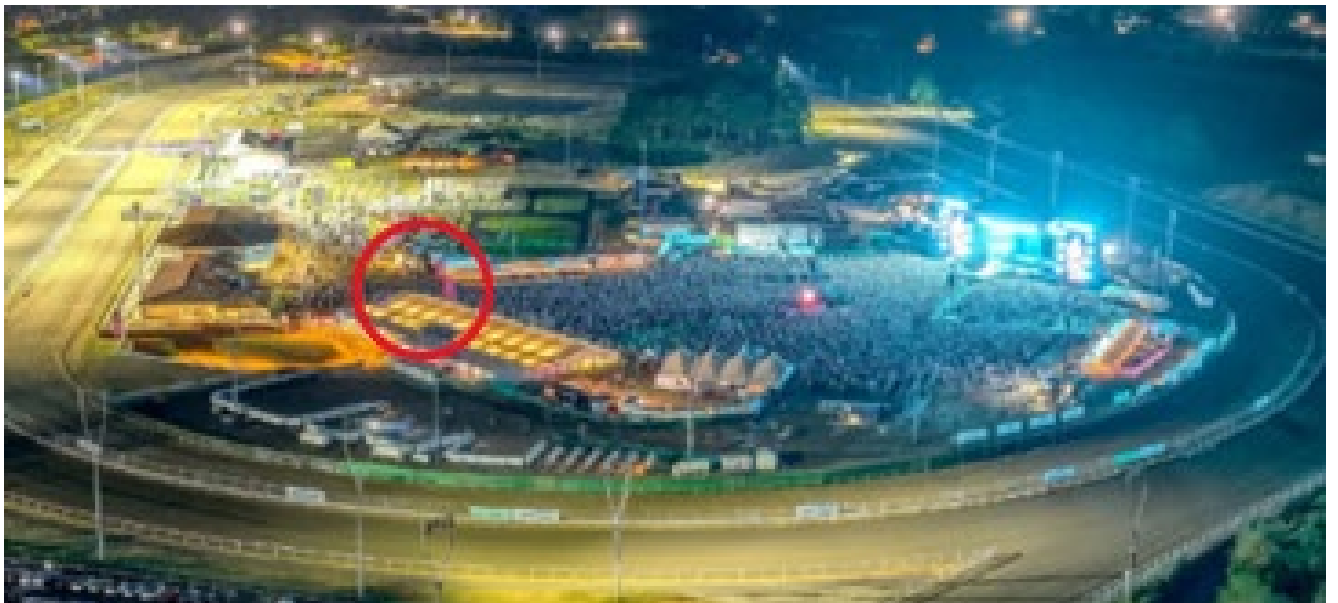
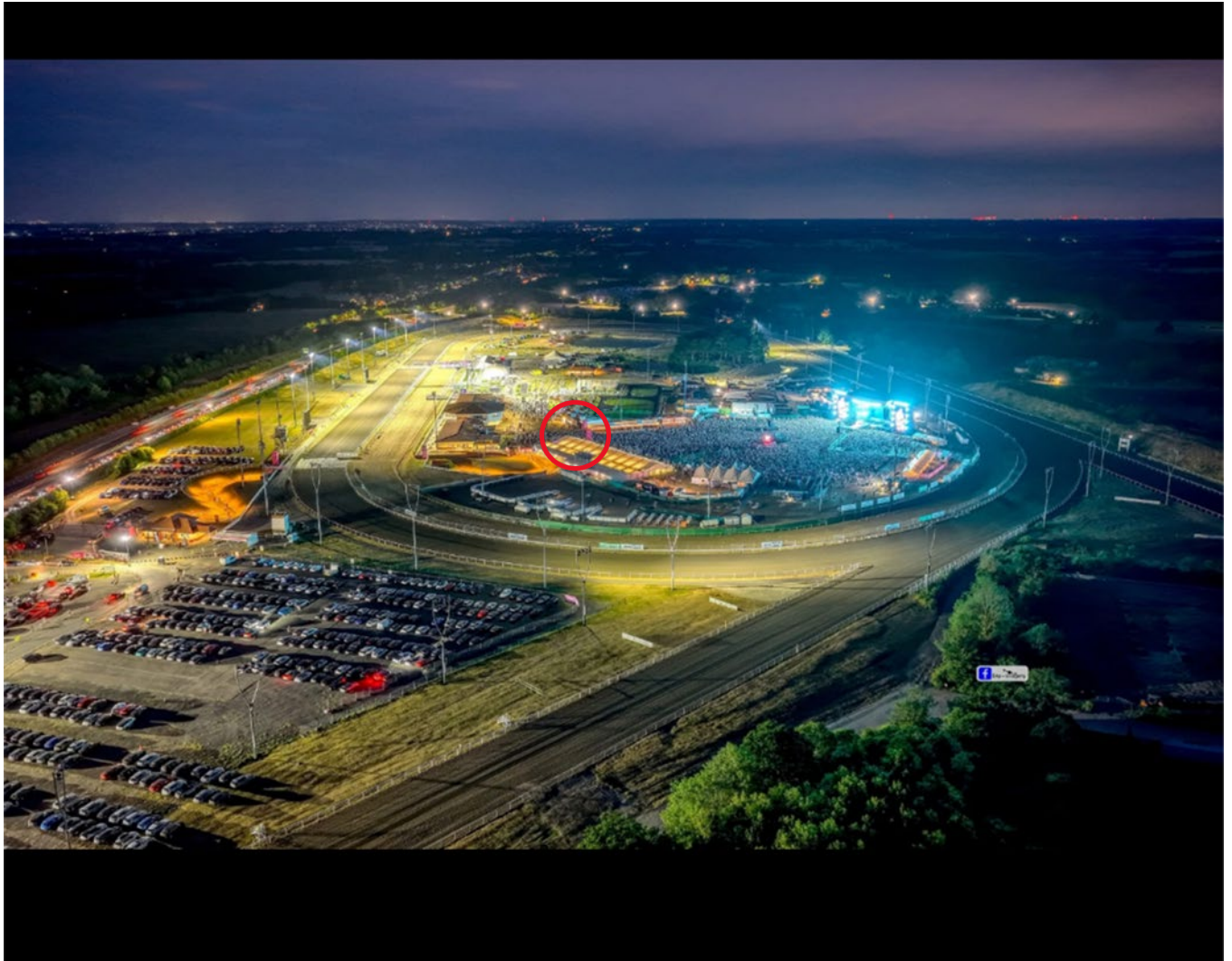


Exhibit 6 – aerial photograph down-loaded from social media showing audience at Justin Timberlake event on the 4th July

Red circle indicates possible pinch point for crowd on exit



Representation 12

Licensing Authority, Chelmsford City Council

Representation – Review of Premises Licence: Chelmsford City Racecourse

I act as the Responsible Authority for the Licensing Authority, and I wish to make representations on the premises licence review for Chelmsford City Racecourse.

I also chair the Safety Advisory Group (SAG) for events that take place within the Chelmsford City Council area. The SAG is made up of a number of different agencies including Essex Police, Essex County Fire and Rescue, East of England Ambulance Service, and Essex Highways. The SAG had met with organisers on a number of occasions since late 2024 in relation to this event. The purpose of the SAG is to provide advice to event organisers and to review event plans and make recommendations. In the last few meetings before the event an Event Management Plan, and associated documents were presented to SAG and these appeared satisfactory. It is clear that these plans were not properly implemented and the issues arising from this failure were significant and potentially dangerous.

My view is that the licensing objectives of public safety and prevention of public nuisance were not upheld, I support the review application made by Essex Police, and I have significant concerns about future events at the racecourse.

The main issue with the event over the weekend of 4-6 July was the failure of the traffic management plan and its implementation and this included a number of omissions:

- incorrect and insufficient signage on roads around the site
- the incorrect and insufficient placement of staff in key areas
- lack of control over vehicles accessing the main entrance/exit
- insufficient safety measures in place in main car park, e.g. lighting and signage

Traffic management has been an issue for larger events at the Racecourse for some years. One of the main risk areas is people leaving the site on foot in the dark via the main entrance on the A131 and walking on, along the verge, or across the dual carriageway when vehicles can be moving at speed. Events with smaller capacities than this event have previously caused similar issues and egress from events at this location has always presented challenges. Examples of this include Clockstock event in 2023, Ministry of Sound event in 2024 and 'Ladies Day' events this year and on previous years.

Part of the planning for this event was to try and discourage from people attending on foot but to use car parks, shuttle buses, taxis and the pickup/drop off area.

As the event over 4-6 July was planned to have significantly higher attendance than previous events discussions began early on how to manage the increase in attendees. The racecourse had advised SAG members that a temporary footbridge was to be erected over the A131 with the main car park and Pick Up and Drop Off area on fields off London Road, to the southeast of the racecourse. This was to try and deal with this issue by removing the A131 from the egress route by taking pedestrians over the carriageway. SAG members were only informed that the proposal for the pedestrian bridge had been scrapped approximately a

month before the event. This meant that a new approach was put together and the fields off Moulsham Hall Lane were then to be used as the main car park, with a one-way system to get into/out the parking area via Blackley Lane.

The City Council received a number of complaints from members of the public, and those who had attended the event (in addition to those received via the HSE).

Nine (9) noise complaints were received, and these were all from residents outside of the Chelmsford City Council area. Most of these residents were located in Great Notley, White Notley, and Braintree. The Racecourse had employed an acoustic consultant to carry out monitoring of sound from the event. From my visit to the area on 4 July it was evident that the amplified music was clearly audible in the residential area of Great Notley to the northeast of the site. The compliance report received from the acoustic consultants indicated that the noise levels were within the criteria as set out in the Code of Practice on Environmental Noise Control at Concerts. For completeness I request the conditions set out at the end of the representation are attached to the premises licence to prevent public nuisance.

Thirteen (13) complaints were received by this Service from people who had attended the event or lived in the locality and were affected by it. I have extracted some of the content of these complaints, anonymised the reports, and attached as appendix 1. The main focus of the complaints is in relation to a lack of organisation and safety from those attending and an outline of how the running of the event impacted those nearby in terms of traffic disruption.

I attended the event on Friday 4th July 2025 in a work capacity to assess how the event was run. Friday 4th July was the first of three days of events that weekend and was the date with the highest number of ticket sales at over 20,000 attendees. On my approach to the site at around 18.30 hours I was aware that the signage on the highway for car parking etc was not as agreed in the submitted Traffic Management Plan. The traffic was very heavy and slow moving on the approach from Chelmsford to the Racecourse. The event traffic, along with it being Friday evening rush hour, meant that the road network was put under severe strain and caused major delays both to people attending the event and those travelling in the area.

On arrival I was refused access to the Production area on Moulsham Hall Lane by a traffic management steward. I then drive along the A131 to drive in the main entrance to the site. This was designated as an entrance for VIP parking, but I was able to drive into this entrance with no member of staff requesting me to stop. It was also clear that taxis and other vehicles were being allowed to enter via this entrance despite the Pickup and Drop Off area being accessed on the one-way system off Blackley Lane.

Once onsite it was very busy with queuing systems for food outlets restricting easy access from the main entrance to the arena area. After the main act came on stage around 21.30 hours I left the site and went to the surrounding roads/area. On London Road there were cars parked along almost its entire length on both sides restricting access in places. This road had signs at each end advising no parking was permitted but the TTRO was not being enforced. On Main Road in Great Leighs there was similar parking where no parking was permitted. There were cars seemingly abandoned on the roundabout between Main Road and London Road. The walking route to the site, via the Dog and Partridge underpass in Great Leighs was not signposted, lit or staffed.

Vehicles, including taxis, were being permitted to drive into the site from the Main entrance on A131 from around 22.00 hours presumably to pick people up. At approximately 22.30

hours there was a static queue of vehicles trying to access the main entrance to the site on A131 causing a tailback towards Moulsham Hall Lane.

Over the weekend I was in contact the Essex Police Silver to get updates on what had happened and what was being put in place operationally to deal with issues identified after the first night. It was clear the Essex Police had to intervene to ensure public safety was maintained. This included implementing rolling roadblocks on the A131 to protect the large number of people who were walking on the dual carriageway. This impacted on the egress of vehicles from the site and car parks but was necessary to protect public safety.

I was also in contact with the Event organisers to request updates on what was being put in place to manage the event on the subsequent days after the significant issues on 4 July.

The failure of the traffic management plan was critical and resulted in a real risk to public safety. Part of this is down to how the event, and site traffic, was managed. There are also significant infrastructure issues at the Racecourse site that mean that it is difficult to manage very large numbers of people arriving at, and leaving, events at the same time.

I consider that the maximum attendance at events at Chelmsford City Racecourse requires reducing from the current maximum of 29,999. The events over the weekend of 4-6 July demonstrated that (i) the site is not suitable for events of this size and, (ii) the management of the event by the premises licence holder was inadequate and the failure to implement the agreed plans resulted in an event that was not safe for the public.

I would suggest that the maximum capacity should be reduced significantly to 5000. If the premises licence holder can demonstrate that events of this size can be run safely and satisfactorily, they would be able to apply to vary their premises licence and increase this maximum number incrementally.

I would request that, if members are minded to make amendments to the premises licence through the review that the following conditions are added:

- The capacity for any non-horse racing related events shall not exceed 5000.
- For non-horse racing related events with a capacity of over 1500 a draft Event Management Plan (EMP) shall be submitted by the Licence Holder to SAG, the Responsible Authorities and other relevant authorities for comment and discussion at least 3 months prior to the first Event Day. The draft EMP shall contain but not be limited to:
 - Site Plan
 - Adverse Weather Plan
 - Alcohol Management Plan
 - Crowd Management Plan (including an Ingress/Egress Plan)
 - Child Protection and Safeguarding Policy
 - Counter Terrorism Plan
 - Health and Safety Policy
 - Fire Risk Assessment
 - Major Incident Plan
 - Medical Management Plan
 - Operational Management Plan
 - Noise Management Plan

- Risk Assessment
 - Sanitation and Waste Management Plan
 - Security Placement Schedule
 - Traffic and Transport Management Plan
 - Water Safety Plan
 - Production Schedule and CDM Build Schedule
 - Tent Exit Calculations
 - Fire Extinguisher Allocation
 - Information for all Stages and Structures, including contractors, insurance, health and safety policy, method statement and footprints.
- The final draft of the EMP shall be submitted by the Licence Holder to the SAG for approval 28 days before the first Event Day. Thereafter any further changes to the EMP must be approved by the Licensing Authority.
- The Licence Holder will implement the final EMP.
- No non-horse racing events with an attendance over 1500 to be held unless a robust traffic management plan is submitted and agreed by the Safety Advisory Group at least 28 days prior to the event.
- The licence holder will ensure that music or amplified sound from non-horse racing events (including any concert, music performance, film showing, side show, display or any other entertainment within the licensed area) is not audible outside the boundary of the site between 2300 hours and 1000 hours.
- The licence holder shall appoint a suitably qualified and experienced noise control consultant experienced in the production of Noise Management Plans and regulation of sound management levels for non-horse racing related events involving live music or performances of music, who shall produce and fully implement a noise management plan (NMP).
- For up to 3 non-horse racing event days in a calendar year the Music Noise Level (MNL) should not exceed, at any noise sensitive location, 65dB(A) LAeq over any 15-minute period throughout the event and during any rehearsal or sound check for the event. For any other event days within a calendar year the MNL from any event shall not exceed, at any noise sensitive location, the representative background noise level by more than 15dB(A) over a 15-minute period throughout the event and during any rehearsal or sound check for the event. The representative background noise level should be measured and calculated as per the guidance contained within the 'Code of Practice on Environmental Noise Control at Concerts' (the arithmetic average of the LA90, 1 hour for the final four hours of the period to be determined) at locations representative of the nearest noise sensitive receptors to be agreed with Chelmsford City Council.
- A Low frequency music noise control strategy shall be included as part of the NMP and shall be submitted to and approved in writing by Chelmsford City Council prior to the commencement of any event.
- The appointed noise control consultant will regularly monitor noise from events at noise sensitive locations around the site and advise their sound engineers accordingly to ensure MNL limits are not exceeded. Chelmsford City Council will be permitted access to this information on request

- The licence holder shall provide Chelmsford City Council, in advance of the event, contact telephone numbers of their appointed noise control consultant and other members of their management team who can be contacted in the event that noise complaints are received.

**APPENDIX 1 to Representation from L. MOULD, Public Health and Protection
Services Manager– Extracts of complaints received by CCC**

Complaint 1:

“The traffic management plan for the Friday simply failed. It took me just under three hours to drive from Chelmsford Train Station to Braintree town, a journey which should take 30mins max at rush hour.

Reports are saying this was a result of two car fires. This was not the case as I was in the queues prior to either fire and it was still carnage. I witnessed the smoke cloud for the first and witnessed that fire service response to the second. I witnessed cars, coaches and buses being decanted from Essex Regiment Way onto Braintree Road. I personally witnessed a few ‘near misses’ where pedestrians strayed close to cars on the road and they walked on verges or roadway. Due to solid hedges, I witnessed woman crossing the A131 to climb gates to go to the toilet in fields. On two occasions I saw cases of the speed of vehicles driving towards Chelmsford being underestimated by ladies crossing back over the highway.

I am a Braintree resident and was not sighted in advance on the Friday concert. Better advance warning signage weeks before would ensure locals can plan travelling accordingly and avoid the area. The off-road parking on the old Braintree Road, a route with main dual carriageway traffic being directed through was unsupervised and led to further road blockages whilst drivers manoeuvred onto kerbs for free parking. Surely a temporary traffic order is appropriate there.

The traffic management signage on the event days was far for informative. I accept that TMPs can change but there were no live mobile digital signage boards to assist with updates. This again led to dangerous U turns being carried out on fast A roads.

On the Sunday evening I actually attended the event with my wife. We walked to the event from Braintree as did many others from the line of route. The provision of a walking route - bearing in mind Carbon agendas etc, simply was not catered for. In previous events we have used the pedestrian crossing installed but for this event it was not in place. The exit point from the premises was through a small thicket. The ‘designated route’ directed via stewards required pedestrians to step over a fencing wire which stood six inches off the ground- clearly a HSE trip risk / hazard. The entry point onto the A131 roadway was up a wet slippery slope and was not lit or protected from traffic. There was no directional signage once you reached the highway. Essex Police did a creditable effort with rolling blocks, however, two other issues existed. Firstly the walking area on the carriageway was impeded with overgrown branches forcing pedestrians into Lane one- even at 50mph an enhanced risk. At the end of the section of A131 at the top of London Road, the speed restriction returned to the National Speed Limit. This left pedestrians vulnerable crossing the road on a two lane roundabout with vehicles at speed.

If there are to be no conditions on the licence to manage pedestrians, the requirement via the council or SAG should be for the promoter to clearly state on adverts or tickets that walking to the event is prohibited. “

Complaint 2:

"I am writing to raise serious concerns about the traffic chaos caused by a recent event held at Chelmsford Racecourse — an event for which your authority granted a licence.

On the day in question, my journey from Chelmsford to Braintree — typically a 15-minute drive, or 30 minutes at worst — took over two hours. No matter which route I took, the traffic was appalling. It was clear that no meaningful traffic management was in place. Tailbacks stretched from Broomfield Hospital to the racecourse — which is utterly unacceptable. This alone suggests that the number of attendees arriving by car far exceeded the venue's capacity to manage them safely or efficiently.

Worse still, there was no visible warning to road users in the days leading up to the event. No signage advised drivers to avoid the area or expect delays. As usual, the venue funnelled all traffic through a single carriageway. The only noticeable change was the venue's announcement that only prepaid drop-offs would be permitted — a measure that seemed to do little to reduce congestion and may well have added to it. Meanwhile, local roads were overwhelmed with vehicles and pedestrians crossing major routes dangerously to access the venue.

Pedestrians were walking across dual carriageways — the only reason more serious incidents didn't occur was because one side of the road was so heavily congested that vehicles couldn't move. It is well known that people often park far from these events and walk along carriageways to reach the venue. Your licensing decisions must take into account how attendees will safely access the site, especially when parking is limited and guidance to avoid driving is either absent or ineffective.

I want to be clear: I am not objecting to the event itself. I understand and support efforts to generate local revenue. However, this cannot come at the cost of the local population's safety, mobility, and quality of life. It is your responsibility not just to grant licences, but to ensure that traffic and safety management plans are realistic, robust, and actually enforceable. Whatever plan was submitted for this event clearly failed in practice.

Chelmsford has multiple park-and-ride sites just outside the city. Instead of routing attendees through the town, shuttle services should have operated from these outer locations. While I saw a few coaches — possibly from the train station — they were vastly outnumbered by private vehicles, further demonstrating that stronger measures were needed.

I was fortunate not to live directly next to the racecourse and so avoided the worst of the noise and illegal parking. Others were not so lucky. The level of disruption, pollution, and disregard for infrastructure was completely unacceptable.

Going forward, the licensing of large-scale events at Chelmsford Racecourse must include enforceable conditions that:

- Require proper traffic control and marshals across the area,*
- Restrict private vehicle access to the venue without prepaid arrangements,*
- Make full use of outer park-and-ride sites with direct shuttle services,*
- Preserve at least one lane on affected dual carriageways for residents and essential travel, and*
- Protect nearby residential areas from illegal or inconsiderate parking..."*

Complaint 3:

“..Suffice to say, the event was not simply poorly organised, it was dangerous, and public safety was definitely at risk due to inherent limitations with the venue, understaffing from the organisers and an overcapacity crowd.”

Complaint 4:

“I am writing to formally raise serious concerns regarding the management and safety of the Justin Timberlake concert held at Chelmsford City Racecourse on Friday, 4 July 2025. While the concert itself was enjoyable once we got in there after 3.5 hours, the experience of exiting the venue — specifically from the prepaid 'Blue Car Park' — was nothing short of chaotic and dangerous. After the concert ended just before 11pm, my friend and I walked to our car only to find the entire car park gridlocked. Vehicles were at a complete standstill for hours, with no visible staff, stewards, or signage to guide attendees. The original exit signs had been moved, leaving thousands of people confused and stranded.

We were stuck in one of the many connecting fields for over three hours, finally exiting around 2:30am, and I did not arrive home until 2:45am. During this time, there was no access to water, no visible staff presence, and no emergency support. Alarming, a man near my vehicle suffered a medical emergency, and when 999 was called, we had to inform paramedics that they would not be able to reach him due to the gridlock. This situation was not only unacceptable — it was potentially life-threatening.

The lack of a proper risk assessment, emergency planning, and traffic management raises serious questions about how this event was even approved. I witnessed people arguing, visibly distressed, and some resorting to abandoning their car, climbing fences and walking along the central reservation of the bypass to get home. It was clear that public safety was not prioritised, and I am genuinely shocked that no one was seriously injured.

It occurred to me that, had a discarded cigarette ignited the dry grass in the field, there would have been no safe or accessible route to escape—posing a serious risk to health and safety and life. I hope next time there will be serious consideration whether to trust that Chelmsford City Racecourse can facilitate a safe event for people and not one full of chaos and risk to life.

I urge the council to investigate the following:

- Why was only one exit operational for thousands of vehicles?*
- Why was there not more staff to manage the situation?*
- Was a formal risk assessment conducted and reviewed before approving this event?*
- Why was there no provision for emergency access or basic welfare e.g. water, blankets?*
- What measures will be taken to prevent such failures in future events?*

I trust this complaint will be taken seriously and that a full investigation is launched into the planning and execution of this event. Chelmsford City Racecourse must be held accountable for the safety and wellbeing of attendees, especially when hosting large-scale events.”

Complaint 5:

“Basically, the Chelmsford city race course event management processes are completely ill equipped for ensuring safety at major (e.g. 20,000 people)...based on my wife's experience at last night's concert. The race course have a similar event tonight and tomorrow... A quick look at the last 10 reviews of the racecourse from other people (on Google maps) indicates

*many more people have the same safety concerns. And there is a rich set of wider evidence and concerns on Twitter under ("Chelmsford racecourse") including videos.
Can this be addressed as a matter of urgency before something goes wrong?"*

Complaint 6:

*"Please direct my concerns to the appropriate department. This is regarding serious Health & Safety concerns at Chelmsford City Racecourse on Friday 4 July.
The event they ran on Friday for Justin Timberlake was a danger to the public and needs full investigation as to how this was allowed to happen. They need their entertainment licence reviewed or revoked as they can not cater for big numbers of 25000. There was inadequate signage, lack of Marshalls and lighting for the car park. Cars were abandoned due to gridlocked traffic and People were directed to dual carriageways then walking over them. Chelmsford Racecourse have failed to respond to anyone requesting a refund and only automated emails are being sent. They frequently disable or delete comments online too. Chelmsford City Live have also deleted all their social media pages."*

Complaint 7:

*"Please review and investigate the risk assessment for the event on Friday July the 4th Chelmsford City Racecourse.
This incident, which is widely reported in the media, and conveniently deleted on the website and social pages of Chelmsford City Live (who have subsequently taken down and deleted their posts) is available for your review. Please investigate as there were severe impacts on public safety and report your findings publicly. Thank you. "*

Complaint 8:

*"We have just experienced the worst event management I've ever encountered in my 57 years! Utter chaos leaving the Chelmsford city race course on Friday evening. No lighting, no stewards, no signage. No visitor safety consideration at all. Nothing. Trapped in a field either no information for over 2.5 hours. When stewards did arrive they were clueless. People leaving sent in the wrong direction for their pre booked taxis. Shuttles late & overcrowded. My daughter is 17 I dread to think how I'd have found her. There were youngsters in the dark walking along dual carriageway. Please advise how this event was allowed to go ahead. The risk assessment must have been farcical!! Chelmsford city live & race course were solely responsible for the safety of thousands of people and they failed us badly & the running of this event was shambolic. Chelmsford city live have pulled their social media.how was an event licence granted with a satisfactory risk assessment? Can someone look into this and advise
Thank you"*

Complaint 9:

*"I am sure you are aware of the traffic chaos on the afternoon and evening of 4th July 2025 caused by the event held at Chelmsford City Racecourse.
On 4th July the traffic on Blackley Lane was at a standstill by 4.30 pm and this soon escalated so that the whole area was gridlocked. Whilst the car fire on the A131 undoubtedly added to the disruption, there was a major problem at least an hour before that happened. I would like an assurance that Chelmsford City Racecourse will not be permitted to hold events that cause major disruption to local residents and businesses but are limited to*

events with smaller numbers where they can provide on-site parking and safe access for all, including pedestrians and cyclists.

However, I realise that this assurance is unlikely as I am aware that organisations such as the racecourse wield a good deal of power and that their demands are likely to override any consideration given to local residents and small businesses.

Therefore, if they are allowed to hold more events of this size, then road closures and diversions should be a last resort. Chelmsford City Racecourse should have a duty to contact everyone directly impacted by these at the planning stage so that the needs of residents and businesses can be taken into consideration. Unsafe diversions that send HGVs down single-track roads are not viable and if there is no alternative to these diversions, then satellite Park & Ride sites should be used. I hope that in future the council will take steps to ensure that the planning procedure for events such as these is more robust and the scenes of pedestrians walking along the dual carriageway and gridlocked roads around the racecourse are not repeated.”

Complaint 10:

“What should have been a 10ish minute drive took 2 hours. The concert happening at the chelmsford race course weekend 4 july 2025 was woefully under-prepared for.

More specifically the road situation.

-The road layout is terrible, it is unclear where someone who is not attending is meant to go, cause confusion and delays. -You could you both lanes but just was made to seem you couldn't use the left hand lane.

- You have given a lack of warning to the public about it happening causing people unable to divert from the traffic.

-You have caused more traffic by not having enough traffic officers - cars where trying to created a short cut traveling down the lane meant for the public but as they were trying to merge they held up traffic as no one could pass them.

-By a lack of traffic officers - people were just stepping out into the street almost causing accidents

-By a lack of traffic officers - people were also stopping their on the road so people to get out causing further delays.

This is unsafe for everyone involved.

On top of that from someone that lives 5ish miles way in Braintree the noise pollution was unbearable i shouldn't feel the base of the music.

In the future this must be better planned for, with more people helping the follow of traffic, proper warning of the traffic that may be caused and better sign posting.

The sound equipment must also be correcter.”

Representation 13

Dear Sir/Madam,

I wish to make a representation regarding the licence review for Chelmsford City Racecourse on behalf of Essex Highways. This relates to Prevention of crime and disorder, Public safety and the Prevention of public nuisance.

Summary of Incident ;- On Friday 4th July 2025, a large-scale music event—Chelmsford City Live, featuring Justin Timberlake—was held at Chelmsford City Racecourse. Despite prior engagement through Safety Advisory Group (SAG) meetings with all responsible authorities, the event was marred by significant operational failures that placed the public at risk and caused widespread disruption.

Traffic Management Failure ;- Essex Highways received numerous complaints from members of the public reporting severe traffic congestion before, during, and after the event. Attendees were trapped in the venue's car park for up to 3–4 hours, with no staff present to provide assistance or direction. Members of the public were forced to self-manage traffic flow, highlighting a catastrophic failure of the event's traffic management plan, despite numerous meetings to prevent this eventuality. The absence of marshals allowed vehicles to be abandoned on grass verges, roundabouts, and local roads, causing significant nuisance to local residents and endangering road users. Numerous local businesses and residents were inconvenienced and contacted Essex Highways regarding the Traffic Management plan. Traffic was congested in the wider area, with shuttle buses taking hours to reach their destination and motorists trying to get home on a Friday evening were also impacted by the congestion. Communication with event attendees was non-existent and did not assist them in ingress or egress. It was noted in a SAG meeting close to the event that a Consultant advised that it was not their responsibility to ensure the safety of attendees once they were outside of the venue premises, displaying a total lack of duty of care for the members of the public attending their event Security and Stewarding Breakdown. The stewarding plan failed to ensure safe pedestrian movement. Attendees were directed along the A131 dual carriageway, with some seen crossing live lanes of traffic, creating a serious public safety hazard. The lack of visible and effective security presence contributed to disorder and confusion, further exacerbating the risks to attendees and the general public.

3. Broader Concerns. The issues observed on 4th July were not isolated. The venue was scheduled to host additional large scale events on;-

Saturday 5th July – Duran Duran and Sunday 6th July – Olly Murs

Given the systemic failures observed, Essex Highways have serious concerns about the suitability of Chelmsford City Racecourse as a venue for events of this scale. The location and infrastructure are demonstrably inadequate to ensure the safety of attendees and the wider public. It should also be noted that the venue has employed the services of various TM and security companies over the years and frequently there have been serious and/or catastrophic failures. The traffic congestion and

other issues surrounding this event were highly publicised on both BBC News and social media. Essex Traffic Control operatives also observed severe congestion on the surrounding road network from 4pm until 1am on the day of the Justin Timberlake concert.

Representation 14

Councillors wish to express their concern about the ability of the venue to manage large events and in particular parking provision and the impact upon local highways. Even though the venue is a little way from this Parish, the problems that were encountered over the weekend of 4th to 6th July did result in congestion impacting upon roads in this Parish. It is noted that there is limited access to the venue in that all traffic must use the A131 thus any problems or congestion does impact upon the wider area and can lead to congestion on other roads such as Essex Regiment Way.

The traffic congestion caused by problems at the venue has both an impact upon public safety and could be considered a public nuisance.

Councillors would wish to see arrangements whereby events hosted at the venue are of a size that parking and access arrangements do not have such a detrimental impact upon the local highway network.

Representation 15

With regards to the issues with parking at the event which caused a public nuisance with the village of Great Leighs, this issue needs to be resolved before any event of this size is done again on this licence. I would like to attend the committee for this issue



Premises Licence Review

CHELMSFORD CITY RACECOURSE

Moulsham Hall Lane, Great Leighs,
Chelmsford,
Essex, CM31QP

Supplementary documentary information in
support of review



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1.0 Background Details

This report is submitted in accordance with Section 51 of the Licensing Act 2003, which permits a responsible authority or any other person to apply for a review of a premises licence where it is believed that one or more of the licensing objectives are being undermined.

Essex Police believe the following licensing objectives have been undermined:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance

Chelmsford City racecourse is a licensed premises situated at Moulsham Hall Lane, Great Leighs, Chelmsford. Issued by Chelmsford City Council. The Premises Licence Holder is GREAT LEIGHS ESTATES LTD. The premises are licensed for the sale of alcohol for consumption both on and off the premises, Boxing or Wrestling Entertainment, Films, Indoor sporting events, Live Music, Performance of Dance, Plays and recorded music. Designated Premises Supervisor (DPS) is Mark Ballard

1.1 Outline of the Circumstances leading to the Review Application

Over the weekend of 4th, 5th & 6th July 2025, a series of large-scale music events known as Chelmsford City Live, was held at Chelmsford City Racecourse.

Friday 4th July featured Justin Timberlake

Saturday 5th July 2025 featured Duran Duran.

Sunday 6th July 2025 featured Olly Murrs .

1.2 Essex Police received numerous emergency calls from members of the public reporting severe traffic congestion before, during, and after the event. Attendees were trapped in the venue's car park for up to 3–4 hours, with no staff present to help or direct the traffic. Members of the public were forced to self-manage traffic flow, highlighting a catastrophic failure of the event's traffic management plan. The absence of marshals allowed vehicles to be abandoned on grass verges, roundabouts, and local roads, causing significant nuisance to residents and endangering road users.

1.3 The stewarding plan failed to ensure safe pedestrian movement. Attendees were directed along the A131 dual carriageway, with some seen crossing live lanes of traffic, creating a serious public safety hazard. The lack of visible and effective security presence contributed to disorder and confusion, further exacerbating the risks to attendees and the public. Essex Police were required to deploy officers to the scene to implement emergency safety measures to mitigate the risk of injury and restore order. The scale of the intervention required was entirely avoidable had the premises licence holder fulfilled their obligations under the Licensing Act 2003.

1.4 Without the significant police interventions during the events held it is our belief that a serious injury or fatality could have occurred on the roads. Police officers who were deployed to the Racecourse have provided statements which can be viewed in

document 1 – 3. Photos clips from drone footage captured by attending police officers can be viewed in document 4.

Despite prior engagement through Safety Advisory Group (SAG) meetings with all responsible authorities, the events had significant operational failures that placed the public at risk and caused widespread disruption to attendees and the wider community. Many of the initial plans which had been agreed during the SAG meetings were not delivered.

2.0 Reason for review

- 2.1 If similar events were to take place in the future it could potentially lead to a very serious incident or fatality. The event site is situated adjacent to the A131, this is a main route from Chelmsford to Braintree. The location and infrastructure surrounding the event is just not appropriate to hold large-scale events.
- 2.2 Similar incidents have occurred at the Racecourse and have been evidenced in document 7, showing that this is not an isolated incident and that if further events of this scale were to take place the same concerns will arise.
- 2.3 The recent events have caused large disruptions to members of the public using nearby roads. This has had a huge impact on the local community and residents living within the vicinity.
- 2.4 During both events our police control room received multiple calls. Summarised below is a list of calls received by police during the events at The Racecourse between 4-6th July

Friday 4th July 12:25hrs

EP-20250704-0630-INFT SAYS THERE ARE A LOT OF PEDESTRIANS WALKING UP AND DOWN THE GREAT LEIGHS BYPASS ON THE GRASS VERGE WITH NO PROTECTION FROM THE TRAFFIC ON THEIR WAY TO THE FESTIVAL AT THE RACECOURSE.

Friday 4th July 23:41hrs

EP-20250704-1752 - INFT IS IN CHELMSFORD RACECOURSE THERE IS NO ONE CONTROLLING TRAFFIC OR THE CROWD SO PEOPLE ARE GETTING ANGRY IN THE AREA INFT SAYS IT IS GETTING DANGEROUS INFT SAYS THERE IS A LOT OF PEOPLE SHOUTING AT EACHOTHER

23:42hrs

EP-20250704-1753 -CALLER IS REPORTING THAT THERE IS HUNDREDS/THOUSANDS OF PEOPLE IN VEHICLES AT THE ABOVE LOCATION, THERE ARE TWO STEWARDS ON SCENE BUT THEY DO NOT KNOW WHAT TO DO

23:54hrs

EP-20250704-1771 - INF IS REPORTING THERE'S THOUSANDS OF PEOPLE TRYING TO GET OUT OF CHELMSFORD CITY RACECOURSE AND ARE GRIDLOCKED CURRENTLY INF STATES SHE HAS BEEN STUCK THERE FOR 2 HOURS AND NO ONE CAN MOVE OR GET OUT INF STATES THERE'S NO STAFF EVERYONE IS TRYING TO EXIT, BUT NO ONE CAN GET OUT THERE'S NO STEWARD THERE, AND NO STAFF

Saturday 5th July 00:22hrs

EP-20250705-0033 - CALLER IS REPORTING A FIGHT HAPPENING

00:24HRS

EP-20250705-0037 - IRATE FEMALE SHOUTING BECAUSE SHE IS STUCK IN TRAFFIC AFTER LEAVING 33000 CAPACITY CONCERTS. SHE WAS TOLD THAT HIGH VOLUME OF TRAFFIC WOULD BE EXPECTED AND WOULD HAVE TO BE PATIENT. FEMALE CALLER WAS BERATING ESSEX POLICE STATING OFFICERS ARE NOT DOING ENOUGH.

00:27hrs

EP-20250705-0040 - DIRECT REQUEST FOR POLICE - SOUNDS LIKE THEY SAID THEY ARE AT THE RACECOURSE AND THEY THINK THEY NEED POLICE

Sunday 6th July 2025 00:10hrs

EP-20250706-0024 - INFT CALLING STATING THAT THERE IS NO WAY OUT OF THE RACETRACK AND CARS ARE ALL TRYING TO RAM INTO EACH OTHER AND PEOPLE ARE SWEARING AND SHOUTING AT EACH OTHER.

2.5 No communication has been received from Chelmsford City Racecourse since the events that took place on the 4th-6th July and the organisers deleted their social media accounts and did not respond to any enquiries from media or members of the public.

3.0 Outcome Sought

3.1 Essex Police asks that stringent conditions are imposed on to the premises licence to restrict the number of attendees at any music event held.

3.2 This submission and appended documents provide the licensing sub-committee with background arguments and information pertinent to that contention. These provide the sub-committee with a sound and defensible rationale as to why these conditions need to be in place.

3.3 If the premise is allowed to continue to operate in line with their current licence, it is Essex polices belief that further incidents will occur. To prevent further risks to the public, Essex police are requesting the following conditions are added to their licence

1. The number of patrons at any event shall not exceed 5000

2. A traffic and event management plan shall be submitted to the Licensing Authority, Business Compliance Team at Chelmsford City Council, Essex Police

and Essex County Council Highways at least 12 weeks prior to any planned event and licensable activity shall not take place if any of these object to the traffic management plan in writing within 6 weeks of submission and that objection is not rescinded. (The Business Compliance Team are included to assess if the premise licence holder has considered the hazards, assessed the risks and has therefore put adequate controls in place to protect the health and safety of the public).

3.5 Great effort has been put in by all responsible authorities to make this a safe location to hold events but unfortunately the location is simply inappropriate and a danger to attendees and the general public using the highway.

4.0 Statutory Guidance (s182 LA 2003) and the Authority's Licensing Policy

4.1 In order to avoid punitive action, respondents to review hearings sometimes refer to both the statutory guidance issued under section 182 Licensing Act 2003 and those parts of the Authority's own policy which replicate paragraph 11.10 of that Guidance, viz:

Where authorised persons and responsible authorities have concerns about problems identified at premises, it is good practice for them to give licence holder's early warning of their concerns and the need for improvement, and where possible they should advise the licence or certificate holder of the steps, they need to take to address those concerns.

4.2 Essex Police and responsible authorities have advised the licence holders of concerns surrounding previous traffic management and the safety of attendees, steps having been put in place for events to go ahead with many of these steps not being executed leading to the incidents which occurred.

4.4 In particular; Essex Police submits that paragraph 11.10 of the Guidance must be read in conjunction with the more specific paragraphs relating to reviews arising in connection with crime (paras. 11.24 – 11.29).

5.0 Case Law

This view is supported by the Statutory Guidance issued under the Act, viz:

Paragraph 11.26

It is important to recognise that certain criminal activity or associated problems may be taking place or have taken place despite the best efforts of the licence holder and the staff working at the premises and despite full compliance with the conditions attached to the licence. In such circumstances, the licensing authority is still empowered to take any appropriate steps to remedy the problems. The licensing authority's duty is to take steps with a view to the promotion of the licensing objectives

and the prevention of illegal working in the interests of the wider community and not those of the individual licence holder.

Paragraph 11.23

(...) However, it will always be important that any detrimental financial impact that may result from a licensing authority's decision is appropriate and proportionate to the promotion of the licensing objectives and for the prevention of illegal working in licensed premises. But where premises are found to be trading irresponsibly, the licensing authority should not hesitate, where appropriate to do so, to take tough action to tackle the problems at the premises and, where other measures are deemed insufficient, to revoke the licence (our emphasis).

Furthermore, as regards revocation, case law provides additional support, viz:

In the case of *R (on application of Hope and Glory Public House Ltd) v City of Westminster Magistrates' Court and Others* (2011) EWCA Civ 312, Lord Justice Toulson said:

"Licensing decisions often involve weighing a variety of competing considerations: the demand for licensed establishments, the economic benefit to the proprietor and to the locality by drawing in visitors and stimulating the demand, the effect on law and order, the impact on the lives of those who live and work in the vicinity, and so on. Sometimes a licensing decision may involve narrower questions, such as whether noise, noxious smells or litter coming from premises amount to a public nuisance. Although such questions are in a sense questions of fact, they are not questions of the 'heads or tails' variety. They involve an evaluation of what is to be regarded as reasonably acceptable in the particular location. In any case, deciding what (if any) conditions should be attached to a licence as necessary and proportionate to the promotion of the statutory licensing objectives is essentially a matter of judgment rather than a matter of pure fact."

The decision is important because it illustrates that licensed premises, and the activities that take place in those premises, exist in a dynamic environment and should not be looked at entirely in isolation. The effect on a range of factors such as crime and the quality of life for residents and visitors must be considered and not just the narrow consideration of the premises itself.

In the case of *East Lindsey District Council v Abu Hanif (t/a Zara's Restaurant)*(2016) Mr Justice Jay said:

The prevention of crime and disorder requires a prospective consideration of what is warranted in the public interest, having regard to the twin considerations of prevention and deterrence.

In the case of R (Bassetlaw District Council) v Worksop Magistrates' Court; [2008] WLR (D) 350, Mr Justice Slade

“On the determination under s 52 Licensing Act 2003 of an application for review of a premises licence in circumstances involving criminal conduct connected with the licensed premises, consideration must be given to what was necessary to promote the objective of crime prevention, and to the needs of the wider community, and not be limited to guidance and remedial action and to the needs of the licence-holders” (para 32.1).

“(..).wider considerations come into play and the furtherance of the licensing objective engaged includes the prevention of crime. In those circumstances, deterrence, in my judgment, is an appropriate objective and one contemplated by the guidance issued by the Secretary of State” (para 32.1)

“However, in my judgment deterrence is an appropriate consideration when the paragraphs specifically directed to dealing with reviews where there has been activity in connection with crime are applicable” (para 33.1).

OFFICIAL**WITNESS STATEMENT**

Criminal Procedure Rules, r 16.2; Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B

URN

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Statement of: **Superintendent** [REDACTED]Age if under 18: **Over 18** (if over 18 insert 'over 18') Occupation: **Police Officer**

This statement (consisting of _____ page(s) each signed by me) is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have wilfully stated in it, anything which I know to be false or do not believe to be true.

Signature: [REDACTED] **Supt 82311**Date: **25/07/2025**

Tick if witness evidence is visually recorded (supply witness details on rear)

I am writing this statement in relation to the Chelmsford City Live music event which occurred at Chelmsford Racecourse over the 4th July to the 6th July 2025.

I am an experienced Police officer with over 24 years' experience. In relation to Command experience and credibility I have been public order trained since 2003, I am an experienced public order public safety Bronze Commander, Public order public safety Silver Commander, a CBRN Silver Commander and an Initial and Cadre tactical firearms Commander. My day role in Essex Police is within the Operational Policing Command as the Head of firearms.

My role in this event was the Police Public Order Public Safety Silver Commander.

A number of SAGs and planning meetings were held prior to this event. I spoke with the Police Commanders who worked on previous events and reviewed their plans and debrief notes. The learning was consistent and was all in relation to issues with ingress and egress at the location with pedestrians walking in the carriageway.

I attended the racecourse on 3 occasions to meet with [REDACTED] the head of commercial events and festivals at Chelmsford Racecourse at each meeting he was very supportive of paying for

Signature: [REDACTED] **Supt 82311**

Signature witnessed by:

Continuation page 2

URN

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Continuation statement of: **Supt 82311**

additional resources in relation to Policing the event and had comprehensive TMO plans to deal with traffic issues. I was informed there had been significant engagement with the local communities to inform them of the disruption and offer out free tickets.

On 19th March I emailed **Supt 82311** asking him to arrange a tabletop exercise, after much chasing this was eventually held on 6th June 2025.

On 8th May I attended the racecourse and met with **Supt 82311**, we discussed the plans and resources I recommended. **Supt 82311** agreed with the resource advice and stated he would confirm them ASAP. Special Police Services (SPS) allow police forces to partially recover costs for providing additional policing at events like concerts or sporting events, at the request of the event organisers. This is when the Policing completed would go above and beyond what we would normally do for business as usual. The resourcing I proposed they pay for was a drone team and 4 roads Policing units and an explosive detection dog and handler if their security teams didn't have one. The neighbourhood policing team and public order asset would be at the cost of Essex Police.

This tabletop on the 6th June was not a tabletop exercise there was zero effort and no planning put into it. The tabletop was combined with a SAG meeting. **Supt 82311** stated several times in front of everyone at the meeting that they were taking this event seriously, which is why they were paying for policing.

Once the SAG meeting was completed we moved into the tabletop exercise. This consisted of members of the group being told by the organiser they hadn't prepared anything but ask any questions you would like on scenario's. I cannot emphasise how poor this approach is, as far as I saw it resulted

Signature **Supt 82311**

Signature witnessed by

Continuation page 3

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Continuation statement of: **██████████ Supt 82311**

in any questions raised being answered by a consultant from CFX who stated they would deal with anything on the footprint but anything outside the "footprint" wasn't down to them.

This was a pointless exercise!

After the meeting I asked ██████████ to confirm the Policing resources via email as I needed to get the officers warned, he assured me he would send me an email later that day. The email never came. After much chasing I got an email off ██████████ on 10th June saying they only wanted the drone and roads policing officers on the Friday.

I raised my concerns that all of our meetings, SAGs, tabletop and planning meetings had been based on the resources I recommended.

I received a call from the consultant from CFX who began to quote stated cases about not charging to Police public areas. The key point is this "Police may include providing policing services which have been requested and which go above and beyond the resourcing which the Chief Constable considers necessary". On a normal night we don't fly a drone above a racecourse or drive up and down the same piece of road on a constant loop. This phone call was not helpful and from someone who didn't understand the topic he was talking about.

This made no difference, and the organiser refused to pay for anything other than the Friday resourcing.

Signature ██████████ **Supt 82311**

Signature witnessed by

Continuation page 4

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Continuation statement of: [REDACTED] **Supt 82311**

On the run up to the event I had to repeatedly ask for information on numbers of security, stewards, TMO staff. I eventually got a reply.

On the event day I was working out of an OPS Room at Boreham as POPs Silvers should not be on the event footprint, if something occurs I cannot effectively Command the incident if I am part of it.

I will deal with each day in turn.

4th July

Gates should have opened at 1400 hrs, opened at 1440 hrs, my NPT officers had to intervene between 2 security supervisors who were squaring up to each other as though they were going to start to fight. The map issued to the public was utterly woeful and didn't highlight using the underpass by the Dog and Patridge pub meaning pedestrians from the outset were walking in the roads.

I went on the ground to review the footprint, there was no signage directing pedestrians to the underpass, if you didn't know it was there you would never find it. There were no speed limit signs, signage in general was poor. I requested via [REDACTED] (event Gold) for some staff to direct people from the roundabouts to the underpass to prevent people walking in the road. This never happened. I witnessed officers from TMO companies sat in deck chairs on Moulsham Hall Lane watching members of the public stop on the roundabout to drop passengers off. When raised, they stated they dealt with cars not people.

Signature [REDACTED] **Supt 82311**

Signature witnessed by

Continuation page 5

URN

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Continuation statement of: **[REDACTED] Supt 82311**

The TMO company repeatedly checked parking passes by the entrance meaning lane 1 of the A133 was quickly lost to stationary vehicles, this occurred on all 3 days despite being repeatedly raised.

I then attended the gold meeting at the racecourse. The medical team raised concerns that the medical facilities were still being built whilst the public were on site.

National speed limit signs hadn't been covered on the A133, I had to get a roads policing unit to provide a fend off to allow the TMO company to cover the signs. Not a role for the Police.

I then returned to Boreham control room where I commanded from for the rest of the evening.

At 1838 hrs a car caught fire in on the A133 near Tesco. This resulted in us having to close the carriageway which then prevented all traffic from accessing the event from the most direct route to the north. Fire was on scene promptly, but the car fire had spread to the verge and central reservation. At 2042 hrs we managed to open 1 lane, highways were requested to examine the damaged road surface.

At around 1845 hrs we received another call to car on fire in the layby on the A133 near the junction of Regiment Way. Fire quickly responded and put this out.

The issues caused on the road delayed people getting to the event, which then led them to abandon their vehicles in London Road and on the roundabouts. There were no cones or TMO staff to stop them doing this. Once parked they then decided to literally walk across 4 lanes of dual carriageway.

At this point I had to put rolling roadblocks to minimise the risk to the public.

Signature **[REDACTED] Supt 82311**

Signature witnessed by

Continuation page 6

URN

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Continuation statement of: [redacted] **Supt 82311**

Whilst dealing with the fires I was receiving information that security was informing the public the delays were due to a major incident. I had to be proactive with media lines to quash this rumour and to prevent fear being spread.

At one point my officers had to intervene at the ticket box office as copies of the tickets would not be accepted, this meant people had to download them on their phone but the WIFI signal and general phone signal in the area was very poor. Instead of helping customers, the ticket office closed. This is not a policing role.

Issues were being raised into the event control room; Gold was out of the office for a number of hours as for some reason unknown to anyone else he decided to escort Justin Timberlake's entourage out of the venue. This is not a role for gold, gold needs to be available to command and control the event. This led to no one making decisions inside the venue. Whilst Justin Timberlake was being escorted to his helicopter the Police drone could not fly, this meant we had no situational overview of the event for over 45 minutes.

During this there were issues with the Justin Timberlake's vehicle being held and then coming together with fans who tried to open the doors.

Police were getting complaints from the MOPs about signage to get into the event, signage in the carparks and a lack of lighting. Again, not Police issues.

At the conclusion of day 1 the egress was dangerous, there were literally hundreds of people walking in, along and across carriageways. The carriageway is very poorly lit, I had to put in rolling roadblocks

Signature [redacted] **Supt 82311**

Signature witnessed by

Continuation page 7

URN

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Continuation statement of: [REDACTED] **Supt 82311**
with 8 police vehicles on blue lights for over 2 hours. These vehicles were keeping the speed limit down to approx. 5 MPH.

The North carpark was a mess as cars had been parked bumper to bumper meaning unless people arrived in the same order they would have to wait.

We got a call to someone being ran over, we dispatched Police and ambulance to a field. This was not the case; security was telling the public traffic was slow as someone had been ran over.

Egress from the car parks to the South was ridiculous, using one gate for 5000 vehicles. People were driving around the fields, getting lost, as stated earlier the lighting was poor, as was the lighting and signage to the underpass.

Some security were telling Police their numbers had been cut by 60 to save money, I don't know if this is true.

Officers from NPT searched a member of food staff and found them with Cannabis. Security was informed, he was still allowed in the venue to work.

I stood the Police down on the event at around 0130 hrs. I emailed [REDACTED] telling him I had massive concerns in how they ran this operation, I received a reply stating changes had been made for day 2.

Signature [REDACTED] **Supt 82311**

Signature witnessed by

Continuation page 8

URN

46

Continuation statement of: [redacted] **Supt 82311**
5th July

EP were receiving a lot of complaints about the event; I liaised with our media department and completed a proactive release.

The organiser deleted their social media account and weren't responding to any media enquiries which placed additional demand on EP comms team who then received the enquiries.

I based myself in the event control room as that is the only way I felt comfortable I could hold gold to account.

I served a letter on gold from Police Gold ACC [redacted] which informed them their management was unacceptable and needed to improve.

In the event meeting I highlighted concerns with [redacted] being invisible as gold or present and ineffective, I explained the map, signage, lighting was poor. There were still no stewards directing people to the underpass. It was made clear by gold they didn't feel anything off their footprint was their problem.

Day 2 had significantly less people, yet the same mistakes were being made.

The South car park one field was used but a significant distance from the gate, they stated they would get it emptied in 1 hour, all Police stated this was not possible.

At the final meeting before egress, we were briefed by a security manager about the plan to stop people walking in the road. We were told they had "some big lumps" who were ex-army who would stop people leaving to walk in the road. I asked what power they would be using to stop people; I was told the event powers. This is nonsense, which I told them. I explained if we were called to any incident where their teams had used excessive force it was likely they would be arrested. I explained

Signature [redacted] **Supt 82311**

Signature witnessed by

Continuation page 9

URN

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Continuation statement of: [REDACTED] **Supt 82311**

communication was key to dissuade people from walking in the road and explain how they would get to where they needed to be safely.

I tasked my Ct SecCo PS [REDACTED] to go and see if the security were in place and briefed as I could see from the drone no one was where they were supposed to be.

The security was not there. This was raised, eventually they were in place but too late as people had now walked through and were in the road. Once security was in place, I asked PS [REDACTED] to check what they had been briefed, they knew nothing of the briefing we were told they would be given.

At times Police were being asked by security where to direct people to as they didn't know.

Once again I had to implement a 5 MPH rolling roadblock for around 1 hour using 6 Police vehicles. I left the venue at 0100 hrs and stood my resources down; people were still waiting to get out of the carparks.

6th July

By day 3 we eventually had TMO staff directing people to the underpass.

The event only had around 8000 people so was much easier to manage.

At one point I was watching stewards via the drone, they were having a press up competition.

During the Ollie Murrs set I had to send officers to deal with an assault allegation made by a Paramedic against a security manager.

The traffic at the end was still not controlled well from the North car park.

Signature [REDACTED] **Supt 82311**

Signature witnessed by

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URN

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Continuation statement of: **Supt 82311**

I have worked on a lot of deployments over the years, including Notting Hill Carnival on a number of occasions, where we move 2 million people over 2 days.

The way this event was managed was dangerous and without significant police interaction I believe there would have been serious injuries of fatalities on the roads.

In my opinion the maximum number of people allowed in the venue needs to be significantly reduced to allow it to be safely managed, if it is proven they can operate with those numbers then it could be increased gradually.

The main concerns were:

Lack of command and control

Poor signage

Poor lighting in the car park

Poor event diagram

A lack of learning

Since the event I have responded to numerous complaints, all of which raise concerns over safety.

Signature **Supt 82311**

Signature witnessed by

Continuation page 11

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Continuation statement of:

[REDACTED] Supt 82311

Signature **Phil Stinger Supt 82311**

Signature witnessed by

WITNESS STATEMENT

Criminal Procedure Rules, r. 16.2; Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B

URN [] [] [] []

Statement of: [REDACTED]

Age if under 18: Over 18 (if over 18 insert 'over 18') Occupation: Police Inspector 587

This statement (consisting of 5 page(s) each signed by me) is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have wilfully stated in it anything which I know to be false, or do not believe to be true.

Signature: [Handwritten Signature] (witness) Date: 16th July 2025

On Friday 4th July 2025 I was on duty in full uniform at CHELMSFORD CITY RACECOURSE, GREAT LEIGHS. I was at the venue working at the Community Bronze Commander for an event being held there that day which was a Justin Timberlake concert.

In the run up to the event I had attended various safety advisory groups (SAGs) and had written a deployment plan for the officers I was working with that day. The policing operation for this event was called Op Memphis. The role for my team that day was to be present and engaging with the public as they entered the venue. We were not responsible for any activity within the footprint of the event.

I arrived on site at around 1430hrs. It was a hot and sunny day. I was standing by a marked police vehicle which was parked near to the main search/entry tent. I saw a few members of public walk past me towards the main stage area. One of them approached me and told me two of the security guards were fighting each other around the corner.

As I approached the rear of the search tent, I saw two stewards who were wearing white tabards indicating they were supervisors. They were stood toe to toe and were shouting in each other's faces, waving their arms around. It looked like they were about to start attacking each other so I ran over and told them to stop. I asked what the problem was and there had been some kind of issue around one of them saying people could come into the site and another saying that the control centre hadn't said to let people in yet. My presence calmed them down

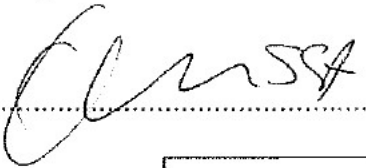
Signature: [Handwritten Signature] Signature witnessed by:

and one had already walked off not wanting to engage with me at all. This didn't fill me with confidence that we were working with a professional team of people. One officer reported to me that he had seen some of the stewards wearing gloves with padded areas over the knuckles. It was around 30 degrees that day so the idea of someone wearing gloves was odd.

A short while later the rest of my team arrived on site. We paired off and I worked with PS 3353 [REDACTED]. There were two other pairs of officers. One pair was stationed near to the bright pink shipping container which was being used as a ticket box office and positioned as people walked up from the Dog and Partridge pub underpass (which was the approved and advertised pedestrian route into the site). There was a preliminary search tent there where attendees were having their bags searched and tickets checked before walking further up to the main search tent. A second pair of officers were positioned just before the main search tent with myself and PS [REDACTED] roaming between these two points.

I am aware that there were a lot of issues with the road network as people tried to get to the venue. I could see the footage from the Essex Police drone on my mobile phone and heard over the radio that there had been two separate car fires. This meant that a lot of the people arriving for the concert had been waiting for hours to travel journeys that usually took less than 30 minutes. A lot of the people coming onto the site were upset and angry with the lack of signage for car parks and lack of stewards in the fields that were being used as car parks.

It became clear very quickly that there were issues on the site. The attendees were not able to show screenshots of their tickets and had to download the ticket on their emails – but there was very poor signal and limited wifi at the venue. There was a sign at the pink ticket office that people could log on for 15 mins free wifi but this sign was very small and my officers were continuously pointing this out to people who were getting distressed because they couldn't access their tickets. At one point during the evening the people working the ticket office became overwhelmed by the complaints, they locked themselves in and shut the windows and refused to engage with the public. This led to hundreds of people who were waiting for assistance to become angry and frustrated. PC [REDACTED] had to bang on the door and demand they open up and help people, whilst PC [REDACTED] organised the people in a queue so there was some order to the proceedings. The staff were then going up the queue handing out paper tickets so people could get in.

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I saw several people with visible disabilities struggling to get into the venue. There was one woman who was on crutches with her friend pushing her wheelchair. She told me that she had arrived at the accessibility point to be turned away and told to gain access to the site via the pedestrian route. This meant she had to walk across fields, up hills and was then expected to walk over uneven rubber matting that had been placed across the racetrack. At the time that I spoke to her she had been trying for 2 hours to access the site and was about to give up as she couldn't get across the matting on her crutches. I asked staff at the venue to pick her up using one of the golf buggies that they were using to help people around the site. The staff did arrive and take her and her wheelchair into the venue. Another female who had walking difficulties had again been turned away and had to walk without assistance. Again, I called for her to be given support with a golf buggy which the staff helped with.

Whilst at the venue I spoke to several stewards and asked them about their understanding of their role and responsibilities. I spoke to about 4 different stewards based near the pink ticket office and none of them could answer the following questions I asked:

- What is your role today?
- Do you know where everything is on the site?
- Can you direct people to specific areas like red car park or blue car park?
- Have you seen a map of the site?
- If you had to help people leave her in an emergency do you know where to direct them?

This caused me concern as I had noticed a lack of signage in and around the venue telling people when car parks and pick up points were.

When Justin Timberlake landed via helicopter there was a need to temporarily close the road which was being used by pedestrians to cross (the approved route by the venue). This resulted in hundreds of people gathering in one place waiting to cross the road. The stewards held the pedestrians for about 25 minutes and the rationale they provided was that there had been a serious incident and they needed to be held there for their safety. When they were then released – the pedestrians understandably were concerned and were asking us what the incident was and if they were safe. I had no idea what they were talking about and it was only

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when they told me what the stewards had said that I was aware. This was an incredibly irresponsible comment for stewards to make and made the attendees feel like they weren't safe.

Myself and PS [redacted] assisted security who had detained a male as he was intoxicated and was being aggressive. He was arrested for being drunk and disorderly and taken to custody by 2 of my officers. He was very intoxicated and said he had only consumed alcohol however his behaviour was very erratic and would have been consistent with the ingestion of a controlled substance.

As a result of the arrest - myself and 3 other officers were left on foot and by 2100hrs there were still people arriving at the site. A lot of these people were angry, upset, abusive and felt the need to vent their frustrations at myself and my team. Once we were down to four officers present – I was concerned around our safety and ability to meaningfully manage an angry, intoxicated crowd when it came time for people to start to leave. I raised my concerns to Supt [redacted] (Silver commander) who advised if we didn't feel safe, we should withdraw from our posts and commence mobile patrol so this is what I instructed my officers to do.

As people started to leave the venue, pedestrians started to flow onto the A131. This is a national speed limit dual carriageway with crash barriers in the central reservation. A limit restriction had been put in place but again the signage had not been managed properly. The Roads Policing Bronze had positioned marked police vehicles in the area and instructed officers to start using rolling road blocks to slow traffic due to the volume of people walking in and out of the road. Myself and PS [redacted] assisted with this. We travelled at 5 mph up and down the A131 from the Moulshall Hall Lane junction down to the Great Notley Tesco round about and back several times. During these patrols I saw what I would estimate to be 1000s of pedestrians walking along the side of the carriage way, in the middle of the carriage way and in the central reservation. I have never seen this volume of people on foot on a major road network and I have been a police officer for 21 years and policed numerous events.

I had serious concerns for the safety of the pedestrians and the only way to try and keep people safe was to slow the traffic up so people weren't hit by cars. We also had to move several cars on which had parked along the road waiting to collect people, including taxi's from the road which is a clear way. The stewards who were based near to the junction of Moulsham Hall Lane

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were doing nothing to stop people parking there. There was a transmission over the airwave radio that staff at the venue were telling attendees to go out on foot onto the A131 as the police would keep them safe. This goes against all of the conversations had in SAGs. I did not see any stewards trying to keep people out of the road.

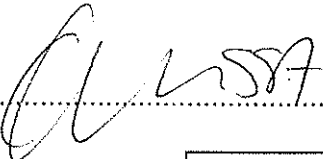
It was clear a lot of the crowd were intoxicated; they were walking in and out of the carriageway and there were several people that were being assisted by friends/family to walk. At one point we had to stop the vehicle and the traffic behind us because there was a female who was so intoxicated she couldn't stand up and she laying on the side of the road. I would say she was aged in her 40s and was with her partner. I alighted the vehicle and helped to get her to a standing position, but she couldn't stand up straight or even walk without being held up by myself and her partner. It would have been too dangerous to leave her, so we took her and her partner in our marked police vehicle and dropped them at the Tesco petrol station. We then resumed our rolling road block.

After a period of time the volume of pedestrians reduced, and we were able to lift the rolling road blocks. I am surprised that by the time I went off duty at 0130hrs that no one had been hit by a car. I strongly believe that had police not been in attendance someone would have been seriously hurt on the road network. The entire event seemed to be unorganised and if there had been a need to evacuate the site in an emergency – it would have been almost impossible to do so safely. There were roughly 25,000 people on site which in my opinion to too large a crowd for the venue. This is based on the infrastructure of the surrounding road networks, access to the site and my concerns around the organisers being able to keep people safe as they arrive and leave the venue.

I am also aware of people being stuck in car parks for hours and other issues that have been captured via drone footage.

I can produce by Body Worn Video of the incident as ECH/1.

These are my original notes made at 1530hrs 16/07/2025.

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Signature witnessed by:

WITNESS STATEMENT

Criminal Procedure Rules, r. 16.2; Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B

URN [] [] [] []

Statement of: [REDACTED]

Age if under 18: O'18 (if over 18 insert 'over 18') Occupation: Police Sergeant 536

This statement (consisting of 6 page(s) each signed by me) is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have wilfully stated in it anything which I know to be false, or do not believe to be true.

Signature:..... (witness) Date: 26th July 2025

I am a qualified and operationally competent CTSecCo (Counter Terrorism Security Coordinator). My role is to gather plans from the event organisers and provide suitable advice for the safety of their event and collate policing plans to provide the gold commander with an overall confidence that the event is suitable to proceed, and all persons attending or involved are kept safe.

At the beginning of 2025 I became aware of a Chelmsford Live event at Chelmsford City Racecourse with the headline act being Justin Timberlake. This was to a weekend 'Festival' type event.

I certainly had my reservations at this time as I have been involved in previous events at Chelmsford City Racecourse which had been problematic particularly regarding access and egress.

It is a great venue and the facilities are very good but it is situated in a poor location with the access being off of the A131 which is a dual carriageway classified as a fast road. Historically many pedestrians leave on foot from the venue and walk along the dual carriageway putting themselves and others at risk of serious injury or death.

On 4th February 2025 I attended a virtual SAG meeting where many of the initial concerns were discussed.

It was suggested that they were expecting up to 25000 guests on Friday 4th July (Justin TIMBERLAKE), up to 25000 guests on Saturday 5th July (Duran Duran) and slightly lower for Sunday 6th July (Oilly MURS).

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The event organiser [REDACTED] provided reassurance of parking plans including a bridge being built across the A131 to facilitate guests crossing over the road.

On 28th February 2025 I attended Chelmsford City Racecourse and met with [REDACTED] and others to discuss his plans and provide suitable advice to assist them.

During the meeting [REDACTED] had to leave to deal with another matter.

We did discuss the initial plans, and I was very supportive and provided advice to assist them regarding Hostile Vehicle Mitigation, security, public communications, parking, pedestrians, search regimes and Act/SCaN (see, Check and Notify). I also raised my concerns regarding egress from the venue and the important of getting it right to prevent injury to any persons. It was a positive initial meeting, and I felt an air of confidence in the plans.

With the information I was provided I produce my report and on the 6th March provided it to our Gold and Silver Commander. This detailed many pre-existing security measures and my recommendations along with contingencies in the event of a change of threat or intelligence relating to the event.

I arranged for National Barrier Assets to attend and provide a quote for Hostile Vehicle Mitigation. They did attend and quote, but the offer was not accepted by the organiser.

On 12th March 2025 I attended another virtual SAG. We were informed that the initial site plans were 95% complete and the Event Management plan would be accurate and available in the next 2-4 weeks and a tabletop exercise was to be planned for late April/early May.

It was at the beginning of June 2025 I learnt of the plans changing and the bridge was no longer being installed across the A131. This caused great concern regarding the parking and access and egress once again.

On 6th June I attended Chelmsford City Racecourse for a SAG and tabletop exercise.

I did not have a clear understanding of the parking arrangements at this time and unfortunately the persons who was responsible for the traffic management was not at the meeting. I do not believe I saw this person at all in the lead up to the event at any of the meetings.

It was not as a regular tabletop exercise as I expected as no scenarios or issues were put forward. Instead, we were asked to provide 3 questions of the event organisers that they could answer.

I had little confidence in the traffic management and parking plans.

The first day of the event was Friday 4th July 2025.

I arrived at the racecourse for about 1400 hours entering at the main entrance at the A131.

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There was a not a great deal of signage and having driven in I did not know where other cars were directed to for parking to attend the event. I raised this as a lack of signage to the venue. I parked up my vehicle and walked towards the venue. It was at this stage I saw that the hostile vehicle mitigation was poor. It was present at the front of the ticket office but they also had a side gate open to the left of the mitigation which allowed vehicle in therefore rendering it useless.

When I entered the control room it was clear that they were late opening the doors to the event as they still had vehicles and maintenance going on within the footprint.

The gates opened 45 minutes later than advertised.

The venue had details of wifi available at the entrance. It appeared that it was not enough to deal with the amount of people present. Many guests were struggling to download their ticket at the gate to get into the venue. I did ask why they had not taken a photo of it as a screenshot on their phone to be told that it stated on the ticket that screenshots would not be permitted. If this was the case the wifi was not enough to cater for the large crowd they expected.

I spent the afternoon in the control room and around the footprint of the site.

It was clear from what I could hear on the radio that traffic management was causing real issues on the roads, not helped by the lack of signs, lack of staff directing vehicles and people and unfortunately 2 car fires occurring in close proximity to each other.

The event itself appeared to run fairly smoothly within the venue. I would raise the queues of over 1 hour for food and the queue stretched across the main walkthrough which caused crowded places. I would suggest that food vendors are placed elsewhere in a future event.

When it came to the event closure this can only be described as carnage.

It was clear that security staff had not been briefed as expected. They did not know where the different exits were and the signage within was simply not visible enough. Guests were sent in the wrong direction which was irritating for them and caused people on mass to walk out of the main entrance gates on the A131. As a result, police had to put a rolling roadblock to slow traffic to under 10mph to control the road.

I could only see 1 traffic management person in the red car park. Very quickly the car park was overwhelmed and gridlocked which meant no vehicles could move within the site and it blocked the A131 also as vehicles were trying to enter.

Security and traffic management were not working together and were not suitably briefed and managed. It was clear there was no dynamic ability to deal with the situation of gridlock and the quantity of people present.

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I was also informed by security that 60 security officers had been cut from their numbers a week or two prior to the event.

We had a police drone which was monitoring and providing a live feed into the control room. This allowed them in the control room to have a clear picture of what was occurring as they had no CCTV covering their car parks or the road network.

The control within the control room was very poor and nobody was present to have a complete overview and give clear commands as to what was expected to resolve issues. It is my understanding that [REDACTED] was in this role however, he disappeared for a number of hours in the evening.

Later that evening I established that it was because [REDACTED] had left the control room to escort Justin TIMBERLAKE to his helicopter to leave the venue. I had a conversation with [REDACTED] about this and established that this was also problematic as there was a believed to be a risk of crush with the fans as they were being held and so they were released by security. This put TIMBERLAKE and his security team at risk as they were overwhelmed by the crowds around their vehicles and caused significant delay.

The helicopter was waiting for TIMBERLAKE before being able to lift and the drone was grounded waiting for the helicopter. This was a long and significant delay.

I expressed my view to [REDACTED] that he should have been in the control room managing the event and not ensuring TIMBERLAKE left the venue. He had staff dedicated to this and needed to control the entire event. Quite simply in my view the control room fell apart and had no management or supervision.

I spent a mixed amount of time in the control room and around the venue. I had already heard it mentioned that security dealt with people and traffic management dealt with vehicles. This partnership did not work as they were not supporting each other. As I approached blue car park which took over 3 hours for vehicles to leave due to there only being one exit, I could see 1 traffic management trying their best to direct traffic whilst 22 security officers stood in a huddle talking to each other and offering no help or support. This is unacceptable.

I was also present on Saturday 5th July arriving at around 1400 hours. Once again, the event was late opening the gates at the entrance.

I was informed that the security manager had been asked not to return and a new security manger for Sentra had been brought in. I believe it would be unfair to blame the security manager for many of the failings, but it still did not appear to improve much.

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Once again, the actual event passed with little issue. It was the ingress and egress that were the concern. Particularly egress as this was so many guests all leaving at the same time. At 2030 hours we had a meeting in the control room. We were informed their would-be additional signage, lighting, resourcing and infrastructure in place. I did not notice any of these things as an improvement on the previous day. It became slightly easier as the crowd was smaller but was still problematic in the same ways as the previous night. In my opinion lessons had not been learnt and they were purely relying on the fact that it was a smaller crowd so would be easier to manage.

We spoke in detail about the agrees plan and I challenged many of the aspects of it. I was informed that all staff were suitably briefed and would be in their positions for 2130 hours. I once again attended red car park by the main entrance and at 2150 no resources were in place. I left that location at 2210 hours and still no resources were in place as per the plan I had been informed of.

I spoke to the security supervisor at the location, and it was clear he had absolutely no knowledge of the plan that had been discussed earlier with me.

It was also evident that security staff still did not know where the relevant exits were as guests were being pointed in the opposite direction to where they needed to go or simply told that they did not know.

It had been decided that all coaches and taxis would collect at this location.

Once again, the car park was at gridlock very quickly and a large proportion of the crowd left by the main gate on to the A131 with no security staff present to stop them or at least encourage them not to leave that way for their own safety.

As a result, I made a decision to breach the barriers and open them at points where they shouldn't be opened just to allow vehicles to leave the car park. This did cause vehicle and pedestrians to be present together but was the only to relieve the tension as guests could not get home with their vehicles/Taxis being stuck or simply sat in traffic outside the venue and not being able to get in.

It still took a lot longer than was expected to clear the car parks and still only allowed one exit for vehicles to leave from sending all vehicles in the same direction rather than multiple exits. I attended the venue earlier on Sunday 7th July so I could be present for the first briefing. It was clear that the view of [REDACTED] was that today was regular numbers expected, and this should be delivered smoothly. It was also suggested that this was a local crowd expected who know how the venue operate.

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Once again, the venue was late opening due to vehicles still moving around the site.

The weather was poor and raining.

I raised with [REDACTED] about the unacceptable levels of people walking on the A131. It was made clear that the venue was doing what they could and once they are on the carriageway this is the responsibility of the police. In my view the attitude and responsibility to keep guests off the carriageway were woeful at best for the previous 2 nights.

We had an earlier egress meeting on Sunday as I had requested it so we didn't leave it too late. As previous nights we went through the plan, and it was then same as the previous night. I explained that the Anthony's plan was not replicated on the ground and security staff did not know his plan. I was assured that this had been corrected, and they were fully briefed.

After the meeting I left the control room and walked to red car park. The barriers were not set up as per the plan and the security supervisor had a completely different idea of the egress plan to me.

I spent almost an hour moving barriers with the security staff and ensuring Anthony's plan was in place. Without me being here and my intervention I do not believe it would have happened, and we would have had a clear repeat of the previous 2 nights.

The security supervisor was incredibly thankful and worked with me to put the plan in place. The lack of traffic management was still an issue. There only appeared to be 3 traffic management officers who were overwhelmed very quickly. I stepped in with the security supervisor utilising security staff to assist them and it appeared to run a lot smoother. This was also partly due to the reduced number of vehicles present.

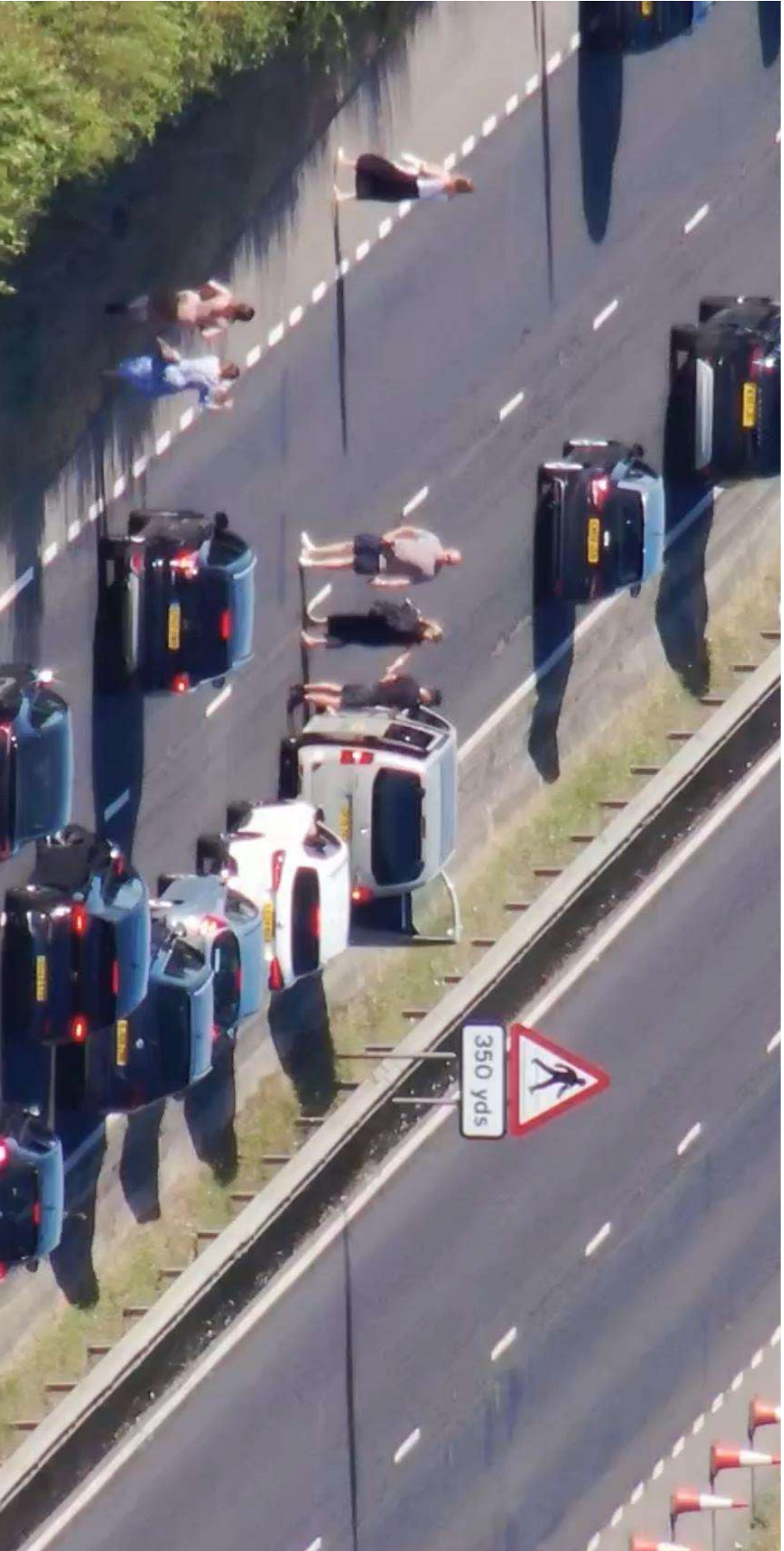
It was an incredibly difficult and frustrating 3 days with a lack of command, ownership and planning in my view with a lack of ability to manage a large quantity of people at the venue safely and without great risk.

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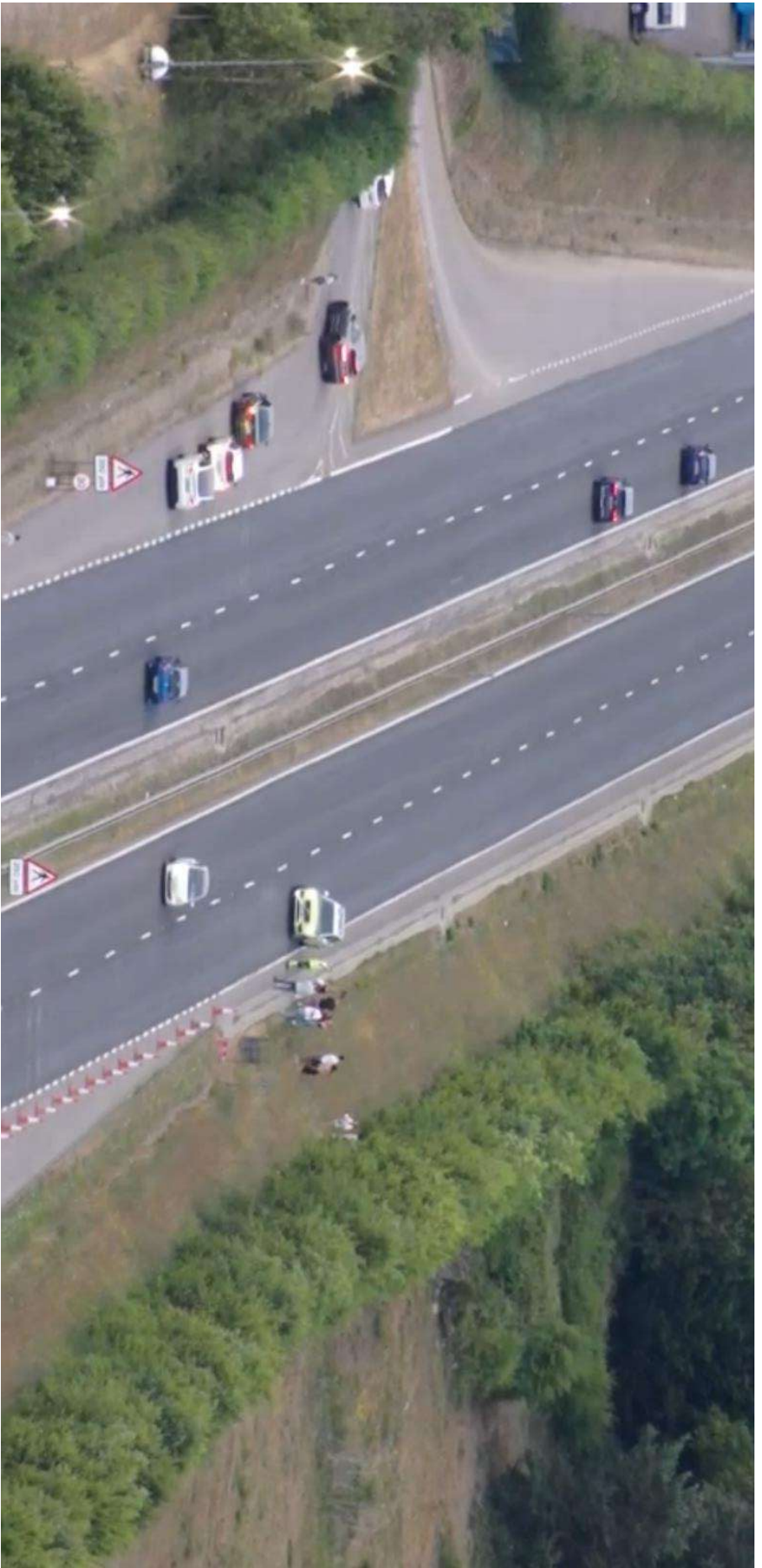
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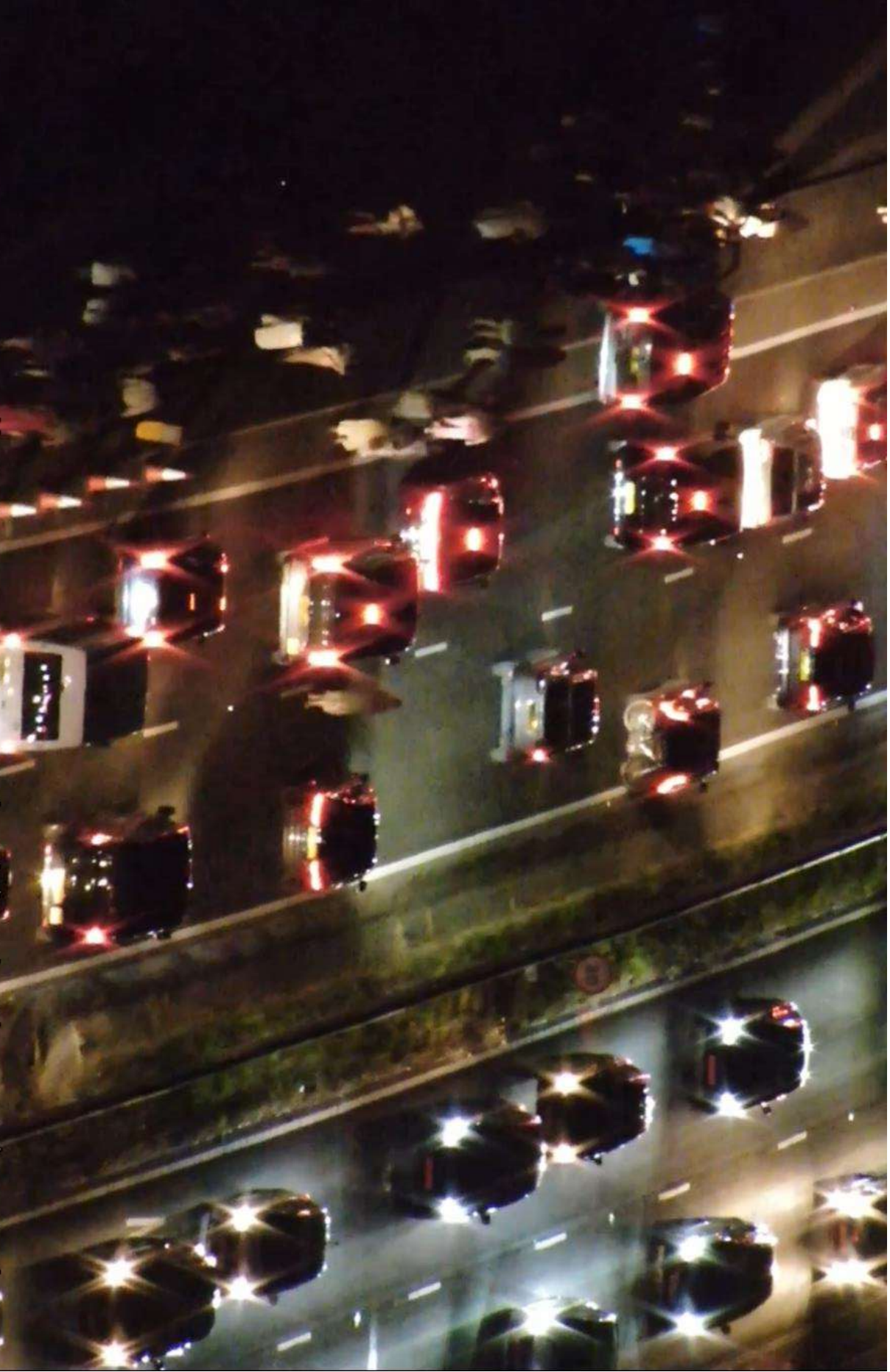


Viewed by Roman.Mcmanus@essex.police.uk (kep.uk.evidence.com) on 29 Jul 2025



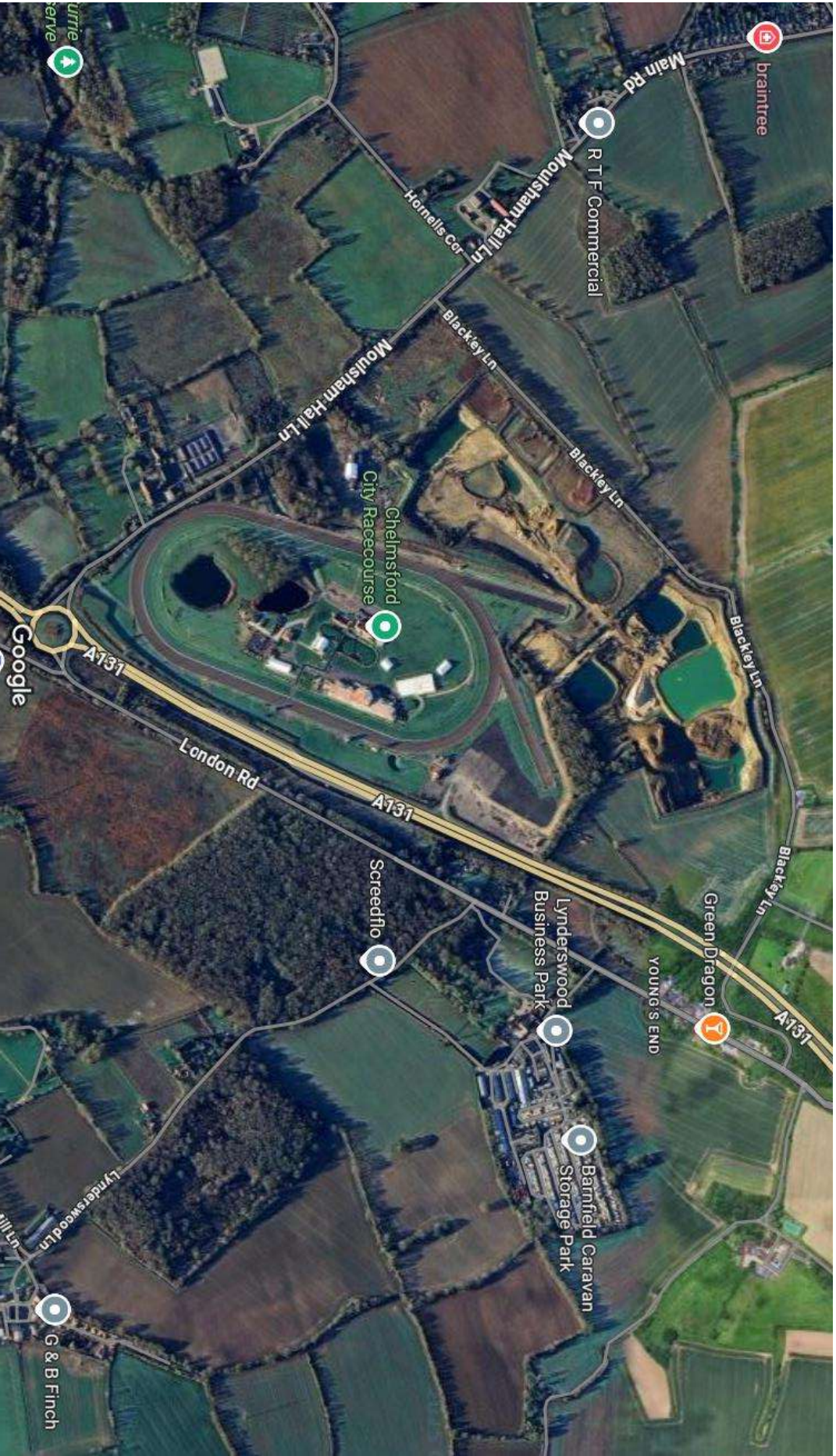
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Incident reports from the event weekend

Friday 4th July 12:25hrs

EP-20250704-0630-INFT SAYS THERE ARE A LOT OF PEDESTRIANS WALKING UP AND DOWN THE GREAT LEIGHS BYPASS ON THE GRASS VERGE WITH NO PROTECTION FROM THE TRAFFIC ON THEIR WAY TO THE FESTIVAL AT THE RACE COURSE.

Friday 4th July 23:41hrs

EP-20250704-1752 - INFT IS IN CHELMSFORD RACECOURSE THERE IS NO ONE CONTROLLING TRAFFIC OR THE CROWD SO PEOPLE ARE GETTING ANGRY IN THE AREA INFT SAYS IT IS GETTING DANGEROUS INFT SAYS THERE IS A LOT OF PEOPLE SHOUTING AT EACHOTHER

23:42hrs

EP-20250704-1753 - CALLER IS REPORTING THAT THERE IS HUNDREDS/THOUSANDS OF PEOPLE IN VEHICLES AT THE ABOVE LOCATION, THERE ARE TWO STEWARDS ON SCENE BUT THEY DO NOT KNOW WHAT TO DO

23:54hrs

EP-20250704-1771 - INF IS REPORTING THERE'S THOUSANDS OF PEOPLE TRYING TO GET OUT OF CHELMSFORD CITY RACECOURSE AND ARE GRIDLOCKED CURRENTLY INF STATES SHE HAS BEEN STUCK THERE FOR 2 HOURS AND NO ONE CAN MOVE OR GET OUT INF STATES THERE'S NO STAFF EVERYONE IS TRYING TO EXIT, BUT NO ONE CAN GET OUT THERE'S NO STEWARD THERE, AND NO STAFF

Saturday 5th July 00:22hrs

EP-20250705-0033 - CALLER IS REPORTING A FIGHT HAPPENING

00:24hrs

EP-20250705-0037 - Irate female shouting because she is stuck in traffic after leaving 33000 capacity concerts. She was told that high volume of traffic would be expected and would have to be patient. Female caller was berating Essex Police stating officers are not doing enough.

00:27hrs

EP-20250705-0040 - DIRECT REQUEST FOR POLICE - SOUNDS LIKE THEY SAID THEY ARE AT THE RACECOURSE AND THEY THINK THEY NEED POLICE

Sunday 6th July 2025 00:10hrs

EP-20250706-0024 - INFT CALLING STATING THAT THERE IS NO WAY OUT OF THE RACETRACK AND CARS ARE ALL TRYING TO RAM INTO EACH OTHER AND PEOPLE ARE SWEARING AND SHOUTING AT EACH OTHER.

Historic reports from previous events

Sat 01 Jul 2023 23:05 – Clockstock

Multiple persons reported on the A131, staggering in the road, vehicles have stopped on the road to collect people and other persons are attempting to get lifts of vehicles driving down the road, Road was closed by premises and traffic company. EP-20230701-0804ARREST MADE BY PC 74348 BENFIELD AT 2008 HOURS FOR SUPPLYING A PSYCHOACTIVE SUBSTANCE, CONVEYED TO CHELMSFORD CUSTODY. CUSTODY REF: 42CY/2197/23 REFERS.

Thu 22 Jun 2023 20:37 – Ladies day

Pedestrians on the carriage way, police assistance requested. Closure put in place at the roundabout at 21:08hrs. 1 person arrested for assault. Road reopened at 2155hrs. This incident has occurred after the ladies day event.

Sat 25 Jun 2022 22:11 – Clockstock

Multiple calls from members of the public stating that intoxicated persons are walking in the road. Vehicles are parked up and collecting people from the event.

Sat 18 Sep 2021 20:08 – Clockstock

Festival taking place at Great Leighs Racecourse. Ambulance reporting multiple casualties following ingestion of illegal drugs – possibly MDMA. Five persons treated – two initially deemed critical. Two taken to hospital and no longer critical. Remaining persons treated at the Racecourse. Casualties state unknown tablets were circulating at the event which multiple persons have taken, albeit no further reports of casualties. Further concern was lack of traffic management for the event, with multiple taxis and private vehicles blocking the road outside the Racecourse and persons walking in the road in the dark. Traffic units go to area to manage this risk

Wed 03 Jun 2015 17:30 – Madness

EP-20150603-0882- Various road traffic incidents/ public walking along road sides

[REDACTED]

From: [REDACTED]
Sent: 11 July 2025 23:37
To: [REDACTED]
Subject: EXTERNAL - Urgent Request for Licensing Review – Chelmsford City Live Event (Friday 5 July 2025)

CAUTION: This email originated from outside of the organisation. DO NOT CLICK LINKS or OPEN ATTACHMENTS unless you recognise the sender and know the content is safe. It is not unusual to receive an email from someone for the first time but this can be a sign of phishing, so do please be vigilant.

Dear Essex Police Licensing Team,

I am writing to formally raise serious concerns regarding the Chelmsford City Live event held on Friday 5 July 2025 at Chelmsford City Racecourse, which I attended. The event presented multiple, severe breaches of public safety and licensing conditions that I believe warrant an urgent review of the event's premises licence.

From the outset, the event was poorly managed. Upon arrival, vehicles were corralled into unmarked parking fields with no lighting, clear footpaths, signposting, or steward guidance. Attendees, including myself, were left to guess their way across hazardous, unlit and uneven terrain towards the showground entrance — with no staff present to provide direction.

At the first security checkpoint, bags were searched with inconsistent application of unclear contraband rules. There was no visible signage stating what items were prohibited. I was informed perfume would be confiscated, which seemed a random statement before my bag had even been looked in. At a second checkpoint closer to the stage, a new and inconsistent set of "rules" was applied. My chewing gum — which had passed through the first search — was now deemed contraband. A steward told me I could "chew some now and take it in that way," which was both absurd and unprofessional. A nearby table displaying seized perfume, makeup, drinks and other items added to the growing suspicion among attendees that items were being taken arbitrarily or opportunistically.

Once inside the arena, I personally witnessed a very intoxicated young woman openly pouring what appeared to be vodka from a hidden container in her bag into cans of cola she and her partner were drinking. This directly demonstrates how ineffective the dual-checkpoint security system was — neither check prevented alcohol from being smuggled in, raising further questions about staff training, policy clarity, and enforcement.

The worst failures occurred post-show. Upon leaving, thousands of people were herded towards an exit but held in place without explanation. Pedestrians attempting to reach taxis or lifts wandered off into the dark countryside with no lighting, signage, or steward support. My own party was left trying to locate our vehicle in an unlit, poorly marked field for over an hour.

Most alarming was the total breakdown of traffic management. We were trapped in the car park for nearly **three hours**, in gridlocked chaos with no steward presence or communication. I witnessed young, clearly intoxicated women — who had pre-booked a taxi and were unfamiliar with the area — attempting to walk miles along a **dark A-road** without any idea of where they were. I personally

picked up two such girls to prevent them from being hit by traffic. They had no phone signal, no support, and were visibly panicked.

When stewards did appear, they were untrained, disinterested, or evasive — one even removed their high-vis jacket and left. There was no crowd control, no visible police presence, no traffic oversight, and no attempt to prioritise emergency vehicle access. The car park was a death trap. If a fire or medical emergency had occurred, there was no way for services to reach anyone.

These failings constitute significant breaches of licensing objectives, particularly:

- **Public Safety:** Unsafe pedestrian access, unlit walking areas, ineffective security screening, unclear emergency planning, and total absence of communication.
- **Prevention of Public Nuisance:** Gridlock and disarray well into the early hours, affecting not only attendees but surrounding roads and communities.
- **Prevention of Crime and Disorder:** Arbitrary enforcement of rules, ineffective screening of smuggled alcohol, and unaccountable seizure of personal property by stewards.
- **Protection of Children from Harm:** Vulnerable young women left to walk alone, intoxicated, in the dark on an A-road — entirely unassisted.

I urge Essex Police to investigate this event fully and consider whether Chelmsford City Racecourse, and the event organisers, should be allowed to operate further large-scale events without a significant overhaul of their planning, stewarding, and safety protocols.

This was not merely inconvenient. It was dangerous. Without swift intervention, future events risk serious injury or worse.

I am happy to provide further detail or give a formal statement if required.

Yours sincerely,



Attendee: Friday 5 July 2025 – Justin Timberlake Show, Chelmsford City Live

Fans 'stranded' after Justin Timberlake concert



Image source, Richard Smith/BBC

Image caption,

Cars in a queue for the parking exits after Friday's Justin Timberlake concert

Aimee Dexter

BBC News, Essex

- Published

5 July 2025

Music fans have reported facing long delays as they tried to leave a Justin Timberlake concert.

The 10-time Grammy Award winner performed at Chelmsford City Racecourse, in Essex, on Friday evening as part of Chelmsford City Live.

But afterwards frustrated concert-goers said it had taken several hours to leave car parks as streams of vehicles queued for exits. One post claimed people were "stranded in a field".

Essex Police said it was "liaising" with the organisers to resolve the issues before Saturday's concert headlined by Duran Duran. The racecourse said it "apologised to those who experienced delays", while the promoter has been approached for comment.



Image source,CUFFE & TAYLOR

Image caption,

Timberlake last took to the stage in Essex during the V Festival, at Hylands Park, in 2014



Image source,Emma Baugh/BBC

Image caption,

Rie Rosman (left) and Brigitte Larsen said they saw people getting aggressive as they struggled to get home

Timberlake was the headliner on the first night of the three-day festival, attracting a crowd of about 25,000 to the site in Great Leighs.

Duran Duran super fan Brigitte Larsen travelled from Denmark with a friend for the concert weekend and said she had witnessed people's frustration as they struggled to get home.

"It turned into chaos," she said.

"There were some very drunk people getting aggressive and banging on the sides of buses.

"It took some people three hours to get home. People were getting very angry."



Image source, Emma Baugh/BBC

Image caption,

Bob Reed said his pub had been busy as people stranded in traffic before the gig popped in for refreshments

Bob Reed, landlord of the nearby Dog and Partridge pub in Great Leighs, said traffic before the concert had been "very, very hectic".

"People took a couple of hours to get through the village to the racetrack and a lot of people were late," he said.

"Even in the village, people were coming home from work from Chelmsford - it took 2-2.5 hours to get home, which normally takes 10 minutes.

"The traffic was horrendous in the whole area."

A [car fire on the A131](#) before the concert was believed to have caused some hold-ups, while the racecourse said there were two other vehicle incidents on nearby roads.



Image source,Owen Ward/BBC

Image caption,

An earlier car fire on the A131 at Great Notley had already caused delays

After the event, as fans tried to head home, car parks became gridlocked as vehicles which had earlier been marshalled into rows tried to move off.

Another post said: "Justin Timberlake was brilliant but the whole evening has been overshadowed by the poorly managed traffic."



Image source, Jodie Halford/BBC

Image caption,

Liam Smith attended the event and said he was excited to see Timberlake perform in his home town

Liam Smith, 34, who lives in Doncaster but is originally from Chelmsford, said he was "very excited" to see Timberlake in his home town.

But, referring to the parking issues, he added: "It just seemed like it was really not going to plan."



Image source, Liam Smith

Image caption,

Some fans started walking home after Justin Timberlake's performance

Lauren Keeble, 39, from Maldon, said she felt "quite lucky" after finding out people had queued for several hours.

"There was a lack of signage when driving in and a lack of information leading up to the event."

Ms Keeble said she was going back to the racecourse on Sunday to see Olly Murs, but feared "the same could happen again".

'Avoid taking action'

A spokesperson for Essex Police said: "We are aware of issues people faced leaving Chelmsford City Racecourse last night following the Justin Timberlake concert.

"The event organiser is responsible for the management of people entering and exiting the venue.

"We are liaising with them to resolve these issues for tonight's event.

"Our officers worked to try and keep people safe, including putting in place a rolling roadblock along the A131 to manage speeds along the road."

They added: "We appreciate the frustration people felt last night but would ask that you avoid taking action that might put your safety at risk."

'Confident' for Saturday

A spokesperson for Chelmsford City Racecourse said they "understand and sincerely apologise to those who experienced delays" leaving the site.

"Whilst some delays were anticipated we know that long waits can be incredibly frustrating," they said.

"Initial entry to the venue was impacted by three independent vehicle incidents on road surrounding the venue, including a car fire. These unforeseen external challenges created delays that were beyond our immediate control.

"We have already met with all key stakeholders and adjusted our plans for today's and tomorrow's events based on the learnings from Friday night.

"We are confident that these enhanced provisions will ensure a smoother, safer and more enjoyable experience."

Duran Duran, Nile Rodgers & Chic and JC Stewart take to the stage on Saturday.

Murs, who was born in Witham, said performing on Sunday would be the [biggest gig he had ever done in Essex](#).



Night of fun turns into hours of traffic chaos at Chelmsford City Live

Gazette

