

Committees:		Dates:
Corporate Projects Board Projects Sub Planning and Transportation Committee (for information) Police Committee (for information)		24 October 2016 23 November 2016 28 November 2016 15 December 2016
Subject: Eastern City Cluster Security Project	Gateway 1&2 Project Proposal Complex	Public
Report of: Director of the Built Environment Report Author: Simon Glynn		For Decision

Recommendations

1. Approval track and next Gateway	Approval track: 1. Complex Next Gateway: Gateway 3 - Outline Options Appraisal (Complex)																			
2. Resource requirements to reach next Gateway	<table border="1"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funds/ Source of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td colspan="4">Security Appraisal</td> </tr> <tr> <td>Staff costs</td> <td>Project management, stakeholder consultation, report writing, Section 106 Agreements.</td> <td>Departmental Underspend/ CIL/S278</td> <td>50k</td> </tr> <tr> <td>Fees</td> <td>Security assessment and recommendations; integration of work on traffic assessment and recommendations; integration with emerging Eastern City</td> <td>S106</td> <td>100k</td> </tr> </tbody> </table>				Item	Reason	Funds/ Source of Funding	Cost (£)	Security Appraisal				Staff costs	Project management, stakeholder consultation, report writing, Section 106 Agreements.	Departmental Underspend/ CIL/S278	50k	Fees	Security assessment and recommendations; integration of work on traffic assessment and recommendations; integration with emerging Eastern City	S106	100k
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		Cluster Area Enhancement Strategy		
	Local Vehicle Access and Servicing Appraisal			
	Staff costs	Project Management of traffic modelling consultants;	Departmental Underspend/ CIL/S278	50k
	Fees	Data gathering and high level modelling of the traffic impacts of the various security options	Departmental Underspend/ CIL/S278	150k
3. Next steps	<p>3.1 Create all Project Management documents, set out the governance structure of the project;</p> <p>3.2 Establish a regular working party process to engage with all stakeholders;</p> <p>3.3 Request NaCTSO assessment of the Eastern Cluster be completed to inform the nature of an area wide security approach.</p> <p>3.4 Develop outline options</p> <p>3.5 Review the traffic impacts of the security options developed</p> <p>3.6 Work within and to the timeframes required by the Area Strategy process</p> <p>3.7 Progress steps towards an Eastern Cluster Area</p> <p>3.8 Coordinate with a separate area-wide servicing review</p> <p>3.9 Progress Security Section 106 Agreements, including provision for a design and evaluation contribution in connection with 6-8 Bishopsgate.</p>			

Project Summary

4. Context	<p>4.1 Following the approval of two iconic towers in the Eastern Cluster in late 2004 and early 2005 (the “Cheesegrater” at 122 Leadenhall Street and the “Pinnacle” at 22 Bishopsgate respectively), a detailed report was approved by Members in 2007, ‘St Helen’s Square and Vicinity, Enhancing the Public Realm’ and this strategy looked at the opportunities and constraints for specific environmental enhancement around the</p>
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122 Leadenhall Street site.

4.2 To progress the evaluation of environmental enhancements in a co-ordinated manner, City officers engaged with the numerous stakeholders in the area, including key land owners such as British Land, Arab Investments and St Helen's Church; occupiers, such as Aviva and Hiscox Insurance; developer representatives such as Arup, DP9, and M3 Consulting; and agencies such as the CPNI, City of London Police, and Transport for London (TfL).

4.3 Engagement took the form of group and individual stakeholder meetings and workshops, and it was during this stakeholder engagement process that security concerns within the Eastern Cluster were raised. As the stakeholder engagement process progressed, it became clear that the issue of security was in fact a primary area of interest shared by major stakeholders, and that interest was shared by the City of London Police (Counter Terrorism Unit) and the Centre for Protection of National Infrastructure (CPNI), part of the Security Services (MI5). These organisations had identified that the area was highly sensitive to the threat of a hostile, vehicle-borne security threat due to the existence of several iconic buildings and the nature of the occupants' business.

4.4 Within the 'St Helen's Square and Vicinity, Enhancing the Public Realm' Strategy, a security project was identified and in 2009, Members of the Streets & Walkways, Policy & Resources and Police Committees approved 'The Eastern City Cluster – Area Wide Security Measures' project (see Appendix 1). The project identified four area-wide strategic layout options, intended to form the basis of environmental enhancements whilst having security benefits. A phased approach to delivery was identified focussing around the (then) core buildings in the cluster.

4.5 Members approved engagement with CPNI and consultants to understand if security related aspects of the 4 layout options were practical and viable both from a technical perspective and from an understanding of the major stakeholders' needs.

4.6 At that stage, the City's position was to seek a voluntary contribution from local businesses to fund the evaluation cost of area-wide security. However, the global economic slow-down in 2009 resulted in a reluctance from occupiers to contribute financially and other means of funding the project were not actively pursued by the City.

4.7 The local situation has changed significantly over the past two years with several large scale redevelopments having been approved or planned for the Eastern Cluster, including 6-8 Bishopsgate, 22 Bishopsgate and 1 Undershaft. According to the CPNI assessment carried out as part of the 22 Bishopsgate planning application in 2015, the scale of these developments

	<p>require much greater levels of security than can be delivered on a site by site basis. Instead, the CPNI recommend an area-wide solution.</p> <p>4.8 Under the terms of the s106 agreements for 6-8 Bishopsgate and 22 Bishopsgate, further Security Section 106 Agreements are required to be entered into, making provision for the security arrangements necessitated by the developments. A £50k design and evaluation contribution towards preparatory work is payable under the 22 Bishopsgate Section 106 Agreement, and the same sum will be sought under the 6-8 Bishopsgate Section 106 Agreement. Once the proposals are more developed and can be costed, further agreements will be required to secure the appropriate and proportionate contributions in connection with each development. It is proposed that the same approach be adopted in connection with 1 Undershaft, should the planning application be approved. There is also an increasing demand from developers and occupiers for an area-wide solution in the Eastern Cluster as part of significantly enhanced public realm.</p>
<p>5. Brief description of project</p>	<p>5.1 Rather than re-visit the work last undertaken on area security in 2009, it is proposed to initiate a new project reflecting the significantly changed environment of the Eastern Cluster.</p> <p>5.2 The project is likely to be delivered in two phases; phase one will develop options for an area-wide security master-plan. A National Counter Terrorism Security Office (NaCTSO) assessment will be sought to understand the security risk within the area and early engagement with the City of London Police Counter Terrorism Unit, the Centre for the Protection of National Infrastructure (CPNI) and Transport for London will be sought. Furthermore, early engagement with key local businesses and occupiers in order to understand their security and servicing needs will be a priority.</p> <p>5.3 A review of the impacts of the security options being developed on local vehicle access and servicing will seek to balance the security needs of the area and with the need to service local businesses and developments, to ensure businesses within a potential security cordon continue to operate successfully on a daily basis. Options for area security with associated traffic impacts will be presented for Members' consideration.</p> <p>5.4 Phase one will also feed directly into the Eastern Cluster Area Strategy which will identify any public realm enhancement opportunities as a result of the servicing and security assessments. Any proposals arising from these assessments will also need to demonstrate how the safe movement of pedestrians will be provided for with the Eastern Cluster both now and into the future. It will also feed into the review of the City of London Local Plan which will provide a framework for</p>

	<p>future development and land use within the Eastern Cluster.</p> <p>5.5 Phase two of the project will implement these planned security measures in the public realm. These measures are likely to include physical works, but may also require a specific Anti-Terrorism Traffic Order (ATTRO) to cover the Eastern City Cluster area and other local traffic regulation orders as necessary. These would be subject to separate statutory processes, including consultation.</p>
6. Consequences if project not approved	<p>6.1 The Corporation would not have a strategy for mitigating the security impacts of large buildings and for protecting the most crowded part of the City.</p> <p>6.2 The Eastern Cluster (buildings, infrastructure and public realm) or parts thereof would remain vulnerable, particularly to vehicle borne terrorist attack.</p> <p>6.3 The City would be unable to deliver area-wide security measures for which provision has been made under the s106 agreements for 22 Bishopsgate and 6-8 Bishopsgate.</p> <p>6.4 An opportunity would be lost to address, in an integrated manner, the increasing challenge of servicing businesses and developments in the area, within a street network also required to safely accommodate significant additional numbers of pedestrians together with the associated security risks this presents.</p> <p>6.5 An opportunity would also be lost to identify and implement public realm improvements in the area, utilising space created by the introduction of security measures or vehicle access control.</p>
7. SMART Objectives	<p>7.1 Stakeholder satisfaction with security provision of the area increases (using pre and post implementation user survey)</p> <p>7.2 Stakeholder satisfaction the ability of businesses to continue to operate successfully within the area is maintained post-implementation (using pre and post implementation user survey)</p> <p>7.3 Secure full funding for the implementation of the project before March 2019.</p> <p>7.4 Complete implementation of security measures by 2022.</p>
8. Success criteria	<p>8.1 Implemented security measures that deter vehicle borne terrorist attack and protects the City community within the Eastern Cluster</p> <p>8.2 A functional security zone which does not unduly impact on local streets in the area</p> <p>8.3 A security master-plan, that minimizes traffic impacts whilst supporting the safe movement of pedestrians</p>

	<p>8.4 A security master-plan that supports the emerging Eastern City Cluster Area Enhancement Strategy to ensure the subsequent design of security measures are well considered and unobtrusive and the opportunity for improved public realm is not lost.</p> <p>8.5 Meaningful engagement with stakeholders to ensure that businesses and occupiers within any potential security cordon, as well as the wider network, can successfully operate on a daily basis.</p>
9. Key Benefits	<p>9.1 A well protected Eastern City Cluster area</p> <p>9.2 Occupiers can successfully operate on a daily basis</p> <p>9.3 Security measures implemented as part of planning area enhancement proposals to create a high quality environment</p>
10. Notable exclusions	<p>10.1 The project excludes any security infrastructure that would be required to solely protect individual buildings or specific occupiers in the Eastern Cluster, particularly where on private land.</p> <p>10.2 The project excludes implementation of changes to traffic/access on TfL controlled roads such as Bishopsgate.</p> <p>10.3 A review of, and recommendations on, a range of options to reduce the quantum of service vehicles and individual deliveries to occupiers within the Eastern City Cluster will be delivered as a separate project.</p>
11. Governance arrangements	<p>Spending Committee: Planning and Transportation Committee</p> <p>Senior Responsible Officer: Steve Presland</p> <p>Project Board: Yes</p>

Prioritisation

12. Link to Strategic Aims	<p>1. To support and promote The City as the world leader in international finance and business services</p>
13. Links to existing strategies, programmes and projects	<p>13.1 Eastern City Cluster Area Enhancement Strategy</p> <p>13.2 CoL Local Plan and Local Plan Review</p> <p>13.3 City-wide ATTRO</p> <p>13.4 Protecting Crowded Places guidance National Counter Terrorism Security Office</p> <p>13.5 CoL's Bank Junction major project.</p> <p>13.6 Area-wide servicing review for the Eastern Cluster</p> <p>13.7 CoL Police Ring of Steel Programme</p>

	13.8 Freight Strategy 13.9 One Safer City Partnership 13.10 Traffic in the City of London Review
14. Project category	1. Health and safety
15. Project priority	A. Essential

Options Appraisal

16. Overview of options	<p>Options include but are not limited to:</p> <p>16.1 Installation of security measures limiting access along key vehicle routes such as Undershaft, St Mary Axe or Leadenhall Street;</p> <p>16.2 Installation of security measures to create a wide reaching, secure zone inclusive of public spaces;</p> <p>16.3 Introduction of security measures to limit all vehicle movement into a wider secure zone without pre-booking and/or security vetting. It is likely that security measures may include physical/on-street measures such as rising bollards, vehicle checkpoints and/or vehicle blockers. Any such physical measures will likely also need to be supported by Traffic Orders restricting access to certain areas within the Eastern Cluster.</p>
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Project Planning

17. Programme and key dates	<p>Overall programme:</p> <p>Gateway 3 – Outline Options Appraisal – Sept – 2017 Gateway 4 – Detailed Options Appraisal – Sept – 2018 Gateway 5 – Authority to Start Work – March – 2019</p> <p>Key dates:</p> <p>Implementation on site – Sept – 2020</p> <p>Other works dates to coordinate:</p> <p>Completion of key development sites in the Eastern Cluster – 22 Bishopsgate, 1 Undershaft, 40 Leadenhall Street, 6-8 Bishopsgate, St. Helen’s Square landscaping. Completion of Corporation initiatives, including a Service Vehicle Management Review and an Area Enhancement Strategy for the Eastern Cluster.</p>
18. Risk implications	<p>Overall project risk: Amber</p> <p>Some of the key risks include:</p>

	<ul style="list-style-type: none"> - Lack of security strategy for the Eastern Cluster - Reputational damage from significant occupiers for lack of security plan should a terrorist incident occur - Adverse traffic impacts during implementation and operation if these impacts are not properly understood and addressed during the evaluation stage - Stakeholder support for wider area security zone not forthcoming - traffic orders required to restrict vehicular access will be subject to separate statutory processes and the cannot be predetermined. - appropriate and proportionate contributions under further Security Section 106 Agreements are to be negotiated with relevant developers.
19. Stakeholders and consultees	<p>19.1 CoL internal departments – City Transportation, Highways, Development Management, Planning Policy, Access, Parking, Cleansing, Environmental Health, City Surveyor, Comptroller and City Solicitor.</p> <p>19.2 CoL Police – Counter Terrorism Unit</p> <p>19.3 Centre for Protection of National Infrastructure (CPNI)</p> <p>19.4 National Counter Terrorism Security Office (NaCTSO)</p> <p>19.5 Transport for London (TfL)</p> <p>19.6 Local occupiers/building owners in the Eastern Cluster</p> <p>19.7 Ward Members</p> <p>19.8 Emergency Services</p>

Resource Implications

20. Total estimated cost	Likely cost range: 3. £5m+											
21. Funding strategy	<p>Choose 1:</p> <p>Partial funding confirmed</p>	<p>Choose 1:</p> <p>Mixture - some internal and some external funding</p>										
	<p>Funding to initiate the project and progress to Gateway 3 is sought from two s106 agreements linked to the Eastern Cluster area.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Funds/Sources of Funding</th> <th style="text-align: left;">Cost</th> </tr> </thead> <tbody> <tr> <td>22 Bishopsgate S106</td> <td>£50k</td> </tr> <tr> <td>6-8 Bishopsgate S106</td> <td>£50k</td> </tr> <tr> <td>DBE Departmental underspend/CIL/s278</td> <td>£250k</td> </tr> <tr> <td>Total</td> <td>£350k</td> </tr> </tbody> </table>		Funds/Sources of Funding	Cost	22 Bishopsgate S106	£50k	6-8 Bishopsgate S106	£50k	DBE Departmental underspend/CIL/s278	£250k	Total	£350k
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	<p>A funding strategy will be developed and presented to Members prior to implementation. Options for funding include fully funding the project through CIL contributions and/or securing funding from occupiers within the potential security cordon either on a voluntary or compulsory basis. It is also proposed that any new development within the City Eastern Cluster will be required to contribute £50,000 for evaluation and design, and to enter a S106 agreement for security measures.</p>
22. On-going revenue implications	<p>There will undoubtedly be ongoing revenue implications resultant from this project, particularly if it is determined that physical security measures are required on street. The resource and cost implications will be determined at further gateways as the detail of the project is developed. The associated funding strategy for the project will set out how these costs are to be borne.</p>
23. Investment appraisal	<p>Investment in the security of the Eastern City Cluster, which is one of the City's most crowded places and a significant target for terrorist attack, is considered both essential infrastructure and an important offer by the City of London to current and future occupiers in the area that may determine the future investment decisions of these stakeholders.</p>
24. Procurement strategy/Route to Market	<p>24.1 Procurement of consultants will be in accordance with the Corporation's processes.</p> <p>24.2 Delivery of works in public areas will be undertaken by the City's Highway Term Contractor, although specialist security contractors may be required for installation of any security infrastructure and this will comply with the relevant Corporation processes.</p>
25. Legal implications	<p>25.1 S106 Agreements to be negotiated with relevant developers. Potential future funding from private sector may require separate legal agreements</p>
26. Corporate property implications	<p>26.1 None envisaged at this stage but will be updated as project proceeds.</p>
27. Traffic implications	<p>27.1 There may be significant traffic implications if security measures are deemed necessary to manage/restrict access into certain areas of the Eastern Cluster.</p> <p>27.2 A local vehicle access and servicing review for the area will be undertaken to inform the impact of carriageway closures or restrictions proposed through the development of area-wide security options particularly with nearby major projects such as Bank Junction and Aldgate. This Review will seek to minimise the impact on local streets and seek to ensure local businesses continue to successfully operate on a daily basis.</p>

	<p>27.3 There will be temporary disruption during construction that needs to be well understood and plans put in place to minimise this disruption.</p> <p>27.4 If security zone implemented prior to major buildings being built, construction access may also be affected, for which similar mitigation plans are required.</p>
28. Sustainability and energy implications	28.1 There might be noise and other nuisance impacts during construction that needs to be well understood and plans put in place to minimise this disruption.
29. IS implications	29.1 None.
30. Equality Impact Assessment	An equality impact assessment will be undertaken

Appendices

Appendix 1	Area Map
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Appendix One: Area Map

