

# Finance and Resources Committee

10.00am, Thursday, 25 January 2024

## Cost Recovery from Commercial Events

Executive/routine  
Wards

Routine  
All

### 1. Recommendations

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- 1.1 Finance and Resources Committee is asked to note this update on cost recovery for commercial events and that a report will be presented to Culture and Communities Committee with recommendations for a future charging model for events in Edinburgh.

**Paul Lawrence**

Executive Director of Place

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## Cost Recovery from Commercial Events

### 2. Executive Summary

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- 2.1 This report outlines the current arrangements in place for cost recovery to the Council from events in the city. Committee is asked to note that a report will be prepared for a future Culture and Communities Committee which will set out proposals for a future charging model for events in the city.

### 3. Background

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- 3.1 Edinburgh is known internationally as a festival and events city and has an excellent reputation for planning and hosting world class events.
- 3.2 The positive economic impact of the Edinburgh Festivals for the city and Scotland has been documented recently in the [Edinburgh Festivals Impact Study](#) published in June 2023 (in relation to the Summer Festivals in 2022).
- 3.3 Since 2008 the number of events has risen substantially (more than doubled in last two calendar years) as can be seen from Chart 3.1 in Appendix 1.
- 3.4 This has added significantly to the workload and increased pressure on the teams within the Council which support the delivery of events in the city.
- 3.5 As the capital city of Scotland, Edinburgh has a unique mix of events and festivals which is not replicated in other Scottish cities. The Scottish Parliament is in Edinburgh and therefore the city hosts a large number of marches and parades. The Palace of Holyroodhouse means the city regularly hosts events involving the Royal Family. In addition, the largest stadium (Murrayfield), agricultural show (Royal Highland Show) and the largest theatre in Scotland (Edinburgh Playhouse) are all located in Edinburgh. Finally, the city hosts 11 major festivals, most notably in terms of impact our summer and winter festivals which attract approximately 5.5 million visits to the city centre every year (Source: Items 10.2 and 10.3).

#### **Cost Recovery from Commercial Events**

- 3.6 On 16 March 2023, the Council approved an [adjusted motion](#) by Councillor Ross in respect of cost recovery from commercial events. This report provides a partial update and information in response to the motion.

## 4. Main report

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### Event Planning

- 4.1 In 2023, there were approximately 161 Event Planning and Operations Group (EPOG) meetings held. 29% of the events (122 out of 418) who applied to have an event in Edinburgh required at least one EPOG meeting to advise them regarding the safe delivery of their event. Large or complex events can require many more planning meetings (e.g. the UCI World Cycling championships required six meetings). In addition, there are often site visits and other smaller meetings required which are not counted in this figure.
- 4.2 The events making up the other 71% require officers to engage with the organisers, check and provide advice on their paperwork (such as risk assessments, event management plans and insurances) and make them aware of any permissions required.
- 4.3 The following Council teams are involved in supporting the organisation and delivery of events in the city: Estates, Licensing, Parking, Neighbourhood Environmental Services (including Parks and Waste), Public Safety, Roads Events, and Street Lighting.

### Events in 2023

- 4.4 Based on the number of applications for events that were held in 2023:
- 4.4.1 6% were classed as “major events”;
  - 4.4.2 5% as “large events”;
  - 4.4.3 19% as “medium events”; and
  - 4.4.4 70% as “small events”.
- 4.5 These classifications are based on those used within the public safety calendar of events (shown in Appendix 2).
- 4.6 In terms of the types of events that the city deals with, the percentage split is heavily weighted towards community events as can be seen from Chart 3.3 in Appendix 3. This is very positive and shows that communities feel able and supported to organise their own events. This also demonstrates that the number of events that are of a commercial nature is limited.
- 4.7 Only a small number (47 in 2023) of the events that take place in Edinburgh require a licence(s) and are impactful enough to require an EPOG meeting (see Appendix 6).
- 4.8 15% of the events taking place in Edinburgh which do not require a licence but do generally require an EPOG are marches and parades (who are required to notify the Council of their intention to march) and 9% take place in sports stadia (who require a general safety certificate to be issued by the Council). These activities are considered as statutory duties and therefore attract no charges.

## **Cost Recovery**

- 4.9 To demonstrate the current arrangements for cost recovery, Appendix 4 provides a summary of the current changes applied by Council services. In addition, officers have developed worked examples of the costs associated with eight different types of events to demonstrate a sense of the costs associated with running each type of event (Appendix 7):
- 4.9.1 A community gala day;
  - 4.9.2 A community gala with a parade;
  - 4.9.3 A parade on the Royal Mile;
  - 4.9.4 Sports stadia concert series;
  - 4.9.5 Sports stadia football match
  - 4.9.6 Major event within a park;
  - 4.9.7 Community event within a park; and
  - 4.9.8 Major concert/dance event in a private venue.
- 4.10 Charges are levied by each service area, depending on the Council's fees and charges and/or any other decisions of the Council for charges. Appendix 5 summarises (based on information currently available) the income received by the Council from events in 2022/23.

## **Cost Recovery from Commercial Events**

- 4.11 As outlined above and in the report Appendices, the arrangements for planning and organising events in the city are complex, the types of events which take place are wide and varied and defining types of events is difficult.
- 4.12 It is also important to consider the impacts of applying charges carefully to reduce the risk of any unintended consequences in development of a charging model.
- 4.13 For these reasons, officers intend to undertake further work to develop a future model for cost recovery to the Council. This will be reported to a future Culture and Communities Committee once all of the development work has been completed. An officer working group is being established to take this forward.
- 4.14 Officers will also consider whether there are additional activities (such as those listed below) which could be considered for cost recover in the future:
- Event operation service fee – charging for administration costs, site meetings, equipment installation and removal, out of hours working and other relevant services depending on the type and scale of event. The fee could be determined at application stage.
  - Advertising / City Dressing\_ – could include hire of lamp posts, temporary equipment, installation and removal of banners and flags;

- General Safety Certificates and Special Safety Certificates - other local authorities charge a fee for these certificates which are issued in line with the Guide to Safety at Sports Grounds (commonly called the Green Guide);
- Public Space Improvement/Community Benefit fee - for example, as part of permission to use Council land, a ticketed event could be asked to donate £1 per ticket which would go into a dedicated fund for upkeep and improvement of parks/land used; and
- Parking charges - relative to loss of revenue when parking bays are used for events.

4.15 The working group will also consider the potential to discount fees for events which can clearly demonstrate that they are environmentally friendly by meeting set criteria.

## 5. Next Steps

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- 5.1 It is anticipated that going forward, and as part of the actions agreed by Culture and Communities Committee on the use of [public spaces for events and filming](#), that an online booking system and calendar will be introduced. This will make reporting on resources and income generated from events much easier to collate.
- 5.2 An officer working group will take forward the development of a charging model for events in Edinburgh. This will be presented to a future Culture and Communities Committee with proposals to introduce a revised charging model for events in the city. This will take account of all potential charges which could be introduced, the processes and procedures recommended to support any changes and the cost/benefit to the Council should the changes be implemented.
- 5.3 In line with work ongoing in relation to events and filming in public spaces, a Council-wide definition of a commercial event, classifications of other events and measures to identify environmentally friendly events will all be required.
- 5.4 Further research and data gathering on current cost recovery and on economic impact of festivals and events on the city, as well as benchmarking against other local authorities, will also be undertaken.

## 6. Financial impact

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- 6.1 The financial impact will be considered as part of the report to Culture and Communities Committee once an impact assessment and further research has been completed.
- 6.2 Other funding options, such as the Edinburgh Visitor Levy and Scottish Government funding given Edinburgh's special status in relation to events in Scotland, will also be considered.

## 7. Equality and Poverty Impact

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- 7.1 This report sets out the current arrangements for charging for events in the city. Therefore, no notable impacts to the Council, its stakeholders, or the communities it works with have been identified at this stage.
- 7.2 An Integrated Impact Assessment will be considered as part of development of the future charging model.

## 8. Climate and Nature Emergency Implications

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- 8.1 As a public body, the Council has statutory duties relating to climate emissions and biodiversity. The Council

*“must, in exercising its functions, act in the way best calculated to contribute to the delivery of emissions reduction targets”*

(Climate Change (Emissions Reductions Targets) (Scotland) Act 2019), and

*“in exercising any functions, to further the conservation of biodiversity so far as it is consistent with the proper exercise of those functions”*

(Nature Conservation (Scotland) Act 2004)

- 8.2 The City of Edinburgh Council declared a Climate Emergency in 2019 and committed to work towards a target of net zero emissions by 2030 for both city and corporate emissions and embedded this as a core priority of the Council Business Plan 2023-27. The Council also declared a Nature Emergency in 2023.

### **Environmental Impacts**

- 8.3 As part of the next steps, officers will engage with Creative Carbon Scotland to get advice on how best to benchmark and provide guidance to event organisers on how to plan and run more environmentally friendly events.
- 8.4 The development of the charging model will consider criteria which could be used to demonstrate whether events are environmentally friendly and whether discounts could be applied for such events.

## 9. Risk, policy, compliance, governance and community impact

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- 9.1 This report sets out the current arrangements for events in Edinburgh and there are no notable changes to risks or impacts to the Council, its stakeholders, or the communities it works with.
- 9.2 At this time, relevant stakeholders aligned to events planning in the city have not been engaged with and therefore the impact on partners is not known.

## **10. Background reading/external references**

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- 10.1 [Edinburgh's Christmas and Edinburgh's Hogmanay - Outcome Report -FINAL.pdf](#)
- 10.2 [The UK GPG to WSAG Part 1 \(epcresilience.com\)](#)
- 10.3 [The UK GPG to WSAG Part 2 \(epcresilience.com\)](#)
- 10.4 [Guidance on Public Processions - General Information - Review of Marches and Parades In Scotland: Guidance for Scottish Local Authorities - gov.scot \(www.gov.scot\)](#)
- 10.5 [Licence Income from Fees 202223.pdf \(edinburgh.gov.uk\)](#)

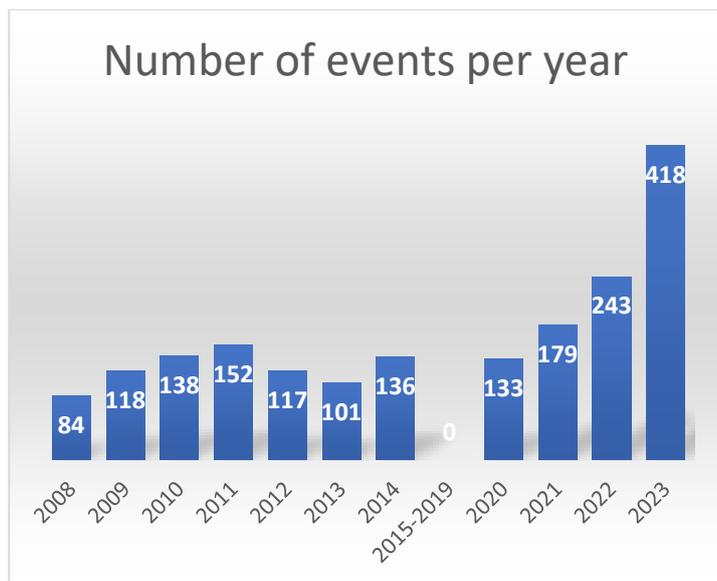
## **11. Appendices**

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- 11.1 Appendix 1 - Number of events per year.
- 11.2 Appendix 2 – Event Categories currently used.
- 11.3 Appendix 3 – Types of events.
- 11.4 Appendix 4 – Current charges for services and permissions by team.
- 11.5 Appendix 5 – Cost recovery from events 2022/23.
- 11.6 Appendix 6 – Percentage of events requiring EPOG meetings.
- 11.7 Appendix 7 – Worked examples of events and associated costs.

## Appendix 1 - Number of events per calendar year

Chart 3.1



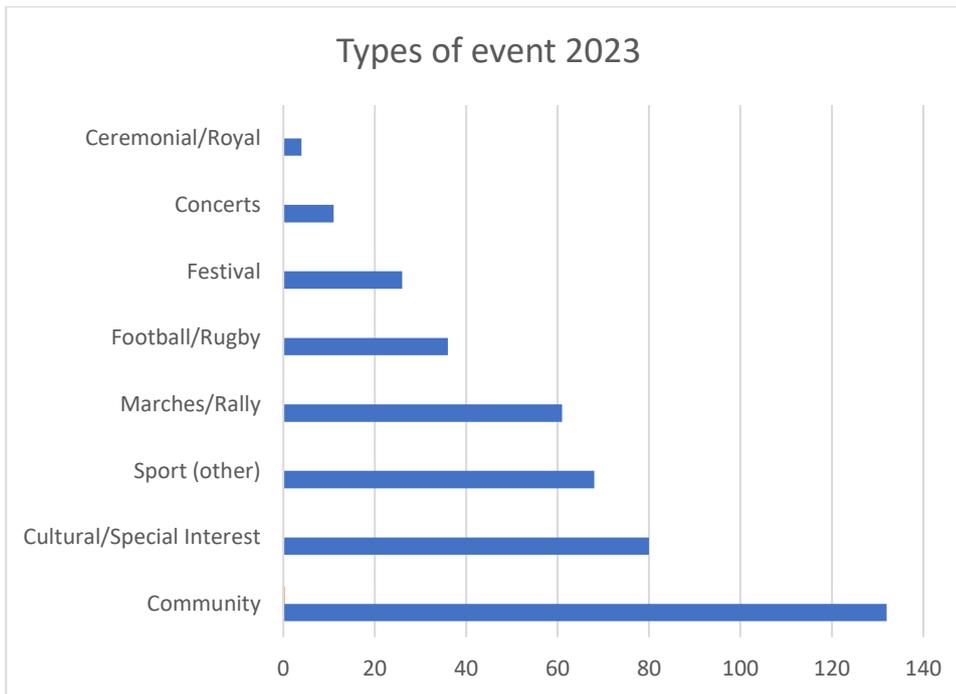
## Appendix 2 – Event Categories

Table 3.2

*EVENT CATEGORY	PUBLIC SAFETY - IMPACT
<b>MAJOR</b>	Extensive multi-agency involvement required Multiple EPOGs required, sub-groups likely to be required More than 10 agencies invited
<b>LARGE</b>	Multi-agency involvement required More than 1 EPOG required More than 5 agencies invited
<b>MEDIUM</b>	Minimal multi-agency involvement 1 EPOG required (officer discretion) Less than 5 agencies invited
<b>SMALL</b>	Desktop exercise/email coordination only

## Appendix 3 – Types of events

Chart 3.3



Types of event	Number	%
Community	132	32%
Cultural/Special Interest	80	19%
Sport (other)	68	16%
Marches/Rally	61	15%
Football/Rugby	36	9%
Festival	26	6%
Concerts	11	3%
Ceremonial/Royal	4	1%
	<b>418</b>	<b>100%</b>

## Appendix 4 – Current charges for services and permissions by team

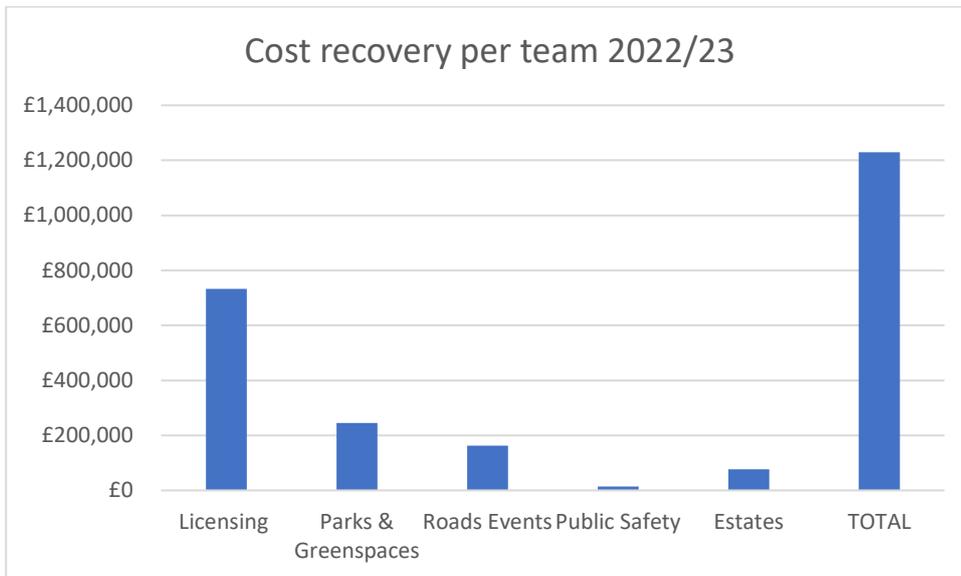
Table 4.1 - Services and/or permissions charged for by team - current status

	Estates	Licensing	Parks & Greenspace	Public Safety	Roads Events	Roads Coordination	Waste Management
Staff overtime (event attendance)	n/a	n/a	Yes	No charge	No charge	n/a	Yes
Administration fee	No charge	No charge	Yes	No charge	Yes	Yes	No charge
Penalty charge	No charge	Yes	Yes	n/a	n/a	Yes	n/a
Equipment hire	n/a	n/a	n/a	Yes	n/a	n/a	n/a
Ticket Sales %	Yes	n/a	Yes*	n/a	n/a	n/a	n/a
Section 11 (public space access)	n/a	n/a	Yes	n/a	n/a	n/a	n/a
Section 58 (road permits)	n/a	n/a	n/a	n/a	n/a	Yes	n/a
Section 89 (raised structures)	n/a	n/a	n/a	Yes	n/a	n/a	n/a
Civic Licences	n/a	Yes	n/a	n/a	n/a	n/a	n/a
Land rental	Yes	n/a	Yes	n/a	n/a	n/a	n/a
Reinstatement bond	Yes	n/a	Yes	n/a	n/a	Yes	n/a
Traffic Orders	n/a	n/a	n/a	n/a	Yes	n/a	n/a
Sports Ground Safety Certs	n/a	n/a	n/a	No charge	n/a	n/a	n/a
Event planning advice & meetings	n/a	No charge	No charge	No charge	No charge	No charge	No charge

\*This was piloted in 2023 and officers are considering a wider roll-out

NB. As noted, currently Environmental Health (incl. Noise), Parking Regulations and Street Lighting do not currently charge for event related costs.

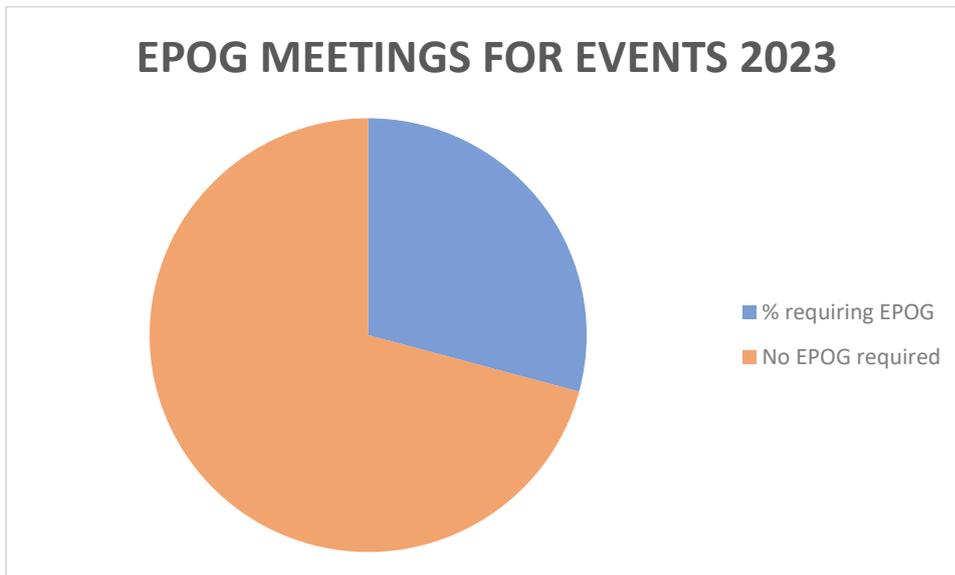
## Appendix 5 – Cost recovery per team 2022/23



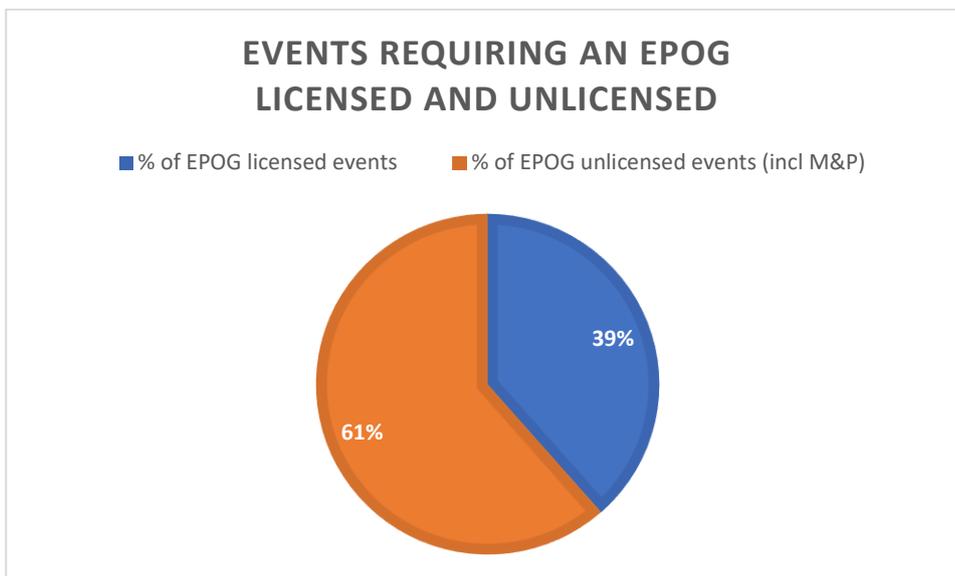
Team	Income
Licensing	£732,274*
Parks & Greenspaces	£245,010
Roads Events	£162,253
Public Safety	£13,684
Estates	£76,500
<b>TOTAL</b>	<b><u>£1,229,721</u></b>

\*NB. This figure is income from all civic licences and therefore not attributable purely to events.

## Appendix 6 – Percentage of events requiring EPOG meetings



2023	Number	%
<b>No. of events applications overall</b>	<b>418</b>	<b>100%</b>
% requiring EPOG	122	29%
No EPOG required – desktop/email coordination only	296	71%



2023	Number	%
<b>TOTAL EVENTS REQUIRING EPOG</b>	<b>122</b>	<b>100%</b>
% of EPOG licensed events	47	39%
% of EPOG unlicensed events (including Marches and Parades)	75	61%

## Appendix 7 – Worked examples of events and associated costs

### Gala Day

Classification: Small

Application process: Parks and/or public spaces application

Permissions required: Public Entertainment and Market Operator licence, Parks permission.

Service provided	Cost:	Recovered:	Notes:
Estates team  Missives and other related admin	£300	Recovered in part	Where the event is considered charitable/community related, and Parks will not charge a rental, a lower amount is charged for the missives. The cost noted is for an event with little/no anticipated issues.
Neighbourhood Environmental Services (Parks and Openspaces)	£500 (site rental)	Not recovered	The example used for was not recovered, however some gala days are charged rental costs and/or asked for a bond depending on scale/impact.
Licensing team  Licence costs	Public Entertainment £371 to £3,957  Market Operator £70	Fully recovered	Difference in costs reflects whether a funfair or similar commercial operation is part of gala day.  Licence costs for gala days are currently being reviewed and will be reported separately to Regulatory Committee.  These costs are based on capacity of up to 5,000 persons and 10 market stalls
<b>TOTAL</b>	<b>£1,241 to £4,827</b>	<b>£541 (44%) to £4,327 (90%) recovered</b>	

## Gala Day with parade

Classification: Medium

Application process: Public Spaces application

Permissions required: Public Entertainment & Market Operator licence, Parks permission, notification of procession/parade and associated Temporary Traffic Regulation Order (TTRO)

Service provided	Cost:	Recovered:	Notes:
Estates team Missives and other related admin	£300	Recovered in part	Where the event is considered charitable/community related, and Parks will not charge a rental a lower amount is charged for the missives. The cost noted is for an event with little/no anticipated issues.
Neighbourhood Environmental Services (Parks and Openspaces) Site rental	£3,500	Fully recovered	Where a funfair runs alongside a gala day (e.g. for 7 days, £500 per day) a rental charge is applied and reinstatement bond (as below)
Neighbourhood Environmental Services (Parks and Openspaces) Reinstatement bond	£500	Fully recovered	Reinstatement bond given back to occupier if no damage to park
Roads Events team Drafting and advertising of a Temporary Traffic Regulation Notice	£610	Not recovered	As per government guidance, the costs associated with marches and parades are not recovered
Licensing team Licence costs	Public Entertainment £371 to £3,957  Market Operator £70	Fully recovered	Difference in costs reflects whether a funfair or similar commercial operation is part of gala day.  Licence costs for gala days are currently being reviewed. Based on capacity of up to 5,000 persons and 10 market stalls
Officer time at Event Planning and Operations Group, at site meetings or at event	1 EPOG meeting may be required	Not recovered	As per government guidance, the costs associated with marches and parades are not recovered

Parking bay restrictions, parking enforcement and roads permits	Unknown	Not recovered	As per government guidance, the costs associated with marches and parades are not recovered
<b>TOTAL</b>	<b>£,5351 to £8,937</b>	<b>£4,541 (85%) to £8,327 (93%) recovered</b>	

## Royal Mile parade

Classification: Medium/Large (depending on anticipated number of attendees)

Application process: Notification to the Council is required, but may also apply via public space process

Permissions required: None. Organiser is only required to notify Council of their intention to march, however, with enough notice a Temporary Traffic Regulation Order (TTRO) will be prepared

Service provided	Cost:	Recovered:	Notes:
Roads Events team	£6,200	£0	As per government guidance, the costs associated with marches and parades are not recovered
Drafting and advertising of a Temporary Traffic Regulation Notice and staff on site to manage		Not recovered	
Officer time at Event Planning and Operations Group, at site meetings or at event	1 to 2 EPOG meeting(s) required	Not recovered	As above
Parking bay restrictions, parking enforcement and roads permits	Unknown	Not recovered	As above
Licensing team	Unknown	Not recovered	As above
Notification of parade			
<b>TOTAL</b>	<b>£6,200</b>	<b>£6,200 not recovered (0% recovered)</b>	

## Stadium concert series (4 concerts)

Classification: Major

Application process: Notification to council via public spaces process

Permissions required: Special Safety Certificate, Premises/Alcohol licence, TTRO and Parks permission

Service provided	Cost:	Recovered:	Notes:
Roads Events team  Drafting and advertising of a Temporary Traffic Regulation Notice and staff on site to manage	£47,500	Recovered in part	Agreement in place to recover £10,000 per event. The costs noted are for a series of four concerts.
Parking bay restrictions, parking enforcement and roads permits	£10,240 for parking enforcement	Not recovered	As above
Officer time at Event Planning and Operations Group/Safety Advisory Group meetings	6 planning meetings required (administered by CEC)	Not recovered	Against best practice guidance to charge for time at safety advisory meetings.
Neighbourhood Environmental Services (Parks and Openspaces) Site rental	£2,000	Fully recovered	1 day hire x 4
Neighbourhood Environmental Services (Parks and Openspaces)  Reinstatement bond	£500	Fully recovered	Reinstatement bond given back to occupier if no damage to park
Public Safety team  Special Safety Certificate (SSC)	SSC: £2,500 (approx.)	Not recovered	SSC is required to hold an event outwith normal sporting activities. Cost of SSC based on approx.120 hours of officer time, but not currently a chargeable service.
Public Safety team Section 89 (S89) permit	S89: £990	Fully recovered	S89 is required for raised structures, in this case a complex stage and ancillary structures

Public Safety team On site presence on event days	On site cover: £6,800	Not recovered	Council teams assist outwith stadium with traffic management, hostile vehicle mitigation and on-site coordination of resources.
Hostile Vehicle Mitigation costs	£20,000	Not recovered	Agreement in place until end of financial year 2023/24. Permanent measures are being investigated.
Waste Management costs	£28,000	Fully recovered	Costs are for work done outwith normal working hours
Noise monitoring, complaint handling and ensuring compliance with conditions	£5,000	Not recovered	Noise team part of regulatory services/licensing
<b>TOTAL</b>	<b>£123,500</b>	<b>£71,490 (58%) recovered</b>	

## Stadium football match

Classification: Medium

Application process: Public spaces process

Permissions required: TTRO/TTRN and General Safety Certificate

<b>Service provided</b>	<b>Cost:</b>	<b>Recovered:</b>	<b>Notes:</b>
Roads Events team  Drafting and advertising of a Temporary Traffic Regulation Notice	£610 (TTRN) or £2,700 (TTRO)	Fully recovered	Different orders or notices required depending on fixture and if a change has been requested
Public Safety team  General Safety Certificate (GSC) issuing, incl. check of paperwork, meetings and stadium inspections	£720	Not recovered	Cost of GSC based on approx. 36 hours of officer time. This certificate is issued annually.
<b>TOTAL</b>	<b>£1,330 to £3,420</b>	<b>£610 (46%) to £2,700 (79%) recovered</b>	

## Major event within a park

Classification: Large

Application process: Public spaces application

Permissions required: Public Entertainment, Parks permission and Temporary Traffic Regulation Order (TTRO)

Service provided	Cost:	Recovered:	Notes:
Roads Events team  Drafting and advertising of a Temporary Traffic Regulation Order and limited staff on site	£2,230	Fully recovered	Price dependent on length of notice/advert.
Estates team  Missives and other related admin	£300	Recovered in part	Where the event is considered charitable/community related, and Parks will not charge a rental a lower amount is charged for the missives. The cost noted is for an event with little/no anticipated issues.
Neighbourhood Environmental Services (Parks and Openspaces)  Site rental	£25,000	Fully recovered	A rental charge is applied and reinstatement bond (as below) In this particular example a £12,000 (£1 per ticket) fee was agreed pre-event to be paid and put towards park improvements on a trial basis.
Neighbourhood Environmental Services (Parks and Openspaces)  Reinstatement bond	£6,500	Fully recovered	Reinstatement bond given back to occupier if no damage to park
Noise monitoring, complaint handling and ensuring compliance with conditions	£1,000	Not recovered	Noise team part of regulatory services/licensing
Licensing  Public Entertainment licence	£12,854	Fully recovered	
Parking bay restrictions, parking enforcement and roads permits	Unknown	Not recovered	As above

Officer time at Event Planning and Operations Group/Safety Advisory Group meetings	4 EPOG meetings required	Not recovered	Against best practice guidance to charge for time at safety advisory meetings.
Waste Management costs	Unknown	Not recovered	Cleansing organised by promoter
<b>TOTAL</b>	<b>£47,884</b>	<b>£46,684 (97%) to £46,884 (98%) recovered</b>	

## Community event within a park

Classification: Medium

Application process: Public Space application

Permissions required: Parks permission and Public Entertainment licence

Service provided	Cost:	Recovered:	Notes:
Estates team Missives and other related admin	£300	Recovered in part	Where the event is considered charitable/community related, and Parks will not charge a rental a lower amount is charged for the missives. The cost noted is for an event with little/no anticipated issues.
Neighbourhood Environmental Services (Parks and Openspaces) Site rental	£800	Not recovered	
Neighbourhood Environmental Services (Parks and Openspaces) Reinstatement bond	£315	Fully recovered	To cover park ranger overtime to litter pick post event.
Officer time at Event Planning and Operations Group/Safety Advisory Group meetings	1 EPOG meeting required	Not recovered	Against best practice guidance to charge for time at safety advisory meetings.
Licensing Public Entertainment (PE) and Market Operator (MO) licences	PE £187 MO £70	Fully recovered	Based on capacity of less than 2,500 and 10 stalls for community/charitable/religious or political group events (discounted cost)
<b>TOTAL</b>	<b>£1,672</b>	<b>£672 (40%) to £872 (52%) recovered</b>	

**Major concert/dance event (private venue but public realm use required)**

Classification: Large

Application process: Public space notification or notification via licensing process

Permissions required: TTRO/TTRN and Public Entertainment/Market Operator licences

<b>Service provided</b>	<b>Cost:</b>	<b>Recovered:</b>	<b>Notes:</b>
Roads Events team  Drafting and advertising of a Temporary Traffic Regulation Order/Notice	£2,600	Fully recovered	Price dependent on length of notice/advert.
Officer time at Event Planning and Operations Group/Safety Advisory Group meetings	3 EPOG meetings required	Not recovered	Against best practice guidance to charge for time at safety advisory meetings.
Licensing  Public Entertainment (PE) and Market Operator (MO) licences	PE £12,854  MO £70	Fully recovered	Based on capacity of less than 15,000 capacity and 10 stalls
Noise monitoring, complaint handling and ensuring compliance with conditions	£5,000	Not recovered	Noise team part of regulatory services/licensing
<b>TOTAL</b>	<b>£20,524</b>	<b>£15,524 (76%) recovered</b>	