

<b>Committee(s)</b>	<b>Dated:</b>
Streets & Walkways Sub Committee – For Information Police Committee – For Information Public Relations & Economic Development Sub Committee – For Information Policy & Resources Committee – For Decision	<b>26 February 2019</b> <b>28 February 2019</b> <b>5 March 2019</b>  <b>14 March 2019</b>
<b>Subject:</b> Lord Mayor's Show 2019	<b>Public</b>
<b>Report of:</b> Town Clerk & the Director of the Built Environment	<b>For Information / For Decision</b>
<b>Report author:</b> Ian Hughes, Assistant Director (Highways)	

### Summary

In 2016, the Policy & Resources Committee agreed to support a public fireworks display following the Lord Mayor's Show for three years at an annual budget of £125k.

However, as reported to Members in July 2018, the 2017 event faced a number of new and considerably challenging interdependent issues that almost led to its last-minute cancellation. These included escalating security requirements, significant crowd safety concerns and the objections of Transport for London and Westminster City Council to the much longer road closure window the event now required.

These challenges were expected to remain for the foreseeable future, and given the difficulty in identifying safe ways to mitigate these risks to the satisfaction of the City Corporation and its key partners, the display was cancelled for 2018. However, officers were asked to revisit whether the fireworks could be safely reinstated in subsequent years, or to seek alternatives.

Having re-examined the event plan in considerable detail, the key issue remains the interdependency between:

- the need to protect the event in terms of counter terrorism mitigation;
- the requirements for crowd safety, and;
- the importance of minimising the road closures so that Central London is not disproportionately affected.

In summary, the only effective way to address these concerns would be to introduce ticketing (similar to New Year's Eve) with a corresponding escalation in security protection given the need to create sterile areas for queue management and wider crowd control. However, the cost of such measures, including an event promoter to manage the ticketing arrangements, would require a further increase in costs to around £250k.

In addition, introducing ticketing would likely reduce the attractiveness of the event for those drawn to the Show as an otherwise free-to-view event, and place the fireworks in direct competition with the much larger and internationally recognised New Year's Eve event held not long afterwards.

Options to relocate the event to a different part of the river have also been reviewed, but here the overlap with the Show's closures is considerably greater, the security concerns remain and the available viewing capacity on the riverside is much less, making this even more challenging than the current location.

Finally, it is understood that Lord Mayor's Show Ltd support the concept of moving away from an after-Show fireworks event and would prefer to move forward with a safer, sustainable and more proportionate event, subject to identifying a suitable location and funding. They would also prefer to build on the 'engagement zones' established last year to broaden the appeal of the Show itself.

As such, although an after-Show fireworks display is still feasible, continuing to develop a safe and effective delivery plan is not recommended given the anticipated increase in costs beyond current budgets, the additional logistical difficulties to deliver a safe event, and the fact that consent from TfL and Westminster cannot be guaranteed.

As an alternative, it is proposed to focus on other opportunities, such as the Illuminated River Project which could provide a bespoke Lord Mayor's Show lighting installation covering the four bridges due to be transformed by the Project during the course of this year.

Whereas the fireworks provide a very short focused public spectacle, a lighting display on the bridges could cycle during the course of the evening for people to enjoy at their own time & pace, reducing traffic, overcrowding and security concerns. This installation could also be used to help promote and raise awareness of the Show in the evenings leading up to the event.

It is expected that such an installation could be provided within existing budgets, with the remainder reallocated to meet additional costs to the Show from Westminster City Council and Transport for London, as well as support an expanded Lord Mayor's Show Ltd 'engagement zone' programme and an evening celebratory event at Tower Bridge.

Those budgets are also expected to be sufficient to cover the cost of employing an event support company to deliver traffic & stewarding control for the Show rather than the City Police. This would align arrangements for the Show with other major events, releasing the police to focus on their core duties of crime, disorder & counter terrorism.

### **Recommendation(s)**

Members are recommended to support the key proposals contained in this report, namely:

- To work with the Illuminated River Foundation to deliver a bespoke lighting installation associated with the Lord Mayor's Show;

- To work within existing budgets to deliver this installation, as well as fund other increasing costs to the Lord Mayor's Show, including additional recharges from other authorities;
- To use existing budgets to fund the appointment of an event support company to take responsibility from the City Police for traffic & stewarding for the Lord Mayor's Show, as well as other potential on-street events, functions and parades;
- To work with Lord Mayor's Show Ltd to deliver any additional after-Show events they wish to consider (subject to funding).

## **Main Report**

### **Background**

1. The Lord Mayor's Show remains fundamental to the City's ceremonial year and retains a London and UK-wide profile given its unique combination of heritage, charitable and military elements, supported by significant press and BBC TV coverage.
2. The arrangement, delivery and primary funding for the Lord Mayor's Show is the responsibility of Lord Mayor's Show Ltd with the assistance of the Pageantmaster. That includes all aspects of the parade itself, including the floats, military presence and main grandstands.
3. In the context of this report, the City Corporation supports Lord Mayor's Show Ltd in all ceremonial aspects of the Show, as well as logistical support including road closures, parked vehicle removals, street cleansing, pedestrian barrier supply and street furniture removal. In doing so it is supported by Transport for London and Westminster City Council, who have traditionally provided their services free of charge.
4. In addition, City Police officers manage the various road closure points & vehicle access arrangements and provide general spectator 'stewarding' over and above their traditional crime & disorder responsibilities.
5. To help attract spectators to the Show and retain footfall in the vicinity of the Square Mile, a free 10-minute after-Show fireworks display has taken place for several years, starting around 5.15pm. The display is fired from a barge stationed between Blackfriars and Waterloo Bridges, with spectators congregating on Victoria Embankment, Blackfriars Bridge, the South Bank and Waterloo Bridge.
6. In contrast to the Show itself, the City Corporation (rather than Lord Mayor's Show Ltd) has traditionally been responsible for this event, with the Town Clerk's Department acting as Client and the Department of the Built Environment tendering for an event management company to deliver it. City Cash funding has been provided with the agreement of the Policy & Resources Committee, the last time on the basis of a three-year approval to 2018.

## Current Position

### Lord Mayor's Show – Strategic Review

7. As the above paragraphs make clear, the Lord Mayor's Show and fireworks are delivered through a highly complex set of activities, involving multiple agencies working together to deliver a safe and secure event of proportionate impact to the rest of Central London.
8. However, as previously reported to Members, the heightened security situation in relation to protecting the crowded riverside space for the fireworks led to its near cancellation in 2017. In addition, the disproportionate impact of that year's event on traffic in Central London, combined with significant outstanding issues involving security and crowd safety, led to its cancellation last year.
9. With the expiry of its three-year fireworks commitment, DBE's event delivery partner is now 'out of contract', so any form of after-show event involving the City Corporation now needs to be tendered. In addition, TfL and Westminster have strongly indicated their desire to start recharging their Show costs, and the continuing security situation requires funding to be allocated to deliver proportionate protection measures around the Show's overall footprint on an on-going basis.
10. Given these issues, a strategic review of the Show and the after-Show fireworks has taken place involving key departments, partner agencies and neighbouring traffic authorities. This report covers four priority findings of that review addressing:
  - the nature of the after-show event going forward;
  - police roles & responsibilities;
  - the need for a flexible framework contract to manage on-street events;
  - a sustainable funding strategy.

### After-Show Event

11. The key findings of the strategic review in relation to the after-Show event were:
  - High profile, mass spectator events designed to draw large scale, predictable crowds at defined times to London's Thames bridges require a significant degree of protection to mitigate the risk of terrorist attack.
  - The deployment of physical protection measures essential to protecting such events require significant and lengthy road closures for the bridges and the surrounding area, overlapping in this instance with closures for the Lord Mayor's Show and affecting much of Central London for a prolonged period.
  - Westminster City Council and Transport for London continue to reiterate that such disproportionate impacts are not acceptable for an event that does not have the international profile and public awareness of New Year's Eve or the London Marathon (see the Event Assessment Matrix in **Appendix 1**).

- Keeping Waterloo Bridge open to traffic during the event and / or preventing its use by spectators is unsafe and unworkable.
- Other locations along the river have the same or greater road network, crowd safety and security issues, and have smaller viewing capacities for spectators.
- Costs for both the Show and the fireworks are increasing, exceeding agreed budgets in 2017, and would have done so again had the fireworks taken place in 2018.
- Crowd control through advance ticketing is possible, but will increase costs still further, reduce the attractiveness of the event for those who are otherwise drawn to the Show as a free-to-view event, and place it in direct competition with the much larger and internationally recognised New Year's Eve fireworks.
- Although the fireworks are thought to attract spectators to the Show, numbers for last year's Show appeared to be higher without the fireworks, probably due to good weather during the day. It is also questionable how well attended the fireworks would have been given the torrential rain that fell from 4pm onwards which may even have prompted a cancellation.
- It is understood that Lord Mayor's Show Ltd would support an alternative to the fireworks, preferring to retain a riverside element and ideally seeking a more appropriate, sustainable and prolonged event throughout the evening.

12. As a result, the ability to deliver a safe & secure fireworks display that does not have a disproportionate effect on traffic in Central London is highly questionable, but having some form of event of direct relevance to the Lord Mayor and the City Corporation remains highly desirable.

#### Future Options

13. Officers can continue to press TfL and Westminster to approve a fireworks event, but a significant increase in budget would be required with no guarantee that such permission would be forthcoming. In addition, there would be insufficient time to consider alternatives to a fireworks display should that permission be refused.

14. Instead, taking into account the preference of Lord Mayor's Show Ltd for a safe, sustainable and proportionate event within the current funding constraints, a series of alternative proposals have been formulated:

#### Illuminated River & other lighting opportunities

15. One attractive opportunity is to work with the Illuminated River Foundation to deliver a bespoke lighting event for the Lord Mayor's Show. Members may recall that the Illuminated River charitable foundation intend to have Millennium, Southwark, London and Cannon rail bridges transformed by Summer 2019, with

Blackfriars Road and Waterloo Bridges added by 2020, and Tower Bridge by 2022 (making 15 bridges in total).

16. This project has been developed with the support and agreement of the Bridge House Estate and the City Corporation, including a contribution of £500k to support the relighting of London Bridge. Bringing the Lord Mayor's Show and the Illuminated River together has the potential to create a legacy installation, not just in the Square Mile but potentially across the 15 bridges within the project. It could take the Lord Mayor's Show & Bridge House Estates to an even wider community, and establish the Show as the sustainable, safe and vibrant celebration of the City, the Thames and London.
17. With a central control system in place to manage the lighting, the possibility exists to deliver a bespoke lighting installation not just on the evening of the Show, but also in the evenings leading up to the Show to help promote and raise awareness of the event in advance. Given the significant interest in public realm and building lighting in general, it also has the potential to anchor what could become a broad lighting initiative involving a number of stakeholders in the City's core area and riverside.
18. Instead of a very short one-off display, the concept of a cyclical lighting installation between 4pm-7pm from Millennium to London Bridge also has the benefit of spreading spectators along the riverside and throughout the evening, reducing the crowd management and security issues to manageable levels.

#### Support to Lord Mayor's Show Ltd

19. Should Lord Mayor's Show Ltd itself consider alternative after-Show events in parallel to the Illuminated River proposal or as a consequence of other aspects of the Lord Mayor's programme, the City Corporation and the relevant departments would look to support and facilitate those events. In that context, enquiries have been made regarding the availability of the walkways above Tower Bridge for the City Corporation to host an event on behalf of Lord Mayor's Show Ltd that would provide an opportunity to view the Illuminated River installation and celebrate the day.
20. In addition, it is understood that Lord Mayor's Show Ltd are seeking to retain and develop last year's innovative 'engagement zones' that took place adjacent to the Show route and in parallel to the parade. Additional funding would be required as the cost of these installations was met from reserves in 2018, but well-conceived, creative and professionally delivered engagement zones would provide a platform for broadening the Show's existing appeal.

#### Traffic Control & Stewarding Requirements

21. The City Police have traditionally taken a significant role in supporting the Lord Mayor's Show because of their historic connection to the City of London Corporation. In addition to their normal duties around crime, disorder and counter terrorism, considerable resources are typically deployed in managing road

closures, vehicle access and 'stewarding' spectators, with significant numbers of officers on duty for the day.

22. That highly visible policing presence has been considered part of the Show's traditional 'look & feel', showcasing the connection between the City Police and the Lord Mayor. However, this scale of resource typically requires support to be drawn from the Metropolitan Police, creating a knock-on effect on 'business as usual' policing activity across Central London. It also involves police officers becoming involved in matters typically outside their official remit, undertaking duties that could be delivered by a 'civilian' resource.
23. Guidelines from the National Police Chiefs' Council now make it clear that such responsibilities should fall on the event organiser, not the police, which is now the case with events like New Year's Eve and the London Marathon. However, given the City Police's historic relationship with the City Corporation, the Lord Mayor's Show is perhaps unique in having the police still undertake these duties.
24. Members may be aware that the Commissioner of the City Police has recently authorised the Community Safety Accreditation Scheme (CSAS), which allows (with appropriate controls & safeguards) certain lower level police duties to be adopted by an accredited person, which in this context includes the authority to direct traffic.
25. CSAS has been successfully used for many years by the Metropolitan Police to accredit traffic management and stewarding companies for events, and this year several events are expected to make use of this authority in the Square Mile.
26. Elsewhere, this approach appears to have delivered a more effective and appropriate division of duties, and would enable the City Police to focus on their core duties of crime, disorder and counter terrorism rather than traffic control and stewarding spectators. Therefore, it is now felt appropriate to facilitate this shift in roles & responsibilities from the City Police to the City Corporation, aligning the Show with other major events in London and the UK.
27. However, given the wider need for these functions to be undertaken at other events (eg last year's Commonwealth Heads of Government visit), it would be preferable for the City Corporation to tender a wider framework contract for on-street event support services rather than just a stand-alone contract for the Show. This could then be used by organisers of ceremonial events, livery functions and military parades to call off on a recharge basis, as well as for other on-street City Corporation events.

### Funding

28. The budget approved by the Policy & Resources Committee for the fireworks is currently £125k pa, but to meet the additional security requirements and / or the cost of ticketing the event, this would need to be increased to around £250k should the fireworks continue.

29. In addition, as noted above, logistical costs from Westminster City Council and Transport for London now need to be accommodated in the City Corporation's budget on an on-going basis, and in the long-term, a regular budget for security measures to protect the Lord Mayor's Show is likely to be needed, rather than being found from City's Cash contingencies as was the case last year.
30. Alternatively, the same £125k budget is currently thought sufficient to deliver the Illuminated River lighting installation and other event alternatives, the transfer of responsibilities from the City Police to an event support and stewarding company, and meet the additional Lord Mayor's Show costs from Westminster and TfL.
31. In summary, against a current budget of £125k, the cost of continuing with a Lord Mayor's Show fireworks display is likely to require an increase in budget to around £250k. Alternatively, the various options outlined in this report are currently thought to be deliverable within the existing budget:
- Bespoke Lord Mayor's Show Illuminated River installation - £40k
  - Additional TfL and Westminster costs - £20k
  - Tower Bridge event - £20k
  - Stewarding costs in lieu of City Police resources - £20k
  - Support to Lord Mayor's Show engagement zones - £25k
32. Further work will be required to confirm these budget estimates, including the degree to which security protection measures also need to be accounted for in future years. However, this affordability would appear to support the concept of moving towards a series of broader and more sustainable arrangements to support the Lord Mayor's Show. If agreed by Members, such a combination of events would set a new direction for the Show's wider appeal, and if deemed successful, would form the basis of a longer-term funding commitment from 2020 onwards.

## **Proposals**

33. In summary, the following four proposals are recommended:
- To work with the Illuminated River Foundation to deliver a bespoke lighting installation associated with the Lord Mayor's Show;
  - To work within existing budgets to deliver this installation, as well as fund other increasing costs to the Lord Mayor's Show, including additional recharges from other authorities;
  - To use existing budgets to fund the appointment of an event support company to take responsibility from the City Police for traffic & stewarding the Lord Mayor's Show, as well as other potential on-street events, functions and parades;
  - To work with Lord Mayor's Show Ltd to deliver any additional after-Show events they wish to consider (subject to funding).
34. If agreed, these proposals will be progressed at pace. In particular, a framework contract for traffic & spectator stewarding will require a tender, with the successful contractor mobilised in time to be involved in the planning, consent and approval process for this year's Show.



## **Implications**

35. Despite the popular appeal of the fireworks in previous years, the safety and security of the public remains the City Corporation's primary concern, plus the City Corporation has a statutory duty to minimise congestion on its road network and the networks of other authorities.

36. In terms of the Corporate Plan:

- the Lord Mayor's Show involves the curation and promotion of a world-class cultural experience and event;
- it brings together individuals & communities to share experiences and promote wellbeing, mutual respect and tolerance;
- it's seen to promote the City as the world-leading global centre for financial & professional services;
- it helps promote London for its creative energy;
- there is a clear requirement to protect users of our streets and public spaces in its delivery.

## **Conclusion**

37. An 'end of day' event to conclude the Lord Mayor's Show remains a popular concept, but the challenges of delivering a safe, secure and proportionate fireworks event remain considerable.

38. However, by working with the Illuminated River Foundation to use the City's bridges to deliver a bespoke lighting installation on the Thames, the City Corporation can build on existing partnerships to retain a safe, sustainable and affordable event, releasing resources to fund additional costs for activities essential to delivering the Lord Mayor's Show itself.

## **Appendices**

### **Appendix 1 – Event Assessment Matrix**

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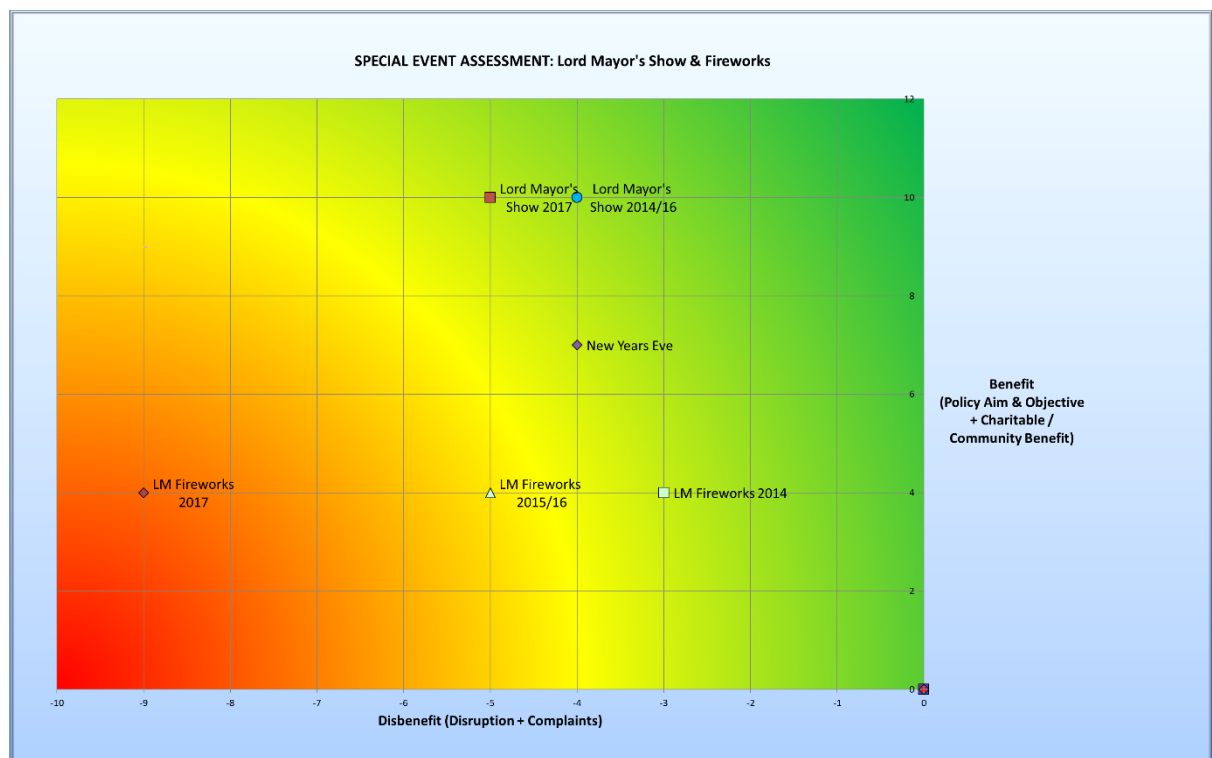
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## Appendix 1 – Event Assessment Matrix

The event assessment matrix applies a standard approach to illustrating the benefits and impacts of different on-street events, and uses the following criteria:

Scoring Criteria	Disbenefit		Benefit	
	Disruption & Impact	Past / Likely Complaints	Policy Aims & Objectives	Charitable / Community Support
	Daytime major road closures / Major impact (-5)	Serious, numerous & political (-5)	City heritage / cultural 'difference' / Corporate Plan (inc visitor & cultural strategies) (5)	Not for Profit' / Large charitable contribution / Overwhelming stakeholder support (5)
	Evening major road closures (-4)	Numerous & political (-4)	London / National / International significance (4)	Charitable contribution (4)
	Extensive weekend road closures / Medium impact (-3)	Numerous non-political (-3)	CoL Partner / City stakeholder (3)	Significant City community non-charitable benefit (3)
	Limited weekend road closures (-2)	Some political (-2)	CoL Community Strategy (2)	Small charitable contribution (2)
	Traffic holds / bubble / minor road closures (-1)	Small number (-1)	Member-only support (1)	Small community benefit (1)
	No road closures No impact (0)	None (0)	No policy objective / No Member support (0)	Fully commercial (0)

The table below applies this methodology to illustrate the increasing impact of the fireworks in recent years, using the Lord Mayor's Show and New Year's Eve as benchmarks.



Up until 2014, the fireworks event was managed largely on traffic holds, until the crowd numbers reached a point where the risks due to conflict between vehicles and pedestrians made this approach unsafe.

Since then, the assessment illustrates how the impact of the fireworks has significantly worsened, firstly due to the need to close Waterloo Bridge in 2015/16 for crowd safety reasons, and then because of the requirement for a more prolonged and widespread security closure around Waterloo Bridge (from Trafalgar Square to Holborn) in 2017.

As the fireworks take place on an otherwise normal working Saturday and overlap with closures still in place for the Lord Mayor's Show, their relative impact in terms of traffic disruption and complaint is now significantly worse than either the Show itself or New Year's Eve.

The above assessment also illustrates the smaller corporate benefit of the fireworks compared to the Show itself, based on its lower community and charitable benefit. In addition, the fireworks do not form part of the Show's statutory function, spectator numbers are always weather dependent, and it is fully understood that they can be subject to cancellation due to bad weather at short notice.