

Committee(s)	Dated:
Culture, Heritage and Libraries – For Decision Streets & Walkways Sub Committee – For Decision Policy & Resources Committee – For Decision	5 December 2016 6 December 2016 15 December 2016
Subject: Special Events on the Highway in March 2018	Public
Report of: Director of the Built Environment	For Decision
Report author: Ian Hughes	

Summary

Although the Director of the Built Environment has delegated authority to close roads for special events, the City has received two applications for new half marathons to be run in March 2018. In accordance with the established procedure, Members are therefore asked their views on whether either (or both) events should be supported.

Planning for the London Landmarks Half Marathon, primarily supported by the charity Tommy's, has been underway for some time. It would be an event organised by charities for charities, and would aim to deliver a City & Westminster focused event that showcases the City's history and visitor experience.

The proposal from London Marathon Events Ltd is somewhat less developed and focuses more on a route taking in east and south London, passing through the City using Transport for London streets. As such, the City is not the primary consenting authority, although London Marathon would aim to include City community groups, attract elite runners and deliver a degree of media exposure.

However, officers have concerns that although it is physically possible to hold two similar mass participation events three weeks apart in March 2018, this will inevitably provoke questions around the appetite of the running community to support both events, the negative impact on both events' effectiveness to deliver sustainable charitable contributions, and the combined disruption on local stakeholders ('event fatigue').

Given Tommy's City-focus, which makes a unique opportunity for the City and Westminster to deliver an event focused on our respective visitor and cultural agendas, officers at both authorities are recommending that planning for that event should begin in earnest due to its significant benefit to the City.

By doing so, this recommendation would indicate a level of support and preference for that event, although the key decision for the London Marathon event lies with TfL. However, officers would look to stipulate to TfL that should they consent to that event, then any proposal must be workable, the impact on the City's network must remain marginal and the event must stay on TfL's network.

Recommendation(s)

Members are asked to:

- Support the London Landmarks Half Marathon (Tommy's) event to take place in the City (subject to detailed traffic management design, communications planning & safety assessment);
- Reiterate to TfL the City's concerns regarding the addition of further events to the event calendar in general beyond the London Landmarks Half Marathon;
- Stipulate to TfL that if approval is given to the London Marathon Events Ltd half marathon, the proposal must pass a 'test of reasonableness', its impact on the City's network must be marginal, and it must remain on TfL's own streets.

Main Report

Background

1. The Director of the Built Environment has delegated authority to allow streets to be closed for special events. However, where there are new events that potentially have a significant impact on the City, we have an established process to ensure the three key Committees are consulted for their views beforehand, those Committees being:
 - Culture, Heritage & Libraries regarding whether the event adequately meets the culture and heritage objectives under their remit;
 - Planning & Transportation (delegated to Streets and Walkways Sub Committee) regarding the impact of the event (DBE derives its delegated authority to close roads from these Committees);
 - Policy and Resources regarding whether an event is appropriate to be held in the City.
2. This report provides information on two events that have submitted applications requesting permission to hold their respective events three weeks apart in March 2018.
3. Taking part in a half marathon in March could provide the ideal training build up for those intending to run the full distance London Marathon event in April (albeit entrance would not be limited to that purpose), and with the London Marathon and Royal Parks Half Marathon currently oversubscribed, there would appear to be sufficient interest to justify having more longer distances races of this type during the year.
4. Approval of either (or both) events needs to be addressed now as both organisers need clarity to progress their event planning in terms of commercial contracts, publicity and funding partners, and both are pressing City Members & officers, plus Westminster and TfL, for approval.

Current Position

5. Those proposed event dates and organisers are:

- 4 March 2018: a half marathon organised by London Marathon Events Ltd
- 25 March 2018: the 'London Landmarks Half Marathon', whose principal charity partner is Tommy's.

6. There are some similarities between the two proposals, but in general they have sought very different approaches to their respective events.

7. Similarities:

- Mass participation events targeted at raising money for charitable causes
- Runners taking part will leverage their own fundraising through individual sponsorship
- An event footprint that extends to more than one local authority area
- A professional approach using experienced event management companies

8. Contrasts:

Aspect	Tommy's	London Marathon
Fund raising approach	An event organised by a charity for charities (not just Tommy's), with all profit and money raised going to good causes	Profits achieved by London Marathon Events Ltd are transferred to the London Marathon Charitable Trust that makes grants to worthy causes.
Geographical area	City & Westminster	City, Westminster, Greenwich, Tower Hamlets, Southwark, Lewisham
Streets to be used	Mainly City of London & Westminster	Mainly TfL
Experience / event portfolio	This would be the only event that Tommy's organise, so it would be their sole focus, with a professional event management company employed to deliver it	London Marathon have the experience of managing a number of similar events in Central London, with three in the City

9. In addition to the above, the key differences between these events relate to their event focus and their use of space in the City.

London Landmarks Half Marathon (Tommy's)

10. Starting with Tommy's, their intention is to work with the City and Westminster to deliver an annual event highly tailored to fit the City's cultural offer and give something back to the Square Mile. That means a complex route using mainly

City and Westminster streets (and limited TfL roads), taking in City landmarks & cultural attractions, working closely with the City's Learning & Engagement Forum and Visitor Development team, and showcasing the City's hidden history to create what they term a legacy event.

11. Overall, the event is intended to be fun and inclusive that provides value to the City by having the Square Mile at its heart, and so the organisers feel that an elite field is not a necessity to make this event successful.
12. In addition, discussions on the route have recognised that the City does not have the space available to accommodate the start or finish of a large mass participation event, so those elements are to be located in Westminster, including a finish near St Thomas's Hospital where Tommy's was founded.

London Marathon Events Ltd

13. By contrast, London Marathon's approach is to use London's streets to facilitate the event and to act as a backdrop, whilst causing the least amount of disruption to the network in the City as possible. The key aspect to their route proposal is that it reverses the usual east to west direction, starting instead in Westminster, passing eastwards through the City by 11am, before taking a more comprehensive route through much of east and south London before finishing in Greenwich.
14. As such, the City may receive little direct benefit from London Marathon's event other than to be seen to facilitate an event that promotes health & wellbeing and raises money for charity. London Marathon have set a goal of working with the diverse community groups of the six local authorities involved to create an event whose 'demographic mix of participants mirrors that of London's multi-cultural population', but it has yet to demonstrate a local City-specific focus, drawing attention instead to its global brand and media offer, and its ability to attract elite level runners.
15. Finally, the event's initial application had a start in Westminster and a festival at the finish in Greenwich. However, there is doubt over Westminster's consent (see below), so instead London Marathon have proposed a new start in the City at Blackfriars. However, the traffic impact of this proposal would be significant as it would close both major north / south and east / west routes across the City, becoming so disruptive as to fail the City's 'test of reasonableness'.

Timing & Combined Impact

16. March is typically clear of major special events, with a large gap between the Winter Run (held on the last weekend in January) and the London Marathon on the last weekend in April. This is shown in **Appendix 1**, which also illustrates that there are certain times of the year (eg May to July) when events take place more frequently than the potential three week gap here.
17. However, despite March being a quiet month, the GLA in particular have expressed concern that competition between two such similar events might dilute

the quality of both, undermine both their respective business cases and there might not simply be enough prospective runners interested to deliver two successful events so close together.

18. The key consenting bodies in London (the GLA, TfL, Westminster & the City) are also concerned about the proliferation of mass participation events in Central London in general. In particular, local stakeholder 'fatigue' is a concern because certain key streets are used over again, leaving some residents disproportionately affected.

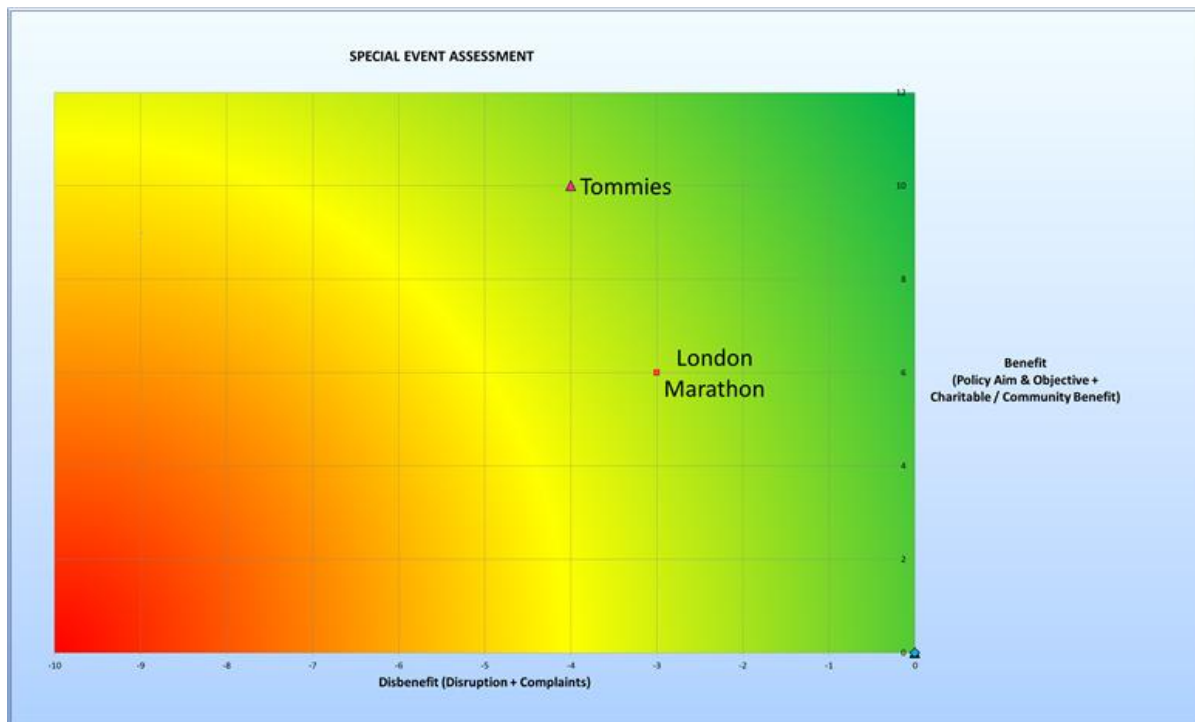
Event Assessment

19. In terms of the Tommy's event, the City and Westminster are clearly the key stakeholders as they have to give formal consent to allow their streets to be used. As a result, there has been a significant level of engagement from Tommy's over many months, making the case for their event and creating linkage to the City's and Westminster's cultural offer.

20. In terms of London Marathon, their approach is far more recent, and they are only proposing to use TfL streets through the City. As such, the City are not directly responsible for approving the event, albeit City stakeholders and streets would still be impacted.

21. Taking all these factors into account, using the City's well-established assessment matrix suggests the following:

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)



Benefit / Disbenefit	Criteria	Tommy's		London Marathon	
		Rating	Score	Rating	Score
Benefit	Policy Aims & Objectives	Visitor & Cultural Strategy	+5	Community strategy	+2
	Charity / Community	Not for Profit / Large charitable contribution	+5	Charitable contribution	+4
Total Benefit			+10		+6
Disbenefit	Disruption & Impact	Extensive w/end road closures	-3	Limited w/end road closures	-2
	Likely Complaints	Small number	-1	Small number	-1
Tot. Disbenefit			-4		-3

22. In effect, the London Marathon proposal in and of itself is a worthy one because it seeks to minimise disruption to the road network in the City and Westminster, it will undoubtedly be well run and well promoted, and it will clearly raise charitable funds for good causes. However, London Marathon's highly successful model has inevitably led to a proliferation of similar-styled events, a lack of diversity in terms of approach, and little in terms of substance to the hosting local authority other than fleeting TV or press coverage.

23. This can be seen in **Appendix 2**, where other than the London Marathon, most mass participation running events in the City are clustered around the 'low / medium benefit, low impact' area because they deliver benefits to charities and the organisers, but not significantly to the City of London itself.

24. By contrast, the Tommy's proposal is more City specific and has the potential to have a significant promotional impact on the City and its cultural attractions, delivering positive economic benefit and creating a legacy event for the City (not just something that happens to pass through the Square Mile).
25. This can be seen on the assessment matrix above, where the slight increase in impact from Tommy's due to its wider footprint is more than balanced by the significant potential for the event to be of much greater direct benefit to the City.

Options

26. Although an initial application for the London Marathon event has recently been submitted to the City, the detail is far less advanced than the Tommy's plan, which was submitted some months ago after extensive discussion to identify a suitable route and marketing plan.
27. Officers have concerns that although it is physically possible to hold two similar mass participation events three weeks apart in March 2018, this will inevitably provoke questions around the appetite of the running community to support both events, the negative impact on both events' effectiveness to deliver sustainable charitable contributions, and the combined disruption on local stakeholders.
28. In that context, it is also understood that due to the large number of road closures associated with Westminster's cultural and sporting programme, Westminster have said that they only have the capacity to accommodate one half-marathon event in March 2018. Of the two proposals, they wish to support the Tommy's application for many of the same reasons, suggesting that this decision was also about providing Tommy's with an environment that would allow it to flourish as much as possible.
29. Although officers expect London Marathon to press Westminster on that decision, the City is equally not tied by it. However, before both events progress further in their planning, it is important to understand Members' views as to whether one or both events should be supported in the City. Therefore a number of options could be considered at this time:

Option 1: The City approve the Tommy's event

- The case from Tommy's to deliver a uniquely beneficial event in the City is sufficient to allow the City to agree for it to take place (subject to the normal safety approval process, detailed traffic management assessment and stakeholder co-ordination).
 - This would imply a preference (as it stands) for the Tommy's event, but importantly it would allow officers to proceed with the planning for that event in conjunction with our respective colleagues in Westminster and TfL.
30. At this point, it should be reiterated that the City cannot directly approve or reject the London Marathon proposal because the event is on TfL's (rather than the City

Corporation's) streets, and as such, the City is a stakeholder but not the approval authority. However, if Members are minded to go further, one of two further options could be considered:

Option 2a: Recommend to TfL that they reject London Marathon's application

- The City could make it clear to TfL that should only one event be thought appropriate for this time of year, the City's clear preference would be to support the Tommy's proposal, in accordance with the significant additional benefit to the City as illustrated in the assessment matrix.
- This view would be on the basis of stakeholder 'fatigue', cumulative network impact and the diluted business case of holding two mass participation events over the same distance so close together in the calendar year.
- Were this to be thought appropriate, then two alternative options could be offered to London Marathon, namely:
 - i. Change the date so that these two events do not conflict so obviously;
 - ii. Change the route so that it still delivers a successful event as far as east and south London are concerned, but that it starts somewhere other than the Embankment, avoiding both Westminster and the City.

Option 2b: Remain neutral on London Marathon's application

- The City could reiterate to TfL the City's position on Tommy's and the concerns about the combined impact of two events, but leave the decision on London Marathon to TfL on the proviso that the event's impact on the City's network remains marginal and it stays on TfL's own streets.
- Given that the London Marathon proposal is still being reviewed due to the decision from Westminster, this would allow the discussions to develop, but set an expectation that the impact of the event on City stakeholders, should it be approved by TfL, must be minimal.

Proposals

31. Having two such events so close together is far from ideal for the reasons outlined above, but on balance, officers feel that a combination of Options 1 and 2b are appropriate at this time. However, Members' views are sought as to whether this approach is supported.
32. To be clear, any approval for either event would follow our existing policy of only offering approval for the first year initially (not in perpetuity), followed by successive three year windows conditional on a successful root and branch review after year 1, and after each subsequent three year window.

Implications

33. It is clear that both organisations have support for their proposals, so a refusal to allow either event to take place will create further debate about prioritising events, how many events local stakeholders are being asked to support, and how such decisions are made. However, by having an established process for assessing event proposals through engagement with Members via reports such as this, the City is better placed than any other approval body to openly address such issues.

Health Implications

34. Both events would help promote the City's Health & Wellbeing agenda by promoting sports participation to its local residential and working communities, and both proposals would seek to draw on both City communities for participants.

Conclusion

35. The London Landmarks Half Marathon proposal has made a unique proposal to work with the City to deliver an event that is tailored to meet the City's cultural and visitor attraction agenda, and as such it is felt that DBE should authorise the road closures necessary to facilitate it.

36. By contrast, although London Marathon's event has significant merit, it is likely to attract a wider London focus that is less City-centric. Therefore, if TfL decide to consent to it, it's suggested that its focus (in the City) should be on minimising the disruption it causes to City stakeholders, rather than trying to replicate the bespoke flavour of the Tommy's event.

Appendices

- Appendix 1 – Event Timeline
- Appendix 2 – Assessment Matrix (Mass participation events only)
- Appendix 3 – Proposed Route Maps for London Landmarks Half Marathon (Tommy's) and London Marathon Events

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APPENDIX 1 – EVENT TIMELINE

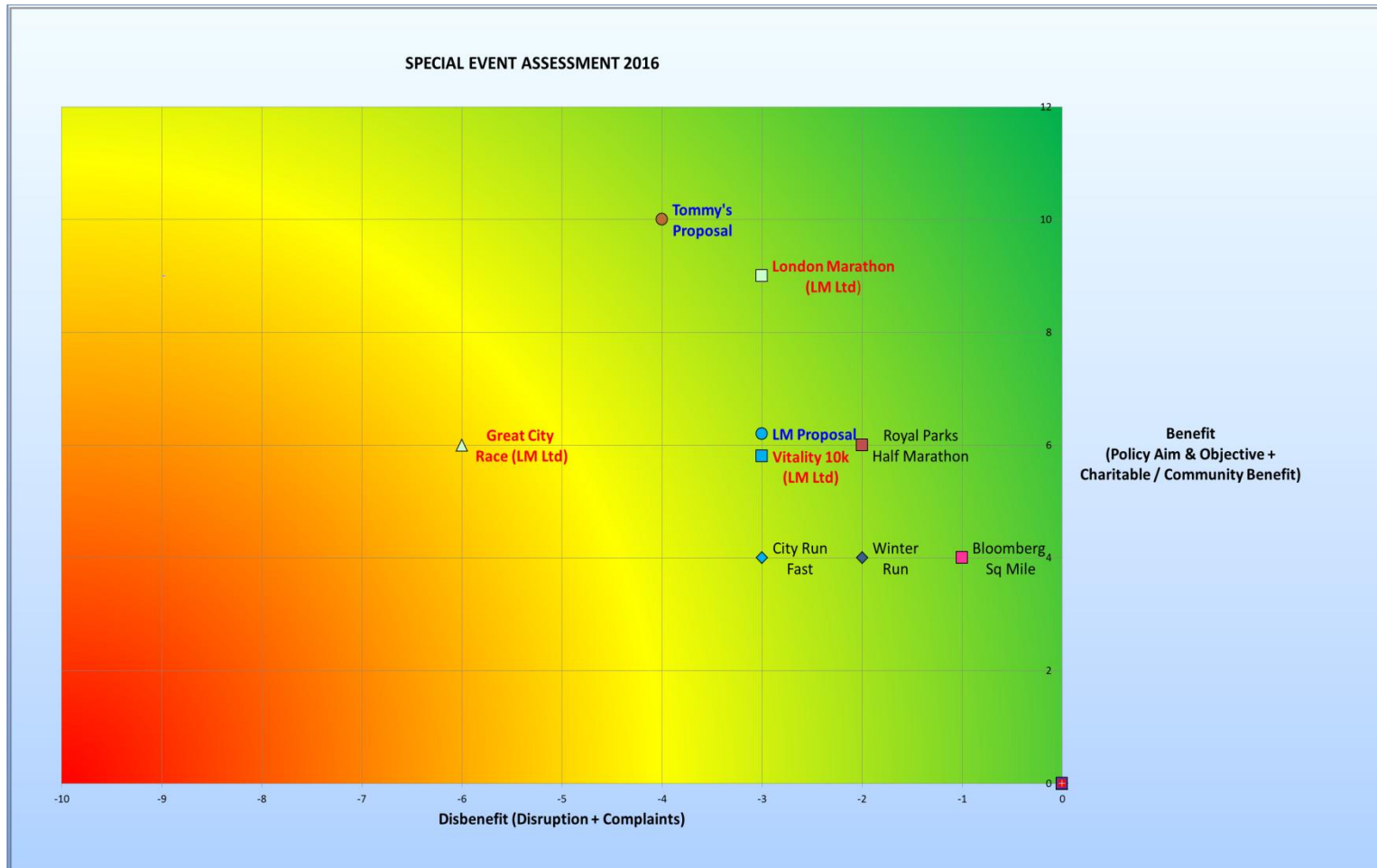
This table overlays LM & Tommy's applications onto those 2016 events expected to return in 2018.

Date	Event	Disruption	Month	Week	Cumulative Disruption									
					1	2	3	4	5	6	7	8	9	
31/01/2016	Winter Run	-2	Jan	1										
04-Mar-18	LM Half Marathon	-3		2										
25-Mar-18	Tommy's Half Marathon	-4		3										
24/04/2016	London Marathon	-3		4										
30/05/2016	Vitality 10k Race	-3		5	Winter Run									
04/06/2016	Nocturne	-4	Feb	6										
19/06/2016	City Run Fast	-3		7										
13/07/2016	Cart Marking	-1		8										
14/07/2016	Great City Race	-6		9										
30-31/7/2016	RideLondon	-3	Mar	10	LM Half Marathon									
22/09/2016	Bloomberg Sq Mile	-1		11										
Oct 2016 (TBC)	Royal Parks Half Marathon	-2		12										
12/11/2016	Lord Mayor's Show	-5	Apr	13	Tommy's Half Marathon									
31/12/2016	New Years Eve	-4		14										
			Apr / May	15										
				16										
			May	17	London Marathon									
				18										
				19										
			June	20										
				21										
				22	Vitality 10k									
				23	Nocturne									
			July	24										
				25	Run Fast									
				26										
			Aug	27										
				28										
				29	Cart Gt City Race									
				30										
			Sept	31	RideLondon									
				32										
				33										
			Oct	34										
				35										
				36										
			Nov	37										
				38	Sq Mile									
				39										
			Dec	40	Royal Parks Half Marathon									
				41										
				42										
				43										
			Dec/Jan	44										
				45										
				46	Lord Mayor's Show									
				47										
				48										
				49										
				50										
				51										
				52										
				1	New Year's Eve									

	Embankment / Thames St only (w/e)
	Embankment / Thames St (Mon daytime)
	City (w/e)
	City (Mon-Fri, evening)
	City (Mon-Fri, daytime)

Appendix 2 – Assessment Matrix (Mass Participation Events Only)

This table shows the position of the two proposed events relative to other similar mass participation running events in the City. It also indicates the three such events already organised by London Marathon Events Ltd.





2018 London Landmarks Half Marathon Proposed Route



Course Map

