

Report by Lucy McMenemy, Cultural Development Manager, 8 January 2020.

# Item 4 - Logistical Review of Hackney Carnival in 2019

# 1.1 Cost of the Hackney Carnival 2019

1.1.1 Hackney Council is the main funder of Hackney Carnival. In parallel to a significant annual increase in audience numbers since 2013, the council has increased its expenditure on the event each year in order to ensure the event is safe and accessible.

In 2019, the Hackney Carnival cost a total of £591,090. Of that amount, £11,312 was spent by the Cultural Development Team in the previous financial year (2018-19) on initial scoping reports and some of the Carnival Artistic Director's time.

1.1.2 Expenditure in 2019-20 was funded from the following sources:

LBH Cultural Development Team	£261,035
Additional LBH carnival budget	£290,000
LBH Events team	£14,282
Arts Council England	£10,000
LBH Communities for Health	£3,775
LBH Stalls income	£687

The spend was allocated as follows:

Services (council and external):	£272,618 (47%)
Infrastructure:	£104,950 (18%)
Professional fees:	£97,730 (17%)
Artistic content and community engagement:	£40,981 (7%)
Communications:	£29,434 (5%)
Event crew:	£24,138 (4.5%)
Awards Ceremony:	£3720 (0.5%)
Licensing and admin	£3104 (0.5%)
Welfare:	£3102 (0.5%)

Services, which accounted for the largest proportion of spend, included traffic management, security, waste management, CCTV operatives, parking suspensions, first aid, drivers, TfL staff, noise management, hostile vehicle mitigation operatives, event control staff, enforcement, and environmental health.

Many council services worked on the delivery of the carnival, including:

- Events Team
- Communications
- Emergency Planning

- Commercial Waste
- Licensing
- Enforcement
- Environmental Health
- Markets
- Highways
- Parking
- Regeneration

A total of £79,881 was paid to the above council teams for their services.

- 1.1.3 The police did not charge for their services on the day, but they have advised us that they spent in the region of £200,000 on officers and other police resources. The police have advised us that they will not be able to support the event to this extent in the future. TfL charged £500 for their services, but have advised that that amount may increase in 2020 to reflect the actual cost which is in the region of £3,500.
- 1.1.4 It should be noted that the above costs do not account for all of the time spent by Council staff on the event. Three officers dedicated significant amounts of time to the event, as follows:
  - Lucy McMenemy, Cultural Development Manager spent approximately 80% of her time on the carnival throughout the year
  - Leanne Douglas, Service Development Manager, Events spent the equivalent of approximately four months full time working on the carnival
  - Jane Young, Cultural Development Manager spent time planning the Faggamuffin sound system

Lucy, Leanne and other council colleagues reported the necessity to work considerable amounts of overtime to deliver the event. The board accepted that this is not a sustainable way in which to manage the event in the future.

### 1.2 Learnings from the new route and greater spread of stages in 2019

1.2.1 The Cultural Development Team has managed the Hackney Carnival since 2013, during which time the audience has grown from 12,000 to approx 88,000.\* Due to this rapid growth in audience numbers, a new event layout or 'event footprint' was required for the Hackney Carnival in 2019 to safely accommodate the crowds.

The previous format comprised four sound systems and 20 market stalls in Ridley Road, a live stage and a pop up children's play area in Gillett Square, a judging area and playbus in Hackney Town Hall Square and a 3-mile procession route that started and finished in Haggerston Park.

The new format comprises:

- Seven sound systems in the following locations:
  - o Town Hall car park

- o Town Hall Square
- o Tesco Car Park (2 sound systems)
- St John at Hackney front garden (2 sound systems)
- o Bohemia Place
- A live stage in the St John at Hackney Paddock
- A live acoustic stage on Churchwell Path
- Pop-up children's play areas in Hillman Street, Hackney Town Hall Square and St John at Hackney's walled garden (playground area)
- 43 market stalls located across the above locations
- A 2-mile procession route that starts and finishes adjacent to London Fields

The reconfigured event was thoroughly evaluated, providing the following learnings:

# 1.2.2 Carnival groups' perspective:

The new carnival route worked well from the point of view of the carnival groups.

The relocation of the procession starting point to Mentmore Terrace, adjacent to London Fields, and the extended barriering of Mare Street to create a clear route for the performers had a positive effect on the presentations by the carnival groups at the judging point at the Town Hall Square.

The carnival groups were fresh and well organised as they reached the judging area and they had plenty of space to perform. This was especially true of carnival groups with children, who said that they were less tired when they reached the judging point. As a result, the groups felt they had the optimum conditions in which to perform, the judging process had less interruptions and delays and the procession finished on time.

There was some concern expressed by one of the carnival groups about the use of Lansdowne Drive as part of the procession route due to fears relating to gang territories, but working in close liaison with the community safety teams, it proved to be safe on the day.

Many groups struggled with vehicle access on the day, and had to park and carry their costumes and equipment from further away than expected.

Most groups felt that the second judging point (on Queensbridge Road) wasn't needed.

The groups' feedback about the new route can be summarised as follows:

- More changing rooms are needed, closer to the float line up area
- We need to improve vehicle access and parking for groups, closer to float line up area
- Drivers need to drive at a steady pace at all times
- We need to review the need for the second judging area
- Better planning is needed for the end of the procession so that groups can collect their belongings
- Better signage is needed for the accessible toilets
- We need to provide more accessible toilets and changing spaces on the procession

route

# 1.2.3 Event Management perspective

The new route and static sites (stages, sound systems, play areas and wellbeing area) worked well, although being the first year of the event, there were many learning points, which are described in detail in the Debrief notes (see Appendix 1).

Continental Drifts, the contracted event management company, regarded the new route as a success, being much easier to manage than in previous years. The procession started late due to security concerns about a car parked on the route, but it finished on time nevertheless.

# Key learnings were:

The more compact nature of the event layout benefitted the policing of the event, as the police were able to focus on one area of Hackney rather than being spread across two, as they were in previous years.

There was a pinch point at the junction of Mare Street and Graham Road, as the procession went past, specifically the north to south crossing point. This was quickly addressed and resolved by police and security staff by moving barriers away from the pavements into the road, to create more space for pedestrians. In the future, there is a need for more room for circulation on the east side and a contingency plan to divert people.

The sound systems at Tesco car park and Bohemia Place reached crowd capacity and access was limited thereafter by security who clicked people in and out of these spaces.

Bohemia Place is no longer considered big enough to host the QTIPOC-led Faggamuffin sound system in the future and the location of traders in that space is also problematic, as the council has no control over them (on private land).

Radio signals failed in Tesco car park and Bohemia Place, which meant that security and event management staff had no contact with Event Control at times, other than via mobile phones, but these were also unreliable due to signal issues at Stoke Newington Town Hall. There was also limited CCTV coverage of the route and static sites - this needs to be developed in the future.

There were vehicle access issues for production staff, carnival judges, police and artists due to the effective security put in place at road closures. A single point of access is required to ensure that all working on the event can gain entry, whilst also allowing the comprehensive vetting of those entering the footprint.

Some of the artistic programming on Narrow way created congestion, and this can be addressed with different programming in the future.

Gould Terrace was used by members of the public as a toilet at the end of the event, despite pro-active efforts to ensure this didn't happen. This was partly caused by the early collection

of toilets, immediately after the end of the event. Toilets should be left in place for longer in the future.

Continental Drifts felt that they needed an extra day for the event build, due to the increased number of sites. Ideally all sites would be available the day before the event, and St John's even earlier. St John's Churchyard raised challenges due to the delicate stone paving at the back of the church, which prevents vehicles entering the space - this created additional work as staging and generators had to be brought in by hand. It was also suggested that the production area is moved to Urswick School instead of Tesco Car park.

## 1.2.4 Audience / resident perspective

There were mixed reactions to the change in layout. The majority of anecdotal feedback from carnival audience members was positive about the way in which all aspects of the carnival could be experienced in close proximity in Hackney Central.

The new layout prompted a significant number of complaints and correspondence in advance of the event from residents and businesses.

Some businesses were disappointed by the change in layout, feeling strongly that Ridley Road / Dalston should be part of the event, especially shop keepers in Ridley Road.

Some residents were concerned about the proximity of the event to their homes, such as residents living in close proximity to St John at Hackney's churchyard, who expressed their frustration before and during the event about the noise created by the carnival (their tolerance being affected by approximately two years of noise created by the developments being built around the churchyard). The main issue on the day for these residents was the reverberating bass from the sound systems in the front garden of the church.

Approximately half of resident complaints to <a href="mailto:Carnival@hackney.gov.uk">Carnival@hackney.gov.uk</a> and <a href="mailto:Mayor@hackney.gov.uk">Mayor@hackney.gov.uk</a> were about road closures, traffic management and parking suspensions. A few residents enquired about plans for residents with disabilities, voicing how the parking suspensions and road closures stopped them from leaving home.

Regent Estate TRA had concerns about the procession travelling down Pownall Road, specifically vehicle access on the day for those living in cul-de sacs, litter and antisocial behaviour. The TRA also complained about the lack of consultation, beyond letters that went out to all on the event footprint. Their concerns were addressed by allowing prearranged access for carers' vehicles, providing parking permits in neighbouring CPZ areas for those who would be 'land-locked', additional litter collections in front gardens, providing more toilets on this stretch of the route and employing additional staff to address any antisocial behaviour. The only issue reported by the TRA after the event was a small amount of litter which was dropped after the council's cleansing team had swept up at the back of the procession.

A few other residents reported anti-social behaviour (such as public urination, littering, loitering, drug use and indecent behaviour).

\*An analysis of the numbers of people at the carnival was carried out by Professor Keith Still, an expert in this field. A spectrum of possibilities was identified, from a lower limit of 60,000 attendees (based on attendance figures from previous years) and an upper limit of 107,239-117,239 attendees (based on photos, data from TfL, venue capacities, CCTV and video footage). The mid-point of this range (88,000) has been used as a conservative estimate for the attendance of Hackney Carnival in 2019. This number should not be treated as the exact attendance figure and rather an estimation based on the analysis by Professor Keith Still.

## 1.3 Transport and road closures

1.3.1 Road closures were put in place at least one junction away from the procession and static event sites, to ensure that traffic was nowhere near the event. The road closures were also in place for longer than previous years, starting in some places at 7am and re-opening between 6-9pm.

While this rigorous approach to the road closures created some significant challenges for Hackney's Highways team and TfL, it successfully created a safe, traffic-free environment for the carnival.

1.3.2 The key challenge for the Highways team was the closure of Mare Street from 7am until 9pm. This created network issues throughout the day.

The key challenge for TfL was the lack of access for buses to and from the Clapton bus garage, in the heart of the event footprint (at the bottom of the Narrow Way). Buses were able to leave the garage until 12noon, and thereafter were not able to return until after 8pm. The plan had been to allow the buses back into the garage from 6pm, but on the day, the buses parked up on Amhurst Road instead.

1.3.3 Hackney's Highways team reported no formal complaints to Highways about the road closures from the public on the day. This may be due to two factors; members of the public used the <a href="mailto:Carnival@hackney.gov.uk">Carnival@hackney.gov.uk</a> email address to express their concerns / issues; and resident communications about the event were widely distributed (printed letters to 22,000 addresses) providing information, and in some cases parking permits, to mitigate the inconvenience of the event to regular travel and parking arrangements.

# 1.4 Safety

1.4.1 The carnival event safety plans are developed by a Licensing, Operations and Safety Planning Group (LOSPG) which includes representatives from the emergency services, relevant operational council services and contracted service providers such as security, traffic management and noise management.

This group develops plans through monthly meetings, where safety plans are developed for each static site, the procession and for the event footprint as a whole. Emergency access routes are devised with the emergency services.

1.4.2 A key change in event plans in 2019 was the very significant increases in security, traffic management and Enforcement staff, which enhanced safety alongside tighter strategic plans. (344 security staff were employed for the day.)

Another new development in 2019 was the introduction of Hostile Vehicle Mitigation (HVM), which is infrastructure (such as movable barriers, weighted blocks and heavy vehicles) put in place at key points where hostile vehicles could potentially drive at speed into crowds. The locations of the HVM were decided upon in consultation with the police and were regarded as successful deterrents on the day. Some adjustments need to be made to the specific types of HVM used in each location and security staff need to be better informed about the purpose of the HVM.

1.4.3 The Met police stated that from their perspective, the event was a success, due to everyone working together. They recognised the excellent work of the council's Enforcement team.

The police's main issue was with gang members and dealers attending the event (in the proximity of the sound systems), some of whom came with weapons, and caused territorial issues between themselves. Additional police resources were brought in to support their response to this.

Sec 60 was imposed after a certain amount of weapons were seized, which enabled the police to stop and search individuals. The police also cordoned off Gillett Square.

The Met police have informed us that there must be a drive for policing to reduce, and for security staff to increase in the future.

- 1.4.4 The Enforcement Team reported receiving no complaints on the day.
- 1.4.5 The risk of overcrowding was a significant concern during the planning process, particularly regarding the ramped entrance to Hackney Central station. On the day, this did not cause a problem as passengers moved freely in and out of the station with the support of TfL staff and members of the carnival security team. However, as described in 1.2.2, there was overcrowding at the junction of Mare Street and Graham Road, when the crowds experienced some crushing due to the tight placement of barriers between the pavements and the road. This indicates a need to review our barrier and pedestrian movement plans around this area for 2020 onwards.
- 1.4.6 Five environmental health officers attended the event and inspected the hygiene practices of food 43 food traders. There were many issues, which are outlined in detail in the debrief notes.

# 1.5 Review of delivery arrangements for 2019

1.5.1 A carnival Delivery Board was established in 2019 to oversee the planning process for the carnival. This was chaired by Kim Wright, Director for Housing and Neighbourhoods, as many of her services are involved in delivering the event. Other members of the board were heads of relevant council services and lead officers for the carnival.

The board initially met monthly, then from July meetings were held every two weeks leading up to the event.

The purpose of the Delivery Board was to:

- Efficiently co-ordinate, support and facilitate the multiple sites that make up Hackney Carnival.
- Deliver an event of significant value, culturally, socially and economically.
- Create robust and accountable internal organisation and infrastructure.
- Effectively work with the local community, strategic partners, stakeholders, relevant agencies and bodies.
- Protect and increase audience reach and engagement.
- Implement practical and lasting measures to improve on the performers' and public's experience.
- Maintain high professional standards in regards to event management, prioritising safety and mitigating risks.

The board's objectives were to:

- Prioritise safety.
- Ensure performance, participation and inclusion are central to artistic programming.
- Increase audience reach and engagement.
- Facilitate safe and suitable spaces and opportunities for performers and audiences.

The outputs secured by the board were:

- The artistic, financial and operational management of carnival.
- Proposals for a secure, safe and sustainable model, operational plans and an artistic framework for carnival.
- Compliance with all regulations statutory, advisory and good practice.
- Due diligence and financial transparency.
- Regular and structured opportunities to foster and maintain public and stakeholder engagement with everyone involved in or affected by Carnival.

Regular items on the agenda were updates on the carnival budget, progress on operational planning and associated information to do with the event programming.

Updates on the progress of the LOSPG planning process reported to the Delivery Board included outlines of the following operational plans:

- Carnival Traffic & Route Management
- Carnival Parade
- Carnival's static sites
- Sustainability and cleansing management
- Crowded places
- Communications
- Documentation
- Stakeholder feedback and updates

Updates on the carnival's artistic programminig and community engagement outlined the planning process undertaken with the following artistic stakeholders:

- Hackney-based carnival groups
- Hackney-based sound systems
- CAMF, a collective of carnival groups based in Notting Hill
- Regional carnival groups
- Hackney-based play providers
- Hackney-based arts organisations
- Hackney-based schools
- Hackney-based community groups
- Individuals and artistic groups who apply to take part in the carnival programme

### 1.6 Roles of different services in delivering carnival

A number of Hackney council services played a role in delivering the event in 2019. All attended meetings with the Cultural Development and Events Teams and were also represented at the monthly LOSPG meetings. Their specific roles are as follows:

## 1.6.1 Cultural Development

Hackney's Cultural Development Team was responsible for the delivery of the carnival, in collaboration with multiple colleagues in the services below. The Cultural Development Team directly undertook the following tasks:

- Devising the Forward Plan for the carnival, which sets out a vision for the cultural and social impacts of the event in relation to the borough's Arts and Cultural Strategy
- Procurement and contract management of event management, artistic direction and other relevant services
- Liaising with all relevant council services, developing shared plans
- Liaising with key strategic partners e.g. GLA, TfL and Westminster Council
- Liaising and developing partnership agreements with static site venue managers
- Setting up and servicing the LOSPG and Delivery Board meetings
- Setting up and servicing regular carnival group meetings
- Writing operational event documents
- Administering a small grants process for the carnival groups and subsequent contract management
- Supporting carnival groups in developing their own funding bids
- Budget Management
- Making payments to contractors
- Seeking external funding / sponsorship (successfully securing from Arts Council England and Second Skin respectively)
- Developing carnival merchandise
- Writing and distributing resident and business communications via letters, leaflets on cars. TfL sites, plus attendance at relevant forums and 1:1 meetings
- Commissioning community engagement workshops in schools and community groups, and overseeing an advertised application process
- Recruiting volunteers

- Organising VIP plans
- Ensuring environmental sustainability is embedded into event production plans
- Dealing with pre-and post complaints
- Organising the carnival awards ceremony
- Setting up and servicing all carnival debriefs and undertaking evaluation with all involved
- Supporting the development of the Social and Economic Impact Report
- Delivery of the Faggamuffin sound system

#### 1.6.2 **Events**

The Events Team supported the operational planning process and led the LOSPG group. This was a very significant contribution to the event, providing the carnival planning team with access to the extensive event management expertise within the organisation. In detail, the Events team undertook the following tasks:

- Leading on the LOSPG and providing expert operational direction
- Supporting liaison with key partners such as the Met police
- Providing a minute-taker at LOSPG meetings
- Procuring H&S, event control and traffic management consultancy services
- Devising a robust Control and Command structure, and event control plans
- Writing a comprehensive set of operational event documents
- Leading Event Control on the day

## 1.6.3 Communications

Hackney's Communications team carried out the following tasks:

- Producing a Resident and Business Communications Strategy
- Producing a Media Incident Plan
- Supporting the writing of resident and business communications
- Supporting the writing of responses to complaints
- Development of a new graphic identity for the carnival
- Writing press releases and promoting the event via social media and website
- Producing promotional features in Hackney Today / Hackney Life
- Leading on the development of the carnival app
- Management and delivery of promotional and operational communications on the day

## 1.6.4 Emergency Planning

Hackney's Emergency Planning team undertook the following tasks:

- Commissioning the installation of CCTV cameras in new locations in Hackney Central
- Provision of Emergency Planning room in Stoke Newington Town Hall for Event Control
- Provision of radio bases and related radio infrastructure
- The services of the Emergency Planning Duty Officer and CCTV operator on the day

#### 1.6.5 Commercial Waste

Hackney's Commercial Waste team undertook the following tasks:

- Development and delivery of a Comprehensive Cleansing plan for the carnival footprint
- Provision of drivers for the carnival procession vehicles
- Provision of vehicles and drivers for aspects of the HVM strategy

## 1.6.6 Licensing

Hackney's Licensing team undertook the following tasks:

- Advice on licensing requirements for all aspects of the carnival programme
- Provision of licensing officers to ensure compliance at the event on the day

#### 1.6.7 Enforcement

Hackney's Enforcement team undertook the following tasks:

- Support of pre-event communications regarding potential areas of concern
- Provision of Enforcement Officers on the day
- Support in tackling illegal sound systems early in the day

#### 1.6.8 Markets

Hackney's Markets team undertook the following tasks:

- Supporting the identification of suitable trader locations
- Recruitment of carnival traders through an application and interview process
- Compiling a traders pack of information
- Ensuring environmental health checklists were completed by traders

#### 1.6.9 Environmental Health

Hackney's Environmental Health team undertook the following tasks:

- Collating Environmental Health checklists from traders
- Supporting the development of a Noise Management Plan
- Inspecting traders and shops on the day to ensure compliance with business and EH regulations
- Inspecting sound systems and stages on the day to ensure compliance with the noise management plan

## 1.6.10 Highways

Hackney's Highways team undertook the following tasks:

- Liaison with TfL/ Palestra
- Support in development of a robust traffic management plan
- Participation in monitoring traffic management on the day

## 1.6.11 Parking

- Hackney's Parking team undertook the following tasks:
- Supporting and processing parking suspension application
- Implementation of parking suspensions and signage
- Permitting the creation of a carnival parking permit for residents living on 'land-locked' estates

## 1.6.12 Regeneration

Hackney's Regeneration team undertook the following tasks:

Commissioning a Social and Economic Impact Assessment of the Carnival

# 1.7 Plans for Hackney Carnival 2020

### 1.7.1 Route and static sites; the event 'footprint'

After a relatively successful trial run in 2019, the route and event footprint will remain the same for 2020, with some adjustments to mitigate against issues experienced in 2019. The adjustments will be discussed in detail with LOSPG and carnival group stakeholders in due course, but it can be confirmed at this stage that the following areas will be reviewed:

- Crowd safety at junction of Mare Street and Graham Road
- Location of changing rooms
- · Vehicle access and parking for carnival groups, closer to float line up area
- Improved access planning for residents with disabilities
- Second judging area
- The end of the procession, specifically how groups can collect their belongings
- Signage for accessible toilets
- Accessible toilets and changing spaces on the procession route
- Radio signals in Tesco car park and Bohemia Place
- CCTV coverage of the route and static sites
- A single point of vehicle entry for all working on the event
- Better advertised point of vehicle egress for local residents inside the event footprint
- HVM solutions
- Tow truck priorities (clearing route in the morning)
- Provision of an operational base for Waste management on the footprint
- Timings of pedestrian access to the road after the procession passes to give cleansing team a chance to clean
- Impact map for cleansing purposes
- Trader locations
- Programing of Narrow Way
- Junction 3 management, in particular access to and from Hackney Central station

- Bohemia Place traders
- Type of entertainment located in Bohemia Place
- Protection of Gould Terrace at end of event (and supply of toilets until late)
- Event build schedule
- Location of the production area

# 1.7.2 Management structure for the Hackney Carnival 2020

Tim Shields, CEO of Hackney Council, will be the Strategic Lead for the carnival and Polly Cziok, Director of communications Culture and Engagement, will be the Project Sponsor.

Tim Shields will chair the Delivery Board, which will meet monthly in the first instance, potentially meeting more frequently closer to the event.

The board will receive reports from two lead officers for two distinct areas of the carnival; Leanne Douglas (Events Team) will undertake the role of 'Operational lead'; and Lucy McMenemy (Cultural Development Team) will undertake the 'Artistic and Community Engagement lead'. They will manage the Carnival Manager (a new post) and the Artistic Director respectively.

The Carnival Manager will be a full time post, located within the Events Team. Their role will be to coordinate the operational planning process, liaising with council services and external partners, servicing LOSPG meetings, making payments to operational contractors, facilitating income generation through carnival bars, writing operational documents, ensuring environmental sustainability is embedded into event plans, overseeing the debrief process and directly managing a range of service providers (all part of the LOSPG) as follows:

- Production Manager
- Route and Traffic Management Manager
- Event Control
- Security Manager
- Health and Safety Manager
- Medical Manager

The Carnival Manager post negates the need to procure an Event Management company, and will give the council much stronger control over the direction of the event and speed of the operational planning process.

The LOSPG will meet on a monthly basis as before, and there will also be four smaller working groups to develop specific strands of event plans: Communications, Health Response, Crowd & Visitor Management and Transport.

The above work will be supported by an experienced event advisor, who will take part in the operational planning process and perform a vital 'critical friend' function throughout.

As previously, the Artistic Director will be responsible for developing the artistic vision and policies for the event, liaising with carnival groups, artists and sound systems, and playing a role in the administration of small grants and the allocation resident participation

opportunities. The Artistic Director will be instrumental in developing a shared sense of ownership of the event, inspiring and empowering all involved.

The Communications Team will lead on operational and resident communications and sponsorship / income generation.

The Cultural Development team's next apprentice (to be appointed) will play a role in the delivery of the community engagement workshop programme, liaising with community partners and supporting all practical aspects of engagement opportunities.

An organogram of the management structure can be found in Appendix 2.

# 1.7.3 Forward Plan 2020 of cultural and social impacts

An outline of the Carnival's Forward Plan for 2020 will be presented at the Scrutiny Commission meeting on 20 January 2020, as part of Item 3: Maximising the benefits of Hackney Carnival for Hackney residents