




Report for:	Cabinet - 17 December 2013	Item number	
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Title:	Haringey Outdoor Events Policy.
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Report authorised by :	Lyn Garner Director of Place and Sustainability 
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Lead Officer:	Simon Farrow, Head of Client Services x 3639, simon.farrow@haringey.gov.uk
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Ward(s) affected: All	Report for Key/Non Key Decision: Key
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1. Describe the issue under consideration

- 1.1. Cabinet approval is sought for the adoption of a new operational policy for the management of Outdoor Events in the Borough. At the heart of the proposed policy is greater support for local organisations to develop and stage their own events. The proposed new policy also sets out the Council's approach to the management of commercial events in parks. The report also seeks Members' agreement to the reinvestment of all additional events income to support the maintenance and improvements of parks assets.

2. Cabinet Member Introduction

The new policy will increase the support to local people in helping themselves to develop and hold more events in the Borough's parks and open spaces. Equally important is the proposals to reinvest any additional income received to improve the maintenance and of parks in line with agreed community priorities that articulated through the Friends of Parks groups, various pieces of consultation and our Green Flag Park Management Plans. The policy supports a mix of community and



commercial events and together these will contribute to cultural offer across the Borough supporting the local economy and improving the environment within our parks and open spaces.

3. Recommendations

3.1. It is recommended that Cabinet:

- a. Adopt the revised Outdoor Events Policy at Appendix A to this report, with effect from 1 January 2014.
- b. Agree the revised Outdoor Event fees and charges as set out in Appendix B, with effect from 1 January 2014.
- c. Note the consultation report at Appendix C.
- d. Note that under the Outdoor Events Policy, additional large events in Finsbury Park will be approved by the Cabinet Member for Environment, where there is demonstrable community support for such an event. Appendix E Section 4 of the Constitution to be amended accordingly to include this.
- e. Note that current restrictions on Officer decisions will remain and that the Cabinet Member for Environment is still responsible for agreeing any event that:-
 - The expected attendance is over 10,000,
 - The event last more than 7 days,
 - The event last more than 2 days with 5,000 or more in attendance
 - The organiser occupies a site for more than 14 days including their setup and take down period.
- f. Agree that should the Outdoor Events Policy be adopted, additional income generated by events will be used to undertake maintenance works in parks.

4. Alternative Options considered

- 4.1. **Do nothing** – an option to do nothing has been considered as an inappropriate course of action as this would not enable the Council to improve the way it operates and deal with event organisers. This option would mean that the current controls on events in Finsbury Park would remain in force.



- 4.2. This would prevent the Council from increasing the revenue generated by commercial events in the park. It would also prevent the Council from attracting sufficient interest in the park to secure a sustained source of income on an ongoing basis. If no changes were introduced there would not be any support for community groups to develop more local events or to undertake training to increase the skills of local volunteers. In addition any additional revenue generated would be limited to its use in Finsbury Park only.
- 4.3. **Revise controls at Finsbury Park only** – this option was not considered the best option to pursue as it provided only limited improvements to one of the Borough’s parks. Eighty percent of all events take place outside of Finsbury Park and therefore, many more event organisers could benefit from improvements in the available advice and guidance and improved management processes.

5. Background information

Current Events in Parks

- 5.1. During 2012 outdoor events took place on 97 occasions across 24 of Haringey’s parks and open spaces. Over three quarters of events were small events (less than 500 people) and were organised by local groups and organisations. There were no large commercial events that took place in Finsbury Park due to the fact that the proposed 10 day Jamaica Village was cancelled by the organisers.

The breakdown of events by scale and type are as follows:-

Event Type	Number of Events	Small	Medium	Large	Major	Number of Sites Used by Event Type
Community & Charity	70	66	2	2	0	45
Charity Fundraising	12	6	3	3	0	6
Commercial	9	0	0	9	0	7
Organised Fitness Training	3	3	0	0	0	1
Private Hire	3	1	2	0	0	2
Total	97	76	7	14	0	

- 5.2. During 2013 a total of 64 events took place and this was the first time in 2 years that a major event had been held in Finsbury Park:-



- 37 small events
- 12 medium events
- 14 Large
- 1 Major Event

Finsbury Park Controls

- 5.3. The existing controls were agreed by Cabinet in December 2002 prior to the Heritage Lottery Fund restoration of the Park. The decision introduced controls on the number of events and set a target to generate an income to fund the increased cost of maintaining the park following the planned Heritage Lottery Funded improvements to the Park.
- 5.4. The policy control recommendations as agreed in December 2002 are:
1. Limited use of Finsbury Park for commercial concerts/ events.
 2. The number of such concerts/events is limited to 5.
 3. That the Community led 'Finfest' free festival be approved in addition to the commercial concerts/ events.
 4. That £6k of concert/event income is ring fenced to support community events in the park, subject to achievement of the proposed overall income target.
 5. That any additional income generated above the proposed income target is ring fenced specifically for use within the park.
 6. That the attendance capacity for commercial concerts/ events is limited to a maximum of 40,000 and the arena area doesn't exceed the 'Bandstand Field' footprint.
 7. The Council approves the continued use of the park for funfairs for a maximum of 3 bookings per year.
- 5.5. Following the adoption of the above controls the Council secured an exclusive deal with one event promoter and a number of events were held between 2003 and 2007. When this came to an end there was no other ongoing interest in the park and over the last 6 years the park has been used on three occasions. On two of the last three occasions income received has been insufficient to meet the income target for commercial events.
- 5.6. It is therefore imperative that in setting a revised policy it should have sufficient scope to attract ongoing interest from a small number of promoters to operate in the park during the year. The benefit of this will be to protect the Council's income stream in the event that one or more promoters reduce or cease their use of the park



- 5.7. It is recognised that commercial events in Finsbury Park can bring a potential level of disruption to the local residents in the form of increased crime, antisocial behaviour, noise and littering. These issues have been highlighted by residents and Hackney & Islington Councils. The new policy recognises the joint role the Council and the event organisers have to ensure events cause as little disruption as possible to local residents.
- 5.8. Full account of the potential disruption that can occur is taken into account when reviewing the event management plans presented to the Council. As well as being considered by the event staff the event management plan for all licensed events is reviewed by the regulatory authorities. Mitigation actions are then planned with detailed input from the responsible body in each area such as the police, the noise team, London Fire Brigade, Environmental Health, Building Control, London Ambulance Service, Emergency Planning etc.
- 5.9. For each major event a formal debrief is undertaken to review how well the plan was executed and to identify any lessons learnt. Such lessons are then incorporated into future event planning. In the new policy this has been extended to large events as well.
- 5.10. The preparation of a new policy was considered to be the most appropriate course of action as it allows the Council to reflect best practice within this area of its operation. The new policy has been written by drawing on the experience of other practice within London, current event organisers and event management staff. The new policy offers a consistent approach to the management of events across the Borough and seeks to provide clear advice and guidance to event organisers.
- 5.11. This option also offers the Council the best opportunity to improve its support for local organisations to develop and host their own events. This support will include increasing the level of grant funding available and widening the eligibility of who can apply. It will also include providing training to support those wishing to undertake events for the first time or increase the size or complexity of their event. Further support will also be available to existing community events that wish to grow or take place more frequently.
- 5.12. In preparing a new policy and seeking feedback on the controls that apply to Finsbury Park it is also possible to seek to distribute the income received from events across all parks to improve their maintenance.
- 5.13. The approach set out in the consultation seeks to promote a small number of major events concentrated into several weekends each year. Such a proposal makes efficient use of the setup and takedown periods



minimising the disruption to the park. The permitted disruption in the park is no greater if the Council has five 2 or 3 days events than if it has 5 one day events. Such an approach is the most efficient way of creating additional capacity and increasing revenue within the same period of disruption as permitted under the current policy.

- 5.14. The fees and charges are also being reviewed to further maximise income from each event that is hosted in the park. These proposals taken together will play a significant role in protecting parks from further budget reductions in the years ahead as the Council seeks to reduce its overall budget to meet the reductions in central government funding.

6. Other Boroughs

- 6.1. Many other London Boroughs have an Outdoor Events Policy. They generally take two forms. Either they set out specific controls for each park or are more general, setting out things that will or will not be allowed to take place at events.
- 6.2. Hackney's outdoor events policy details controls for each park, including how many events can be held of each size and how many can have amplified music. Therefore, as an example Clissold Park, can host the following events in any 12 month period:-

	Major (over 10,000)	Large (5,000- 9,999)	Medium (250 – 4,999)	Small (up to 249)	Amplified Music
Occasions	3	3	4	15	5
Duration	3	3	4	30	3
Maximum days	9	9	16	450	15

- 6.3. Lambeth, used to have similar controls to those in place in Hackney. However, following a report to their Cabinet in 2011 all controls were lifted and the event programme is now governed by a combination of bookings, professional judgement of Officers and consultation with the friends of each park. This applies to all their parks including key sites such as Clapham Common and Brockwell Park.
- 6.4. In Barnet a point's based system is applied to each size of park and points are awarded on the basis of size of the park, car parking availability, dedicated events space etc. For example Oak Hill Park is allocated 25 points for each year. Therefore, it could have a combination of the following events in a year. The only exception being that funfairs are limited to 3 occasions.



Events	Pts
Fun Fairs (up to 12 rides)	3
1-500 persons	1
501-1,000 persons	2
1,001-2,500 persons	3
2,501-5,000 persons	4
5,000 + persons	5

- 6.5. In all cases discounts or separate fees are in place to support community or charity groups wishing to organise events in parks.
- 6.6. The proposed approach for Haringey is to have controls for Finsbury Park and for all other parks to be controlled by Officers in consultation with the Friends of the Park and Ward Members.

7. Public Consultation

- 7.1. The majority of the draft policy document is a restatement of current procedures and working practice in one document in order that event organisers can find all the information from one source. However, in relation to the controls in Finsbury Park changes are being proposed to ensure that the controls are fit for purpose to limit the use of the park whilst allowing sufficient scope to secure a consistent income stream for parks.
- 7.2. A full report on the public consultation can be found at Appendix C.
- 7.3. Information on the proposals and links to the online survey were distributed to some 7000 properties surrounding the park across the three Boroughs. Feedback on the proposals was received from 262 residents from Haringey, Hackney, and Islington as part of the online survey.

Haringey	182
Islington	36
Hackney	30
No Valid postcode	13
Out of London	1
Grand Total	262

- 7.4. In addition a number of written responses were received from individuals, LB Hackney, LB Islington, Jeremy Corbyn MP, David Lammy MP, Haringey Cycling Campaign, and the Stroud Green Residents Association.



7.5. The key results of the consultation are as follows:-

Proposal 1: That the number of large events permissible increases from five to six; and increases the duration from one to two days (three days on some occasions).

- Overall this was not supported by those responding to the consultation. 20% of people supported or strongly supported the extension in the number of events from five to six.
- 45% of people responding supported or strongly supported staying with five events. 28% of people didn't support staying with five events.
- None of the other bodies outlined in 7.4 above supported the increase in the number of events from five to six. In addition concerns were raised about the length of disruption to the park.

Conclusion – The consultation showed that there was little support for extending the number of events from five to six and in addition concern was raised that additional events would lead to more disruption to the park. Based on this feedback the number of large events permissible is limited to five, of duration from one to two days (three days on some occasions), subject to Cabinet Member approval of additional large events where there is demonstrable community support for such an event.

Proposal 2: To reflect the introduction of the Licensing Act 2003, which means attendance numbers will be decided as part of the licensing process.

- Respondents were asked to make comments on this proposal and there was a mixed response in terms of support, some seeking the Council to limit the maximum number attending the park for events and some that did not understand what this meant in practice.
- Since the introduction of the Licensing Act 2003, where an event includes licensable activities the working practice has been that final attendance figures are agreed as part of the licensing process. This approach has removed any ambiguity about attendance numbers and ensured that attendance numbers in consultation with the Safety Advisory Group (Police, Fire, Ambulance, Transport for London and Council Officers).



Conclusion – Whilst the feedback received was mixed on this proposal the Council still believes that setting attendance levels in consultation with colleagues from the Safety Advisory Group is the most appropriate approach to ensure the safe management of events. Therefore to reflect the introduction of the Licensing Act 2003, attendance numbers will be decided as part of the licensing process.

Proposal 3: That the final area for an event is agreed through the event planning process, as the individual needs of each event is different

- Respondents were asked to make comments on this proposal and there was a mixed response with some seeking the area to be contained to the bandstand field area, some agreeing that it was sensible to be able to vary the area used to reduce the impact on the same part of the park each time and some, particularly Hackney residents suggesting that events take place further into the park.

Conclusion – There were mixed views on this proposal, however the Council considers that there is merit in varying the area used for events, especially in recognising those comments received from Hackney Residents. Therefore, it is proposed that the final area for an event is agreed through the event planning process, as the individual needs of each event is different.

Proposal 4: To extend the control on funfairs to now also include the circus, therefore increasing the number of visits from three to four per year.

- There was limited support (28%) for the extension of the controls to increase the number of visits of funfairs from three to four.
- 48% of people supported limiting the funfair to 3 occasions per year as is the case now. There were also a number of written comments about the disturbance the fairs caused and also some concern that the fairs brought with it an increased level of anti-social behaviour.

Conclusion – The views of consultees have been taken into account and in particular the concerns around increasing the number of funfair events. Therefore it is proposed that the fair should continue to be limited to three occasions per annum, and where possible the location in the park should be varied or the number of occasions when the fair visits to be reduced.



Proposal 5: That the use of additional income generated can be used in other parks in the Borough as well as Finsbury Park.

- There was overwhelming support for the reinvestment of event income back into parks.
- 78% of people supported an approach that ensures the investment needs of Finsbury Park were addressed first and then income could be dispersed to other parks. Only 25% of respondents supported using the income to support all parks equally.
- Respondents were also asked to give their priorities for investment and feedback was received on 21 different priorities. The top five priorities were:-
 1. Cleanliness
 2. Toilets
 3. Quality of flowers and shrubs
 4. Diversity of wildlife
 5. Litter bins
- An improvement plan is now being developed as part of the Green Flag Management Plan for Finsbury Park to ensure that these priorities are addressed during 2014. There next important set of priorities for respondents included the following:-
 6. Cafes
 7. Sports facilities
 8. Dog control
 9. Lighting
 10. Seating
- Plans for improving these aspects will also be included in the Green Flag Management Plan for the park and will begin to be addressed over the next two years.

Conclusion – The views of consultees have been taken into account and in particular their preference to see the needs of Finsbury Park first before investing in other parks. In addition clear priorities for improvement have been identified. Therefore it is proposed that event income generated in Finsbury Park should be used to address the 10 identified priorities Finsbury Park. Remaining income can then be used to improve the maintenance in other parks in the Borough.



Proposal 6: That a sum of £20,000 per annum be set aside from the events income so that;

- annual community led festivals in the parks will continue to be supported (subject to approval)
- A wider programme of community activities is supported throughout the year in a number of Haringey parks – this might include initiatives such as a school holiday sporting programme, national play days and cultural events.
- Of those responding 62% supported the reintroduction of a community led festival, including a number of local businesses who were keen to support such an event. 52% of people also supported a wider activity programme running in parks. A number of comments were received about whether the sum was sufficient to support a programme beyond Finsbury Park itself.
- In addition comments were put forward that the process of applying for funding was onerous for the sums involved and should be as simple as possible. Equally it may be necessary to make available funding in advance of the event or activity to the community as funds weren't always available to pay out the money and then claim it back.

Conclusion – The views of consultees have been taken into account and in particular the support for the community festival and a wider activity programme. It was also identified that the process needed to be simple and that funding needed to be available in advance of an event in order to encourage smaller groups to host events. Therefore it is proposed that the Council should facilitate the development of a community led festival programme and seek to assist in establishing a wider programme of activity in a number of Haringey Parks. Funding for the festivals and activity programme would be made available through event income received. The application process should be reviewed and funding should be made available in advance where appropriate.

Proposal 7 & 8: Communication improvements

Proposals 7 & 8 in the consultation set out various proposals for improving the communication around events, including a dedicated information website, changing the way the Council involves residents in the information sharing about events and introducing web, email and social media notification of proposed and planned events.



- All of these proposals were broadly supported and a number of suggestions were made to improve these proposals further. LB Hackney and LB Islington also made request about coordinating event dates with those taking place at other venues in their respective Boroughs. They also asked to have as much notification as possible on planned events.

Conclusion – The Council will introduce all the communication improvements outline in the consultation. In addition Hackney and Islington also asked to have additional notification about events in Finsbury Park and for consideration to be given to not holding events at the same time as major events in their Boroughs. The Council will therefore prepare an Event Communication plan which will set out how and when residents and other statutory bodies will be communicated with at all stages of the event management process..

Other key results of the Consultation

- LB Hackney and LB Islington both requested that the Council consider putting in place a Designated Public Place Order, (DPPO), sometimes known as controlled drinking zones, to deal with anti-social alcohol drinking in public places. This would then be coterminous with the orders already in place in LBH and LBI.

Conclusion – The viability of such a proposal should be investigated further and where consider appropriate further controls should be put in place to be consistent with the approaches taken in neighbouring Boroughs.

8. Fees & Charges

- 8.1. The Council already publishes its events fees and charges as part of the annual fees & charges setting process. All current fees and charges have been reviewed and benchmarked across comparable other London Boroughs. Benchmarking is not straightforward as no two charging policies are the same, so key headline rates have been used.
- 8.2. The proposed fees and charges set out at Appendix B seek to maximise the income from a limited number of commercial events whilst minimising the cost to local community groups. Overall the cost to community groups has reduced by 15% and commercial fees have increased by at least 10%.
- 8.3. In addition Officers will be doing further work and take advice from various people such as Alexandra Palace, other local authorities and



industry advisors to establish if there are other areas of the event where the Council should be seeking to gain a portion of the revenue generated e.g. photographic rights, merchandising, catering. Any proposals will be included in the 2014/15 Cabinet review of fees and charges.

8.4. The proposed hire fees have been established on the following basis:-

- Application Fee – All applications will be subject to an application fee which is non refundable and payable with the submission of the application fee.
- Booking Fee – All applications will be subject to a booking fee which is payable once the event is approved in order to secure the date and venue.
- Daily Hire Fee (including operational days and site hire days) – All applicants will be subject to a fee for the day(s) on which the planned event takes place.
- Setup and Set down Fee – All applicants will be subject to a separate fee for the period in which the park is occupied
- Grounds Deposit – All applicants with the exception of small community events will be charged a site ground deposit to cover the cost of any repairs or damage that may occur during the event.
- Environmental Impact Charge – All applicants will be charged a flat rate fee dependent on their event to cover the cost of the environmental impact on the park.

8.5. Registered Park User groups organising small community events will not be subject to any fees for holding events.

9. Income Generation

9.1. In the majority of cases income derived from events is used to cover the cost to the Council of administering the process. However, were an event is of a commercial nature then there exists an opportunity to generate an income for the Council. In the first instance this is to be used to meet the annual income target which forms part of the parks base budget. In 2014/15 the income target is £245,000.

9.2. In 2002 a sum of £6,000 has been set aside to support a community led event in Finsbury Park. Under the revised policy it is proposed that this sum will be updated to £20,000 per annum to reflect the increase in costs over time. This sum will be used to support local community



groups to cover costs associated with their event and to provide training to up skill community volunteers.

- 9.3. The Cabinet in December 2002 relating to Finsbury Park events resolved to reinvest any additional income derived from events into the Park. It is proposed as part of the new policy that this should remain the case and that event income generated in Finsbury Park should be used to address the identified priorities Finsbury Park. Remaining income can then be used to improve the maintenance in other parks in the Borough.
- 9.4. Following the implementation of the new outdoor event policy, and subject to securing the necessary commercial bookings, it will be possible to fund a significant proportion of the parks maintenance needs across the Borough.

10. Comments of the Chief Financial Officer and Financial Implications

- 10.1. As part of previous year's budget processes, savings related to additional fee income have been agreed that amount to £85,000, which have been split £40,000 in 2013/14 and £45,000 in 2014/15. The revised target has been met in 2013/14 but this policy will enable the 2014/15 saving to also be met. Any additional income over and above the revised income target will be reinvested back into the parks. It should however be noted that Income levels are volatile.

11. Head of Legal Services and Legal Implications

- 10.1 In agreeing the recommendations in this report and the revised Outdoor Events Policy, members should take into account the outcomes of consultation with the public and stakeholders, as set out in the consultation report and as summarised at section 6 of the report. Further, in reaching their decision on the recommendations set out in the report, the Council must have specific regard to the authority's public sector equality duty. Members should take into account the equalities impact of the proposed policy, as set out at section 11 to this report.
- 10.2 In accordance with section 56 Public Health Act 1925, when any part of the park or ground has been set apart by the local authority for the purpose of cricket, football or any other game or recreation, the local authority may charge reasonable sums for the use thereof for that purpose.



12. Equalities and Community Cohesion Comments

- 12.1. Where the Council is proposing a change in policy, the implications of the proposed change must be considered and their impact on protected groups assessed in accordance with the Council's public sector equality duty.
- 12.2. An equality screening tool was completed in regard to the proposed policy and found that the proposal has no impact on protected characteristics other than religion or belief.
- 12.3. The policy retains the existing provision that organisations professing a religion or a belief can hire the park like any other group, but they cannot book the park primarily for an act of worship. Whilst this could have the effect of discouraging religious or belief organisations from using the park primarily for an act of worship such as praying, such events could by their very nature exclude others from attending the event or using the park more generally. In hiring a park for an event the Council wishes to promote all events as inclusive to the whole community. Further, the policy does permit acts of worship where incidental to the overall event, for example a convention.
- 12.4. Park users, in particular groups booking parks for events are not monitored by protected characteristics so it is not possible presently to say what proportion comprise religious or belief groups that could potentially be affected by this policy.

13. Head of Procurement Comments

- 13.1. The report does not include any procurement proposals

14. Policy Implications

- 14.1. The implications of the adoption of the new outdoor events policy will be as follows:-
 - A clear policy covering events in parks and open spaces will be available for the first time to guide organisers and officers in the planning, management and delivery of events in the Borough.
 - Community groups will have more support through reduced fees, training, grant funding and improved advice and guidance. This will help to grow the number of community led events and improve the overall quality of delivery. Funding will be made available in advance to support small events get off the ground.



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- Commercial event organisers will pay more for their use of the parks, as well as making a contribution to the wider use and development of the park through the Environment Impact Charge. This money will be used by Friends of the Park to realise some of their goals.
- A strong framework will be in place to grow the number of events to broaden the cultural offer in the Borough and bring communities together through new local events.
- Controls on the use of Finsbury Park will be modified to increase the number of event days in anyone year from 5 to 5 events lasting up to 3 days on some occasions.
- A sustainable income can be generated to meet income targets and to reinvest money back from all events in all parks into the Boroughs parks.
- Communication about events will be improved to ensure residents are aware of forth coming events so that they can plan to attend or plan for any disruption in the local area.

15. Reasons for decision

- 15.1. Having consulted widely and reviewed the feedback received from residents, organisations and other local authorities, the original proposals have been amended. The revised proposals that are now carried through to Outdoor Event Policy document to ensure the future management of events is efficient and effective.
- 15.2. Through the introduction of the new policy the Council wishes to support and promote wider participation by the community both in events and to host their own events. Furthermore, income from events can be used to support the aims of the policy and to generate funds to reinvest against the identified priorities for Finsbury Park and other parks.

16. Use of Appendices

- 16.1. Appendix A – Outdoor Event Policy
- 16.2. Appendix B – Proposed Fees & Charges Jan 2014
- 16.3. Appendix C – Results of Public Consultation (inc Appendix A-G)

17. Local Government (Access to Information) Act 1985



Haringey Council
17.1. N/A