

GREATER LONDON AUTHORITY

REQUEST FOR MAYORAL DECISION – MD2768

Title: Event Management Company – London Minus

Executive Summary:

The Greater London Authority has been at the forefront of leading London's multi-agency planning for Operation London Bridge (funeral plans for HM the Queen Elizabeth II) for the last two years.

The Cabinet Office has written to the Mayor's Chief of Staff to request the GLA lead the planning for and coordination of the delivery of a COVID-19 compliant ticketed event within the ceremonial footprint to mark the demise of the Monarch should it be required. The name given to this plan is 'London Minus'.

This decision form requests approval for expenditure of up to £38 million to appoint an event management company to support the GLA to coordinate the multi-agency London Minus event footprint plans, particularly in reference to event planning and delivery of core items such as stewarding, infrastructure and traffic management. This is an interim solution for eight months before completion of the procurement (which is currently under way) of a longer-term event management contract capturing this requirement.

As set out below, several avenues are being explored to reduce costs. The full cost of this work will be recouped from the Government.

Decision:

The Mayor:

1. approves:
 - (a) expenditure of up to £38 million on the services of Loud Sound Events Limited, an event management company, to provide services required to support the fast-paced planning of London Minus and its delivery if required before Summer 2021, by when a longer-term event management contract capturing this requirement will have been procured;
 - (b) a related exemption from the requirements of section 9 of the GLA's Contracts and Funding Code to procure such services competitively;
 - (c) acceptance of funding that may be received from the Department for Culture Media and Sport in respect of the GLA's costs of the contracting activity proposed; and
2. delegates authority to the Executive Director of Resources, in consultation with the Chief of Staff, to stop or limit the funding of and expenditure on London Minus services depending upon the actual rate of expenditure and/or progress made by Department of Digital, Culture, Media and Sport in confirming its provision of funding to meet such costs.

Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

23/2/21

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1. The GLA have been at the forefront of the multi-agency planning for Operation London Bridge for the last two years. Operation London Bridge is the code name for the mourning arrangements that will take place over an expected 11-day period following the death of Her Majesty Queen Elizabeth II, culminating in her State Funeral.
- 1.2. Since the beginning of the COVID-19 pandemic the GLA have been working with the Cabinet Office to establish, if the demise of HM the Queen were to occur, what the mourning arrangements would look like under COVID-19 legislation and the restrictions for major events.
- 1.3. In December 2020, the Cabinet Office Gold Group requested the support of the GLA and Metropolitan Police Service to provide a concept for a COVID-19 compliant ticketed event that could be delivered within the ceremonial footprint to mark the demise of the Monarch.
- 1.4. This concept has been approved by the Royal Household and HM Government and now requires operational plans to be prepared at pace so that if national lockdown restrictions start to ease in March 2021 and subsequent months, if the need for the event arises London is prepared and ready to deliver.
- 1.5. The Cabinet Office have written formally to the Chief of Staff to request that the GLA take on the role of coordinating the plans for London although the event owner remains the Royal Household. This is in line with the current role that the GLA are delivering with regards to Operation London Bridge. The GLA look after the event footprint that is outside of the core ceremonial deliverables, as well as pan-London co-ordination. The impact of London Minus is mainly on the event footprint surrounding the ceremonials so therefore the GLA were asked as the most suitable agency to take on this work.
- 1.6. The GLA are already well underway with procuring a long-term event management services contract which will capture the services required to support London with all of its deliverables for Operation London Bridge and London Minus events. There is however, no contract in place for the current requirement and in order for the GLA to coordinate London Minus at pace it needs to secure interim event management services to support with planning and project management now, as well as the contracting of services that would be required to deliver the event. The London Minus work will be fully embedded into the contract of the newly appointed event management company in July 2021 so that they can deliver the requisite services should demise occur after their mobilisation, but before COVID-19 restrictions have been removed.
- 1.7. The GLA contacted four event production companies to seek submissions to establish which are best able to provide the substantial levels of resource and have significant experience in delivering large-scale events in short timeframes. Three submissions were received, one of the four companies declining to respond. Of the three submissions two provided insufficient proposals that did not meet our requirements, in particular they failed to detail their approach in making the event COVID-19 compliant which is a critical part to this delivery. Loud Sound Events Limited were the only company to demonstrate a clear understanding of the project task, financial resilience in their supply chain and a clear approach to managing and mitigating the COVID-19 risks with regards to members of the public and employees were deemed most suitable for appointment. Officers are also of the opinion that the proposed award of contract to Loud Sound Events Limited provides value for money because they have provided a competitive review of their supply chain and implemented a budget review process that allows the GLA the ability to challenge and drive down costs.
- 1.8. Approval is being sought for expenditure of up to £38 million to support London's multi-agency planning and delivery with regards to London Minus. It is anticipated that the full cost of this work will be recouped from the Government. Planning and necessary preparatory works and retention of resources will cost up to £6.9 million. If demise occurs during the life of this contract there will be a

cost for delivery of the event. These costs have currently been estimated at £31.1 million, which will be refined during the planning process. The table below summarises these costs:

Item	Cost
Planning resourcing	£1.9 million
Planning – retention of services	Up to £5 million
Delivery – resourcing	£1.1 Million
Delivery – services	Up to £30 million
Total	£38 million

- 1.9. Officers acknowledge that section 9 of the GLA's Contracts and Funding Code requires that goods and services over £25,000 are procured competitively. However, section 10 of the Code sets out the circumstances in which approvals of such an exemption from this requirement may be sought. One such ground is urgency, which is the nature of the requirement here. Specifically, were the demise of the Monarch to occur during the interim period before the longer-term event management contract is put in place in July 2021 there is a significant risk that the effective and safe delivery of such events will not be possible. This risk is amplified by COVID-19, which was unforeseen at commencement of work on procuring the long-term event management contract, with its ongoing effects heightening the risks to public health and safety during and as a consequence of such large-scale events. Recognising the Government and Royal Household's firm desire to conduct ceremonial activities in London despite COVID-19 restrictions, and willingness to accept the steps necessary to facilitate this, which only became apparent in December, GLA officers therefore seek the Mayor's approval of an exemption from the requirement to procure such services competitively on the basis that they are required urgently.
- 1.10. With COVID-19 pandemic restrictions and legislation varying frequently, and the date of demise inherently unknown, all planning assumptions and plans must accommodate several different scenarios, which could require differing levels of activity in response and impact on expenditure.
- 1.11. Following agreement between the GLA and HM Government, the GLA City Operations Major Ceremonials team are working with the Department of Digital, Culture, Media and Sport (DCMS) to establish and agree a budget monitoring process and payment schedule for DCMS's reimbursement of the costs of the procurement and provision of the services. DCMS wrote to the Chief of Staff on 23 October 2020 to confirm funding for the delivery of services to be procured by the GLA for Operation London Bridge. It is expected that London Minus will follow under the same funding agreement process. It is proposed that reimbursement payments be made on a quarterly basis in arrears and officers are working to secure this commitment in writing as soon as possible.
- 1.12. The well-established London governance structure that supports London's multi-agency planning and operations to ensure an integrated London response to Operation London Bridge will be utilised to plan the operational, tactical and strategic aspects of London Minus. The London governance structure facilitates multi-agency meetings to discuss operational plans, with the City Operations Group meeting every six weeks; they will meet more regularly to support London Minus planning. The GLA then chairs the City Coordination Group where plans are presented and scrutinised. The GLA also chairs the London Strategic Partners Group where these plans are taken for assurance by strategic leads and the Government.
- 1.13. The production of the London Minus plan is overseen by the Chief of Staff, driven by the City Operations Unit Major Ceremonials team and fully supported by the multi-agency working groups which include GLA representation as appropriate.
- 1.14. There is a desire from the Royal Household that the London Minus plans remain as true to the Operation London Bridge plans as possible. There are therefore several partners who are responsible for delivering certain ceremonial aspects including ceremonial processions, the Lying-in-State, the Accession Council, public Proclamation of the new King, and the State Funeral.

2. Objectives and expected outcomes

2.1. The objectives for London Minus are as follows:

- to prepare a plan for and deliver as required a COVID-19 compliant event that significantly marks and commemorates the life of HM the Queen; and
- in particular, to establish the limitations of, and design an event management plan that does not, so far as is practicable with regard to an event of this nature, increase and/or encourage the spread of COVID-19 to or amongst people in London, including workers, ticket holders and those who might otherwise come into contact with greater numbers of people due to such an event.

2.2. The event schedule is expected to require the planning and coordination of:

- a ticketed ceremonial procession from Buckingham Palace to Westminster Hall;
- a ticketed Lying-in-State at Westminster Hall;
- a ticketed ceremonial procession from Westminster Hall to Westminster Abbey for the State funeral and ceremonial return to Buckingham Palace; and
- a crowd and traffic management plan for the days in between ceremonial events, and general management of spontaneous gatherings of non-ticket holders, in accordance with the COVID-19 legislation in force at the time.

2.3. There are a number of partner agencies involved and responsible for the planning and delivery of certain elements including the funder DCMS, the Privy Council Office, the Palace of Westminster, Westminster Abbey and the Metropolitan Police Service. These partners will be responsible for ensuring their elements of the plan are dovetailed into the London Minus event management plan and that their plans have gone through the appropriate risk assessments with regards to COVID-19.

2.4. The deliverables and expected outcomes for London Minus include an event management plan that encompasses all the events due to take place and supports core deliverables to ensure COVID-19 compliance including:

- stewarding and crowd management;
- barriers and infrastructure;
- transport and traffic management;
- borough, residential and business engagement;
- medical and first aid response;
- fire safety;
- policing and security; and
- command, control and coordination arrangements.

2.5. The delivery of the event will be managed through the established London coordination structures and protocols. TfL has agreed that the GLA can stand-up TfL's Event Liaison Facility at Palestra (PELF) to support operational partners. The PELF will be the operational hub for the delivery of the event, enabling the multi-agency resolution of issues. Palestra will also host the London Coordination Centre to support virtual tactical and strategic multi-agency partner calls during delivery to consider and make decisions on emerging or urgent issues.

2.6. The plans for the PELF have been tried and tested on a range of events. The building is already operating in a COVID-19 compliant way. GLA officers and London's agencies attending the building will be required to comply with the regulations as laid out by TfL.

- 2.7. If demise does occur during the COVID-19 pandemic, then the London Minus strategic partners group will have links into the COVID-19 Strategic Coordination Group (SCG) for London to ensure effective coordination and minimise the event's impact on London's response to COVID-19.
- 2.8. The City Operations Major Ceremonials team will, as part of this planning process, also assess the requirements for the GLA's Operation London Bridge deliverables and make recommendations as to whether they are required in a London Minus context. These include unaccredited media sites, volunteer and welfare programme, and an extraordinary meeting of the London Assembly to pass a motion of condolence.

3. Equality comments

- 3.1. Under section 149 of the Equality Act 2010, as a public authority, the GLA are subject to a public-sector equality duty and must have 'due regard' to the need to (i) eliminate unlawful discrimination, harassment and victimisation; (ii) advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and (iii) foster good relations between people who share a relevant protected characteristic and those who do not. Protected characteristics under section 149 of the Equality Act are age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (all except the last being "relevant" protected characteristics).
- 3.2. Where the number of members of the public attending London Minus activities needs to be limited, a balloting system will be used to ensure tickets are allocated in a fair and non-discriminatory manner. It is not intended to charge for tickets.
- 3.3. The needs of people with protected characteristics will be considered as part of the planning process. Arrangements for many of the events, for example the Lying-in-State queue, are outside the control of the Authority and equality issues will be raised with partners as they are identified.

4. Other considerations

- 4.1. Obviously, the timing of any such events are unknown and the COVID-19 legislation and restrictions are continuously changing. Therefore the Government will ultimately decide, taking account of Public Health England advice, if it is appropriate to activate the London Minus event plan on demise.
- 4.2. There are a number of risks associated with the delivery of London Minus. These will be fully considered and documented as part of the planning process.
- 4.3. There are no interests to be declared from those involved in drafting or clearing this decision.

5. Financial comments

- 5.1. Mayoral approval is sought for expenditure of up to £38 million on the services of Loud Sound Events Limited, an event management company, to provide services required to support the fast-paced planning of London Minus and its delivery if required before Summer 2021 as outlined in this decision form. Approval is also requested for a related exemption from the requirements of section 9 of the GLA's Contracts and Funding Code to procure such services competitively, and acceptance of funding that may be received from DCMS in respect of the GLA's costs of the proposed contract.
- 5.2. The full cost of planning and delivery of London Minus will be reimbursed by DCMS and the process of claiming the costs back is currently being determined by GLA officers and DCMS. The GLA will not incur expenditure without confirmation of funding from DCMS in advance.
- 5.3. The operation of London Minus is to be managed by City Operations team within the Strategy and Communications Directorate and this is where the costs and funding will be coded to.

6. Legal comments

- 6.1. The foregoing sections of this report indicate that the decisions requested of the Mayor fall within the statutory powers of the GLA to promote and/or to do anything which is facilitative of or conducive or incidental to the discharge of GLA's general functions and in formulating the proposals in respect of which a decision is sought officers have set out above how they have complied with the GLA's related statutory duties to:
 - 6.1.1. pay due regard to the principle that there should be equality of opportunity for all people;
 - 6.1.2. consider how the proposals will promote the improvement of health of persons, health inequalities between persons and to contribute towards the achievement of sustainable development in the United Kingdom; and
 - 6.1.3. consult with appropriate bodies.
- 6.2. Section 31 of the Greater London Authority Act 1999 places limitations upon the GLA incurring expenditure on certain activities which may be undertaken by functional bodies or other public bodies. Section 31(6) of that Act however, permits such expenditure where it is incurred in co-operating with, or facilitating or coordinating the activities of such bodies. Officers have indicated that the coordination of London's key agencies in this context is a key driver for the activity in respect of which the expenditure proposed is to be incurred.
- 6.3. In taking the decisions requested of them, the Mayor must have due regard to the Public Sector Equality Duty; namely the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010, and to advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic (race, disability, gender, age, sexual orientation, religion or belief, pregnancy and maternity and gender reassignment) and persons who do not share it (section 149 of the Equality Act 2010). To this end, the Mayor should have particular regard to section 3 (above) of this report.
- 6.4. Section 9 of the GLA's Contracts and Funding Code (the 'Code') requires the GLA to procure services competitively which have a value exceeding £25,000. However, the Mayor may approve an exemption from this requirement under section 10 of the Code upon certain specified grounds. One of those grounds is urgency. Officers have indicated at section 1.9 (above) of this report that this ground applies and that the proposed contracts affords value for money. It should also be noted that some competitive activity was undertaken by officers to come to this recommendation (see section 1.7, above). Further advice is set out in part 2 of this report. The Mayor may approve the proposed exemption if satisfied with the content of this report.
- 6.5. Should the Mayor make the decisions sought officers must ensure that:
 - 6.5.1. appropriate contract documentation is put in place and executed by the GLA and Loud Sound Events Limited as soon as possible; and
 - 6.5.2. a binding commitment is obtained from DCMS to its provision of funding to meet the costs of the procurement and delivery of the London Minus services as soon as possible.
- 6.6. The Mayor may delegate the authorising of the exercise of the GLA's functions to the Executive Director of Resources, in consultation with the Chief of Staff, should he wish.

7. Planned delivery approach and next steps

- 7.1. The planning for London Minus is critical and the Government has requested that it be completed at pace. The GLA are aiming to have a set of operational plans in place by the end of March when we might start to see a change in the current COVID-19 restrictions.
- 7.2. The GLA will then work to embed the work to date and planning into the longer-term contract being procured which is due to be awarded in July 2021.

Appendices and supporting papers:

Appendix A – Letter from Cabinet Office to Chief of Staff requesting the undertaking of London Minus

Appendix B – Letter from Chief of Staff to the Cabinet Office response

Appendix C – Letter from DCMS to GLA regarding funding for Operation London Bridge

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 – Deferral**Is the publication of Part 1 of this approval to be deferred? YES**

If YES, for what reason: This information contained in this report will be published at a later date, following the conclusion of both events. Publication now is not in public interest as it could seriously compromise arrangements for the planning and delivery of London Minus. Requests for information under the FoIA will be handled in accordance with Section 22 of the Act.

On officer advice, the entire decision is confidential as it is not possible to publish a meaningful Part 1 to the form. This MD can be published once demise has occurred and the safe delivery of the event has taken place.

Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – YES**ORIGINATING OFFICER DECLARATION:**

Drafting officer to
confirm the
following (✓)

Drafting officer:

Jon Paul Graham has drafted this report in accordance with GLA procedures and confirms the following:

✓

Sponsoring Director:

Niran Mothada has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

David Bellamy has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 15 February 2021.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

D. Gove

Date

17 February 2021

CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor

Signature

D. Bellamy

Date

15 February 2021