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| Committee(s): | Date(s): |
| Planning & Transportation - For Decision | 25 th July 2017 |
| Streets & Walkways Sub - For Information | 5 th September 2017 |
| Subject: Cultural Hub North/South Programme: St Paul's Area Strategy | Public |
| Report of: Director of the Built Environment | For Decision |

Summary

This report sets out a proposal to develop an enhancement strategy for the St Paul's area located in the south west of the City. This plan is an identified activity within the Cultural Hub Public Realm Programme. The area includes St Paul's Cathedral at its centre and is bounded by the following strategy areas: West Smithfield to its north, Cheapside to the east, Fleet Street to the west and the riverside to the south (See indicative site map in Appendix 1).

The St Paul's area is of strategic importance both as the southern gateway into the City as a destination and with its position on London's skyline. The area is a very popular and forms part an important walking route for over 5 million visitors per year crossing the Millennium Bridge into the City. This north south connection will be essential for the development of the Cultural Hub.

The Cultural Hub aims to build upon the City's internationally acclaimed cultural offer by creating a cultural quarter from the cluster of institutions in the north west of the City, improving pedestrian access and activating the public realm. The approved Cultural Hub public realm programme identifies four different work streams, namely, the *North-South Route*, *East-West Route*, *Moorgate Quarter* and the *Cultural Hub - Look & Feel Strategy*.

The Moorgate Quarter Strategy is already initiated and the East-West Route is currently being advanced together with the Cultural Hub Look and Feel Strategy. However, the North-South Route work stream has yet to be developed and it is important that this work stream is established in parallel with others to ensure a consistency in timing and approach in support of the Hub. The north-south connection is the key pedestrian gateway into the City and will become increasingly important to the Cultural Hub as it is developed to form part of the City's wider cultural offer.

The security of the area is a major consideration. The area strategy will consider the security needs of the area which will inform and underpin the development of all enhancement proposals going forward. The changing security climate has dictated the need for short-term measures to be introduced and longer-term solutions to be reviewed. An update report on the St Paul's Security report will be put to Members separately, after the summer recess.

Other considerations of note will include arrival into the City from transport connections, pedestrian movement and air quality improvements. The key is to create a safer, more liveable environment with a greater focus on transformational improvements that encourages walking and cycling provision, road safety/road danger reduction and mode shift from private car use to public transport, walking and cycling.

In recent years the St Paul's area has gone through a number of changes with retail, residential, hotel and office developments as well as various improvement projects that have transformed the area. The area is now much more vibrant and active, especially during the weekend with the improved retail offer at Paternoster Square, Cheapside and the One New Change shopping centre.

Major enhancements in the area include improvements to the former St Paul's Churchyard coach park, Festival Gardens and Carter Lane into accessible gardens. However, further public realm changes are needed to keep pace with development, trends in visitor numbers, smart/agile working and movement, security and servicing needs.

Change management is essential to maximise the benefits of future growth and ensure a coherent approach going forward. A strategy for the St Paul's area will aim to provide a framework for future public realm enhancements and address the needs of this area that accord with the Cultural Hub – North-South Route. This will require coordinating a number of existing/emerging projects and initiatives in the area. It will be important to consider how future change will impact on a variety of street typologies, buildings and spaces in the City's dense urban environment. St Paul's Cathedral are extremely supportive and keen to see this initiative progress and have expressed a desire to engage further.

There are a number of key issues that the strategy will cover and these are summarised as follows:

- Improved connectivity from the Thames Riverside to the Cultural Hub and from other places of interest, particularly along the Riverside, by means of public realm enhancements, way-finding and lighting, in line with the aspirations of the adopted City of London Local Plan.
- Creating a completed strategy for a high quality environment around the Cathedral and other nearby places of interest to support the development of the Cultural Hub.
- Improving the arrival experience into the Cultural Hub from the south and at local public transport nodes.
- Co-ordinating servicing needs to reduce the impact on local streets at peak times.
- Opportunities to reduce utilities and maintenance issues in any future design proposals.
- A co-ordinated approach to making public spaces secure, safer, more inclusive and less attractive to anti-social behavioural elements.
- A co-ordinated approach to making public space 'smart', connected and suitable for agile working.
- Opportunities to increase greenery including tree planting to enhance the environment and mitigate the impacts of pollution.
- Guidance for new developments in the area to ensure a clear and coordinated design approach to adjacent public realm.
- A review of footway capacity and pedestrian movement now there is a greater understanding of the implications of Crossrail.
- Improve lighting in conjunction with the emerging City Lighting Strategy to reduce the impacts of light pollution, whilst maximising the aesthetic

appearance of this high profile visitor destination.

- Opportunities for: historic interpretation, sculpture and art to celebrate cultural expression and enhance the City's standing as a destination, complementing the City's wider cultural offer and the Cultural hub in particular.

The City will seek to develop the document in consultation with local businesses, occupiers, other stakeholders (including statutory bodies such as Transport for London and Historic England) and local ward members to help deliver a set objectives and aims whilst creating a strong vision. It is proposed to fund the development of the Strategy from monies ear-marked in the existing Cultural Hub Programme funding for a total of £120,000.

Recommendation(s)

Members of the Planning and Transportation Committee are asked to:

- Approve the initiation and development of the St Paul's Area Enhancement Strategy for up to £120,000, utilising funds from the Cultural Hub North-South Route Programme.

Main Report

Background

1. The St Paul's area has a richly historic environment and this contributes greatly to its attractiveness to residents, visitors and workers. At its centre is St Paul's Cathedral, a building of national, cultural and religious significance that lies within a close knit Conservation Area. The area has a high quality and diverse townscape with notable examples of building typologies, monuments, and public art from a range of periods. A significant number of these are heritage assets that are protected by being listed or scheduled monuments. It is important that enhancement schemes respect and enhance the local heritage.
2. The City's economic dynamism means there is a high rate of change and development, putting particular pressure on the City's streets, transportation and utility infra-structure. The four nearby Crossrail station hubs due to open in 2018 and the emerging Cultural Hub, together with projected increases in the City's residential and working population 15% and 25% respectively (2011-2026), highlight the importance of managing change and its potential impacts effectively.
3. It is clear the Cultural Hub will have a transformative effect in the north of the City and adjacent districts as the Museum of London prepares to relocate from the edge of the Barbican to Smithfield. Inevitable changes as a result of the emerging Hub are currently being established in the Cultural Hub -Look and Feel Strategy and will have a bearing on how improvement works are conceived in other cultural centres going forward, namely St Paul's.

4. Four work streams have been identified to support the development of the emerging Cultural Hub. These are North-South Route, East-West Route, Moorgate Quarter and the Cultural Hub - Look and Feel. To date the North-South Route work stream has yet to be developed and there is an opportunity to ensure that important pedestrian gateways into the City, such as the Millennium Bridge, are developed in line with existing Local Plan aspirations and the Cultural Hub governance framework. The St Paul's area is the natural driver for the North-South Route and the development of a Strategy will help to define both the extent of the area and scope to ensure there is a clear relationship to the Cultural Hub.
5. The adopted City of London Local Plan identifies a key visitor route from the Millennium Bridge to the Barbican which provides the policy framework for this enhancement strategy. Policy CS6 refers to the need to enhance pedestrian links from the Millennium Bridge to St Paul's Cathedral and onwards to the Museum of London and the Barbican. Other policies encourage the provision of high quality public realm through enhancement strategies (policy DM10.4) and the creation of new open spaces (CS19).
6. There have been many successful improvements in the St Paul's area. The St Paul's Churchyard project transformed the environs of the Cathedral by providing much needed seating, greenery and spaces to dwell. A large coach park which dominated the area to its south was removed and relocated. This provided the opportunity to introduce a large, landscaped area tree-planting, with seating and additional greening. Where the coach park had previously impeded views of the Cathedral for visitors, the new scheme has improved desire lines and views for pedestrians approaching from Tate Modern and the Millennium Bridge.
7. The challenge is to integrate these improvements with the established visitor attraction at St Paul's Cathedral and visitor flows across the Millennium Bridge and ensure the area is equipped to accommodate and guide the pace of change to support the Hub.

Current Position

8. There are currently a number of initiatives that are either within or affect the St Paul's area these include lighting and safety reviews as well as competing development opportunities. It would be beneficial to develop a co-ordinated approach identifying opportunities and prioritising schemes to ensure that the City's strategic aims for the area are delivered. Current and potential schemes include:
 - **St. Paul's External Lighting Project** – To develop new high quality, energy efficient external lighting scheme at St Paul's Cathedral and within the main curtilage. The current lighting scheme, which uses large energy consuming flood lights on and off the Cathedral, was installed in 1989 and is now approaching the end of its 25 year life span.
 - **St Paul's Churchyard skateboarding mitigation** - Measures have been reviewed and proposed solutions to improve the visitor experience in the area. A report will be put to Members in late 2017.

- **Security, Safety and Accessibility** - There is a general wider review of safety and accessibility in the City that includes approaches to St Paul's Cathedral and environs. This is important given the proximity of public transport, through to routes from Paternoster Square, New Change, Cheapside, Newgate Street, Cannon Street, the processional route of Ludgate Hill connecting Ludgate Circus to Fleet Street. Other considerations will include wider areas of visitor interest, commerce, residents and the St Paul's Cathedral School. An update report on St Paul's Security is to be reported to Members after the summer recess.
- **Cultural Hub** - The City of London has agreed a policy to develop an area in the north of the City into a 'Cultural Hub': a new destination for visitors that will be the creative heart of the City. St Paul's lies immediately to the south of this area and will be an important link to the north of the City for visitors.
- **Puddle Dock Pier** - As part of the Thames tideway project the pier to the west of Blackfriars Bridge is being relocated to the eastern side with the installation of a new staircase and lift to provide access to the bridge footway. The relocation of the pier will provide the City with an opportunity to increase footfall via Puddle Dock to Queen Victoria Street with its plans to introduce a new footway to the pier. This would enhance pedestrian accessibility along the Riverside Walk and improve connectivity to destinations such as St Paul's, Cheapside, One New Change and the Barbican.

Proposals

Subject to Member approval;

9. The draft strategy work will focussing on the following areas:
 - Public spaces / greening - review of existing / identifying new opportunities to either enhance or create public space and introduce new areas of greening, including trees.
 - Servicing - review existing servicing around the Cathedral and address issues in particular with damage to paving due to vehicle overrun in the public realm here.
 - Pedestrian Accessibility / Strategic Walking routes - review of existing routes and desire lines creating links from Fleet Street in the west and the Tate Modern / Millennium Bridge to other parts of city such as Cheapside, One New Change, the Barbican and into the emerging 'Cultural Hub' area via St. Paul's Cathedral.
 - Lighting - a review of the lighting enhancements in the Churchyard and identification of opportunities for the whole strategy area. These could include proposals to illuminate routes from the River Thames accentuating the approach from the Millennium Bridge whilst acknowledging this prominent gateway to the City from the south.
10. The City will consult regularly with stakeholders to develop the strategy and sound governance. Consultees will include but are not restricted to the following:

- St Paul's Cathedral
- Local businesses
- Historic England
- Friends of City Churches
- Local Ward Members
- Transport for London

11. The development of the strategy will establish a set of aims and priorities and a robust vision for the area that ties in with the Local Plan, The London Plan and The National Planning Policy Framework, in line with St Paul's Conservation Area. Please see Appendix 2 for a summary of relevant policy guidance.

Financial Implications

12. The cost of delivering the St Paul's Area Enhancement Strategy and associated studies/survey work is estimated at £120,000. The estimate draws on the experience of delivering enhancement strategies adjacent to our target area. Please see the table below:

Table: Estimated cost of St. Paul's Area Enhancements Strategy

| Item | Estimated Cost (£'s) |
|-----------------------------------|-----------------------------|
| Staff Costs | 48,000 |
| Fees | 54,000 |
| Publishing/Print costs, Marketing | 18,000 |
| TOTAL | 120,000 |

Corporate & Strategic Implications

13. A summary of relevant policy guidance is listed in Appendix 2.

Conclusion

14. With over 5 million visitors visiting St Paul's Cathedral each year, the area provides a key gateway into the City to the emerging 'Cultural Hub' in the north as well as Cheapside and its prime retail offer at One New Change from the west to Fleet Street. A unified and holistic strategy is supported by The Cathedral and would build a strong identity for the wider area and provide a critical link to the work already underway on the 'Cultural Hub' and in particular the "Look and Feel" strategy, supporting the City's corporate vision.
15. The London Plan is very clear about the importance of public realm that is appropriate, of good quality, with sound management and governance in a rapidly evolving London. It is therefore recommended that Members approve the proposals set out in this report.
16. In order to ensure the proposed St Paul's Area Strategy is aligned with current guidance, it will be developed in line with the City's Cultural Hub governance and wider corporate agenda to continue to provide high quality

services for business, residents, students and visitors as the City continues to evolve.

Appendices

- Appendix 1: - Indicative Map of the St Paul's Area
- Appendix 2: - Summary of Policy Framework

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Appendix 1: Indicative Site Map St Paul's Area

KEY

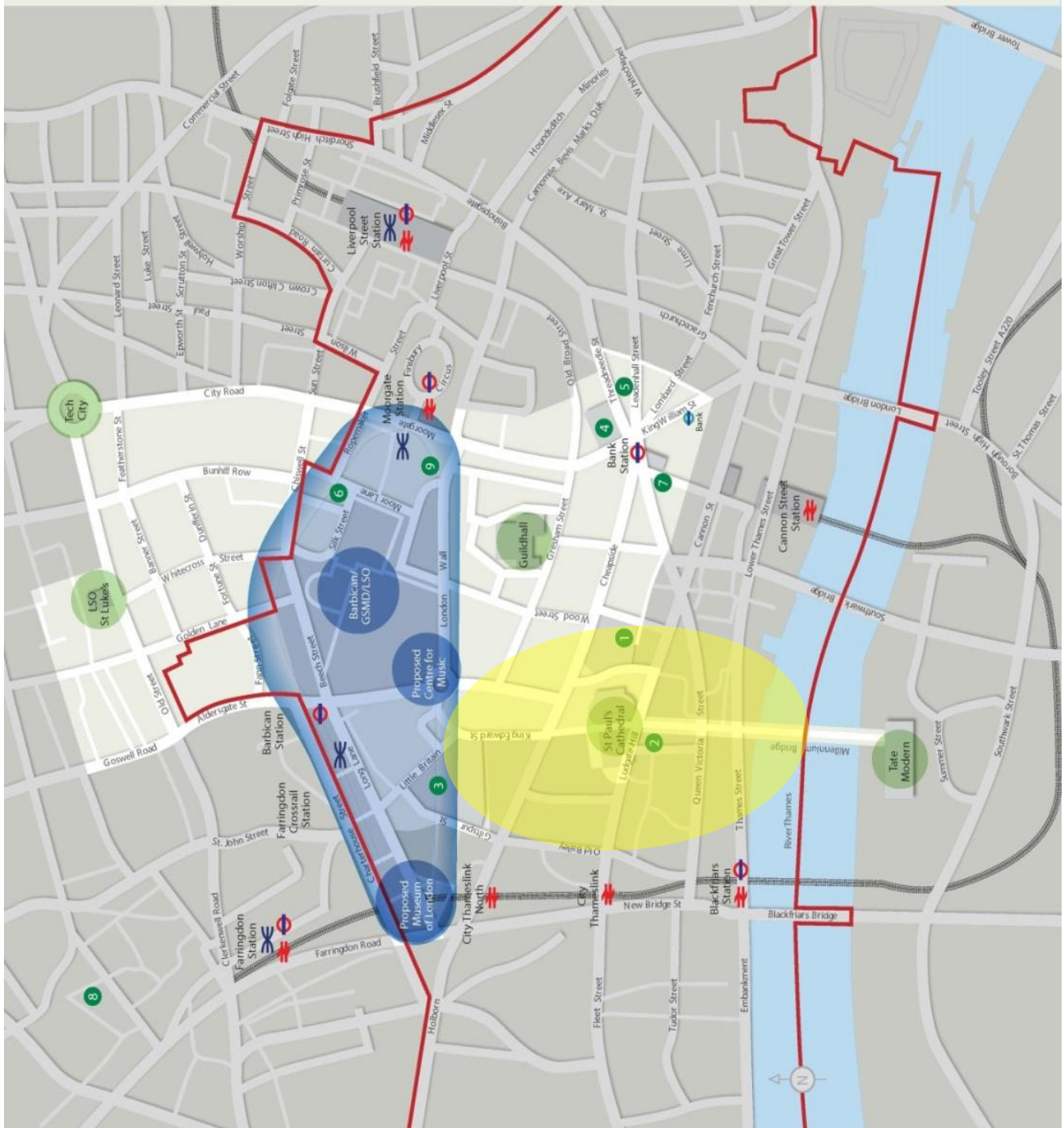
LANDMARKS

- 1 One New Change Shopping Centre
- 2 City Information Centre
- 3 St Bartholomew's Hospital
- 4 Bank of England and Bank of England Museum
- 5 The Royal Exchange
- 6 Guildhall School of Music and Drama - Milton Court
- 7 Mansion House
- 8 London Metropolitan Archives
- 9 Moorgate Quarter

Indicative St Paul's Strategy Area



| | |
|--|---------------------------------------|
| | Cultural Hub |
| | Cultural Hub places of interest |
| | Other places of interest |
| | Priority area for enhanced engagement |
| | City of London Boundary |



Appendix 2: Summary of Policy Framework

Corporate & Strategic Policy

17. **The City of London Corporate Plan 2015-19**, states the importance of increasing the outreach and impact of the City's cultural, heritage and leisure contribution to the life in London and the nation. This is captured in Key Performance KPP5 which could be achieved by developing cultural and visitor strategies as well as delivering physical improvements around the City's key cultural attractions to provide safe, secure and accessible open spaces.

18. **Other corporate plans, strategies and research**

The Corporate Plan is supported by a series of other plans including:

 - City of London Corporation Departmental Business Plans, incorporating local management and service plans;
 - Themed plans such as the Local Plan, the Visitor Strategy, the Cultural Strategy, the Communications Strategy, the Climate Change Mitigation Strategy, the Capital Strategy and Corporate Property Asset Management Strategy 2012-16;
 - Existing Supplementary Planning Documentation (SPD), inclusive of: City of London's - St Paul's Cathedral Conservation Area SPD, Historic Environment Strategy, Protected Views SPD and Tree Strategy SPD.
 - **Public Realm: People, Places, Projects (2016), *Supplementary Planning Document (SPD)*** - provides design guidance. This SPD sets out the City of London Corporation's vision for the public realm including the main principles for controlling change and informing street enhancement schemes and provides general guidance for street works to ensure there is consistency of form and quality.
 - Plans developed with partner organisations such as The Safer City Partnership Plan, and the Health and Wellbeing Strategy. Each of these strategies and plans include key objectives and actions as well as detailed performance measures.
 - **Future Workstyles and Future Workplaces in the City of London (2015)** - *A joint research report by the City of London and the City Property* suggested that the City's stock of buildings has generally responded well to changing corporate requirements. However, it also revealed a growing sense that the City's public realm is rapidly becoming a critical factor in the City's future attractiveness and competitiveness:
 - a. In short, as organisations and workers grow accustomed to a high quality, well serviced and supportive workplace, they are now looking for the same in the surrounding public realm. As already stated, research recognised that the City has changed greatly in recent years, with a transformed retail and leisure offer. The City is still considered the 'place to be' – it is the symbolic centre of the markets, and as such has the

opportunity to further build on its heritage and continue to differentiate itself as a location.

- **Departmental Business Plan 2016/19** - The St Paul's Area Enhancement Strategy will seek to progress two of the key delivery themes within the Departmental Business:

Future Key Places – To focus on key places in the City including supporting and enabling the development of a vibrant Cultural Hub in a world class setting.

Future Streets & Public Realm – To deliver a distinctive, attractive, inclusive and safe public realm in the City by:

- Upgrading busy key public realm areas including the Crossrail environs.
- Transforming traffic junctions to create calmer, safer, more attractive places in the heart of the City

19. **The City of London Local Plan (2015)**

Core Strategic Policy CS19: Open Spaces and Recreation

To encourage healthy lifestyles for all the City's communities through improved access to open space and facilities, increasing the amount and quality of open spaces and green infrastructure, while enhancing biodiversity, by:

1. Seeking to maintain a ratio of at least 0.06 hectares of high quality, publicly accessible open space per 1,000 weekday daytime population:

- (i) protecting existing open space, particularly that of historic interest, or ensuring that it is replaced on redevelopment by space of equal or improved quantity and quality on or near the site;
- (ii) securing public access, where possible, to existing private spaces;
- (iii) securing additional publicly accessible open space and pedestrian routes, where practical, particularly in the eastern part of the City;
- (iv) creating additional civic spaces from underused highways and other land where this would not conflict with other strategic objectives;
- (v) encouraging high quality green roofs, roof gardens and terraces, particularly those which are publicly accessible, subject to the impact on the amenity of adjacent occupiers.

2. Improving access to new and existing open spaces, including those in neighbouring boroughs, promoting public transport access to nearby open space outside the City and ensuring that open spaces meet the needs of all of the City's communities.

3. Increasing the biodiversity value of open spaces, paying particular attention to sites of importance for nature conservation such as the River Thames. Protecting the amenity value of trees and retaining and planting more trees wherever practicable.

4. Improving inclusion and access to affordable sport, play and recreation, protecting and enhancing existing facilities and encouraging the provision of further facilities within major developments.

City Culture and Heritage

3.10 Design

Policy DM 10.4 Environmental Enhancement -

The City Corporation will work in partnership with developers, Transport for London and other organisations to design and implement schemes for the enhancement of highways, the public realm and other spaces. Enhancement schemes should be of a high standard of design, sustainability, surface treatment and landscaping, having regard to:

- the predominant use of the space, surrounding buildings and adjacent spaces;
- connections between spaces and the provision of pleasant walking routes;
- the use of natural materials, avoiding an excessive range and harmonising with the surroundings of the scheme and materials used throughout the City;
- the inclusion of trees and soft landscaping and the promotion of biodiversity, where feasible linking up existing green spaces and routes to provide green corridors;
- the City's heritage, retaining and identifying features that contribute positively to the character and appearance of the City;
- sustainable drainage, where feasible, co-ordinating the design with adjacent buildings in order to implement rainwater recycling;
- the need to provide accessible and inclusive design, ensuring that streets and walkways remain uncluttered;
- the need for pedestrian priority and enhanced permeability, minimising the conflict between pedestrians and cyclists;
- the need to resist the loss of routes and spaces that enhance the City's function, character and historic interest;
- the use of high quality street furniture to enhance and delineate the public realm;
- lighting which should be sensitively co-ordinated with the design of the scheme.

20. **The London Plan:** *The spatial development strategy for London consolidated with alterations since 2011* (March 2016), Policy 7.5 – Public Realm:

Strategic

A) London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

Planning Decisions

B) Development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help

people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

LDF preparation

D) Boroughs should develop local objectives and programmes for enhancing the public realm, ensuring it is accessible for all, with provision for sustainable management and reflects the principles the Mayor's Public Realm Policies.

21. **Healthy Streets Healthy Streets for London** - *Prioritising walking, cycling and public transport to create a healthy city, (TfL) 2017*
22. **Mayor's Transport Strategy** – *Draft for public consultation, (TfL) 2017*