



## Streets and Walkways Sub (Planning and Transportation) Committee

**Date:** MONDAY, 13 JANUARY 2014  
**Time:** 1.45 pm  
**Venue:** COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

4. f) Barbican Seating - Consultation Report  
**For Decision**  
(Pages 1 - 52)
- g) Special Events on the Public Highway for 2014  
**For Decision**  
(Pages 53 - 72)
6. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**  
Decisions taken under Urgency procedures (Report of the Town Clerk).  
**For Information**  
(Pages 73 - 74)

**John Barradell**  
Town Clerk and Chief Executive

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# Agenda Item 4f

<b>Committee(s):</b>	<b>Date(s):</b>
Streets & Walkway Sub-Committee	13 January 2014
<b>Subject:</b> Issue Report – Barbican Seating	<b>Public</b>
<b>Report of:</b> Director of Built Environment	<b>For Decision</b>
<b><u>Summary</u></b>	
<b><u>Dashboard</u></b> Project Status – Green Total Estimated Cost – £250k Spend to Date – £205k Overall project risk – Low	
<b><u>Brief description of the project</u></b> Following public consultation on the Barbican Area Streets & Walkways Enhancement Strategy in 2008, an improvement project was approved in 2011 to deliver seating, planting and lighting improvements at St Giles Terrace and Ben Jonson Highwalk on the Barbican Estate.	
<b><u>Recommendations</u></b> To remove the seating and planters from St Giles Terrace and Ben Jonson Highwalk and relocate elsewhere in the City for use by the City community, and to put back seating similar to that present on site before the delivery of the City's improvement project.	

## Overview

<b>1. Background</b>	<p>The Barbican Area Streets &amp; Walkways Enhancement Strategy was approved by the Court of Common Council in October 2008. St Giles Terrace &amp; Ben Jonson Highwalk were identified as high priority projects as a result of feedback from Barbican residents during the extensive public consultation on the Strategy. The consultation highlighted a previously unidentified need to enhance City Walkways on the Barbican Highwalks and these two areas were identified by residents for landscape, planting, lighting and seating improvements.</p> <p>Public realm improvements were evaluated at these locations in line with the adopted Area Strategy. The evaluation process was informed by the results of the 2008 public consultation and included on-going engagement with residents in developing a design that was responsive to their feedback.</p> <p>Of note, the Barbican Residents Working party met in May 2010 to discuss the designs and the feedback was predominantly positive about the proposals at that time.</p> <p>Following the working party meeting, designs were presented to local stakeholders including the City of London School for Girls, St. Giles Cripplegate church, the Barbican Centre, the Guildhall School of Music &amp; Drama, the City of London Police, the City's Access Team and English Heritage. All stakeholder consultations were positive about the proposals.</p>
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In September 2010 a public consultation leaflet was sent to all residents in the Barbican Estate, as well as key stakeholders. Three drop in sessions were held at the Barbican Estate Office where residents asked questions and provided feedback to officers in person on the proposals.

131 responses were received from residents and stakeholders about the designs. Feedback was positive for proposals to enhance wildlife and greenery, improve the quality of seating and lighting, to restore existing tiles and introduce measures to mitigate skateboard use on the Highwalks.

In June 2011, approval for the implementation of the Barbican Highwalks project was granted by the Streets & Walkways Sub-Committee. All residents were notified prior to this Committee that the report was being considered, and informed post-Committee of the decision to carry out the installation of seating and planting.

The improvements approved by Committee included the introduction of the new timber seating and planters (as now installed) on St Giles Terrace and Ben Jonson Highwalk to replace the existing degraded ones. The new benches are more accessible than those previously on site as some have arm rests and some without, which allows for wheelchair users to access the seating. The inclusion of arm rests also prevents damage by skateboarders, and discourages this activity. Small table/stools separate each seat on Ben Jonson Highwalk and provide additional flexible seating. The style of seating was developed by designers and architects Studio Weave, and has remained the same throughout early discussions and consultations. The seating was developed in line with a brief to have regard to mid 20th century design, and be sensitive to the listed status of the Barbican Estate.

Residents and stakeholders requested that the existing lighting on both Ben Jonson Highwalk and St. Giles Terrace be enhanced, whilst respecting the existing design. The plastic Victorian-style fittings on St. Giles Terrace were repaired where necessary and replaced with high quality lanterns. The original fittings inside the globe lighting on Ben Jonson Highwalk were replaced by fittings that direct lighting down towards the footpath, rather than up into residential flats.

Following Committee approval in June 2011, detailed design of the furniture and appointment of manufacturing companies was progressed. The manufacturing process for the seats required the manufacturer to produce expensive individual jigs, which could only be justified for a full production run. Unfortunately, this meant that it was not possible to produce a pre-production prototype of the seats as was originally expected.

In January 2013 installation of the seating and planters began on St Giles Terrace and Ben Jonson Highwalk in accordance with the approved layout plan as shown at Appendices A and B.

	<p>The seating/tables on Ben Jonson were installed as approved with a mixture of seats with arm/backrests and those without, interspersed with tables that can be utilised as seating.</p> <p>The seating on St Giles Terrace was also installed as approved, however the planters were initially installed with temporary timber tops. These tops were intended to ensure that the planters did not become repositories for rubbish while they were waiting for planting to be installed. There was concern from the Gilbert House Residents Group that this was actually additional seating, which would result in people sitting too close to Gilbert House and making noise. No complaints have been received about his happening.</p> <p>Following agreement with the Barbican Estate Office and the Open Spaces Department on the detailed planting design and maintenance of the planting, a verbal update was given to Streets &amp; Walkways Sub-Committee on the 11th February 2013 seeking approval to proceed with the planting. At this point the additional temporary timber tops were removed from the planters and the planting installed.</p> <p>The seating installation was completed on the 04th February 2013 and the planting was completed on the 29th March 2013. The scheme as currently installed is fully compliant with the design and layout as approved by Streets and Walkways Committee in June 2011.</p>
<p><b>2. Success Criteria</b></p>	<p>- Improved appearance/amenity of the City Walkway at St Giles Terrace and Ben Jonson Highwalk.</p>
<p><b>3. Project Scope and Exclusions</b></p>	<p>- Works outside of the City Walkway areas on St Giles Terrace and Ben Jonson Highwalk are excluded from this project.</p>
<p><b>4. Link to Strategic Aims</b></p>	<p>The project would have helped to deliver the City's Strategic Aims:</p> <p>- <i>To provide modern, efficient and high quality local services within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes, through the provision of an improved public realm which would provide safer, more enjoyable and accessible public spaces in the Barbican Estate.</i></p>
<p><b>5. Within which category does the project fit</b></p>	<p>Asset enhancement/improvement (capital).</p>
<p><b>6. What is the priority of the project?</b></p>	<p>Advisable.</p>
<p><b>7. Governance arrangements</b></p>	<p>A project board was not recommended given the scale of the project. The project was governed via Project Team Meetings with the design consultant, furniture manufacturer, City Officers and the Senior Responsible Officer.</p>

<b>8. Resources Expended To Date</b>	£205,452.00
<b>9. Last Gateway Approval</b>	Evaluation and Implementation approval was given by Street & Walkways Sub-Committee in June 2011, prior to the current Gateway project approval procedure.

**Issue**

<b>10. Issue Description</b>	<p>Following installation of the seating and planters in early 2013, a number of residents, initially from Gilbert House (which overlooks St Giles Terrace), voiced strong concerns over the implementation of the project and sought to have the furniture removed. Officers met with concerned parties and advised that the City would review the project and utilise an Estate wide post-implementation consultation process to gather comments on the scheme and report back to Members. It was advised that if the majority of respondents did not like the furniture and planting, then the recommendation would be to remove them and use them elsewhere in the City, replacing them with municipal type benches to match those previously in situ.</p> <p>In addition to the resident objections and despite the furniture being well utilised during the summer months as evident in the photographs in Appendix C, it has become apparent over the latter months of 2013 that the furniture has been subject to repeated misuse, leading to damage (see Appendix D). Groups of people, presumably non-residents of the Barbican, have been doing "Parkour" (urban running) on the furniture and using the seating and planters as obstacles to jump on, along and across. This activity has recently been identified as an issue across the Estate.</p>
<b>11. Last Approved Limit</b>	Members approved the implementation of enhancements to St. Giles Terrace & Ben Jonson Highwalk to a total of £250,880.
<b>12. Tolerance Granted</b>	N/A
<b>13. Cause</b>	<p>Discontent of some residents with the implementation of the seating and planting has arisen with the following key objections raised to the project:</p> <ul style="list-style-type: none"> <li>• Listed Building Consent was not obtained for the furniture;</li> <li>• On-going resident consultation and updating was flawed;</li> <li>• The money for the project should have been spent on repair and maintenance of the Barbican Estate rather than on new furniture;</li> <li>• The original benches were better as they were chosen by Chamberlain, Powell and Bon;</li> <li>• The orientation and design of the seating;</li> <li>• Seating is too high on Ben Jonson Highwalk because it is</li> </ul>

	<p>on the vents;</p> <ul style="list-style-type: none"> <li>• There are more seats than originally on site;</li> <li>• Timber too bright and looks out of place.</li> </ul> <p>The furniture was designed having regard to mid-20th century design with the seating/tables utilising metal tubing and the planters utilising metal sheeting. The furniture is fit for purpose as outdoor seating/tables and planters but will not tolerate the level of misuse that is occurring on the Estate due to the Parkour activities. The armrests manufactured on the planters to prevent rough sleeping and skateboarding are being jumped on and it would appear people may be jumping from armrest to armrest. The seating, whilst not being directly damaged is being used to vault over and jump on, evident by the numerous footprints on the timber elements.</p>
<p><b>14. Consequences</b></p>	<p>Following the installation of the seating/planters, representatives of the Gilbert House Residents Group contacted officers, as they were unhappy with the scheme and raised objection to several issues including layout, design, the number of seats and the consultation process.</p> <p>As a result of the resident discontent with the implementation of the seating and planting, the Transportation and Public Realm Director met with representatives of the Barbican Association and the Gilbert House Residents Group to discuss their concerns in detail and advised that the City would review the project once the installation was complete, as is standard procedure with all public realm projects and report back to members. If the decision was taken by Members following this review that the furniture should not be retained then it would be removed and used elsewhere in the City, with benches similar to those previously in place being provided.</p> <p>This Estate wide consultation process was undertaken from 24<sup>th</sup> June to the 12<sup>th</sup> July, with responses accepted up to the 26<sup>th</sup> July 2013.</p> <p>The consultation took the form of a survey of both residents and users of the spaces concerned. A questionnaire was delivered to all residents and key occupiers in the Barbican Estate with a paid return envelope, which could also be submitted at the Barbican Estate Office (BEO) or scanned and emailed to the Barbican Seating Review email address. The results and analysis of the resident surveys are included in Appendix E.</p> <p>User surveys were conducted at St Giles Terrace and Ben Jonson Highwalk by the Living Streets organisation on the 9<sup>th</sup>, 25<sup>th</sup> and 26<sup>th</sup> July 2013. The results and analysis of the user surveys are included in Appendix F.</p> <p>Over 600 submissions were received in total from both consultation methods.</p> <p>The City has utilised the Living Streets organisation to</p>

independently collate and evaluate the consultation results to ensure neutrality in the process

The user responses indicated that some 75% liked the new seating on both St Giles Terrace and Ben Johnson Highwalk. Conversely responding residents largely disliked the scheme, 69% at St Giles Terrace and 65% at Ben Johnson Highwalk.

Of those that responded to the user survey at St Giles Terrace, it was noted that the clear majority of people liked the greenery and planting as well as the number of seats. People surveyed seemed to think that more chairs had been provided or at least that the number of chairs in place was sufficient. Some people liked the seating arrangement as it can offer privacy and allow people to sit on their own should they wish.

80% of the users surveyed at St Giles Terrace worked at the Barbican, 5% were visitors, 4% residents and 11% Other.

82% of the users surveyed were using the furniture to eat their lunch and 8% for recreation.

As shown above the majority of people using the seating and planting improvements liked them with low numbers either disliking or not passing comment

Of those that responded to the resident questionnaire on St Giles Terrace, it was noted that the majority did not like the type/design of the seating and that they considered the seating not appropriate for the setting, although just over a quarter did like the seating/planting and appearance of the scheme.

Just over two thirds of respondents were specifically not happy with the type and design of seating, and close to a quarter of people dislike the type and design of planting. A further quarter of the residents surveyed feel that the seating should be reoriented to face the lake.

Clearly, the respondents felt there were a number of particular issues within the design or style of the seating, including the choice of materials, colour and perceived quality.

The majority of the negative comments raised are on design, appearance, perceived quality etc. No concerns were expressed about attracting anti-social behaviour such as street drinking or rough sleeping, even though there has been excellent mild summer conditions encouraging more outdoor activity.

Of the key objections raised in relation to the project, please see the following responses:

- Listed Building Consent was not obtained for the furniture.
  - When the project was initially considered and approved by Committee in 2011, Listed Building Consent was not considered necessary. Given the furniture is now fixed to the City Walkway, and acting with an abundance of



caution, the elements attached to the fabric of the structure would be submitted for Listed Building Consent, if the scheme was to be retained.

- On-going resident consultation and updating was flawed.
  - Quarterly project updates were issued by the project officers to the Barbican Estate Office advising of the project progress which were to be circulated to residents. It has become apparent during the post-implementation consultation process that these updates were not being as widely circulated to residents as had been expected. To avoid any repeat of this problem a new consultation protocol for the Barbican is currently being consulted upon.

- Money should have been spent on repair and maintenance of the Barbican rather than on new furniture.

The funding for the Barbican Highwalks improvement project came from the On-Street Parking Reserve and, as such (at that time), was limited in use to improvements of the City Walkway and could not be used for general Estate repair or maintenance.

- The original benches were better as they were chosen by Chamberlain, Powell and Bon.

The existing benches that were removed from both Ben Jonson Highwalk and St Giles Terrace were a mixture of municipal park bench type design, were in very poor condition and were not chosen by Chamberlain, Powell and Bon. Further the benches on Ben Jonson Highwalk did not comply with the City's Access requirements for public seating.

- Seating too high on Ben Jonson Highwalk because it is on the vents.

The seating on Ben Jonson Highwalk complies with guidelines on standard recommended seating heights being between 450mm-550mm. The previous seating was also of this height however extended further and curved toward the ground, thus appearing to be lower than new furniture.

The seating on Ben Jonson Highwalk is located on the vents because it replicates the layout of the previous seating and prevents the vent covers to Beech Street below from being lifted up and presenting a safety issue.

- There are more seats than originally on site.

The seating in both locations replicates the number of seating positions as previously available with the old style benches. On Ben Jonson Highwalk seating/table layout is exactly as the previous bench layout, whilst on

	<p>St Giles Terrace there are 21 seats which is the same as previously available. There are no seats closer to the nearest residential block (Gilbert House) than with the old furniture.</p> <p>As discussed above, the planters on St Giles Terrace were originally delivered to site with timber tops allowing the planters to be used as seats until funding for maintaining the planting was identified. This caused resident's concern because the number of seats available appeared to be more than what they were consulted on originally and that this would encourage more people to use the area, thus increasing noise. The funding was secured from the Barbican Estate Office and the timber tops were replaced with planting by the end of March 2013.</p> <ul style="list-style-type: none"> <li>• Timber too bright and looks out of place <ul style="list-style-type: none"> <li>- When first installed the timber was originally quite a bright yellow/orange colour, as it had been freshly machined to form the new furniture, but through oxidation and natural weathering this has already dulled down to a muted grey colour. Furthermore the timber has also weathered down considerably, losing its yellow/orange hue entirely and will continue to grey down as planned</li> </ul> </li> </ul> <p>The consequence of the misuse of the furniture is that structural damage is occurring. The armrests of the planters are being jumped on and many are bent/broken, which is unsightly and compromises the integrity of the metal.</p> <p>The seating, whilst not being directly damaged as with the planters is being used to vault over and many are breaking away from their fixings, with one seat having to be removed from Ben Jonson Highwalk whilst tiling repairs were undertaken to allow the seat to re-fixed.</p> <p>Damage to the seating and planters will therefore lead to ongoing costs to the City as the furniture will require removal and repair.</p>
<p><b>15. Options</b></p>	<p>The options available include:</p> <ul style="list-style-type: none"> <li>- Relocate the seating and planters to more appropriate locations within the City and replace with timber benches as previously on St Giles Terrace and Ben Jonson Highwalk.</li> </ul> <p>or</p> <ul style="list-style-type: none"> <li>- Retain the seating as approved by Committee in 2011 and currently installed and carryout ongoing repair to the damage caused by misuse and which is unliked by many residents.</li> </ul>

<b>16. Conclusion</b>	<p>Both St Giles Terrace and Ben Jonson Highwalk are designated City Walkway and as such available for use by all of the City community. There were mixed results to the post-implementation consultation with the majority of users supporting the furniture whilst the majority of residents opposed to the furniture.</p> <p>However given the ongoing use of the Estate by groups doing urban running and limited ability to stop/control it, it is considered best to relocate the furniture to more suitable locations in the City which have better passive surveillance and CCTV coverage</p>
<b>17. Recommendation</b>	Relocate the seating and planters from St Giles Terrace and Ben Jonson Highwalk to more appropriate locations within the City for use by the City community, reinstating seating similar to that present before the improvement project.
<b>18. Lessons</b>	<p>Misuse of external furniture is an issue on the Barbican Estate and the prevalence of Parkour needs to be a consideration for future design of external furniture, particularly on the Barbican Estate.</p> <p>Consultation arrangements with Barbican Residents should be reviewed, and this is in hand.</p>

### Appendices

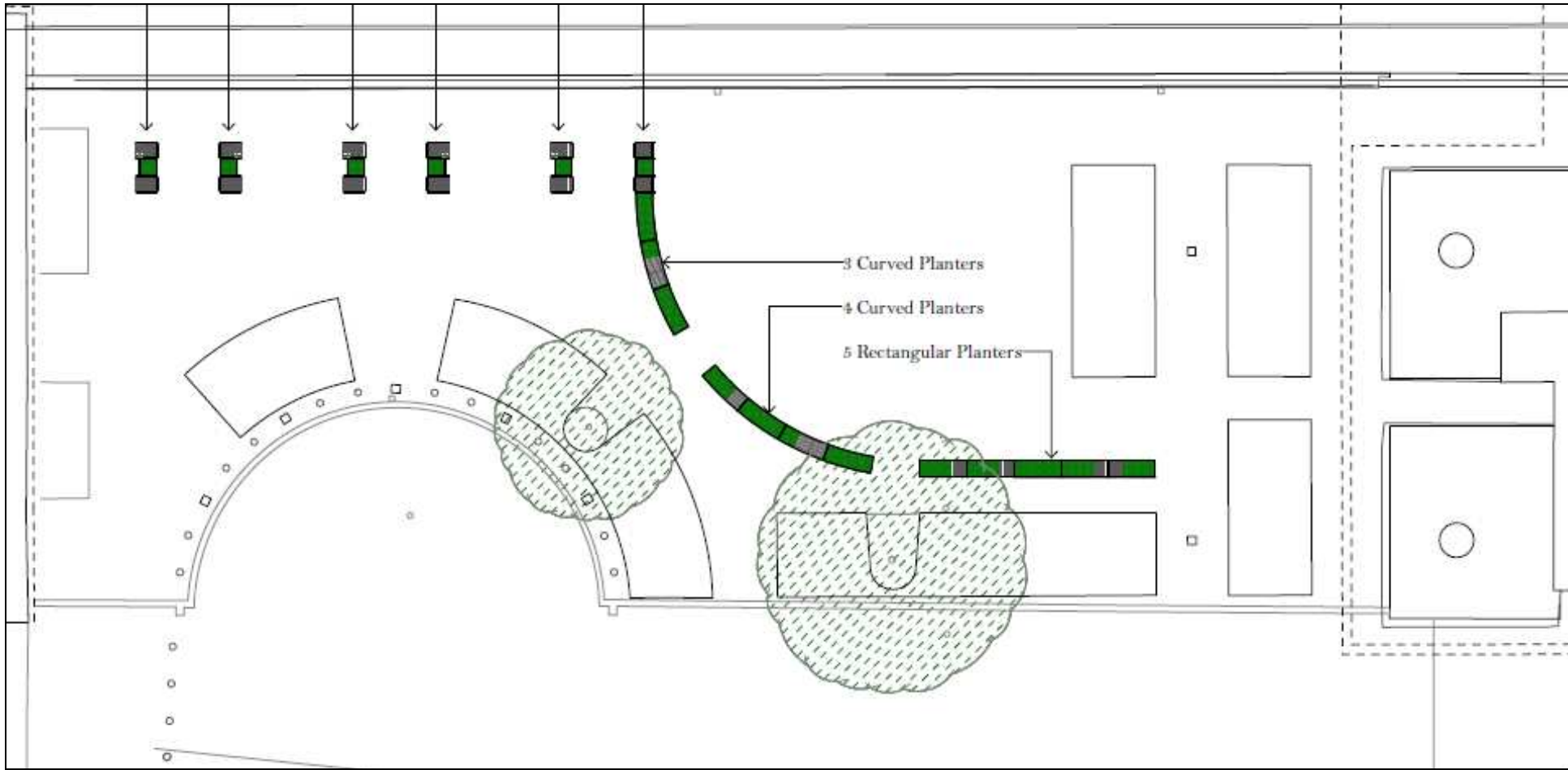
<b>Appendix A</b>	St Giles Terrace Approved Layout
<b>Appendix B</b>	Ben Jonson Highwalk Approved Layout
<b>Appendix C</b>	Seating Usage
<b>Appendix D</b>	Planter Damage
<b>Appendix E</b>	Resident Consultation Survey Report
<b>Appendix F</b>	User Consultation Survey Report

### Contact

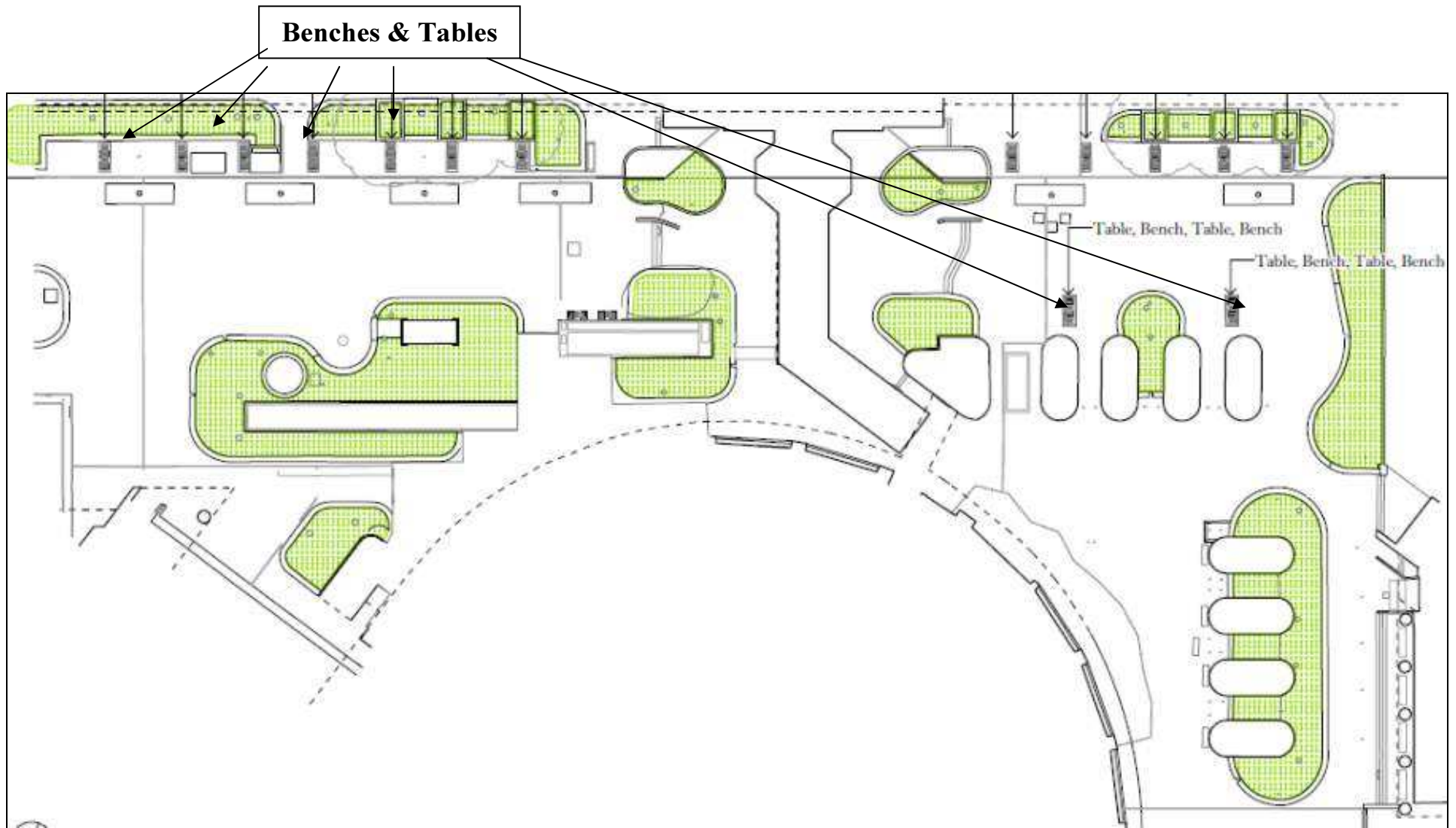
<b>Report Author</b>	Trent Burke
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<b>Telephone Number</b>	020 7332 3986

**Appendix A - St Giles Terrace Approved Layout**

**Benches & Planters**



**Appendix B – Ben Jonson Highwalk Approved Layout**



**Appendix C – Seating Usage**





Appendix D – Planter Damage





**Appendix E – Resident Consultation Survey Report**

See attached Barbican public realm improvements - Resident Survey – September 2013

**Appendix F – User Consultation Survey Report**

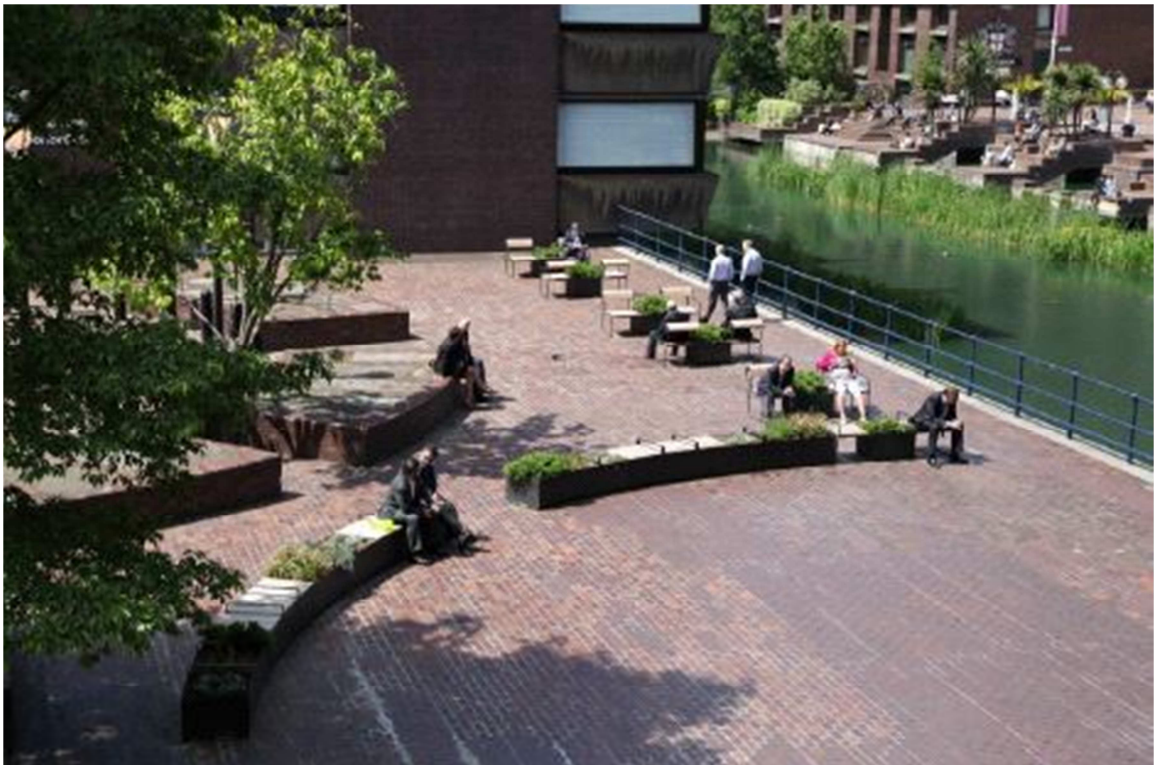
See attached Barbican public realm improvements – Opinion Survey – July/August 2013

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# Barbican public realm improvements Resident Survey



A report by Living Streets on behalf of The City of London Authority



**Living Streets** is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk.



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## Background and Aims

Living Streets is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk. Living Streets has a Service Level Agreement with the City of London to support their walking and public realm service delivery. As part of this agreement, Living Streets were asked to analyse the results of a survey sent to residents of the Barbican Estate.

The purpose of the resident survey was to understand how those who live at the Barbican feel about the changes made to the public spaces at Ben Johnson Walk and St Giles Terrace. Both areas have undergone an improvement project including new seating and planting for the public. Living Streets carried out a separate on-site survey to find out the opinions of people who work in the area or visit for recreation or tourism, the findings from which are available in a separate report. Together, these two reports provide City of London with an understanding of the broad range of opinions about the work.

## Methodology

City of London selected St Giles Terrace and Ben Johnson Walk as they are areas where improvements to the public realm have taken place.

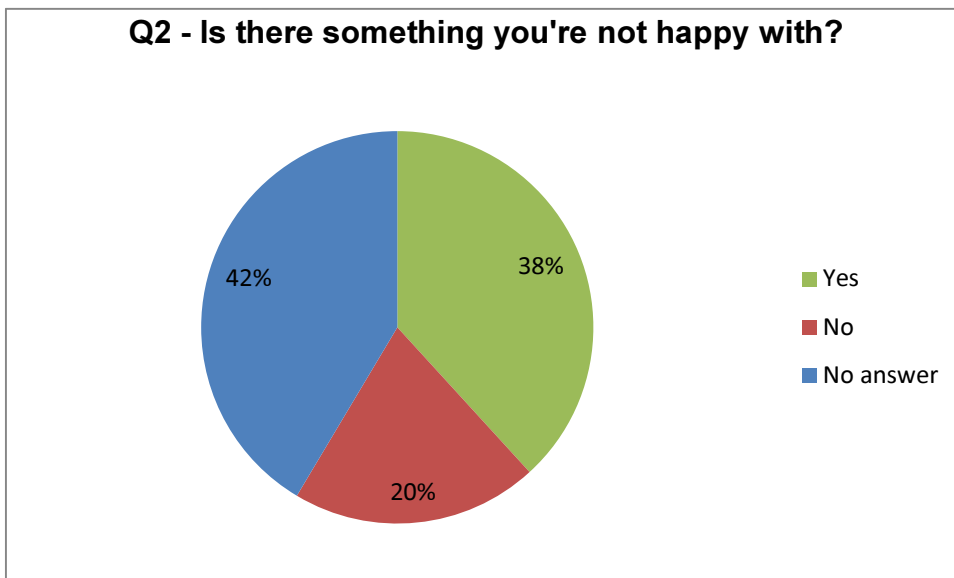
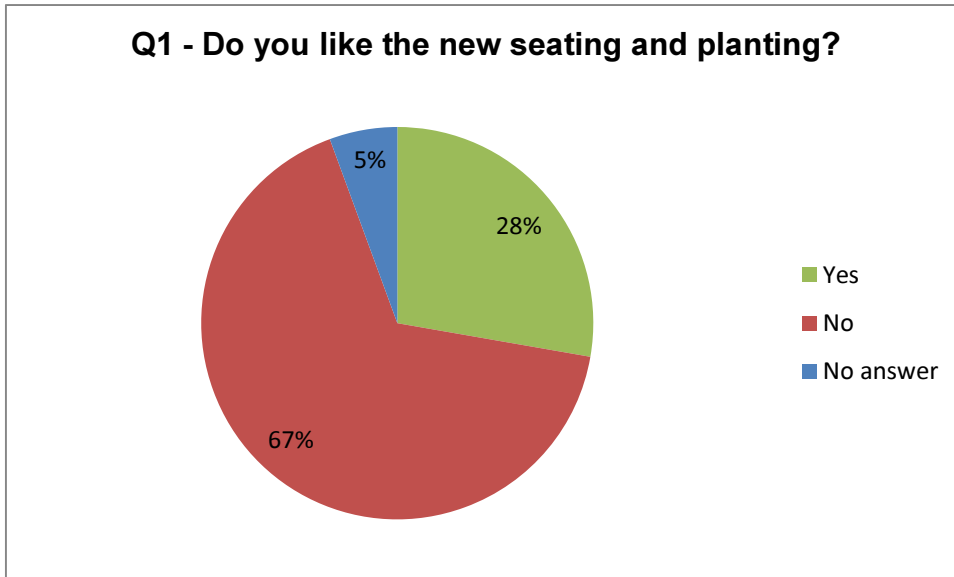
The questionnaire was sent to residents in the post and contained eight questions with a mixture of open and closed to provide a range of data. Sent with the questionnaire, each resident also received a letter explaining the scheme and reason for the questionnaire. A copy of the questionnaire can be found in the appendix.

In total, 1,700 questionnaires were sent out, and 411 questionnaires were received, a response rate of around 24%. The responses were written up and analysed by Living Streets.

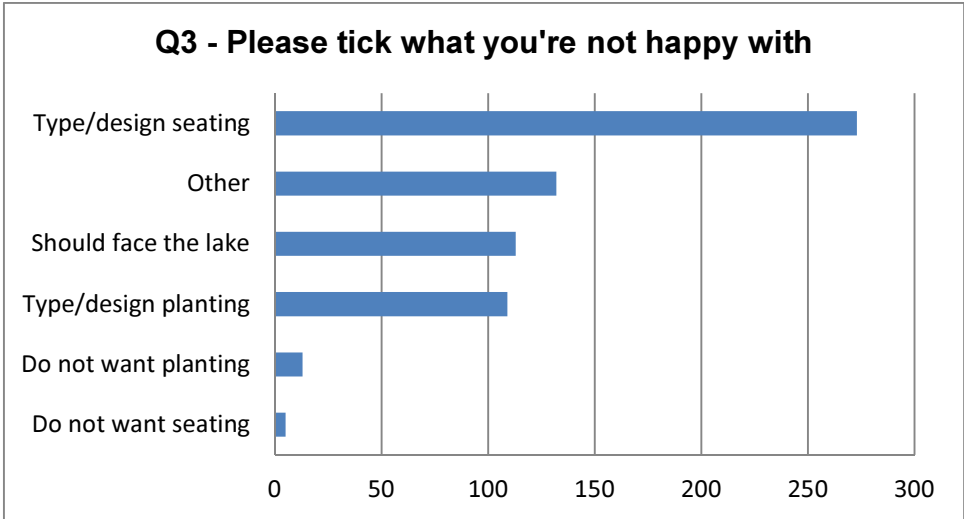
## Summary of Findings

The results of all 411 surveys are summarised below.

### St Giles Terrace

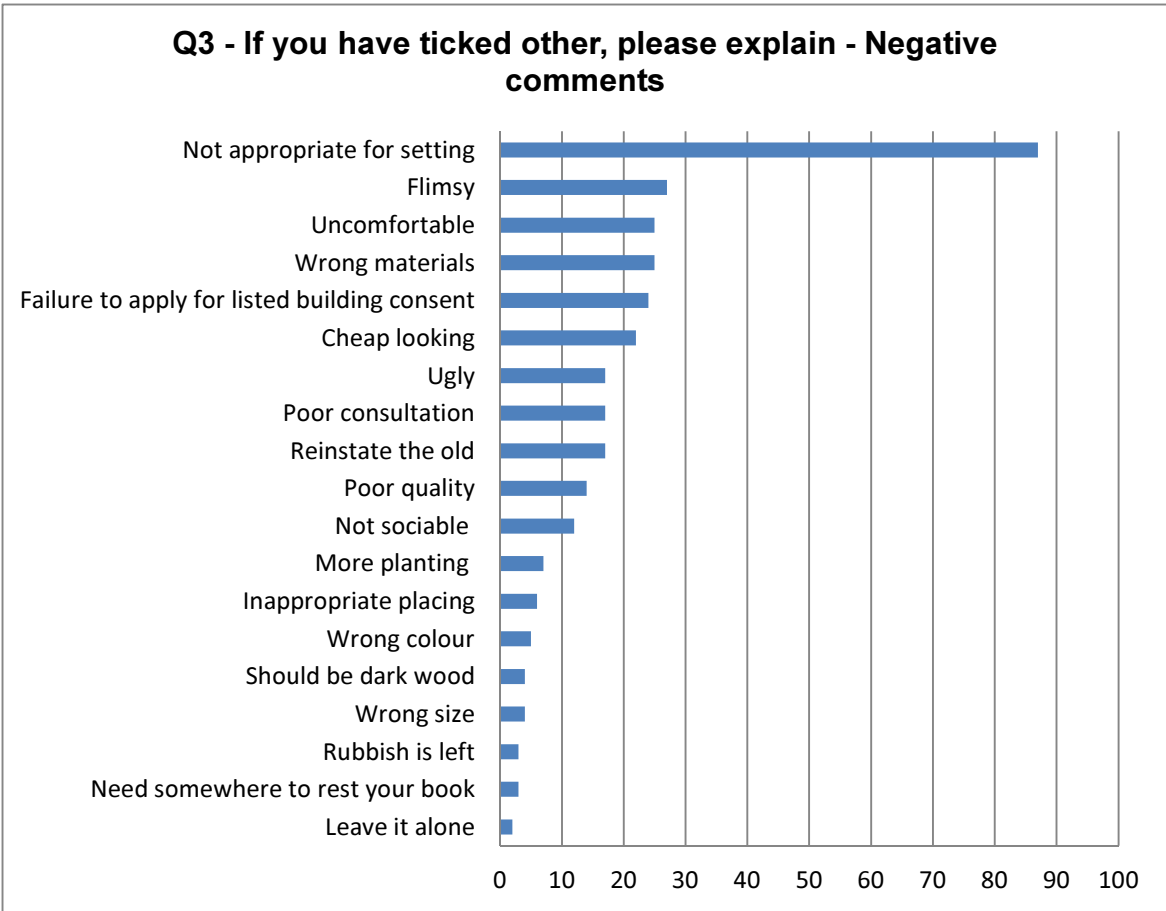


The graphs above demonstrate that the majority – two thirds – of residents who responded do not like the seating and planting improvements at St Giles Terrace. 38% of people said there was something in particular they were not happy with. Residents were then asked to further explain their dislike for the scheme by ticking as many of the options as they agreed with.



Around two thirds of respondents (273 out of 411) specifically were not happy with the type and design of seating, and close to a quarter of people (109) dislike the type and design of planting. A further quarter (113) feel that the seating should be reoriented to face the lake. Only five people would rather there was no seating or planting all together.

The 132 people who ticked 'other' were then asked to further explain their answer. To make this information easier to digest, we categorised the written answers.



The vast majority of people who had ticked 'Other' felt that the seating was not appropriate for the context of the Barbican Estate. The perceived inappropriateness of

the design of seating prompted some particularly strong responses as demonstrated by the quotations below:

“The seating design is ugly and not consistent with the barbican and the other seating within the barbican creating a mismatch of equally ugly and unsuitable designs”

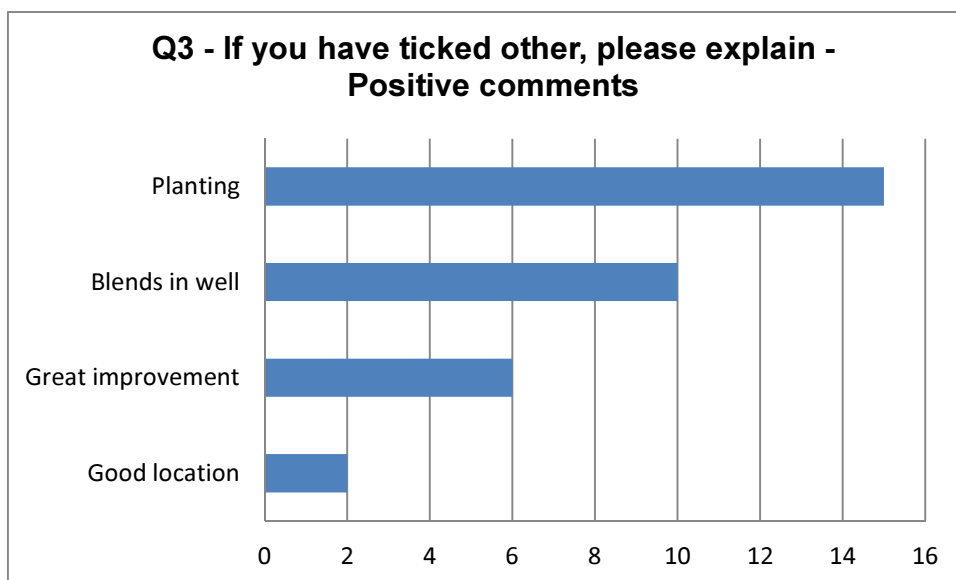
“I much preferred the old seating which seemed in keeping with the Barbican environment. The current seating is an eye sore”

“The new structures are badly designed, shoddily executed and show no appreciation or understanding of the design of the Barbican Estate by the original architects. St Giles is a Grade 1 listed building and its environs were planned with great care, it is the jewel in the crown of the Barbican and should be treated as such. Instead it has been surrounded by junk which would be rejected by McDonalds for lowering the tone of the brand”

Clearly, the respondents felt there were a number of particular issues within the design or style of the seating, including the choice of materials, colour and perceived quality. The responses demonstrate a good understanding and awareness amongst resident of the design context with people referencing the listed building status, Brutalist Architectural style and the names of the architects.

A smaller number of people were unhappy with the process and had concerns with either the lack of listed building consent for the seating or the consultation process, either with residents or with bodies such as English Heritage and the 20<sup>th</sup> Century Society.

A small number of people used this question to express positive opinions about the seating, as demonstrated by the following graph:

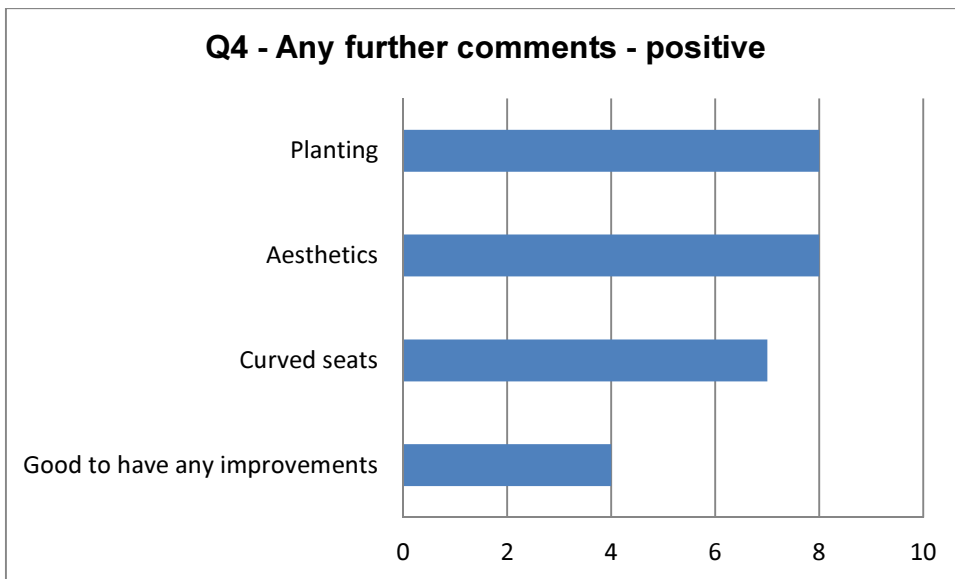
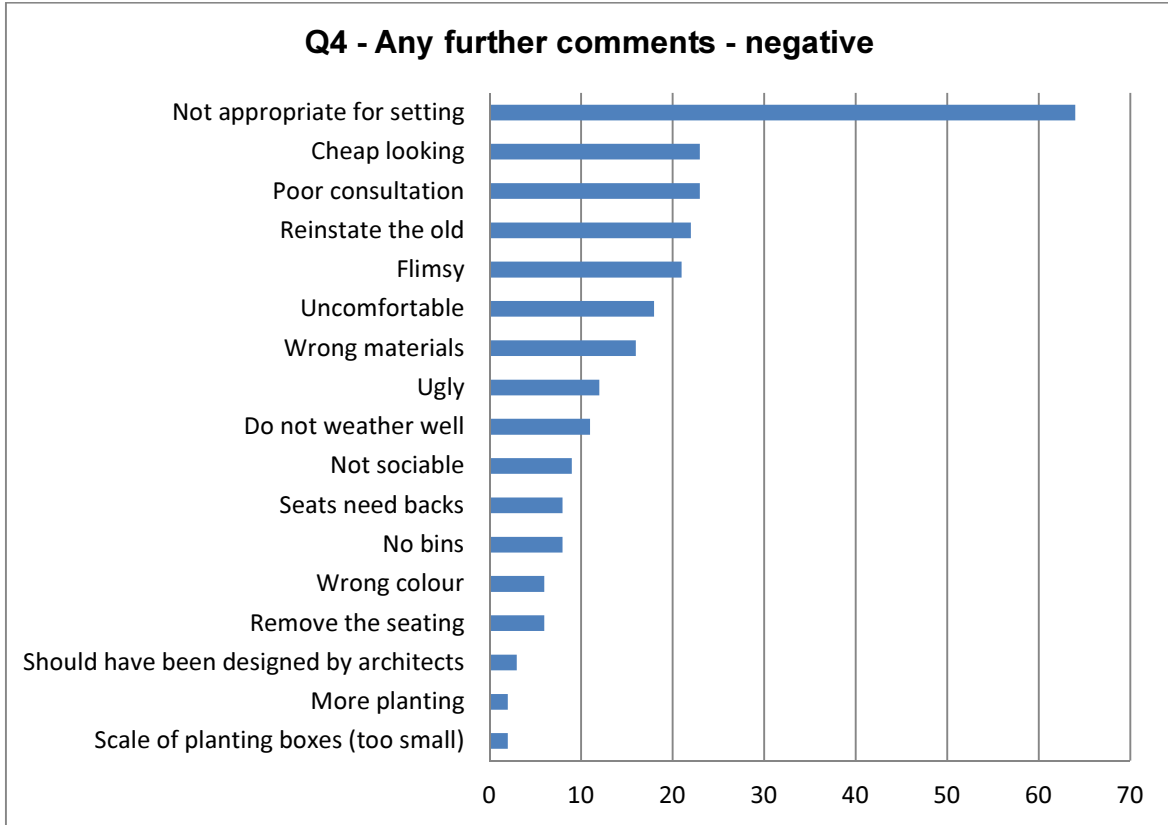


The views of these people were in contrast to the negative comments above, with one resident commenting:

“I think that the seating is excellent improvement. It blends in well into the environment. I understand that the original plan (1960s) was for the area to be a 'village green' with a pub and church and lake. It should still be that way”.



Finally, residents were asked for any further comments on the St Giles Seating and Planting scheme. Of the 281 comments received, 254 (90%) were deemed negative and 27 (10%) positive. Once again, the comments were categorised.



We found there was a large amount of overlap in the responses to this question with those to the previous question, with similar issues such as the seating looking out of context again mentioned by a high proportion of people. Within this point, people cite

the colours being different to others on the estate but also the shape of the seating failing to reflect the shapes and structure of the nearby church.

A small number of people said that the designs should have been carried out by professional architects, although in fact they were –by Studio Weave, as explained to residents at the beginning of the survey.

Again, some very strong opinions were given, such as:

“The arrangement is nice with the planting, but the seats are awful. They look cheap and out of character with the estate. They will look tatty in time”

One issue which was raised in both Questions 3 and 4 was that of the lack of bins and subsequent rubbish left by members of the public. We recommend that City of London consider the installation of some rubbish bins to the area in order to alleviate this issue.

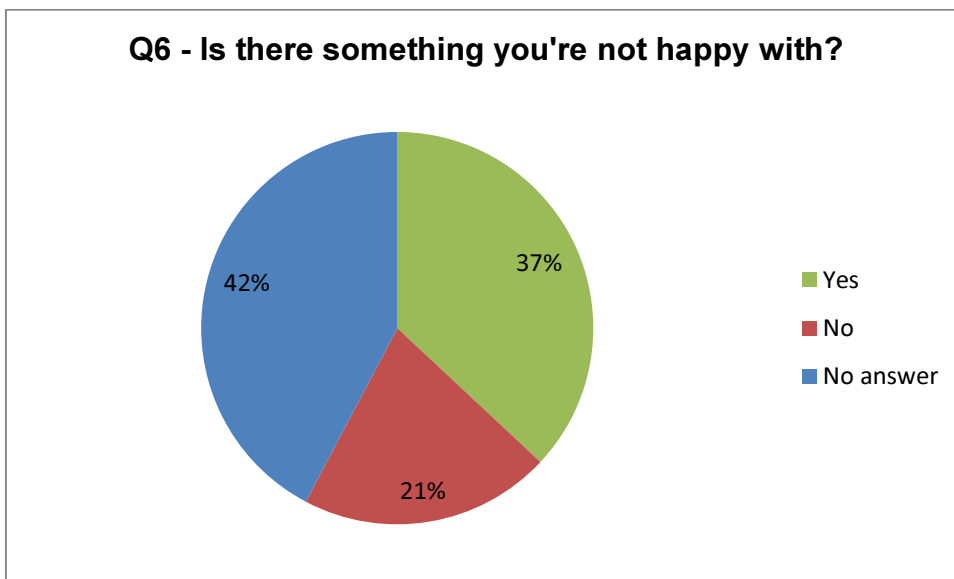
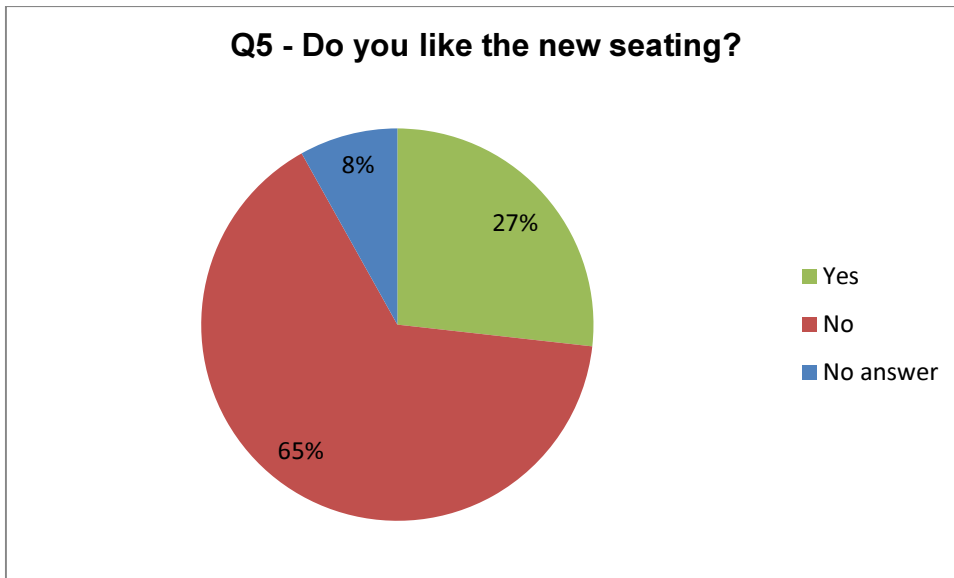
Positive feedback to this questions was pretty evenly split between four different topics: Planting, general aesthetics, the curved layout of seating and the fact that any improvements had taken place at all. For example:

“I think it would be a shame if the present scheme were not adopted permanently. My own opinion is that what has been done is imaginative and pleasing on the eye. We are indeed fortunate in these straitened times that money has been found for such welcome environment improvements to the Barbican estate

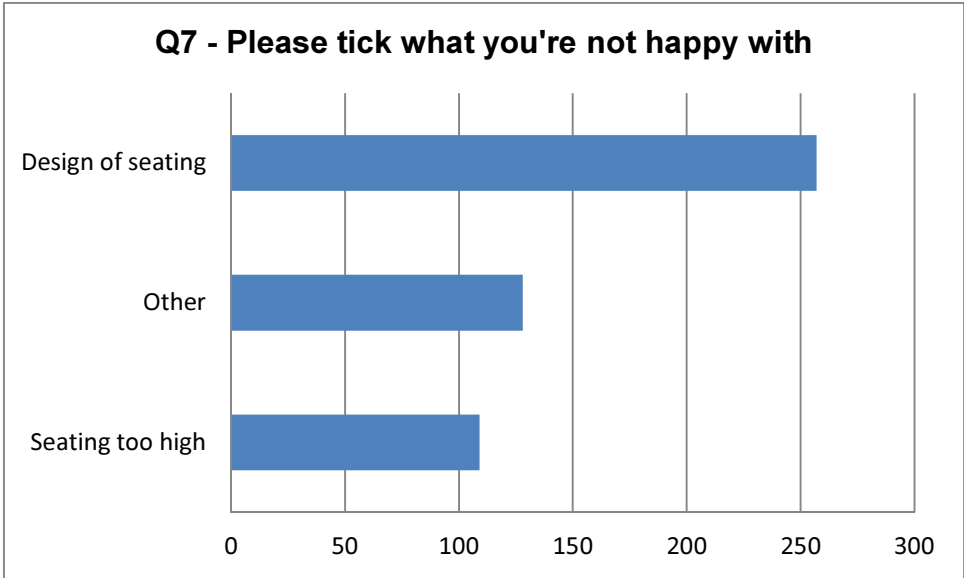
Such comments are in the minority but demonstrate that there is some support for the St Giles seating and planting amongst the Barbican residents.

## Ben Johnson Walk

The questions relating to Ben Johnson Walk were almost exactly the same as those for St Giles Terrace with the one difference that it only asked about seating, as new planting has not been put in place here.

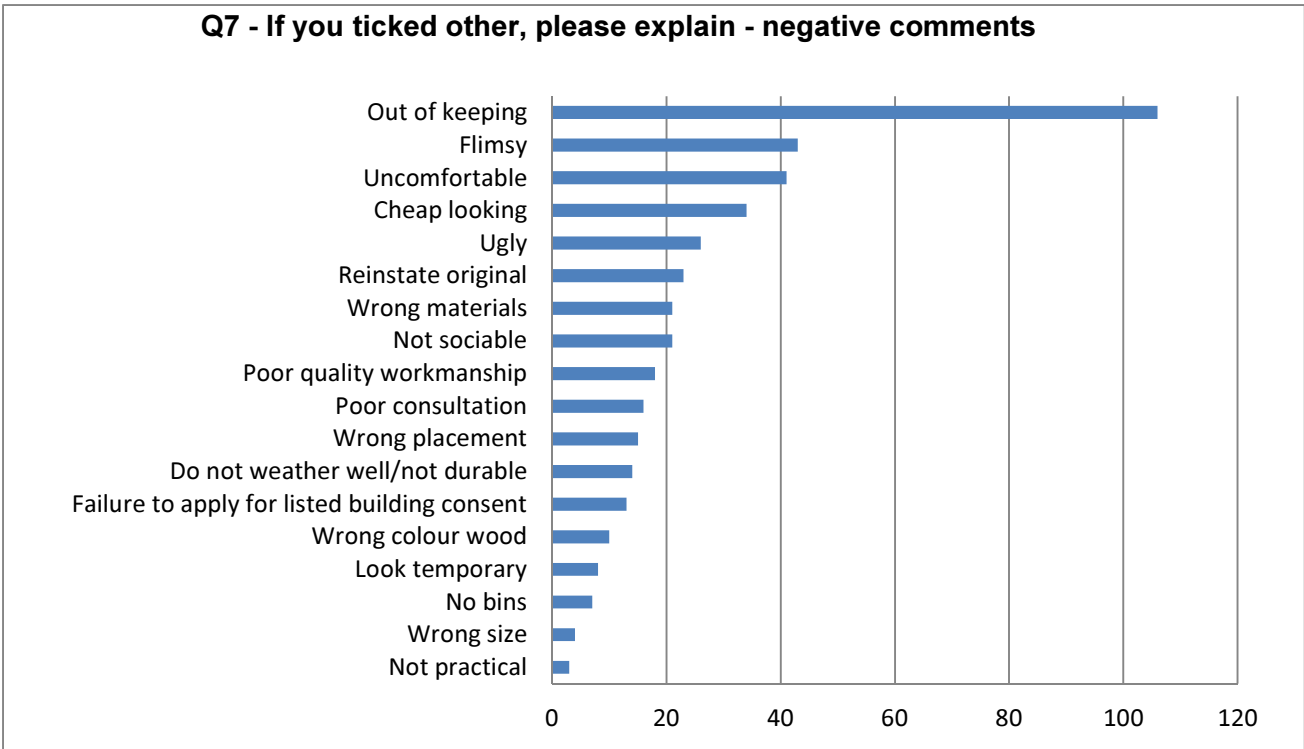


The two charts for this site are almost identical to that of St Giles Terrace and again, around two thirds of respondents did not like the seating improvements.



As with St Giles Terrace, the major objection to the seating at Ben Johnson Walk related to the design. Over a quarter felt the seating was too high and many attributed this to the seating being placed on top of ventilation grates.

Those who answered 'other' were asked to provide further explanation and once again this information was categorised for ease of analysis:



Slightly more people than for St Giles Terrace felt the seating at Ben Johnson Walk was inappropriate for its context, with over a quarter of respondents stating this as a concern. Again, a number of issues within the design were referenced including a flimsy and cheap-looking appearance of the seating. Although many of the comments are subjective with residents simply saying they feel the seats look ugly, many others

appear to be more objective and/or based on more constructive reasoning. For example:

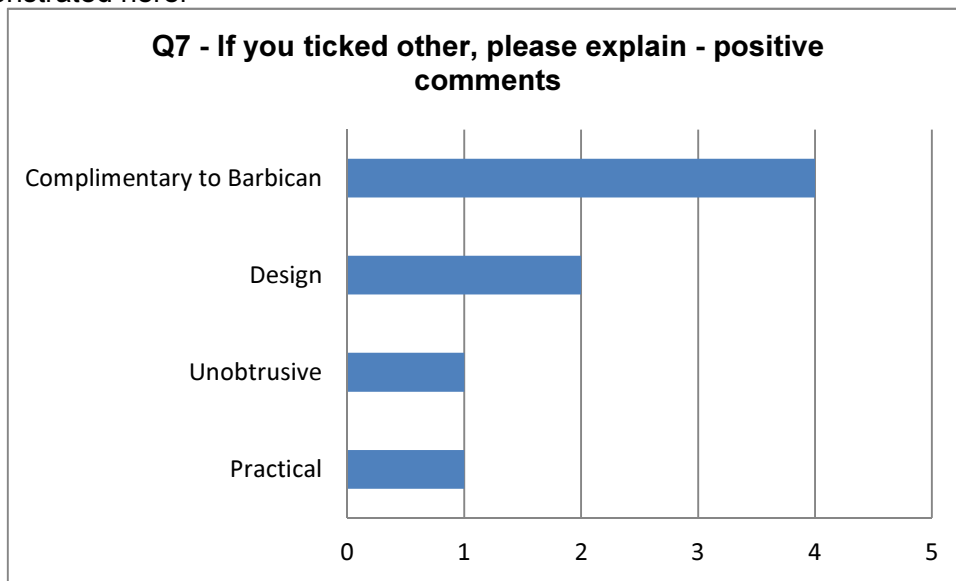
“When I first saw the new seating I assumed it was temporary, as it was so out of keeping with the aesthetics of the area”

“At Ben Johnson Walk, some people feel that the placement of the seats above the ventilation grates is impractical (especially for shorter people) and look ridiculous perched on top of the metal grids”.

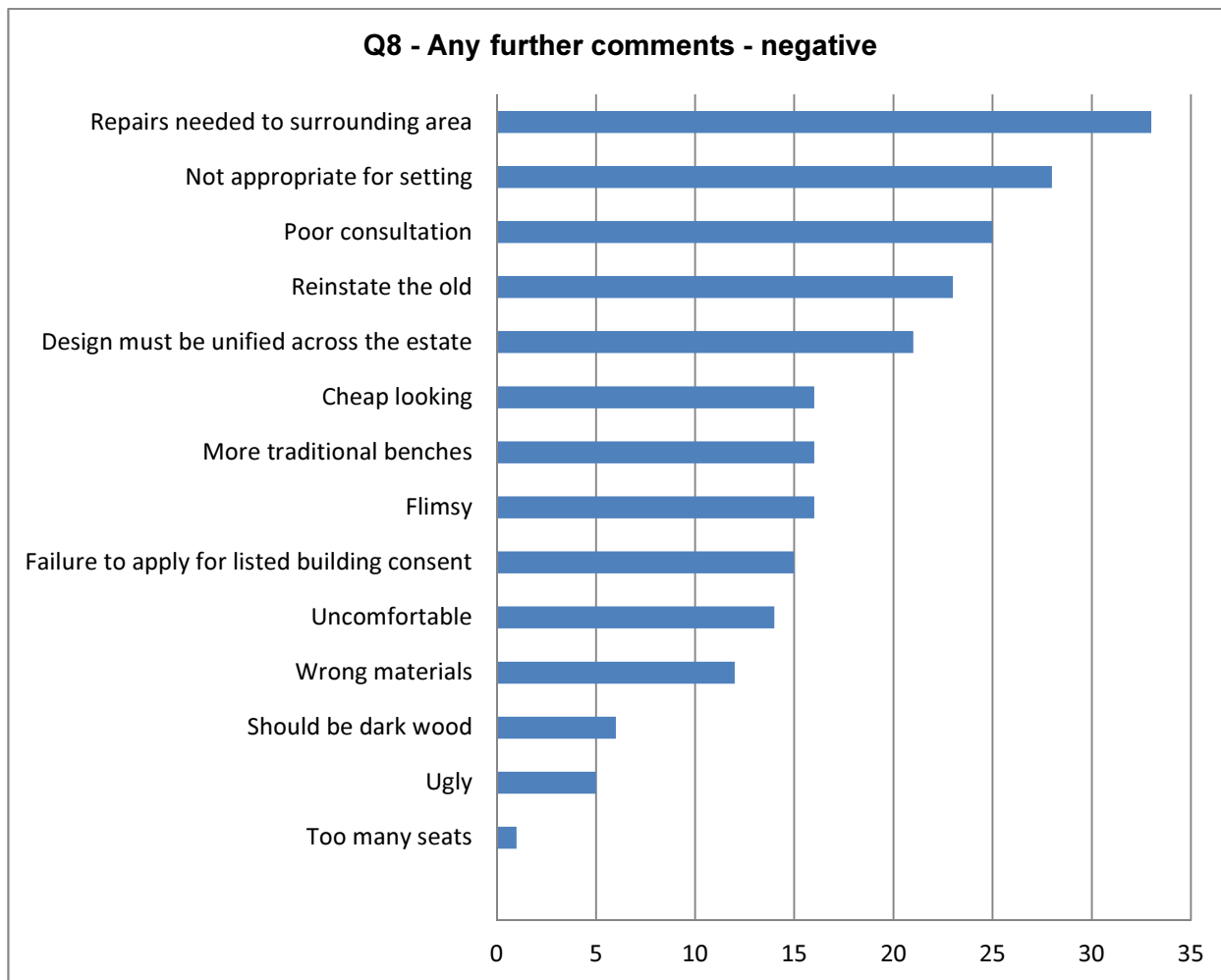
Some felt that the placement of the seating is anti-social and that the tables in between the seating prevent people from talking to each other or sitting together. This point is demonstrated by one resident who states

“My objection to the new seating is that it is designed for solitary individuals. As all seats are single, and kept quite separate from each other, they are not designed in any way for families, people with small children, couples or even in fact for anyone who might want to talk to one another.”

A very small number of residents used this question to express positive comments as demonstrated here:



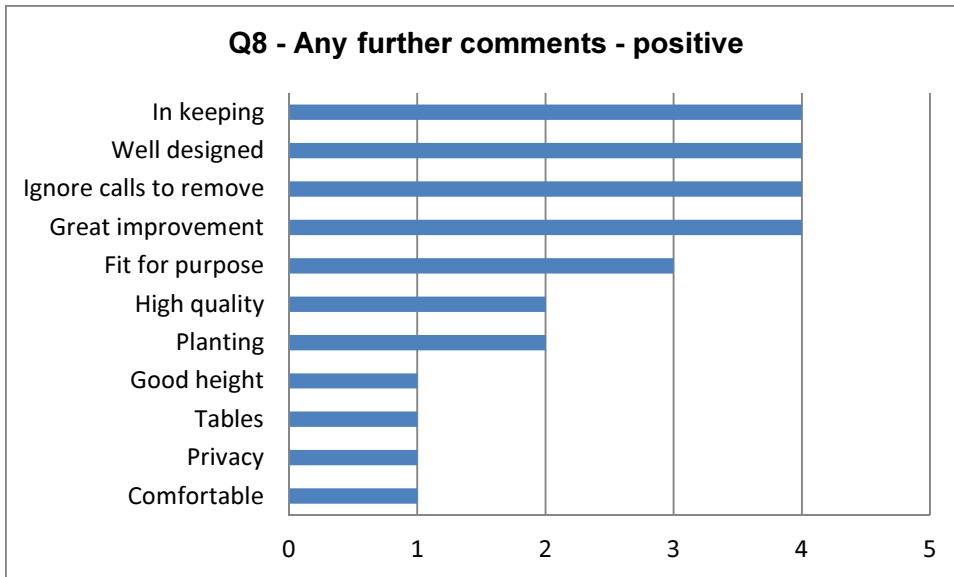
Finally, residents were asked for further comments. Of these responses, 224 (89%) could be deemed negative and 27 (11%) positive.



A key issue here is that residents felt the surrounding area is in need of repair and maintenance work and they felt this work should have been carried out as a priority over any new seating or planting. It may be that this issue has exacerbated negativity towards the seating and planting scheme, a view demonstrated by the following quote:

“With parts of the high walk visibly deteriorating (tiles falling off) the money would have been better spent on repairs and maintenance. What impression do visitors have when they see such an iconic estate poorly maintained - never mind us residents who have to live (and pay for) it”

Again, many people feel the seating and planting is out of keeping with the rest of the estate and some people expressed annoyance that yet another design of seating has been installed on the estate. A number of people called for the removal of the seating completely and/or reinstatement of the old benches.



Although positive comments were very much in the minority, the people who provided a positive comment tended to feel that the seating was in keeping with the estate and that it is an improvement, practical and well designed.

Some even made a plea to ignore the negative comments and ensure the seating is retained. For example:

“I like the new seating - unlike some of my more vocal neighbours. I do not want more money to be spent removing the seating. However the newness of the seating emphasises how dilapidated some of the tiling etc. has become - perhaps this could be spruced up”.

A number of the positive comments reference the opposition to the new seating and planting and there is an obvious awareness of a movement against the scheme.

## Conclusion

The strength of feeling for the seating and planting schemes is clear through the data and quotations in this report. It is quite apparent that Barbican residents value the public realm in the estate and want to ensure it is managed appropriately and effectively.

The results of the resident survey are largely negative, with two thirds of respondents disliking the improvements and most people having a number of concerns about the process of their installation on the resulting look of the area. There are however a small number of positive comments.

The open responses demonstrate some issues which divide opinion such as the orientation of the seating and whether it provides enough privacy or sociability. The issues where there appears to be less of a mixed opinion are around the lack of appropriateness for the context, issues with the consultation process and the need for more essential repairs in the area to take place.

Although the City of London could make some improvements or changes to placate residents (such as installing bins, changing the orientation of the seating at St Giles

Terrace and prioritising the maintenance of the surrounding area) there are still large numbers who will call for the removal of the seating.

## Limitations to the survey

A number of issues relating to the methodology and the way in which the surveys were carried out have been identified and should be considered when analysing the results.

- Respondents were self selecting to a certain extent and it may be that those with complaints were more likely to respond than those who feel indifferent or positive about the scheme. Indeed, the very few indifferent responses came from people who had visited one site but not the other and therefore did not feel equipped to comment.
- A letter from a number of Barbican House Groups was sent out to residents explaining their grievances with the seating schemes and recommending residents respond in opposition to the scheme. By encouraging more negative responses than might otherwise have been submitted, it seems likely that this letter created some negative bias, the magnitude of which is difficult to determine.

## Appendix

Copy of Survey



# Barbican public realm improvements Opinion Surveys



A report by Living Streets on behalf of The City of London Authority



**Living Streets** is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk.



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## Background and Aims

Living Streets is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk. Living Streets has a Service Level Agreement with the City of London to support their walking and public realm service delivery. As part of this agreement, Living Streets were asked to undertake on site opinion surveys at two locations on The Barbican Estate.

The purpose of the opinion surveys was to understand how pedestrians feel about the newly improved public spaces at Ben Johnson Walk and St Giles Terrace. Both areas have undergone an improvement project including new seating and planting for the public. The City of London carried out a separate consultation specifically for residents of The Barbican Estate which took the form of a survey sent to households. The purpose of the on-site surveys was therefore to compliment this process by finding out the opinions of people who work in the area or visit for recreation or tourism.

## Methodology

St Giles Terrace and Ben Johnson Walk were the locations selected by the City of London as they are areas where improvements to the public realm have taken place.

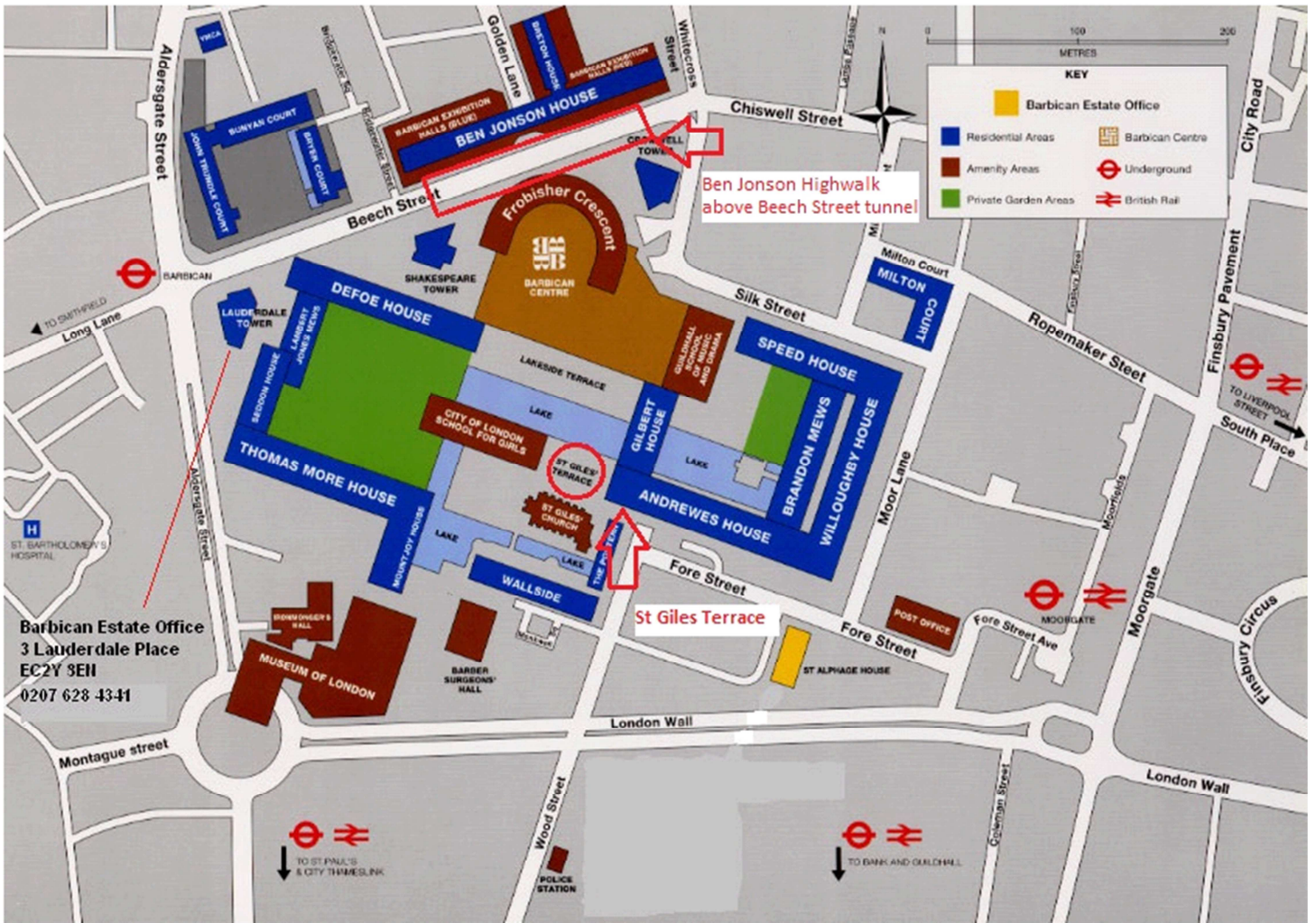
The questionnaire was designed by the City of London to be quick to carry out, whilst collecting a range of meaningful data on the locations following the improvement schemes. The survey also echoed the questionnaire sent round to Barbican residents in order that the information collected was comparable. The questions for the on-site surveys were altered from the questionnaire in order to make sure the survey was suitable to face-to-face questioning.

It was decided that open questions would provide the most enlightening information and would allow pedestrians to provide full and honest answers, without being steered by the questions. The surveys used can be found in Appendices One and Two.

The timings of the surveys were arranged to catch people who visit the area so that we complemented the separate surveys sent out to Barbican residents. As such, we carried out the surveys on week day lunch times when people might be using the seating at St Giles Terrace and Ben Johnson Walk for a work break. We visited The Barbican on days when the weather was hot and sunny which meant the two seating areas generally had a relatively high number of people there who we could potentially survey.

In total we collected 204 surveys – 107 at St Giles Terrace and 97 at Ben Johnson Walk. These were collected over the course of three lunchtimes between 9 and 26 July 2013.

## Locations of Surveys



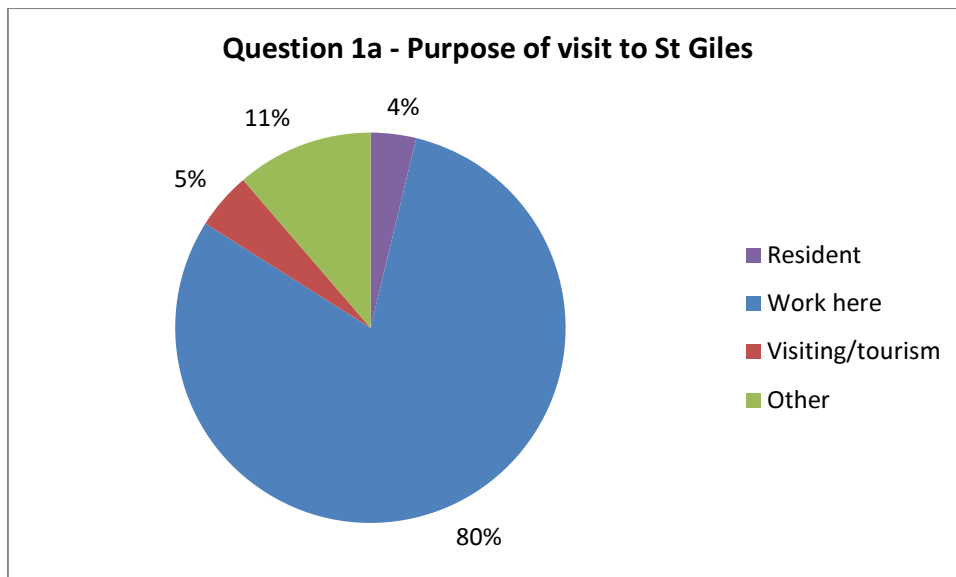
## Summary of Findings

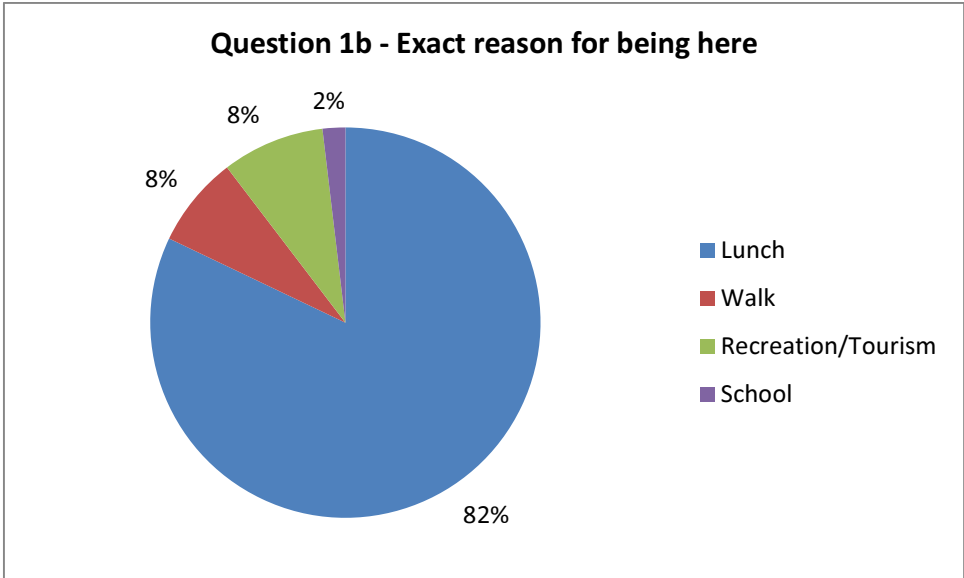
### St Giles Terrace

Surveys were conducted at St Giles Terrace on 9 and 25 July between the hours of 12pm and 2.30pm. Head counts of people using the seating were taken to establish the usage patterns of the area:

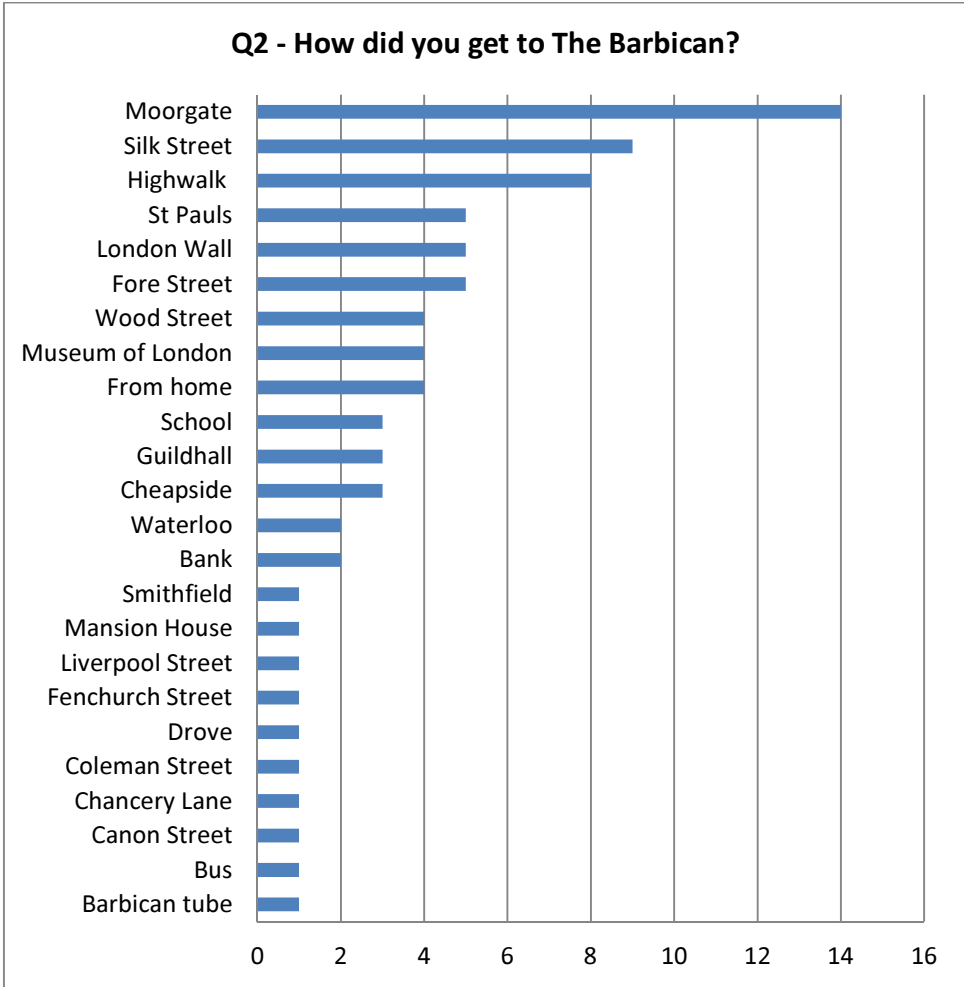
Time	9 July	25 July
12pm	27	1
1pm	36	18
2pm	37	20

In total, 107 surveys were obtained at this location. The results of each question are illustrated by the graphs below.

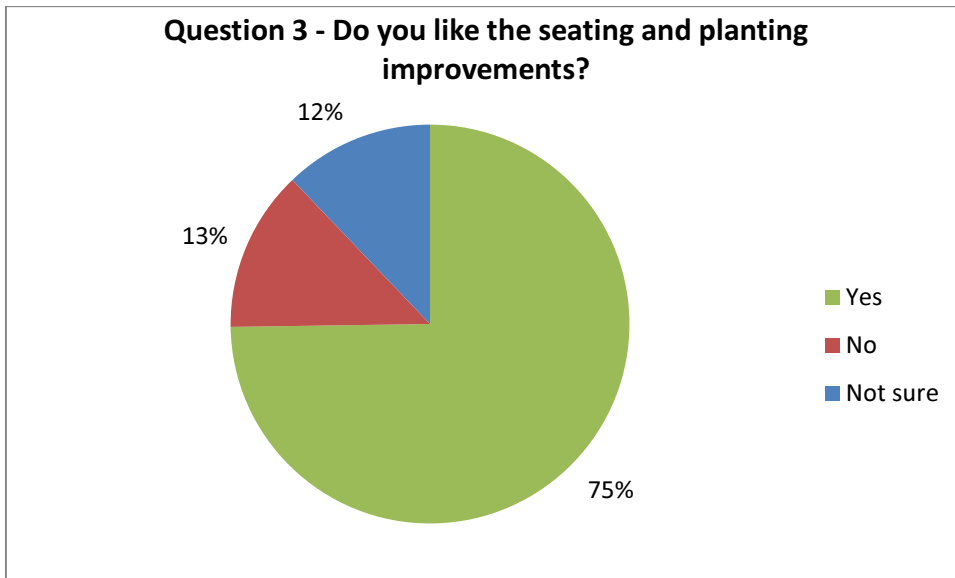




The majority of people visiting St Giles Terrace on the days we surveyed were people who work in the surrounding area and had come to eat their lunch or enjoy a break at the seating area. A few people mentioned 'chilling out' suggesting that the space is an area for relaxation. There were also some comments about 'getting out in the sun' as the weather was particularly favourable on the days we carried out the surveys.

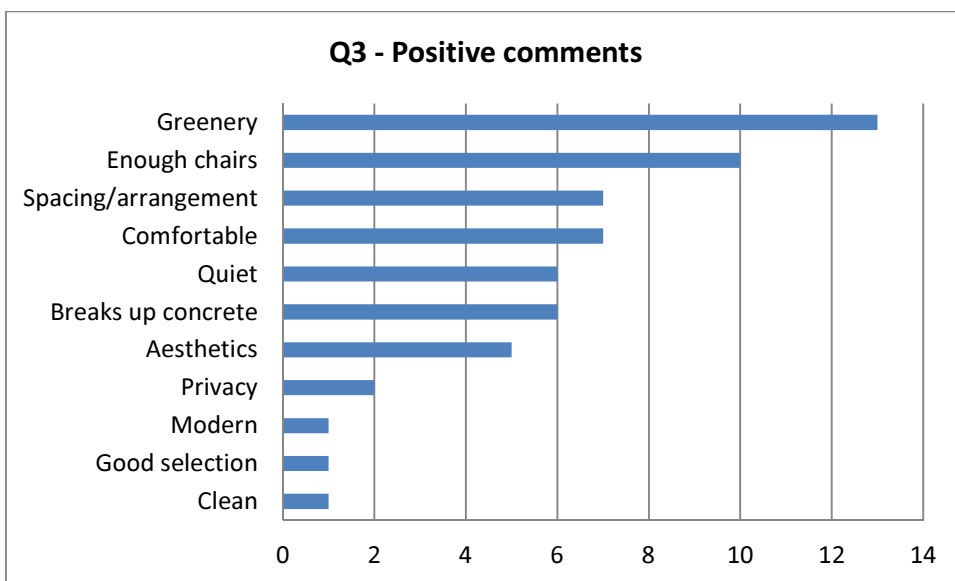


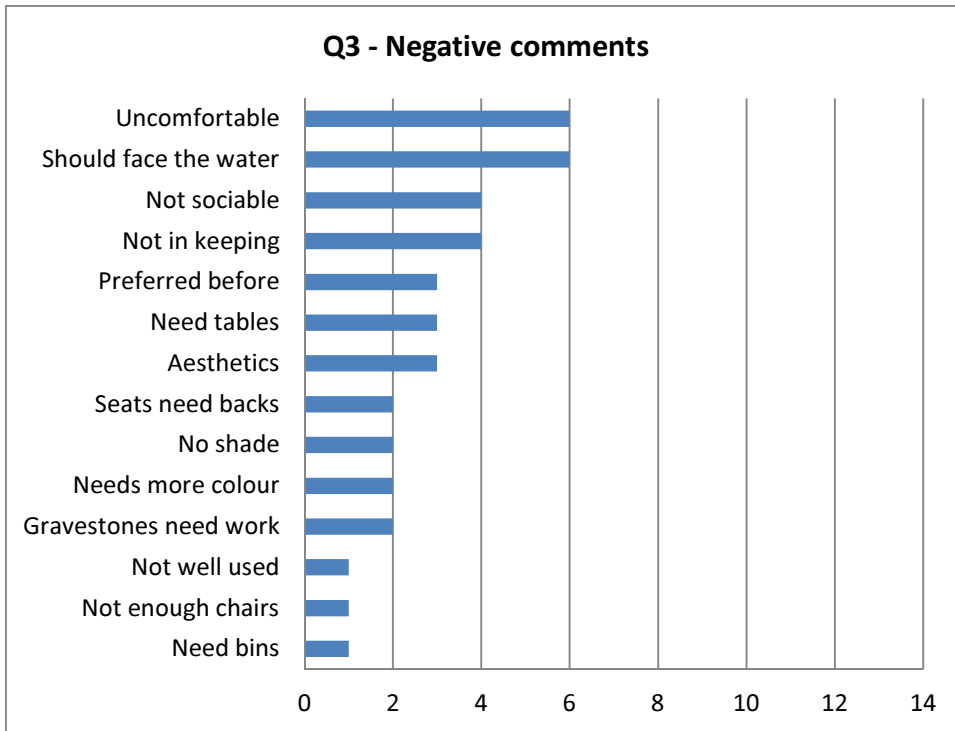
Only one person surveyed approached The Barbican by car, meaning that 106 people arrived by a mixture of public transport and walking. Moorgate, Silk Street and the High Walk from the Barbican Centre were all popular routes to St Giles Terrace. People who come to sit at St Giles Terrace generally tend to come from the East or South of the Barbican estate, with fewer approaching from the South West and very few from the North West.



Exactly three quarters of those we asked liked the improvements that have been made with the remaining quarter being pretty much evenly divided between disliking the improvements and being unsure.

We then asked people to elaborate on why they liked or disliked the improvements. These comments were then categorised in order to simplify the answers received.



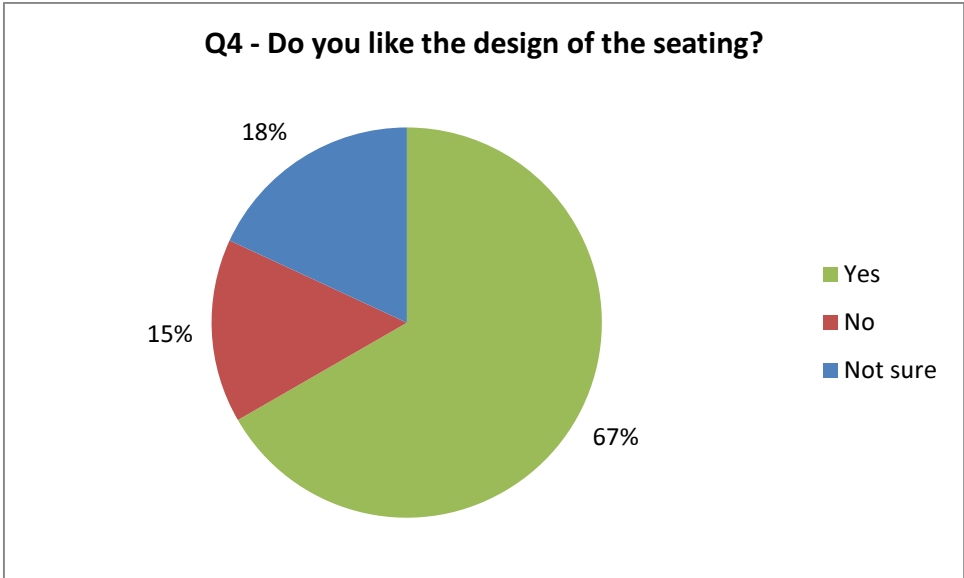


The positive comments relate to the increased greenery and planting in the area as well as the number of seats. People surveyed seemed to think more chairs had been put in or at least that the number of chairs now in place is sufficient. Some people like the arrangement of the seating as it gives privacy and allows people to sit on their own. Those who are happy with the arrangement of the seating feel it gives space and one person commented “Looked before a bit unwelcoming - it has softened it and makes it feel a nicer place/more welcoming”. However, around 10% of those surveyed do not like the seating arrangement and either feel it is antisocial or that the seats should face the water. For example, one respondent said “Curve faces in the wrong direction - faces flats. You can't sit in a group - end up sitting back to back and facing a stranger opposite you”.

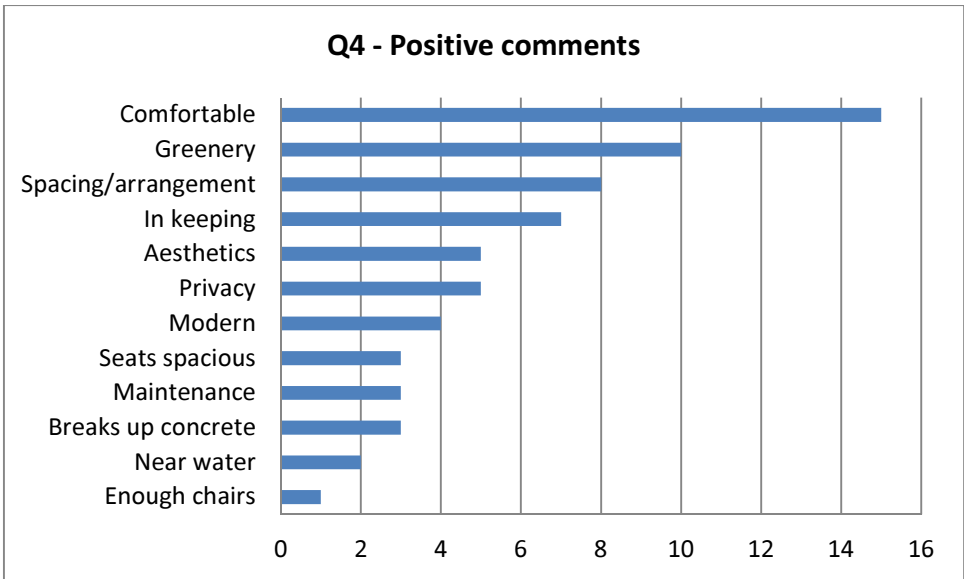
Many people were generally positive, saying the seating area was ‘very nice’, ‘pleasant’ and ‘much improved’. An almost equal number of people feel the seats are comfortable and uncomfortable.

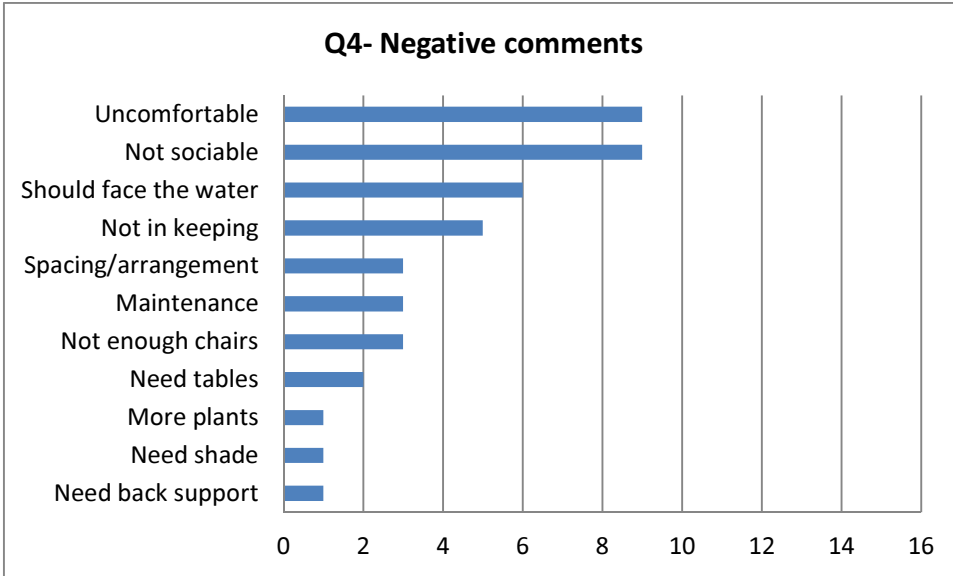
Although relatively small in number (around 4%), the strongest negative reactions were around the design of the chairs not being in keeping with the surroundings of the historic church and the Barbican Centre itself. Those who felt the furniture did not suit its context tended to feel that the previous seating was better, commenting for example: “Inappropriate for the setting of St Giles and out of keeping with history of church. The original benches were perfect”.





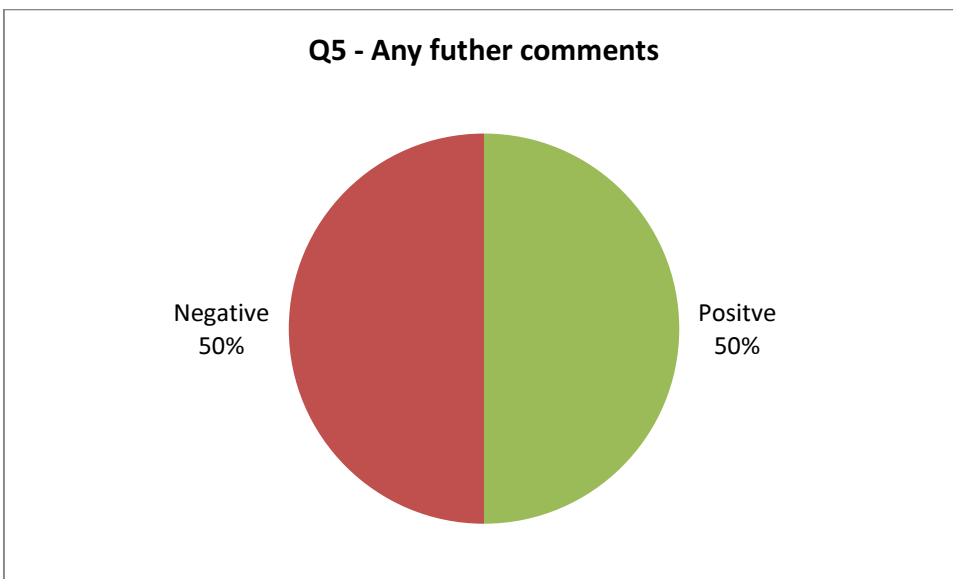
Question Four asked people to comment specifically on the design of the seating and planters. Many people already mentioned this in question three as it is obviously difficult to give an opinion on the seating without touching on the design. The majority of people like the design of the seating, but it's a slightly lower number than those who like the seating area improvements overall.





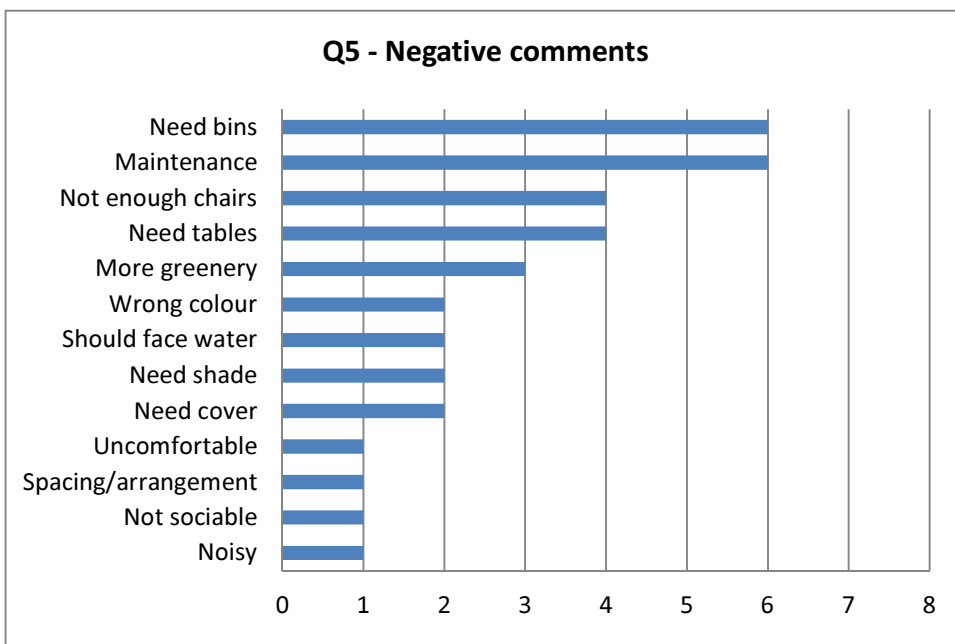
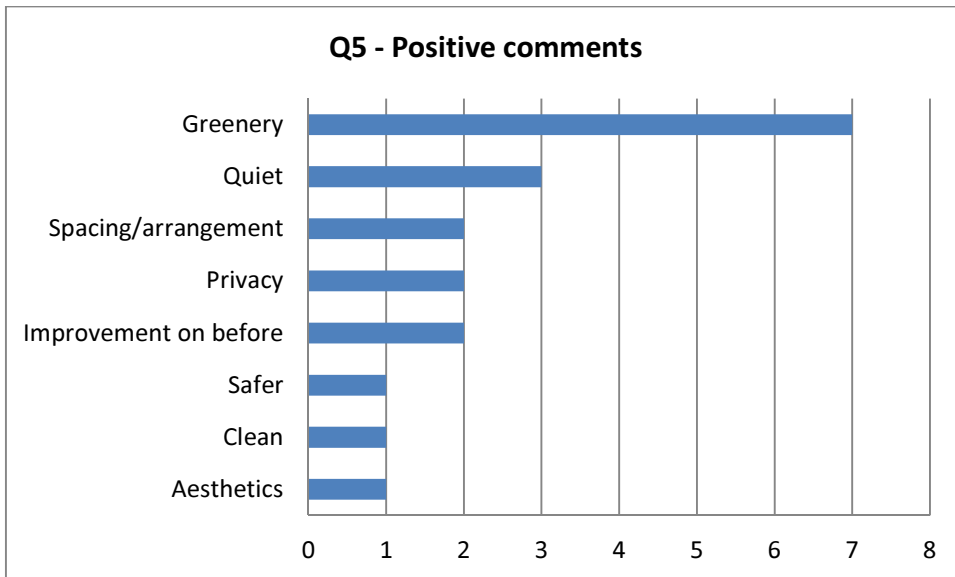
The comments recorded for this question were very similar to the previous one. 14% of people specifically said that the chairs are comfortable, and again the planting and greenery was appreciated. One negative comment received for this and the previous question was the lack of space to put your lunch or belongings, with some commenting that the end up using the planters to rest their belongings!

Again, the issue of the arrangement and direction of the seating was raised “Seats too remote for people to speak to. Why not facing the lake or church?” There does seem to be a division on this issue with some people feeling the arrangement provides privacy and personal space, some feeling it is awkward as it forces them to face strangers and others feeling it is antisocial. The same seating arrangement has clearly been interpreted very differently by different users.



Of those who wished to make a further comment, half were deemed positive and half negative. Many comments were just general – for example ‘it’s a real improvement’ or ‘it’s a nice little park’ for positive and ‘don’t feel they have worked’ for negative.

Comments that were more specific have been categorised in order that they are easier to analyse:



As the graphs show, the majority of positive comments related to the greenery. The negative comments related to the need for rubbish bins in the area as well as some concerns about maintenance. Some felt that if money was available, it should have been spent on essential maintenance in the area. Others felt 'it could do with a lick of paint' or that the brickwork and gravestones needed repair or cleaning.

### General Findings

There is a generally positive feeling towards the seating area at St Giles Terrace but some division of opinion regarding their arrangement, spacing and orientation. There are some practical suggestions for improvement which may enhance the area and perhaps encourage more people to use St Giles Terrace.

**Recommendations for improvement:**

- Add rubbish bins
- Consider rearranging some of the seating to face the water
- Add some tables so that people have a space to put their belongings
- Spend some money on repairing and cleaning of the surrounding environment
- As the planting is so popular this should be replicated in future schemes

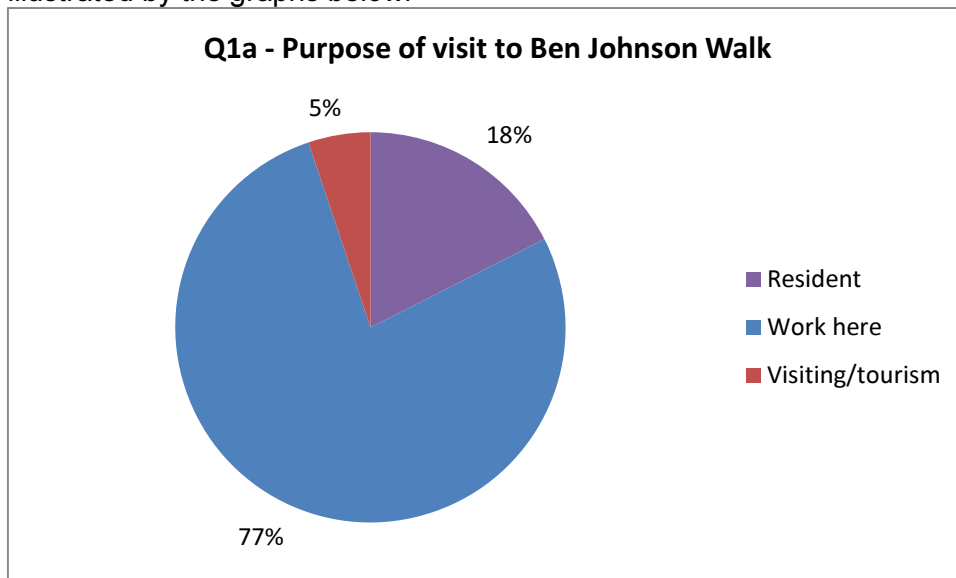
**Ben Johnson Walk**

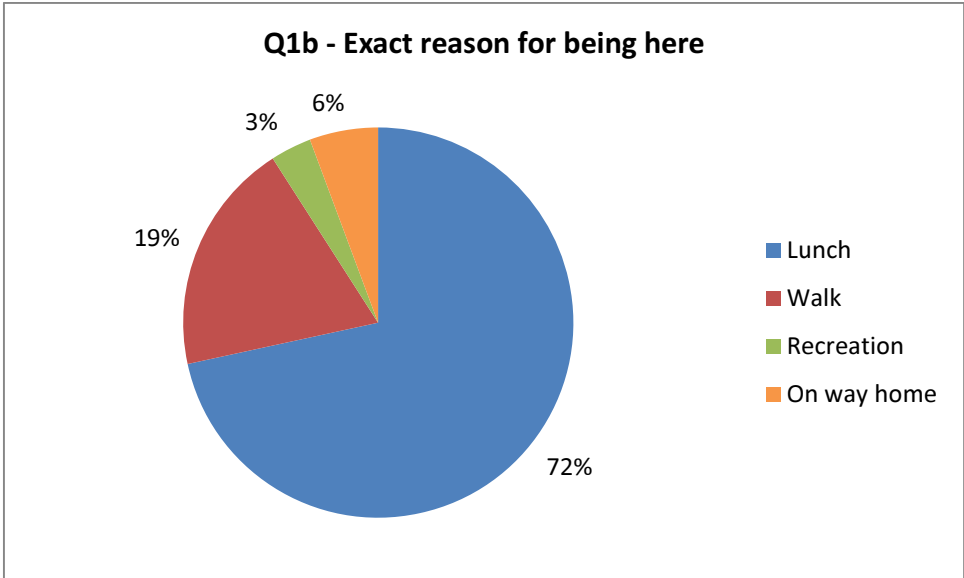
Surveys were conducted at Ben Johnson Walk on 9, 25 and 26 July between the hours of 12pm and 2.30pm.

Time	9th July	25th July	26th July
12pm	0	0	4
1pm	6	11	12
2pm	17	12	11

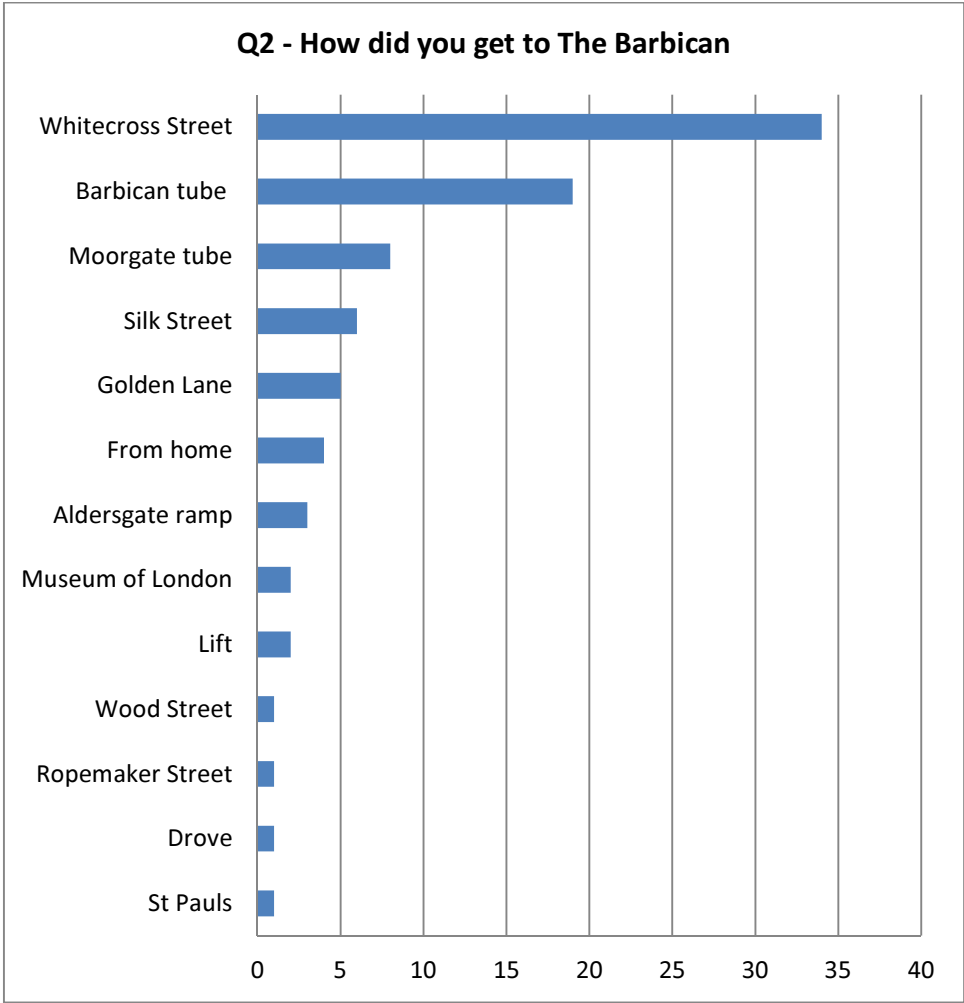
The people counts suggest that fewer people use Ben Johnson Walk compared to St Giles Terrace and that it tends to get busier later on in the lunchtime period.

In total, 97 surveys were obtained at this location. The results of each question are illustrated by the graphs below.

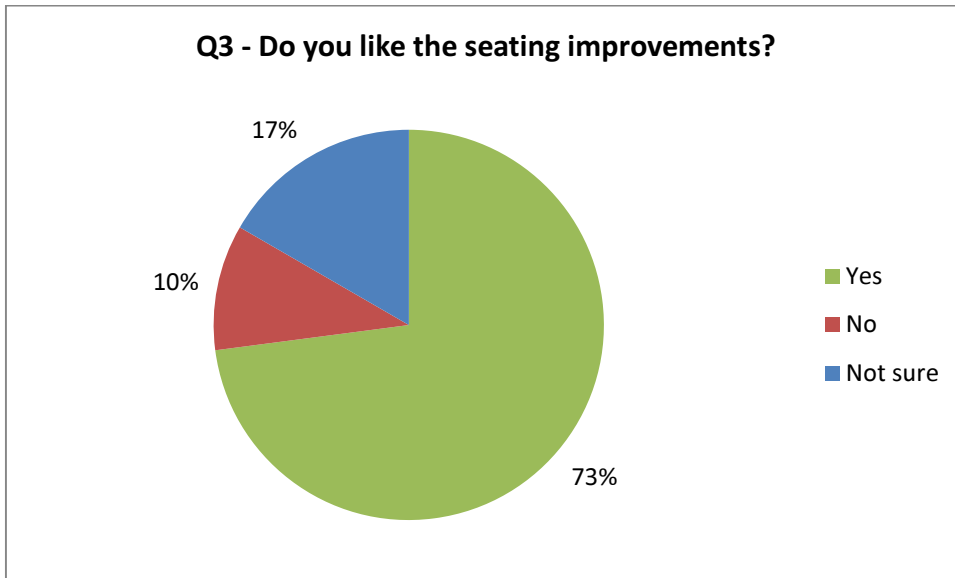




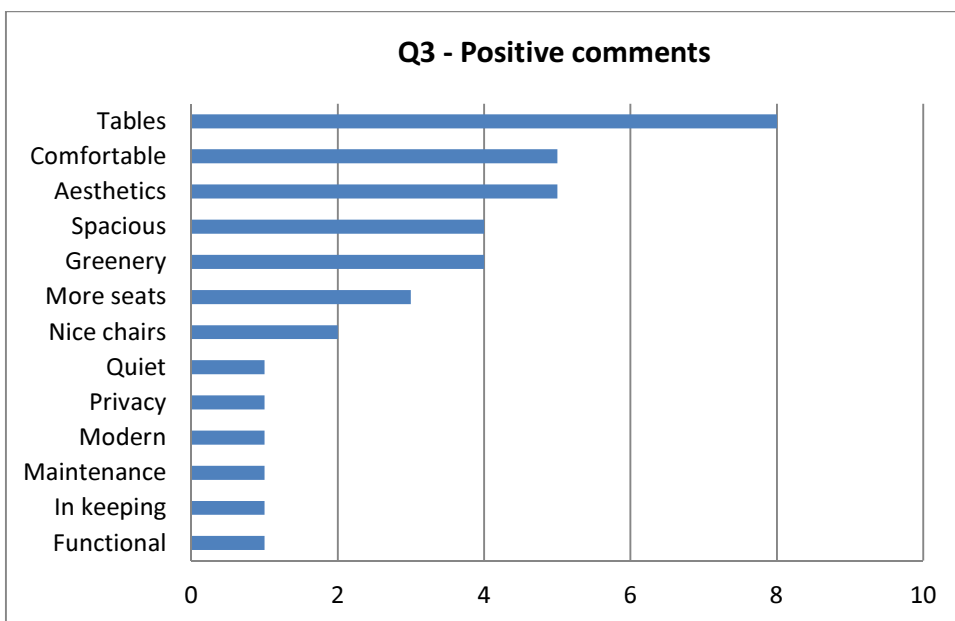
As in St Giles Terrace, the majority of people questioned were people who work in the local area who have come to have their lunch. A slightly higher percentage of people at Ben Johnson were residents, suggesting that this is less public area. 19% of people surveyed were on Ben Johnson Walk to go for a walk either in their lunch break or just as part of their routine.

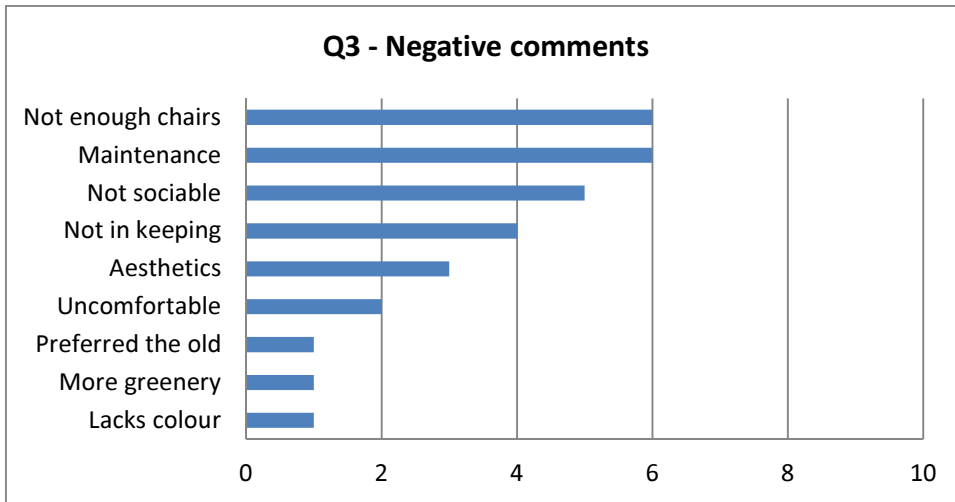


Only one person surveyed had driven to The Barbican and everyone else had reached the estate by a mixture of public transport and walking. 35% of people approached Ben Johnson Walk from Whitecross Street, using the pedestrian ramp or stairs. A further 20% of people came from Barbican tube station and up along the High Walk.



The majority of people questioned do like the seating improvements made but no planting improvements could be identified.





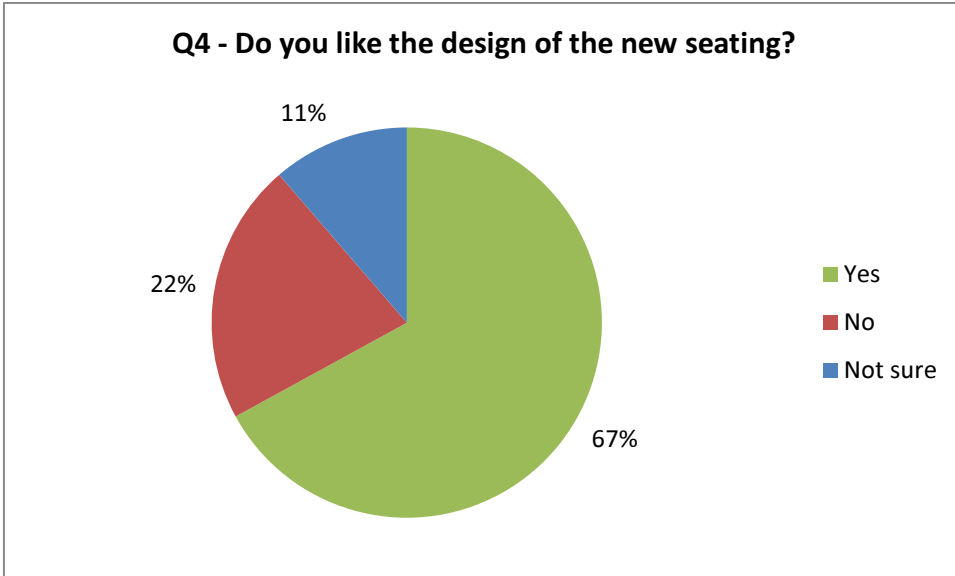
Evidently, those who feel positive about the seating at Ben Johnson Walk are in favour of the tables between the chairs and generally feel positive about the look of the seating. The tables are seen as a very useful addition to people who are coming to eat their lunch. However, in the negative comments, a few people commented that these tables are at the expense of seats and therefore numbers are restricted. Some felt that the spacious seats and the tables were a positive and that they provide personal space and privacy. In contrast, others feel they take up too much space, aren't sociable and that there aren't enough seats.

5% of everyone surveyed commented specifically on the comfort of the chairs with comments such as "I like the chairs - nicer than the old benches. Now have a table" and "it always used to be a bit of a problem getting a decent seat up here".

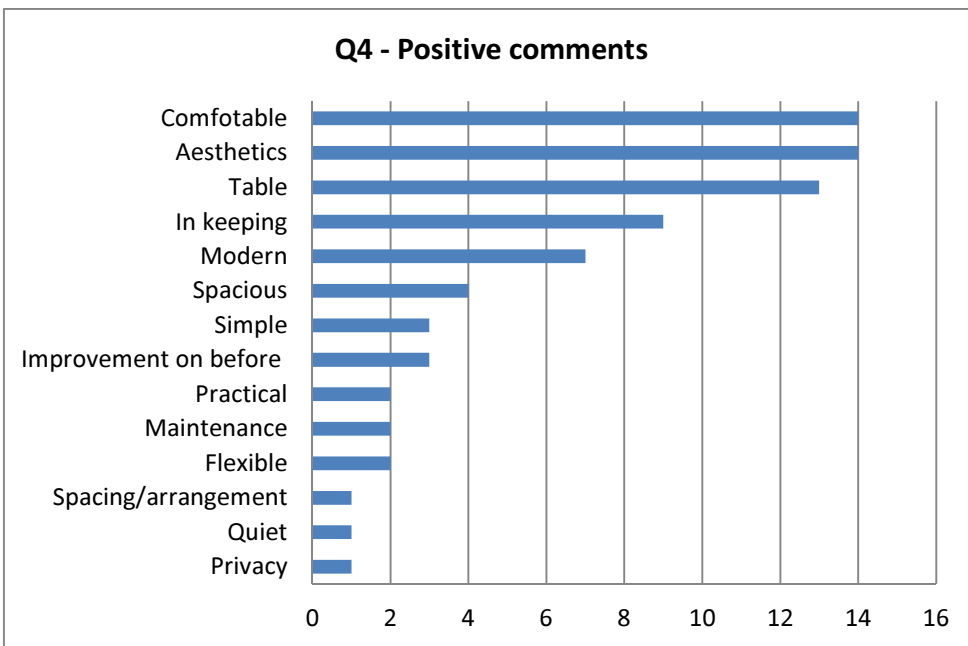
Although in the minority, the negative comments were sometimes extreme. There is a perception that fewer seats have been put in place following the scheme. 6% of people had negative comments about the maintenance of the benches and feel they already look 'weathered' or 'bleached'. As with St Giles Terrace, those who feel the seating is not in keeping with the surroundings weren't many in number but were had some very strong feelings as the following quotes demonstrate:

"It's the nadir. Impoverished thinking. Don't meet high design standards of surroundings"

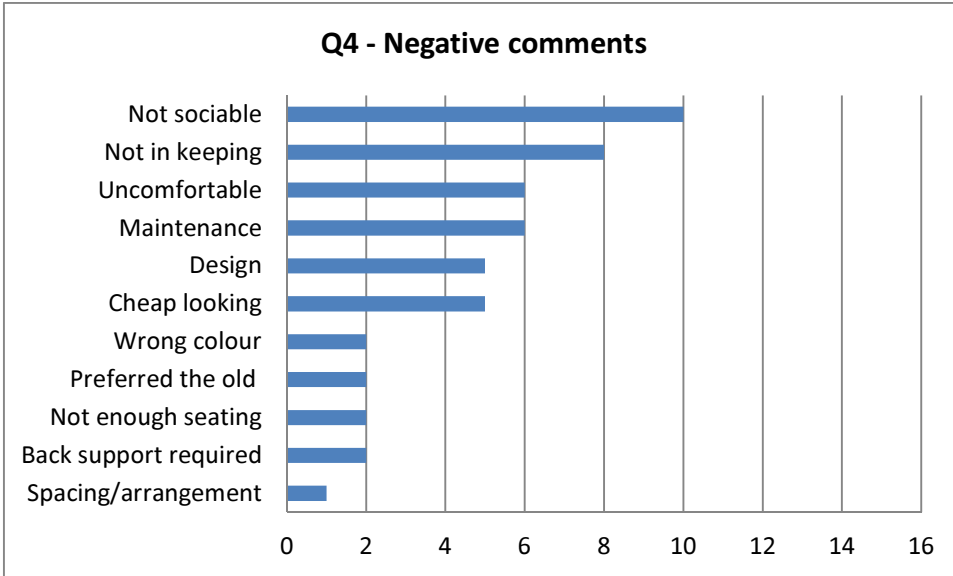
"Seat looks terrible. I assumed they were temporary"



When asked specifically about the design, the same percentage of people felt they liked the seating although a slightly higher percentage actively disliked it.





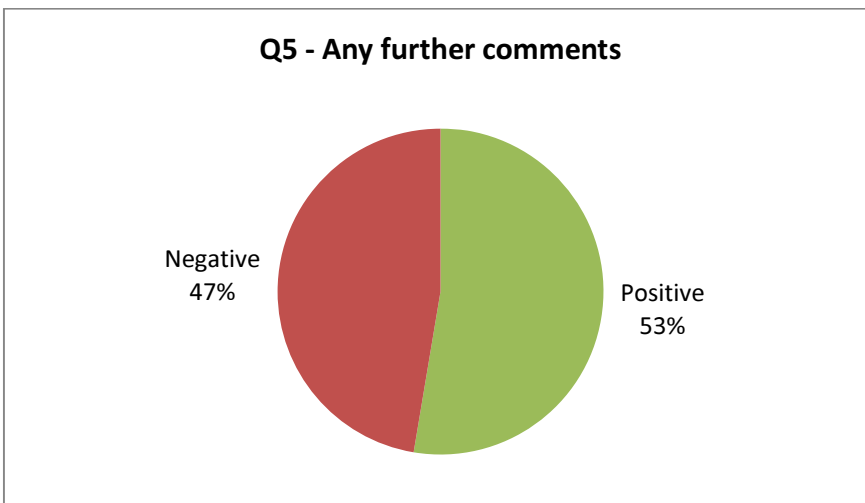


The most common reasons for liking the design of the chairs were comfort, aesthetics and the addition of tables.

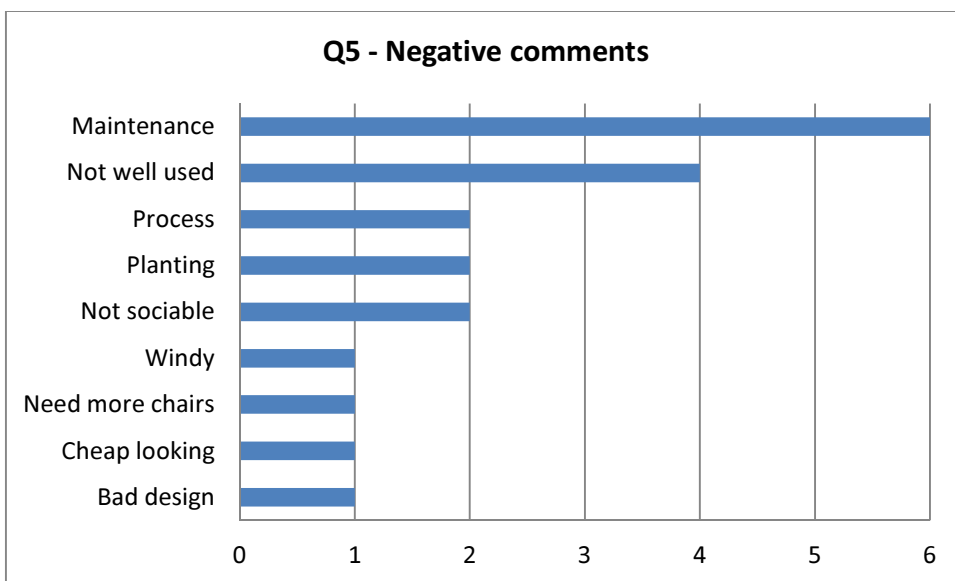
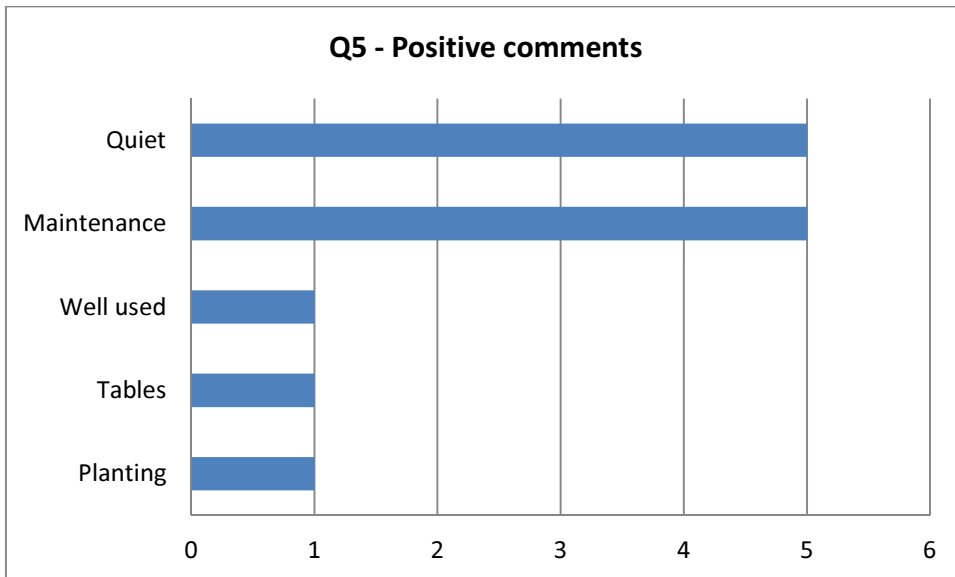
People felt that the chairs were comfortable as they are wide, allowing enough room to relax in. One participant commented “Wide and comfortable... Sometimes the chairs can be too small - these are ample in space”. Those who felt the chairs were uncomfortable were particularly concerned about how deep they are and unsuitable for shorter people.

Those who made positive comments about the aesthetics of the seating area described them as ‘different’, ‘quirky’, and ‘quite stylish’. Around half as many felt the seats weren’t in keeping with the Barbican Estate and commented specifically on the wood being too light.

Around 10% of those surveyed felt that the seating was not sociable. Most people could appreciate that the seating was good for individuals coming to eat their lunch alone but that “You can't sit 2 by 2. Just for City people having lunch - it's a bit sad”. We observed a large number of groups coming to the area and sitting on the tiled plinths as opposed to the new seating in order to be able to chat.



As with St Giles Terrace, those who wished to make further comments were pretty evenly spread between positive and negative.



The appeal for some people seems to be the peace and quiet of Ben Johnson Walk with respondents making comments such as: “It’s like being out of The City - very tranquil”. There were also a number of comments reflecting positively on the standards of cleanliness and maintenance in the area. However, there were a comparable number of negative comments on this topic. These comments related both to the seating itself “one bench has already broken” and the surrounding area “Dire need of improvements all over the shop. Tiles loose, construction has been taking place on the gardens all year. Ugly - needs improvement as soon as possible.”

Although a view not shared by any others, this comment from one respondent was of particular interest: “Wasn’t sure if it is intended for casual users or people going to the Barbican - unsure if it is public or private space”. This person felt that it wasn’t clear if the seating area was intended for use by non-Barbican residents. This ties in with a comment received at St Giles Terrace that the seating area could be better signposted.

It is important that the public are made aware of these areas as such quiet, pedestrian friendly public spaces are in short supply in The City.

It should be noted that there were a small number of comments voiced by residents who felt that the process of approving the benches had not been carried out effectively.

## General Findings

Similarly to St Giles Terrace, there is a generally positive perception of the seating improvements at Ben Johnson Walk but some disparity of opinion on the configuration of the chairs. What some see as a positive (i.e. the provision of tables for lunch and a sense of personal space), others see as a drawback (i.e. the tables do not create sociable spaces).

### Recommendations for improvement:

- Consider reconfiguring the arrangement of benches to provide some areas for groups to sit together
- Prioritise improvements to the surrounding area including fixing missing tiles on plinths
- Improve signage to the seating area and/or take measures to ensure the public know they are entitled to use the area

## General findings

Despite some strong opinions and forceful comments, it should also be noted that there were a large number of people surveyed who had very neutral feelings towards the seating and planting improvements. Respondents made comments such as 'I hadn't noticed they were new' and 'it doesn't affect me, I just walk through'.

Overall, our survey findings reveal that both seating improvement schemes are popular and well liked by the people who use them for a lunch break or for relaxation. Although there are mixed feelings towards the arrangement of the seating at both sites, this does not affect the general positivity towards St Giles Terrace and Ben Johnson Walk.

## Evaluation

A number of issues relating to the methodology and the way in which the surveys were carried out have been identified and should be considered when analysing the results.

- Respondents were self selecting to a certain extent. We didn't carry out any sampling and as such, the people we surveyed were people who had the time to spare and were interested in what we were talking about. In some instances, this may skew the results
- The responses to the question regarding how people got to the Barbican varied from tube stations to roads and specific entrances to the estate and was interpreted slightly differently by those carrying out and responding to the survey. As such, the results to this question are not as comparable as they could be if the question were more structured

# Appendices

## Appendix One: St Giles Terrace Survey



Living Streets is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk.

Initials

### ST GILES TERRACE - BARBICAN PEDESTRIAN ATTITUDE SURVEYS JULY 2013

Would you be willing to take part in a study by the City of London into the improvements that have been made in this area? There are five questions and it will only take two minutes to complete

We are from Living Streets, the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk. We are conducting the survey for the City of London Corporation, the local authority for the Square Mile of the City of London.

1. Purpose of visit

- a) Resident  Work here  Visiting/tourism  Other   
b) What is the purpose of being in St Giles terrace now?

2. Which way did you come to the Barbican?

3. Do you like the seating and planting improvements to St Giles Terrace? Yes/No/Not sure (please circle)

Please elaborate (Why? Why not? Do they make a big difference to the environment?)

4. Do you like the design of the new furniture? Yes/No/Not sure

Please elaborate (does the design fit in with the area? What would you change?)

5. Are there any other comments you would like to make?



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## Appendix Two: Ben Johnson Walk Survey



Living Streets is the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk.

Initials

### BEN JOHNSON WALK - BARBICAN PEDESTRIAN ATTITUDE SURVEYS JULY 2013

Would you be willing to take part in a study by the City of London into the improvements that have been made in this area? There are five questions and it will only take two minutes to complete

We are from Living Streets, the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk. We are conducting the survey for the City of London Corporation, the local authority for the Square Mile of the City of London.

#### 1. Purpose of visit

- a) Resident  Work here  Visiting/tourism  Other   
b) What is the purpose of being in Ben Johnson walk now?

#### 2. Which way did you come to the Barbican?

#### 3. Do you like the seating and planting improvements to Ben Johnson Walk? Yes/No/Not sure (please circle)

Please elaborate (Why? Why not? Do they make a big difference to the environment?)

#### 4. Do you like the design of the new furniture? Yes/No/Not sure

Please elaborate (does the design fit in with the area? What would you change?)

#### 5. Are there any other comments you would like to make?

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<b>Committee(s):</b>	<b>Date(s):</b>	<b>Item no.</b>
Streets & Walkways Sub Committee	13 January 2014	
Policy & Resources Committee	19 January 2014	
<b>Subject:</b> Special Events on the Public Highway		<b>Public</b>
<b>Report of:</b> Director of the Built Environment Director of Public Relations		<b>For Decision</b>
<p><b><u>Summary</u></b></p> <p>This report outlines the major events planned for 2014. The report allows Members the opportunity to comment on the proposals and consider the appropriateness of the events, taking into account the nature, scale and impact on the City streets. Most are due to take place at weekends to minimise disruption to the City and its businesses.</p> <p>The report also provides information on first time events in the City, the Children’s Parade, Tour de France Cycling Event on the 7 July 2014; and the Prudential RideLondon on 8<sup>th</sup> &amp; 9<sup>th</sup> August 2014.</p> <p>In addition, the report includes an overview of the current approval processes for events. It also recommends that this Committee receives a further report reviewing the Event Guidelines, and that these guidelines also include procedures for considering special event lighting for the City’s River Bridges.</p> <p><b>Recommendations</b></p> <p>Members are recommended to:</p> <ol style="list-style-type: none"> <li>1. Agree the major events taking place in the City as detailed in Appendix 1.</li> <li>2. Note the progress and planning to date in relation to the Tour de France and Prudential RideLondon cycling events.</li> <li>3. Agree to a short-term road closure on the same basis as 2013 to allow the Children’s Parade event to take place on Friday 27 June 2014.</li> <li>4. Note that a further report will be presented to Members in Spring 2014 reviewing the Events Guidelines, including special event lighting for the City’s River Bridges; and the introduction of an</li> </ol>		

## **Main Report**

### **Background**

1. Members are reminded that in previous years, a report has been presented to the Streets and Walkways Committee detailing the major special events for the year ahead. This report updates Members on events so far planned for 2014.
2. A significant proportion of these events take place on Transport for London's (TfL) streets. Again, some of these are aimed at promoting charitable organisations, whilst others seek to promote specific Mayoral initiatives such as cycling. Consultation on all such activities takes place well in advance as the traffic implications of closing a street on the Transport for London Road Network can still impact on the City.
3. Whilst it is acknowledged that events on the public realm have social and community benefits, it is also considered important to ensure that the impact of these events in terms of traffic management, and the impact on residents, continues to be contained to an acceptable level, and that demand is managed in a consistent and transparent manner.

### **Significant External Events Group (SEEG)**

4. The Director of the Built Environment has delegated authority to make traffic orders to allow roads to be closed for special events. As such, formal Member approval for each major event is not required. However, the Guidelines that officers use to approve events were agreed at the Streets & Walkways Sub Committee in March 2011, and this includes provision for an annual summary report of planned events for Member information, and a process to refer events to Members for their additional consideration if deemed appropriate (namely the Streets and Walkways Committee on matters of traffic impact, or to the Policy and Resources Committee on matters of policy).
5. Typically, more than 60 applications to hold events on the City's streets are received annually. These are considered in the first instance by officers of SEEG, the Significant External Events Group, which comprises representatives from Highways, Public Relations and the City of London Police. The merits of each event are considered against a "test of reasonableness", which can include some, or all, of the following factors:



- Public safety
  - Traffic impact
  - Residential / environmental impact
  - Clash with other activities
  - Capability of event organiser
  - Past complaints
  - Cost to the City Corporation of implementation
  - Advertising / branding
  - Inappropriate content or scope
  - Absence of community benefit
6. Should an event pass this test of reasonableness, then it is given provisional approval subject to a technical assessment of the event by the Safety Advisory Group (see below).
  7. Last year, a number of event proposals were not supported by SEEG for reasons of traffic impact and absence of community benefit. For example the Coat Walk (refused on the grounds that it was a promotional event) and Shine (refused because the infrastructure on the highway required to facilitate the event would have had a significant highway and community impact).

### **Safety Advisory Group**

8. The responsibility for the organisation of an event and its associated activities, such as traffic management and stewarding, rests with the named organiser and not with the City of London Corporation. However, officers of the Department of the Built Environment & Public Relations work closely with organisers to ensure its success and adherence to City Corporation standards and Guidelines on Special Events.
9. In line with other local authorities, the City has a Safety Advisory Group (SAG), whose purpose is to receive and assess the fine organisational detail of major events from organisers, and for the emergency services and other agencies to identify further information or action necessary to enable the event to proceed safely.

10. The SAG currently meets four times a year or more frequently if necessary. During the course of 2013, the SAG received event presentations and advised on 17 major events in the City.

### **London Events Steering Group**

11. Following the success of last year's Olympic and Paralympic Games many large sporting organisations want to hold their major championships and tournaments in London. This is an opportunity for London to show case itself as one the leading cities in the world worthy of hosting such events.
12. In order to consider and coordinate pan-London event proposals, the GLA have established a London Events Steering Group. Its aim is to ensure effective collaboration and liaison between agencies on planned major events, advising on transport policy, and supporting the development of people movement and crowd management policies. One of the first steps taken by the Group is to re-establish a common "Events Calendar" for London, previously used during the 2012 Olympics.
13. The inaugural meeting of the Group was held in September 2013, and is chaired by a senior officer from Westminster City Council. It includes high level representatives from the GLA, TfL, the emergency services and central London highway authorities, with the City represented by the Assistant Director (Highways).

### **Guidelines for the Planning of Events in the City of London**

14. Members are reminded that events in the City are currently classified into one of the following categories: commercial, community and statutory.
  - Commercial events are defined as those that are organised with the objective of making a financial return without a specific community or charitable benefit.
  - Community events are defined as events organised with the objective of providing a service to the community and/or making a financial gain with the surplus raised being for charitable distribution or for distribution to local community organisations.
  - Statutory events are defined as those where there is no financial gain and reflect constitutional rights, or are a royal/national celebration, or in the interests of the public e.g. Lord Mayor's Show, Submariner's Parade.

## Fees and Charges

15. The Director of the Built Environment has delegated authority to set and review charges annually in order to recover costs. In general the charges cover the following:

<b>Administrative</b>	<b>Physical</b>
Traffic orders	Road closure advertising
Parking dispensations	Policing/Barrier provision
Hoarding & scaffold licenses	Street cleansing
Location fees	Promotion
General staff time	Additional parking enforcement
Parking bay suspensions	Staff overtime

16. The Guidelines on Special Events set out when Fees and Charges are applied. This is summarised below:-
- Commercial Events: Both administrative and physical costs be charged
  - Community Events: Only physical costs be charged
  - Statutory Events: No costs be charged
17. The majority of events are non-chargeable as they fall into the category of statutory (no charges applied) or community events (only physical costs applied). The Fees and Charges that are applied are not expected to raise income, but instead aimed at achieving consistency and recovering legitimate costs.
18. The current Guidelines, and fees & charges structure, were agreed in 2011, and a review is now considered timely to ensure their provisions remain relevant and appropriate. Given that the City has become an increasingly attractive location to hold events since the 2012 Olympics, it is also thought appropriate to reconsider whether anything more than a test of reasonableness needs to be applied to event applications. The outcome of the review, and any recommendations to change the current policy guidelines, will be subject to a separate report that will be presented to Members in the Spring.
19. As part of the proposed review on the Guidelines, the number and nature of events held in the City will be considered taking into account their traffic and community impact. The review will also be an opportunity to consider the appropriateness of those events that cause the most disruption

to City streets such as the Standard Chartered Great City Race and Bloomberg Square Mile, both of which take place on a weekday.

20. However, in advance of this review, it is proposed to introduce an application fee for events from April 2014. This fee is aimed at recovering reasonable costs in considering, consulting upon and facilitating applications. Fees are typically applied in other local authorities such as Westminster City Council who charge up to £300 per event application. The Director of the Built Environment has delegated authority to review fees and charges, and the introduction of proposed fees for special event applications can be included in the City's Scheme of Delegations.

### **Major Events in 2014**

21. Brief details of the events for this year are detailed in the attached Appendix 1. Most of the events listed have taken place before, and at this point in time, are relatively certain to take place. In summary, the events are as follows, separated into their respective locations and timings.
22. Events primarily on TfL Streets (ie Upper / Lower Thames St)

#### Weekday

- Tour de France (7 July)

#### Weekend

- London Marathon (13 April)
- British 10k Road Race (13 July)
- Virgin Triathlon (3 August)
- Prudential RideLondon - Day 2 (10 August)
- Tour of Britain (14 September)
- Royal Parks Half Marathon (5 October)
- Lord Mayor's Show fireworks (8 November)
- New Year's Eve (31 December)

23. The major change in 2014 over TfL's 2013 programme is the addition of the Tour de France, which will have a significant effect on the City for that one day (see below).

24. Events primarily or extensively on City Corporation streets

Weekday

- City of London Festival Children's Parade (27 June)
- Standard Chartered Great City Race (10 July – evening)
- Cart Marking (16 July)
- Bloomberg Square Mile (18 September – evening)

Weekend

- BUPA 10k Road Race (25 May)
- Smithfield Nocturne cycle event (7 June)
- City of London Mile – Run Fast (22 June)
- Prudential RideLondon - Day 1 (9 August)
- Lord Mayor's Show (8 November)

25. The only change in 2014 from last year is the omission of the 'one-off' Beating the Bounds, and the inclusion of the London City Mile (see below).

**Tour de France**

26. The Tour de France is one of the largest sporting events in the world, attracting 15m spectators, broadcasting to 190 countries with a potential audience of 2.2 billion. The last time London hosted the event was in 2007.

27. After considerable negotiation, the Mayor of London succeeded in bringing the Tour back to London this year, and a briefing note was provided for Members last year to outline its impact. Planning for the event is still in its early stages, but it is expected to arrive in London on Monday 7 July 2014. The event will approach the City from Tower Hill with cyclists travelling along Byward Street, Upper & Lower Thames

Street and heading towards The Mall via Victoria Embankment (the lower route).

28. Road closures will be required from approximately 9am to 5pm. The streets that make up the lower route are managed by TfL, therefore approval for road closures does not rest with the City. However given the day of the week i.e. Monday, the impact of this event on City streets is expected to be considerable.
29. The organisers plan to undertake extensive publicity to minimise the impact this event may have on the wider community, and address specific concerns that might be raised by residents or businesses.

### **Prudential RideLondon**

30. Members gave their support for Prudential RideLondon event in 2013 and the event is planned to take place again on 9 and 10 August 2014. RideLondon is a flagship event for the Mayor of London and TfL's cycling programme and provides an opportunity for the world's greatest cyclists to compete in front of national and international audiences.
31. The RideLondon weekend will follow the same arrangements as 2013 with a family fun ride for up to 70,000 cyclists on an eight mile loop of closed roads around London's iconic landmarks including St Paul's Cathedral, Guildhall, Mansion House, Tower of London and Victoria Embankment. The cycling event on Saturday has the greatest impact on the City streets requiring early road closures lasting for most of the day.
32. The event on Sunday is not as significant in terms of impact on the City as it is restricted to the lower route i.e. Upper & Lower Thames Street, Byward Street. However the impact on London and the south-east as a whole is considerable.
33. This weekend festival of cycling was successful in 2013 attracting over 200,000 spectators as well as worldwide TV audiences, and is an opportunity to promote cycling initiatives generally. The planning, management, organisation and communications for this event will be the same as it was for 2013.

### **Children's Parade**

34. The Children's Parade is an annual weekday event that follows a route from Guildhall Yard to Paternoster Square via Cheapside, Newgate Street and Warwick Lane. It attracts nearly 1,000 participants and is popular with residents and businesses alike. The procession lasts approximately

10 minutes and in 2013 was facilitated for the first time by a short-term road closure (approximately 1 hour in total).

35. A road closure of a main east-west route through the City on a week day is not normally supported. The possibility of holding this event on a weekend has been considered, however the success of this particular event is dependent on it taking place during school hours to ensure attendance by pupils, and the number of teachers and support staff required to supervise the procession safely.
36. Members supported this weekday closure in 2013, subject to a review of the impact it caused and any complaints received. Only one formal complaint was received (albeit from a past Member), but to balance that, officers are also aware of much positive feedback, both from the event organisers themselves and through positive comments from spectators on social media channels.
37. Whilst there was disruption last year as a result of the short term road closure, the organiser kept the closure durations to a minimum and successfully engaged with businesses and residents to lessen the impact on City streets. Therefore, on balance, Members are recommended to support the Children's Parade with a short-term road closure on the same basis as 2013.

## **New Events in the City**

### **City of London Mile (Run Fast)**

38. Although received after last year's summary report, the application for this event (intended for June 2013) passed the City officers' 'test of reasonableness' and was supported in principle by Members. However, the organisers chose not to hold it in 2013 due to a need to take more time to plan it, and instead scheduled the event to take place on Sunday 22 June 2014. Planning by the organiser is now well advanced, and working closely with City of London officers a route that minimises traffic impact has been agreed.
39. The event is open to everyone, children from schools and clubs across the country, charity fund raisers, businesses and families. It is also intended to attract some of the world's elite athletes competing in an international elite race. It is the first time the event has been held and if successful may become an annual event in future.
40. The running event is raising funds for a local charity Trinity Hospice and the national charity MacMillan Cancer Support. The event is supported

by the England Athletics Association and involves around 2,000 runners through a route in the City taking in the iconic sites such as St Paul's Cathedral.

41. The route starts at St Paul's Cathedral and finishes in Cheapside with participants taking a route via Bank, Gresham Street and King Street. To facilitate the runners, there will be some directional closures of Queen Victoria Street (east-bound), Princes Street (north bound) with full closures along the remaining part of the route from around 8 am to 12 noon. Access will be facilitated during the event and the organiser has undertaken extensive engagement with businesses and residents to minimise impact.

### **2015 London Winter Run**

42. Officers are already aware of a new proposal for a 10km run event, which is planned to take place on a Sunday in either January or February 2015. The proposed date is aimed at providing participants an opportunity to run outside the usual clustered summer months. The number of participants is expected to be in the region of 15,000.
43. The organiser is intending to engage with local schools, sports clubs and charities in the area leading up to the event. This includes annual fund raising as well as initiatives to get local residents engaged in physical activity. The event is also aiming to stage a junior run and inclusive categories for disabled participants.
44. Whilst planning is in its early stages, the run will start and end in Westminster with a route through the City closing Upper Thames Street, Lower Thames Street and Byward Street for approximately 3 hours between 9 am and midday. There might be minimal closures in the City including Puddle Dock, Queen Victoria Street, Friday Street, St Paul's Churchyard and Cannon Street, although this has yet to be confirmed. The event organisers have given a commitment to work with local communities to minimise the impact of the closures.
45. The event organisers have been given approval in principle to hold their event by TfL and City of Westminster, and its pan-authority nature supports the need for there to be a more formal and joined-up high level consideration process for large scale events, envisioned by the London Events Steering Group.



## **Lower Route & Number of Major Events**

46. In last year's report, Members were asked to note the increase in the number of requests from event organisers to use the lower route through the City i.e. Upper Thames Street, Lower Thames Street and Byward Street. Invariably these events require lengthy road closures and consequently impacts on residents and businesses particularly in terms of access to properties and services
47. The streets that make up the lower route are managed by TfL and therefore approval for road closures to facilitate events does not rest with the City. However the City aims to balance the increasing demand on the City's streets as an attractive location for special events, alongside a commitment to businesses, residents and visitors to ensure that these events continue to be safe and successful. The City will continue to work with TfL, through the London Events Steering Group, to minimise the impact of events using the lower route.
48. Members are asked to note that as a result of organisational changes in the London Fire Brigade, a number of fire stations have been closed leaving a greater reliance on Dowgate Fire Station located in Upper Thames Street. As part of future event planning, organisers will be required to take into account the operational requirements of Dowgate Fire Station to ensure it remains open and operational at all times during events.

## **City River Bridges**

49. The illumination of the City's bridges across the Thames was included in the "Look and Feel" celebrations programme for London 2012. The City installed LED lighting with control systems to facilitate subtle changes to the colour schemes on the Bridges during Games Time, some of which have been retained by the City Corporation and can still be used, subject to planning and operational constraints.
50. Following the success of this Olympic project, the City has received a number of subsequent requests to adapt the lighting of the Bridges for both charitable and commercial events. These requests have thus far been resisted, typically to prevent the commercial exploitation of the bridges, but no formal policy has been approved by Members on what events should be considered and when.
51. Members are asked to note that the City has recently been approached by the Embassy of Brazil (through the GLA) to install green and yellow lighting on Millennium Bridge for up to two weeks prior to the opening of the World Cup in 2014. This request is supported by officers (subject to a

full technical assessment and costs being met by the GLA or the Brazilian Olympic Authority) as it celebrates London's connection with Brazil as the next host of Olympic & Paralympic Games.

52. It is proposed that the review of the Event Guidelines mentioned previously also establishes formal guidance on the approval protocols for event lighting of the City's river bridges, which can be applied for future applications. This would take into account the planning, environmental and technical challenges, as well as any political and commercial considerations.

### **Legal Implications**

53. The City as traffic authority may temporarily restrict the use of roads for sporting events, social events or entertainments held on a road under section 16A Road Traffic Regulation Act 1984. In carrying out its traffic authority functions the City must also have regard to its duty to secure the expeditious, convenient and safe movement of traffic (section 122 Road Traffic Regulation Act 1984), and its duty to secure the efficient use of the road network avoiding congestion and disruption (section 16 Traffic Management Act 2004).
54. The approval of an event does not remove the need for the event organiser to secure all other necessary consents (such as advertising), approvals and road closures, and these are processed separately in accordance with the applicable procedures and statutory requirements. This is made clear in the Guidance issued to applicants.

### **Community Strategy & Other Significant Implications**

55. By facilitating special events to take place within the Square Mile, the City can help address its Community Strategy Themes of 'A World Class City' and 'A Vibrant and Culturally Rich City' through its encouragement of filming and its management of special events.

### **Consultees**

56. The Town Clerk, the Chamberlain, Comptroller and City Solicitor, the City of London Police and the Director of Community & Children's Services have been consulted in the preparation of this report and their comments included.

## **Conclusion**

57. The City seeks to support a series of charitable, cultural and fund-raising organisations by facilitating special events on its road network, and accommodating similar events on Transport for London's Road Network. This report summarises the major events for 2014 and provides an update on high profile events such as the Tour de France and Prudential RideLondon.
58. In addition, the report advises Members of the intention to review the Guidelines for events on the highway including the lighting of City Bridges, and consider the introduction of application fees for major events to cover officer costs of assisting organisers with the viability and safety assessment of their event.

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## APPENDIX 1 - SUMMARY OF EVENTS FOR 2014

EVENT	ORGANISER	AUTHORITY	BENEFIT OF EVENT	NO.	EVENT HISTORY	ROUTE	TRAFFIC MANAGEMENT
1. London Marathon 13 April 2014 Sunday	London Marathon Limited	Transport for London	Community event. Fun Run.  Surplus funds from this event are used to assist specific sporting projects.	35,000	Established event of more than 21 years	Lower route.	Roads closed along the route.  7 am to 6 pm.
2. BUPA 10K Road Race 25 May 2014 Sunday	London Marathon	Transport for London	Community event. Fun Run  Funds from this race promote sporting initiatives to the City's resident and workforce population	10,000	6th year	Westminster via Embankment to Fenchurch Street area and return to Westminster	Various road closures along the route with streets.  10 am to 12.30 pm
3. Smithfield Nocturne Cycle Event 7 June 2014	Face Partnership	City of London	Community Event. Cycle races around a circuit within the City. Promotion of	500	7th year	West Smithfield circuit around market	Smithfield closed, including access to car park. Smithfield Market & Tenant Association consulted in

Sunday			cycling.				approval process. 4 pm – 10 pm.
4.City of London Mile – Run Fast 22 June 2014 Sunday	Run Fast Ltd	City of London	Community running event. Raising money for local and national charities.	2,000	1 <sup>st</sup> year	St Paul's, Cannon Street, Queen Victoria Street, Bank, Cheapside	Directional closures and full closures along the route from 8 am to 12 noon.
5. Children's Parade 27 June 2014	City of London Festival	City of London	Community event  Carnival Procession for local schools.	1,000	4th year	Guildhall Yard, Gresham Street, Old Jewry, Cheapside, Newgate Street, Warwick Lane, Paternoster Square	Closure of Cheapside and along the route for approximately 1 hour
6.Tour de France	Innovision	TfL	International Cycling Event. Promoting City as a location for international events. Promoting	6,000	Last event in 2007	Lower Route	Closures from 9 am to 5 pm

			Cycling.				
7. Standard Chartered City Road Race  10 July 2014  Thursday evening	London Marathon Ltd	City of London	Community Fun Run event.  Participants drawn from City institutions and is usually sponsored by a City company.	6,000	8 <sup>th</sup> year	City Road, London Wall, Bank, Cheapside, and return to City Road.	Road closures along route.  7 pm – 8.30 pm
8. British 10K Road Race  13 July 2014  Sunday	BUPA	Transport for London	Community Road Race.  Raising funds for charitable organisations.	5,000	6 years	<b>Lower route:</b> Embankment Area	Closure of Upper & Lower Thames Street  7 am – 2 pm
9. Cart Marking  16 July 2014  Wednesday	Livery Hall	City of London	Statutory Event.  Vehicle Procession	1,000	Annual Statutory Event	London Wall, Gresham Street, Guildhall	Closure London Wall  7 am – 2 pm
10. Virgin Triathlon  3 August 2014  Sunday	Upsolut Sports UK Ltd	Transport for London	Community Event.	5,000	4th time	<b>Lower route</b>	Closure of Upper & Lower Thames Street  5 am – 2 pm

11. RideLondon  9/10 August 2014  Saturday/  Sunday	GLA/TfL	Transport for London and City of London	Community event.  Promoting Cycling.	75,000	2nd year	Central City of London streets & lower route;	Roads closed along route.  Weekend event.  7 am – 6 pm
12. Tour of Britain Cycling  14 September 2014  Sunday	Tour of Britain	Transport for London	International Cycling Event.  Promoting cycling.	50,000	2 <sup>nd</sup> year	Lower Route	Road closures from 7 am to 9 pm
13. Bloomberg Square Mile  18 September 2014  Thursday evening	London Marathon Ltd	City of London	Regular event that takes place in the City  Participants drawn from City institutions and raising money for charity.	5,000	More than 5 years	Guildhall, central City	Footway along the route including road closures Gresham Street and approaches to Guidhall.  5 pm to 8.30 pm

14. Royal Parks Half Marathon 5 October 2014 Sunday	Royal Parks	Royal Parks and Transport for London	Fun Run. Community event for Royal Parks Foundation.	5,000	6 <sup>th</sup> year	Victoria Embankment west of Blackfriars.	Closure of Victoria Embankment. 9 am – 12 pm.
15. Lord Mayor's Show 8 November 2014 Saturday	City of London	City of London	Statutory event. Procession to facilitate the Lord Mayor's obligations to the Sovereign.	6,000	Historical event.	City area west of Bishopsgate.	City wide road closures. 7 am – 4 pm.
16. Lord Mayor's Show Day Fireworks 8 November 2014 Saturday	City of London	City of London, TfL & City of Westminster	Community Event.	2,500	2 <sup>nd</sup> Year	Blackfriars, Victoria Embankment & Waterloo Bridge	Road closures 5 pm – 6 pm
17. New Year's Eve 31 December 2014	To be Confirmed	City of London and Transport for London	Community event.	10,000	Annual Event	Blackfriars area	Extensive closures across London & City



18. 2015 London Winter Run		TfL	Community event	15,000	New Event	Lower Route	Road closures from 9 am - midday
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# Agenda Item 6

<b>Committee:</b>	<b>Date:</b>
Streets and Walkways Sub Committee	13 January 2014
<b>Subject:</b> Decisions taken under delegated authority or urgency powers	<b>Public</b>
<b>Report of:</b> Town Clerk	<b>For Information</b>
<b><u>Summary</u></b>	
<p>This report provides details of action taken by the Town Clerk in consultation with the Chairman and Deputy Chairman of the Streets and Walkways Sub (Planning and Transportation) Committee, in accordance with Standing Order Nos. 41(a) and 41 (b).</p>	
<p><b>Recommendations:-</b> That the action taken be noted.</p>	

## **Main Report**

### **Background**

1. Standing Order Nos. 41(a) and 41(b) provide mechanisms for decisions to be taken between scheduled meetings of the Planning and Transportation Committee, either where it is urgently necessary that a decision be made or where the Committee has delegated power for a decision to be taken.

### **Decisions Taken under Urgency Procedures**

2. The following actions have been taken under **Urgency**, Standing Order No. 41 (a)-

#### **Aldgate Highway Changes**

Since Members approved the Gateway 4 report in October '13 a number of issues have become apparent which required a decision to be taken under Urgency procedures.

In summary, the main elements of the scheme are: the introduction of two-way working on Aldgate High Street and St Botolph Street; and the creation of a new public space between the Sir John Cass's Foundation Primary School and St Botolph without Aldgate Church.

#### **Action agreed under urgency**

- i) the Section 101 and Section 8 Agreements considered necessary to deliver the project being delegated the Director of the Department of the Built Environment; and
- ii) the commissioning of Kier Limited via the SCAPE framework to undertake the initial feasibility study.

#### **Reason for Urgency**

In order for this project to progress swiftly the City Corporation would need to produce a traffic order for the relevant section of Middlesex Street which falls within the London Borough of Tower Hamlets. This experimental closure is due to be implemented on 20 January 2014. Whilst the Streets and Walkways and Projects Sub-Committees are due to meet in January they meet too late for the necessary arrangements to be put in place.

### **John Carpenter Street (Gateway 3/4/5)**

The project proposes hard and soft landscaping improvements to the highway at the southern end of John Carpenter Street to make it an attractive and usable area through the introduction of new seating, paving materials, landscaping and lighting.

#### **Action agreed under Urgency**

- i) the maximum implementation cost of the project to be £697,000 as funded by the developer of 60 Victoria Embankment (JP Morgan); and
- ii) authority to start work to deliver Option 1, subject to receipt of funding from the developer; and
- iii) City officers to obtain any necessary planning, listed building, traffic order or other consents as may be necessary to implement the project as described in this report.

#### **Reason for Urgency**

This is a Combined Options Appraisal and Authority to Start Work report and is brought forward under Urgency to utilise time critical external funding. The report was anticipated to be approved under delegated authority by the Director of Built Environment as agreed at Gateway 2 however increases in the cost of the scheme as driven by the client due to the extent of works and design qualities has exceeded the originally anticipated total project cost.

#### **Conclusion**

3. Members are asked to note to contents of this report.

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