



Streets and Walkways Sub (Planning and Transportation) Committee

Date: MONDAY, 9 JUNE 2014

Time: 11.00 am

Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

Members:

Randall Anderson	Oliver Lodge
Alex Bain-Stewart	Sylvia Moys
Revd Dr Martin Dudley	Barbara Newman, Open Spaces and City Gardens (Ex-Officio Member)
Marianne Fredericks	Graham Packham
Alderman Alison Gowman, Police Committee (Ex-Officio Member)	Deputy Michael Welbank
Brian Harris	Deputy John Barker, Finance Committee (Ex-Officio Member)

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Lunch will be served in Guildhall Club at 1pm

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES FOR ABSENCE**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **ELECTION OF CHAIRMAN**
To elect a Chairman for the ensuing year in accordance with Standing Order 29.
4. **ELECTION OF DEPUTY CHAIRMAN**
To elect a Deputy Chairman for the ensuing year in accordance with Standing Order 30.
5. **TERMS OF REFERENCE**
To note the Sub Committees Terms of Reference.
For Information
(Pages 1 - 2)
6. **MINUTES**
To agree the public minutes and summary of the meeting held on 6 May 2014.
For Decision
(Pages 3 - 6)
7. **ALDGATE HIGHWAY CHANGES AND PUBLIC REALM IMPROVEMENT PROJECT**
Report of the Director of the Built Environment.
Please note that Appendix G to this report is exempt.
For Decision
(Pages 7 - 44)
8. **REVIEW OF GUIDELINES FOR SPECIAL EVENTS ON THE PUBLIC HIGHWAY**
Report of the Director of the Built Environment.
For Decision
(Pages 45 - 64)
9. **ADVERTISING ('A') BOARDS IN THE CITY OF LONDON**
Report of the Director of the Built Environment.
For Information
(Pages 65 - 82)

10. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
12. **EXCLUSION OF THE PUBLIC**
MOTION – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act as follows:-

Part 2 - Non-public Agenda

13. **NON-PUBLIC MINUTES**
To agree the non-public Minutes of the meeting held on 6 May 2014.

For Decision
(Pages 83 - 84)
14. **ST PAUL'S CHURCHYARD**
Report of the Director of the Built Environment.

For Decision
(Pages 85 - 96)
15. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
16. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

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Streets and Walkways Sub Committee – Proposed Terms of Reference

The Sub Committee is responsible for:-

- (a) traffic engineering and management, maintenance of the City's streets, and the agreement of schemes affecting the City's Highways and Walkways (such as street scene enhancement, traffic schemes, pedestrian facilities, special events on the public highway and authorising Traffic Orders) in accordance with the policies and strategies of the Grand Committee;
- (b) all general matters relating to road safety;
- (c) the provision, maintenance and repair of bridges, subways and footbridges, other than the five City river bridges;
- (d) public lighting, including street lighting;
- (e) day-to-day administration of the Grand Committee's car parks
- (f) all matters relating to the Riverside Walkway, except for adjacent open spaces; and
- (g) to be responsible for advising the Grand Committee on:-
 - (i) progress in implementing the Grand Committee's plans, policies and strategies relating to the City's Highways and Walkways; and
 - (ii) the design of and strategy for providing signposts in the City
- (h) *Those matters of significance will be referred to the Grand Committee to seek concurrence.*

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STREETS AND WALKWAYS SUB (PLANNING AND TRANSPORTATION) COMMITTEE

Tuesday, 6 May 2014

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Tuesday, 6 May 2014 at 1.45 pm

Present

Members:

Jeremy Simons (Chairman)
Marianne Fredericks (Deputy Chairman)
Randall Anderson
Alderman Alison Gowman (Ex-Officio Member)
Michael Hudson
Oliver Lodge
Sylvia Moys
Barbara Newman (Ex-Officio Member)
Deputy Michael Welbank

Officers:

Steve Presland	Department of the Built Environment
Victor Callister	Department of the Built Environment
Iain Simmons	Department of the Built Environment
Ian Hughes	Department of the Built Environment
Patrick Hegarty	Open Spaces Department
Norma Collicott	City Police
Alan Rickwood	City Police

1. APOLOGIES FOR ABSENCE

An apology for absence was received from Brian Harris.

2. MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

Jeremy Simons declared a disclosable pecuniary interest in respect of item 9, as a leaseholder and part freeholder of a property in Pemberton Row. Mr Simons left the meeting during consideration of this item.

MINUTES

RESOLVED – That the minutes of the last meeting be approved.

MATTERS ARISING –

Outline Options Appraisal – Beech Street – Members were informed that the first consultation meeting with Ward Members had taken place and it was anticipated that the process would be completed by September 2014. The Strategy would then be submitted to the Sub Committee for consideration.

Skateboarding – Members noted that information was being sourced from the City of London Police and the Comptrollers and City Solicitor's Department for inclusion in the report which would be submitted to the Sub Committee in June 2014.

Mayor's Vision for Cycling – Members were advised that the consultation on the cycle superhighways had been delayed until September 2014 to allow officers a greater chance to influence the proposals prior to being made public. It was agreed to provide regular updates regarding the implementation of the superhighways at each of the Sub Committee meetings.

4. **71 QUEEN VICTORIA STREET ENHANCEMENT SCHEME**

The Sub Committee considered a report of the Director of the Built Environment regarding the enhancement scheme at 71 Queen Victoria Street.

RESOLVED – That authority to start work be given for the implementation of the works by the City's Highways Term Contractor at an estimated cost of £272,500, to be fully funded by the developer of 71 Queen Victoria Street through a Section 278 Agreement, subject to receipt of funds and the making of any necessary traffic orders.

5. **NEW STREET SQUARE**

As per his declaration of a personal and prejudicial interest, Jeremy Simons left the meeting during consideration of this item.

The Deputy Chairman in the Chair.

The Sub Committee considered an issue report of the Director of the Built Environment concerning the implementation of traffic management measures in the New Street Square area, Gateway 6.

Reference was made to access into Gough Square, adequate loading and unloading space on Fetter Lane, parking and vehicle restrictions, taxi idling and ensuring satisfactory consultation with the public.

Further to the discussion, the Sub Committee requested that the proposed consultation covered both Options 1 and 2, and also included a request for members of the public to provide ideas for any other potential solutions.

RESOLVED – That,

- a) statutory stakeholders, residents and businesses be consulted on the measures outlined in Options 1 and 2, and that a third option be sought by asking for ideas from the local community;
- b) authority be delegated to the Director of the Built Environment to implement the experimental scheme which is confirmed following the consultation; and
- c) changes to the implementation, fees and staff costs budgets (with no increase in the overall budget) be approved.

6. GLOBE VIEW WALKWAY - OPENING UP AND ENHANCING THE RIVERSIDE WALK

Jeremy Simons re-joined the meeting and resumed the Chair.

The Sub Committee considered the report of the Director of the Built Environment in relation to the proposals for the opening up and enhancing of a section of the Riverside Walk under Globe View.

The Sub Committee noted the additional fees required were to enable the architect to work on a design solution and carry out further structural investigation.

RESOLVED – That a budget increase of £48,500 (made up of £28,500 staff costs and £20,000 fees) funded from the Watermark Place Section 106 obligation and TfL LIP programme, be approved to cover additional fees, structural surveys, and consultation to progress the project to Gateway 4.

7. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE

A question was raised regarding the planning obligation that Patenoster Square should be returned to Public Highway. The Sub Committee were informed that the discussions were still on-going and further clarification would be provided in non-public.

A question was raised regarding temporary road closures at Blackfriars Bridge. Members noted that these closures were related to works at the BT Building and alternative routes/traffic signals were being considered to ensure that disruption to business was kept to a minimum.

In response to a question, the Assistant Director, Environmental Enhancement informed the Sub Committee that discussions were being held with Network Rail regarding the access for buses on Fenchurch Street which was being obstructed by taxis; however, it was noted that as the taxi rank was on private property the City of London Corporation had no control over it.

8. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
The Chairman expressed thanks to Officers involved in the organisation of the unveiling of the Prince Consort Restoration event which he remarked was very successful.
9. **EXCLUSION OF THE PUBLIC**
RESOLVED: That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.
10. **NON-PUBLIC MINUTES**
RESOLVED – That the non-public minutes of the meeting held on 7 April 2014 be approved.
11. **ST HELEN'S SQUARE LANDSCAPE SCHEME - AUTHORITY TO ENTER INTO A LEGAL AGREEMENT WITH THE LAND OWNERS AND A FUNDING AGREEMENT WITH THE DEVELOPER**
The Sub Committee considered and approved a report of the Director of the Built Environment regarding the St Helen's landscape scheme.
12. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
A response was provided to the question regarding Paternoster Square (Item 7).
13. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**
There were no items of urgent business.
14. **CHAIRMANS' CLOSING REMARKS**
The Chairman thanked the Sub Committee for their support during his Chairmanship and also expressed thanks to Officers for their support and contributions.

The meeting ended at 3.20 pm

Chairman

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Committees:	Dates:	Item no.
Open Spaces and City Gardens (for decision)	2 June '14	
Streets & Walkways (for decision)	9 June '14	
Community and Children's Services (for decision)	13 June '14	
Projects Sub-Committee (for decision)	17 June '14	
Resource Allocation (for decision)	Urgency	
Court of Common Council (for decision)	Urgency	
Subject: Aldgate Highway Changes and Public Realm Improvement Project	Gateway 4/5 Options review and Authority to Start Work	Public
Report of: Director of the Built Environment		For Decision

Summary

Dashboard

- Project Status: Green
- Timeline: Gateway 4/5
- Total approved funding to date: £3.7M
- Total Estimated Construction Cost: £17.1M - £19.5M
- Spend and Commitments to Date: £3.3M (62% TfL and 38% S106)
- Overall Project Risk: Green

The aim of this project is to achieve complete transformational change in the Aldgate area through the removal of the existing gyratory system and the creation of new enlivened public spaces.

A single option was approved at Gateway 4. The detailed design of this option is now complete other than the Pavilion design, minor elements of the public realm and the structures elements. The remaining elements are due for completion at the end of May. This Gateway 4/5 is being presented now for two reasons. Firstly there is an urgency to commence works so as agreed items can be completed prior to TfL's commencement of their cycle super highway and secondly to ensure we utilise TfL funding allocated for spend on the project in this financial year.

Through the detailed design process, value engineering has resulted in us being able to reduce the cost of the highway works. However, in relation to the new public spaces some cost items have been identified which were not allowed for at

Gateway 4 stage and others have turned out to be more expensive than originally budgeted. On balance, the cost of the scheme has increased significantly.

In accordance with the City's project management procedures, a significant cost increase on a project would normally require that Officers submit an Issues Report seeking guidance on how to proceed ahead of submitting a Gateway 5 report. However, because of the critical factors set out above, construction of the Aldgate project must proceed as a matter of urgency. Failure to do so would, in all probability, lead to significant delays or even worse, the loss of TfL funding which could make the project undeliverable.

With this in mind this report is presented as a combined Gateway 4/5 report. Firstly as a Gateway 4 Issues report, this report seeks to:

- Alert Members to the change in scheme costs;
- Present to Members a selection of Options for taking the project forward;
- Request that Members identify a preferred option; and
- Present to Members a revised funding strategy utilising On Street Parking Reserve as an underwriting fund.

Secondly as a Gateway 5 report, this report seeks to:

- Seek authority to commence construction on Members' preferred option; and
- Delegate authority to officers to enter into required agreements and make regulatory orders necessary to progress the project.

The construction costs approved at Gateway 4 were estimated at £14M and officers have now carried out a comprehensive review of over 5,000 cost items to produce three revised cost options. The options, and construction cost for each option, are given below:

- Basic Specification: £17.1M
- Middle Specification: £18.7M
- Full Specification: £19.5M

Whilst each of the options achieves all of the objectives that were set for the project, each option also reflects a different design philosophy in terms of the finish of the area. The Basic option seeks to achieve the minimum necessary to achieve the objectives for this project but omits a number of items which stakeholders have consistently considered essential to deliver enlivenment to the two new public spaces. Thus, whilst the highway changes are achieved, many features that would help to activate the new spaces, improve safety and reduce the likelihood of anti-social behaviour are excluded from this option. The Middle option improves upon the Basic option through the inclusion of a water feature and feature lighting in the Church Gardens. This is also a better option with regards to road danger reduction because it includes courtesy crossings on the Minorities side roads. This option delivers the vast majority of stakeholder requirements from the project. In the Full option, an additional water feature in the form of a rill is provided in the Western Space, alongside additional feature lighting positioned under benches on Middlesex Street as well as upgrading the

eastern footway on Minories. These additional elements have been developed with stakeholders in order to create, what stakeholders believe would be viewed as an iconic space, a space most likely to deliver the true transformation of Aldgate.

Members should note that there is now a high degree of certainty of cost across the project. However the subway structures elements and pavilion design, whilst well developed, remain subject to change either through competitive bidding or the Planning process. Should any such changes take place they will be reported to Members via an Issues report setting out savings and/or additional costs along with options to address any resulting issues.

The maintenance implications of each of the options has also been assessed. It has been identified that there will be increases in some long-term maintenance costs as a result of the scheme. These have been quantified and, where appropriate, funding sources have been identified. The five year maintenance cost for each option is given below:

- Basic Specification: £ 139k
- Middle Specification: £ 143k
- Full Specification: £ 157k

Future revenue budget increases for the following 15 years could be funded by draw down against future CIL.

In parallel with the detailed design, Officers have been working to establish a funding strategy for the project. This is set out in Appendix G. It is proposed that in addition to the £6M contribution from TfL that the balancing figure be delivered through S106 funding. Whilst some of these S106 funds are confirmed others will be reliant on negotiation with developers and triggering of developments. Until these negotiations are concluded it is proposed the project be underwritten by £10M from the OSPR. A further £0.8M will be underwritten by TfL LIP Annual Funding 2014 - 2016 allocations.

Gateway 4 Issues Report Recommendations

- That the Medium Specification Option be approved, at a cost of £18.7M.
- That authority be given to fund this project utilising a combination of TfL funding and S106 funds as set out in Appendix G.
- That Members authorise that £10M be set aside from the OSPR account to act as an underwriting sum for this project, which will only be drawn upon to address temporary shortfalls in S106 funding.
- That Members note that in setting aside £10M OSPR, it may be necessary to delay works on the Barbican Podium project.
- That authority be delegated to the Director of the Department of the

Built Environment to renegotiate the S106 agreements highlighted in Appendix G such that the funds as set out may be utilised for delivery of the Aldgate Project (subject to consultation with the Comptroller and City Solicitor).

- That the revenue implications (see Appendix I) for the initial five years following construction be met through S106.
- That the future revenue budget increases for the following 15 years should be funded by draw down against future CIL.

Gateway 5 Report Recommendations

- That the Medium Specification Option be approved, at a cost of £18.7M.
- That construction of the Medium Specification Option be commenced (subject to relevant regulatory and statutory consents, orders and approvals being obtained).
- That officers be authorised to progress the applications for consents, orders and approvals in Appendix F, and to enter into the agreements identified in Appendix F.
- That authority be given to the Director of the Department of the Built Environment to seek additional sources of funding for the project, including further Transport for London funding and utilise this funding provided this has no negative impact on City Corporation resources.

Main Report

<p>1. Design summary</p>	<p>The project is to convert the Aldgate Gyratory to two-way working on Aldgate High Street, St Botolph Street and a section of Middlesex Street, thus creating a new public square between the Sir John Cass's Foundation Primary School and the St Botolph Without Aldgate Church. Another new public space will also be created to the east of the scheme.</p> <p>This project is unusual in that there is a very clearly defined window for delivering the project. Part of this is as a result of funding availability – TfL have made a sum of £6m available within this financial year to deliver the project.</p> <p>However, a key risk to the project is that there are a number of large projects planned across Central London's streets over the next three years which are likely to cause significant disruption, the Mayor's Cycle Super Highway for example. TfL is working with the City to minimise the impact on road users and to that end has requested that the City complete the Aldgate highway</p>
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changes to allow two-way traffic on Minories by early 2015. If we are unable to meet this deadline, TfL is likely to exercise its powers under the 2004 Traffic Management Act to block/ delay the Aldgate scheme. In that instance, it is considered likely that the project would be delayed for a number of years.

As a result of the above, the detailed design team has been working to a programme which would allow us to begin construction in Summer 2014.

The Aldgate Gateway 4 report explained that there were a number of pricing uncertainties that would be resolved as the project moved to detailed design. These included the Pavilion design, uncertainties regarding utility costs and the need for on-going survey information necessary to inform the design.

Through the detailed design process, the costs of all elements of the project have been refined. Whilst value engineering review has meant that the highway costs have slightly reduced compared to the Gateway 4 estimate, a number of new costs have been identified and/ or a number of costs increased for the public realm and structural elements of the project. On balance this has led to a significant increase over the estimated construction cost set out at Gateway 4 (£14m).

Consequently, a thorough design review and value engineering exercise was undertaken by senior officers from the City, TfL and Tower Hamlets in order to identify cost savings without compromising the project objectives. This resulted in three options now being presented to Members. Costs for each option are given in Section 5 of this report, alongside the original Gateway 4 cost estimate.

Each of the three options can be delivered within the deadlines required by TfL and can be expected to deliver considerable improvements in terms of road danger reduction. However, each of the options has a different level of ambition in terms of what can be achieved in the new spaces that are created.

It should be noted that given the time constraints set out above and the importance of meeting the Summer 2014 deadline, officers are still finalising the public realm and structural elements of the detailed design, estimating costs for those design elements which have yet to be fully refined. Any further changes to the cost estimates will be reported to Members throughout the project.

In developing the three options, we have been mindful of the results of the stakeholder workshops which were a key element in defining the design brief. Through these workshops, Officers received a clear picture of the aspirations of local stakeholders in terms of how they wish to use Aldgate. As can be seen from the

chart in Appendix A, the most popular options for Aldgate were (in order of popularity):

- Events;
- Safety;
- Biodiversity and Greening;
- Café; and
- Active Space.

A drawing of the scheme is given in Appendix B. Visualisations of the options have been available in the Members Reading Room since the beginning of June '14.

Options

Three options are proposed, each offering a different level of specification.

Through the detailed design process, it became apparent that whilst £14M could deliver the bulk of the highway changes, it would not be sufficient to deliver the key elements of public realm that are essential to achieve the transformational change that is one of the primary objectives of this project. Thus, whilst the road danger aspects of the scheme could be delivered for £14M, it would not have been possible to deliver either the Pavilion building, the water features nor the specialist lighting, all of which are fundamental to enlivening Aldgate and improving the perception of safety. Therefore this approval has not been put forward as an option. Instead the following three options are presented for consideration.

Full Specification Option

This option seeks nothing short of the total transformation of Aldgate and creation of an iconic new public space. Within this option, the new Western Space will be activated by a new Pavilion building (see Appendix C). This building will act as the hub of the Western Space. Its primary function will be to provide refreshments, and in doing so to create a new destination within the space. However, it will not only provide operational storage space but also support a programme of events that will be held in the space, further increasing the Western Space's destination status. It is also proposed that a percentage of profit from the pavilion be used to offset future scheme maintenance cost implications. These details are yet to be confirmed.

In recognition of the importance of events to the local community, and their importance in enlivening the space, the project will also work with CPAT and the local business community to source funding to support developing a programme of events to be held in the space. More details on the Events Programme are given in Appendix D.

This option includes extensive feature lighting, designed to make the area safe, attractive and inviting well into the evening. New water features, including a rill will further enliven the space. There is also provision for a second Urilift in the Eastern Space to help address anti-social urination.

This option not only addresses all of the key objectives of the Aldgate Project, but successfully meets all of the key aspirations of the local community as expressed through the consultation results.

Middle Specification Option

This option also seeks to activate and enliven the Western Space, through provision of a new Pavilion building, feature lighting and water features. However, this option does not allow for provision of a rill (channel of flowing water) in the Western Space (a proposal that was introduced after Gateway 4), and offers a reduced specification for feature lighting in the walkway between Aldgate House and the London Underground station.

In comparison with the Full Specification option, the Middle Specification **differs** as follows:

- Uplighting of benches on Middlesex Street is removed;
- Slightly reduced walkway lighting at LU station;
- Eastern Space Urilift toilet is removed;
- Asphalt rather than granite inset bays on Minories;
- Large way-finding sign is replaced with a smaller sign;
- Existing footway, associated levels and drainage on a section of Minories not replaced;
- Retain current police cordon, the Traffic and Environment Zone (TEZ) instead of rebuilding it; and
- The rill water channel and associated channel lighting is removed.

Overall, it is considered that whilst this option excludes some highly desirable features, it will still deliver a high quality space and will achieve all of the objectives for the scheme. It will also achieve the vast majority of the key stakeholder aspirations identified through the Stakeholder workshops.

Basic Specification Option

The Basic option still retains a Pavilion building in the Western Space. However, the level of other supporting features (lighting and water features) is much reduced in comparison with the other options, thus reducing the level of activation of the square. The limited feature lighting would address key safety concerns but would make the space much less attractive in the evening and far less likely to deliver a 'go to' destination. This in turn would make the objective of achieving genuine transformational change in the area far more vulnerable to failure.

In comparison with the Middle Specification option, the Basic

	<p>Specification excludes the following features:</p> <ul style="list-style-type: none"> • Pedestrians/accessibility improvements to Leadenhall Street / Fenchurch Street junction; • Handrail lighting; • No walkway lighting at all; • Tree uplighting and uplighting to School façade; • Play budget reduced; • Western Space Urilift; • Cheaper luminaires; • Various measures to reduce long-term highway maintenance costs; • Shared footway on Middlesex Street; • Courtesy crossings at India Street / Minorities and at Haydon Street / Minorities; and • Church Garden water feature. <p>The descriptions above only contain headline information about the differences between the various options. Appendix E provides a detailed listing of the differences between the three options. For information, visualisations of the three options have been provided in the Members Reading Room. The costs are also shown in Appendix E, therefore the cost of varying each item can be calculated.</p>
2. Delivery team	<p>Civil Engineering works will be delivered by the City's Term Contractor, JB Riney.</p> <p>Specialist features, such as lighting and water features have all been value-checked by City staff but, will be provided and installed by specialist contractors working to JB Riney.</p> <p>Procurement of the specialist contractor for the Pavilion building will take place during construction of the Western Space. As the Pavilion is not programmed for completion until Summer 2017, ample time exists for contractor procurement to take place. In the meantime, a specialist Quantity Surveyor has been employed to estimate the costs of the Pavilion, which is currently estimated at £2M.</p>
3. Programme and key dates	<ul style="list-style-type: none"> • Main Works: July '14 - December '16; • Eastern Space: November '14 – May '15; • Western Space: March '16 – February '17; and • Pavilion Building: March '16 – June '17. <p>The Arts, Events and Play elements of the project will be delivered over a five year period, with the first two years being delivered in parallel with the Civils works.</p> <p>It should be noted that for the purposes of financial management, the project will comprise 19 separate areas of construction. Individual areas will only commence when sufficient funds are held in order to place the orders required during that area of works.</p>

4. Outstanding risks	<p>The key risks faced by the project are listed below.</p> <ul style="list-style-type: none"> • There is a potential risk relating to the timing of availability of funds. This is discussed in detail in the Funding section of this report; • There are a number of important consents, permissions and orders that will need to be in place for certain elements of the project to be delivered. These are listed in Appendix F. As indicated in Appendix F, some are being progressed under delegated authority (e.g. certain Traffic Orders), and others will require specific authority sought in the recommendations. The granting of the relevant consents, orders and permissions are subject to separate statutory processes which cannot be pre-judged, including statutory consultation. In the event that significant objections arise during such statutory consultations, these will be reported to the relevant committees. The planning applications will be processed by the local planning authority in accordance statutory requirements. The Public Space Protection Order which is required to provide night-time gating of the area adjoining the churchyard (which would otherwise be vulnerable to anti-social behaviour) is dependent on the new statutory powers coming into force and the adoption of a corporate protection order policy. This is being progressed and updates will be provided in future Issues Reports; • The City has agreed with the GLA to proceed on the basis that an experimental layout on Aldgate High Street is trialled during the build phase. This design will respond to the design of the Cycle Superhighway 2 (CS2) improvements. As the exact layout of CS2 is unknown, it is not possible to fix this design element at this stage; and • The consultant undertaking the Structural design has been delayed, so this element of design has yet to be finalised and a figure of £1.3M (medium or high specification) has been allowed as a 'worst case scenario' sum. Officers are meeting urgently with the consultant to progress these works.
5. Budget	<p>Capital Cost</p> <p>The capital costs have been estimated based on the main works being undertaken by the City's highways maintenance term contractor, JB Riney. Previous benchmarking exercises have demonstrated that our JB Riney term contract delivers good value for money in comparison with other contractors including TfL's London Highways Alliance Contract (LoHAC).</p> <p>Suppliers of specialist items have been identified through a tendering process, then procured via JB Riney. In the case of specialist items such as water features and lighting, these will be purchased from companies on our list of preferred suppliers</p>

bidding in competition.

The capital costs for each option are given in Table 1.

Cost Element	Gateway 4	Full Specification	Medium Specification	Basic Specification
Prelim. Costs	£5,261,930	£5,891,763	£5,875,763	£5,312,706
Pavilion	£1,200,000	£2,000,000	£2,000,000	£2,000,000
Western Space	£2,104,161	£3,097,667	£2,955,667	£2,703,171
Church Plaza	£0	£152,528	£152,528	£152,528
Eastern Space	£50,000	£1,077,508	£930,012	£915,012
Lighting	£466,420	£753,800	£688,800	£628,800
Structures	£165,886	£1,370,150	£1,320,150	£1,270,150
Highways	£4,805,241	£5,138,947	£4,777,012	£4,077,330
	£14,053,637	£19,482,363	£18,699,932	£17,059,697

Table 1: Scheme Cost by Option

As can be seen, the largest cost increases have occurred in the pricing of the Structures elements (£1.15M increase when compared with the Medium option), the Eastern Space (£0.9M increase), and the Pavilion and Western Space (both increased by £0.8M).

A review of why the costs for the park spaces and structures have changed identifies three key reasons. Firstly, whilst the highways elements are made up of known items used frequently elsewhere in the City, meaning they can be estimated using standard materials and rates with some certainty, the final public realm design now includes numerous bespoke items which it has now been established will be more costly than originally envisaged. Also at Gateway 4, assumptions were made regarding the detail of the final design of the spaces and the likely costs of the materials to be used, but the number and type of bespoke items and their cost has proven to be greater than anticipated.

Secondly, a new landscape architect was appointed after Gateway 4 because the previous architect, on whose design the Gateway 4 estimate was based, was not felt to be capable of achieving the key deliverables of the project in the park spaces. Although an element of cost was included at Gateway 4 for further design revisions, this has proved insufficient as the new architect has evolved further key elements of the scheme, in conjunction with the Urban Realm Design Working Group, in order to meet the aspirations of stakeholders and the scheme's objectives. In particular, complementary elements have now been identified for the Eastern space that will deliver significant transformational change in that area.

Finally, there have been substantial problems in appointing and maintaining employment of structural consultants on this project, mindful of EU procurement regulations. Many of these issues have revolved around the City's requirement for unlimited liability

contracts and the more recent risk adverse nature of the consulting industry. As a result, establishing the appropriate technical solution has also proved problematic however the current costing for these elements of £1.3M is considered to be a worst-case scenario.

Funding

The funding strategy for the Aldgate construction phases is driven by:

- The need to deliver the project without delay, because of the risks set out at the start of the Design Summary; and
- TfL has made available £6M funding, which must be spent in this financial year. Delaying the project may mean that we are unable to access this funding;
- TfL's funding offer is based upon a business case for the project, which compares the benefits of the project against costs. This business case assumes that the entire project is completed. It is therefore necessary for the City to commit to building the entire project, at the TfL funding has been provided on the basis that the entire project would be completed.

It is proposed that the project be funded by a combination of TfL Funds and S106 funds, with the On-Street Parking Revenue account being used as an underwriting fund to address temporary shortfalls in S106 funding.

The following funds have been identified for the construction stage of this project:

- £7.9M TfL and S106 secured funding (immediately available);
- £5.2M S106 funding that is available, but would require developer agreement to negotiation of amendments to existing S106 agreements;
- £2.4M S106 funding that is available and requires developer agreement to amend the existing S106 agreements, however it is understood that this would be somewhat more difficult to achieve than the £5.2m identified above;
- £6.4M S106 funding that will be available to the project if and when building construction commences; and
- £3.2M S106 funding that will be available to the project on commencement of building construction, but will require developer agreement to negotiation of amendments to existing S106 agreements.

In total, therefore, some £25M in potential funding has been identified, sufficient to build the scheme. These funds are set out in Appendix G (Non-public). However, it should be noted that the proposed amendments to S106 agreements, as well as requiring developer co-operation, will also need further detailed consideration to ensure amendments to the purposes on which

106 funds can be spent and have been honoured.

Whilst Officers are consider it likely that the bulk of the S106 funds will come forward in a timely manner, it is possible that in some instances S106 funds will not be available in time for them to be used on the project. It is proposed, therefore, that the On-Street Parking Reserve should be made available as an underwriting fund to temporarily fund the project until the appropriate S106 funds become available, or, as a fall-back, to fund permanently in the event of a shortfall. Bearing in mind the risks to the project if it is delayed in any way, it is recommended that sufficient OSPR funding is set aside now to cover the entire construction cost, less the £7.9M secured funding that is already available (and is the first funding source that Officers will draw upon when delivering the project).

It should be noted that whilst Officers do not expect to need to draw upon much of this OSPR funding (as it is still anticipated that S106 funds will cover the bulk of the construction cost), the fact that it is necessary in the short term to set aside the full OSPR amount means that some projects that would otherwise have been paid for by the OSPR may need to be delayed. The Chamberlains department have advised that the Barbican Podium drainage repairs project may need to be delayed.

As the project progresses, Officers will be reporting on a six monthly basis to Members of project progress. This reporting will specifically address the funding issue, and will highlight when new S106 funds have been formally secured for the project (and thus the level of OSPR underwriting reduced).

Members should also note that Officers will continue to identify other potential funding sources that could be attached to the project (further TfL funding, for example).

In addition to the above, it should be noted that there are currently four building re-development schemes in the immediate area. Each of these will require highways works to be undertaken via a Section 278 agreement. By exercising flexibility with the construction phasing for the Aldgate scheme, it may be possible to coordinate the highways construction for the project with Section 278 highway works required to enable the redevelopment schemes. If this can be achieved, economies of scale could be secured which could reduce the scheme budget. The location of the redevelopment schemes is illustrated in Appendix H.

Revenue Implications

At Gateway 4 stage Officers reported that the scheme would result in increased maintenance costs. At that time, the estimated increased revenue requirement was estimated at £154k pa.

Through the detailed design stage, Officers have prepared more detailed estimates of projected additional revenue requirements that would result from the scheme. The variance for one year is now estimated at £157k pa and for the first five years is estimated

	<p>at £1.3M.</p> <p>Appendix I details a breakdown of revenue increases by department, and includes projections for revenue increases over a five, ten, fifteen and twenty year period.</p>
6. Success criteria	<ul style="list-style-type: none"> • Creation of the public square and improvement of the appearance/amenity of the area; • Enlivened, well utilised spaces; • Improved perception of safety for pedestrians; • Improvement of mobility (for all modes) through the area; • Improved potential for development of disused sites; • Reduced road danger; and • Improved satisfaction rates for all users of the streets and spaces.
7. Progress reporting	Six monthly progress reports to Spending Committee and any project changes will be sought by exception via Issue Report to Spending and Projects Sub Committees

Appendices

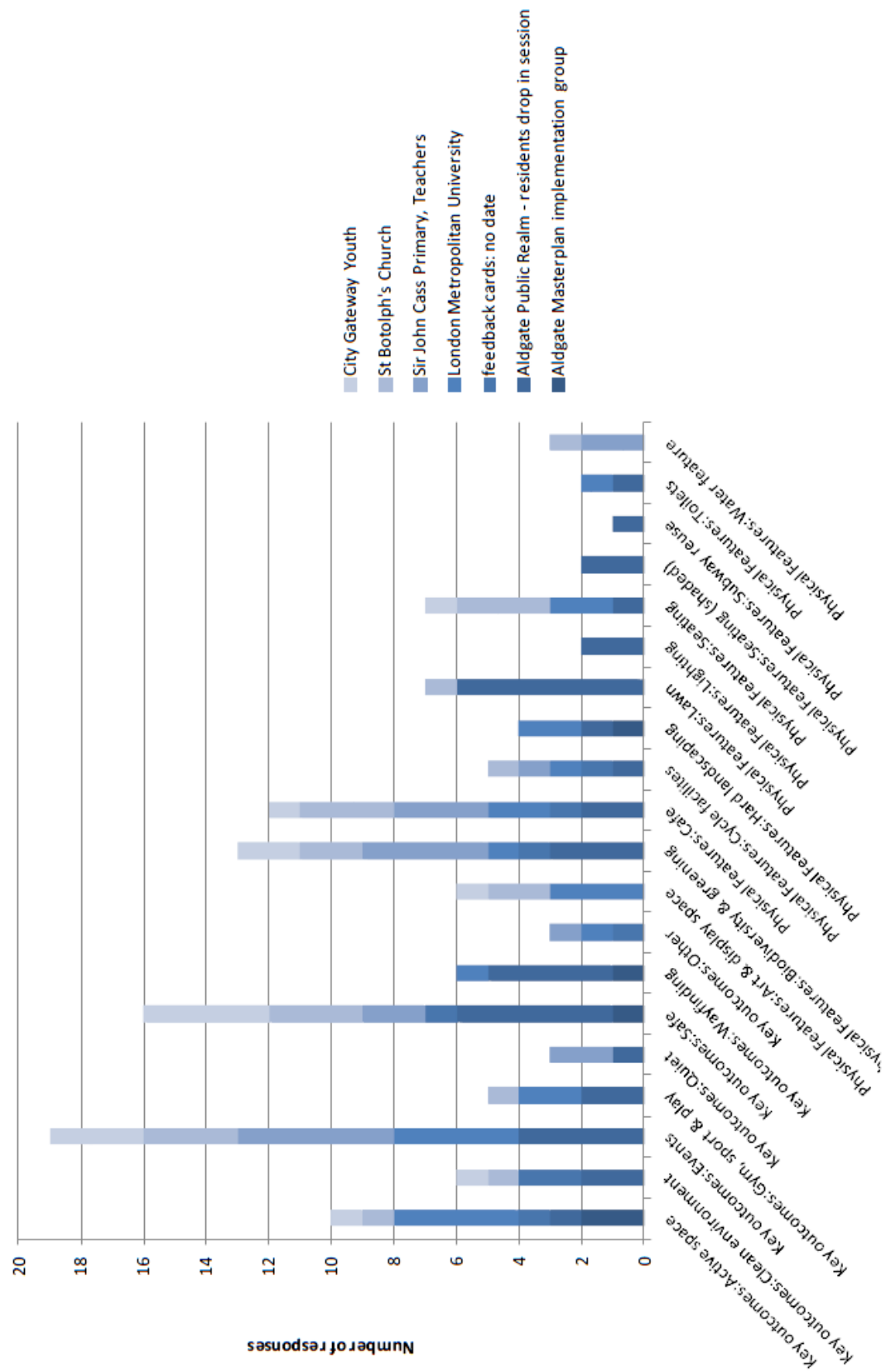
Appendix A	Stakeholder Workshop Results
Appendix B	Scheme Drawing
Appendix C	Pavilion Building
Appendix D	Events Programme
Appendix E	Key Differences Between Options
Appendix F	Consents, Permissions and Orders Required
Appendix G	Sources of Funding
Appendix H	Local Developments with S278 Requirements
Appendix I	Revenue Cost Increases By Department

Contact

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APPENDIX A – Workshop Results



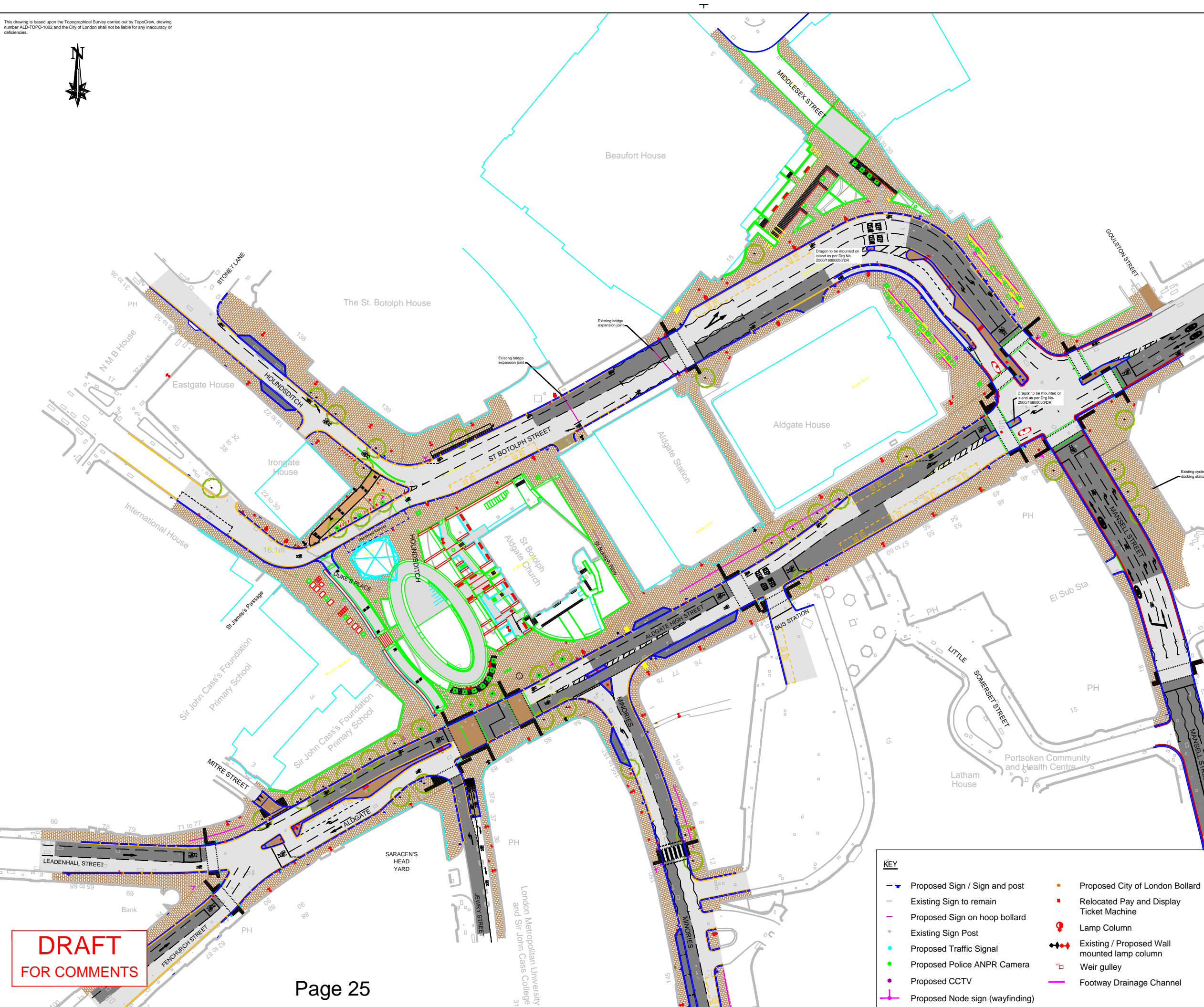
Summary of Consultation Responses (excluding the Sir John Cass Primary Pupils)

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Appendix B – Scheme Drawing

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This drawing is based upon the Topographical Survey carried out by TopoCrew, drawing number ALD-TOPO-1002 and the City of London shall not be liable for any inaccuracy or deficiencies.



DRAFT
FOR COMMENTS

- KEY**
- Proposed Sign / Sign and post
 - Existing Sign to remain
 - Proposed Sign on hoop bollard
 - Existing Sign Post
 - Proposed Traffic Signal
 - Proposed Police ANPR Camera
 - Proposed CCTV
 - Proposed Node sign (wayfinding)
 - Proposed City of London Bollard
 - Relocated Pay and Display Ticket Machine
 - Lamp Column
 - Existing / Proposed Wall mounted lamp column
 - Weir gully
 - Footway Drainage Channel

- Notes:**
- No information to be scaled from this drawing.
 - Works shall comply with the current City of London Specification for Highway works.
 - All road markings refer to the "Traffic Signs Regulations and General Directions 2002". Refer to drawing number 1200/16800050/RM
 - This drawing is to be read in conjunction with all relevant drawings
 - The Contractor will be held responsible for any damage caused to private highways and privately owned street furniture.

Rev No.	Date	Description	By
1		DESCRIPTION 2	
2		DESCRIPTION 2	

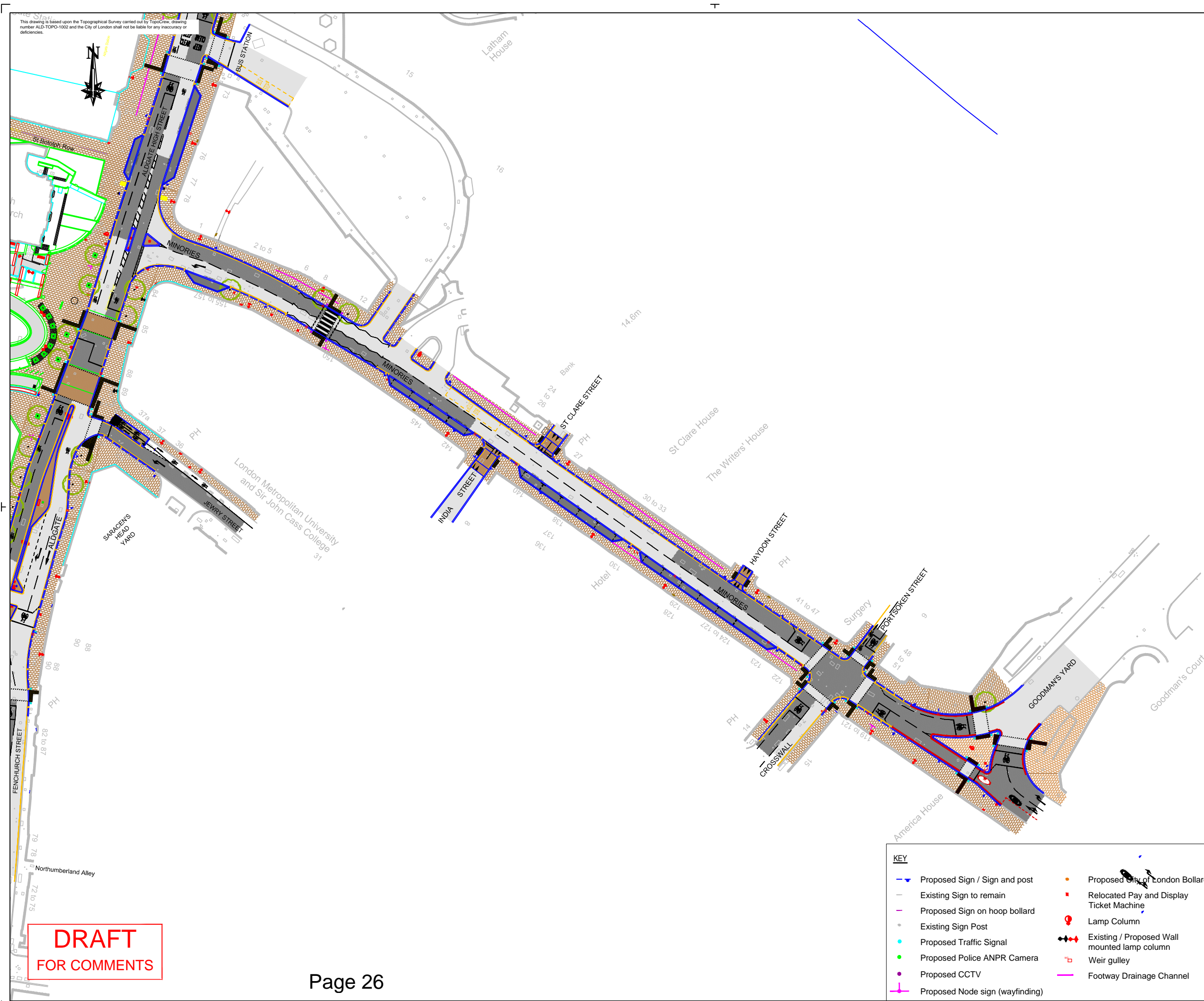
TITLE:
ALDGATE GYRATORY

TITLE:
General Arrangement

CLIENT:
HIGHWAY DESIGN AND CONSTRUCTION
DEPARTMENT OF THE BUILT ENVIRONMENT
PO BOX 270
GUILDHALL
LONDON
EC2P 2EJ
TEL: 020 7606 3030



Sheet: SHEET 1 of 1		THIS MAP IS REPRODUCED FROM ORDNANCE SURVEY MATERIAL WITH THE PERMISSION OF ORDNANCE SURVEY ON BEHALF OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE © CROWN COPYRIGHT 2006. ALL RIGHTS RESERVED. UNAUTHORISED REPRODUCTION INFRINGES CROWN COPYRIGHT AND MAY LEAD TO PROSECUTION OR CIVIL PROCEEDINGS. CITY OF LONDON 100023243 2008.
Date: 2014		
Designed by: JR		
Checked by: BM		
Scale & Drawing Size: --	Revision: --	Drawing No: 100/16800050/GA7-D



- Notes:**
- 1. No information to be scaled from this drawing.
 - 2. Works shall comply with the current City of London Specification for Highway works.
 - 3. All road markings refer to the "Traffic Signs Regulations and General Directions 2002". Refer to drawing number 1200/16800050/RM
 - 4. This drawing is to be read in conjunction with all relevant drawings
 - 5. The Contractor will be held responsible for any damage caused to private highways and privately owned street furniture.

-	DATE	DESCRIPTION 2 DESCRIPTION 2	BY
Rev No.	Date	Description	By

Revision

TITLE:

ALDGATE GYRATORY

TITLE:

General Arrangement

CLIENT:

**HIGHWAY DESIGN
AND CONSTRUCTION**

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Date:	2014	
Designed by:	JR	
Checked by:	BM	
Scale & Drawing Size:	Revision: --	
Drawing No:		100/16800050/GA7-D

DRAFT
FOR COMMENTS

Appendix C - Pavilion Description



The reconfiguration of the Aldgate Gyratory system will create a new public space between St Botolph's Without Church and Sir John Cass's Foundation Primary School. It is proposed to site a pavilion at the north end of the park to provide a café and community space. This facility is important to the success of the area as a recreational amenity which is welcoming and appealing to a wide range of users. It offers opportunities for more passive enjoyment of the new space, as well as providing natural surveillance and a base and meeting point for community events. By encouraging the fullest possible use and enjoyment of the new space, for the widest possible variety of activities, its benefits to the local community can be maximised. The risks of anti-social behaviour can sometimes be associated with public realm which is under-used, or monopolised by one section of the community. With the introduction of this pavilion these risks can be minimised. In addition, the pavilion will itself be a striking and attractive feature which contributes to the enhancement of the amenity.

Following the success of the visitor information centre at St Pauls there was a desire to create a family of these pavilions around the City which would help identify the 'brand' of the City of London. Make, who were the architects for the St Paul's Pavilion, were therefore commissioned to design the pavilion.

In the early stages of design development, before Make's involvement, the concept was for a small kiosk offering a limited range of food and drink. As the design developed it was recognised that a larger building providing a wider range of food and drink would better serve the space and the local workers and residents. The brief therefore developed to a building with a footprint of 140m² containing a server, back of house facilities, staff facilities and toilets that would also be available for public use.

The concept that Make has developed is the pavilion as a piece of origami made up of a series of planes draped on to the square with a high degree of transparency between the solid planes. Unlike the earlier pavilion which had only to face St Pauls Cathedral this one has to address a series of views and directions from which users may approach the building.

The initial design was for a symmetrical building with all the facilities in it. However it was felt that the size and massing of the building would be too visually dominant. Furthermore the inclusion of back of house facilities meant that one side of the pavilion was blank thus reducing the building's transparency and its addressing of views and entrances.

The pavilion sits over one of the existing pedestrian subways that will be blocked up as part of the Gyratory System works. It was therefore decided to look at using this space for toilets and back of house facilities. By placing these functions in the subway it meant that it was possible to reduce the footprint of the pavilion to 105m². Placing back of house facilities below ground meant the previously blank aspect of the building could be opened up thus enhancing transparency and addressing views and desire lines. The building was also made asymmetric.

The reduction in the footprint, the move to asymmetry and a slight relocation to better integrate with the landscape substantially reduced its visual impact to a level that was felt to be appropriate in the context of the whole development.

The current proposal is for a pavilion building with a footprint of 105m², containing a seating area, servery, a small preparation area, storage and disabled toilet. A lift, which will be mainly for goods use, connects down to the back of house function in the re-used subway. There is also a dumb waiter for moving food and crockery between the two levels. The principle route for customers is a stair that makes a connection into the side of the existing subway.

The re-used subway contains the food preparation area which will have a small cooking facility. There will also be four unisex toilets which will also be available for use by members of the public. The staff facilities and food storage are also contained at this level.

The design has also been developed in the light of lessons learned from the St. Pauls pavilion. The construction there involved making a structural frame, waterproofing this frame and then applying a stainless steel skin to the outside. This not only produced a very deep section to the envelope but also led to a lengthy construction period.

The construction methodology has partly informed the choice of material for the Aldgate Pavilion. The steel skin is also designed to form the structure of the pavilion so the weathering skin and the structure is one integrated element. Thus that the envelope is greatly reduced and the building profile minimised. The inside of the skin will have insulation spray applied to it, which in turn will be finished with a timber lining.

Over time Cor-Ten steel develops a weathered rust coloured surface that is protective and consistent in appearance. Furthermore the weathering development can be stopped at a chosen colour by the application of a clear acrylic coating. The colour of the envelope will match the weathered red brick of the adjacent listed buildings.

The Cor-Ten steel will form an extremely robust skin to the pavilion. In the event that the skin is graffitied it is a simple matter to remove this and then apply chemicals to accelerate the weathering process so that it matches the existing. No trace will be seen of the area that has been cleaned.

Entrance doors are provided on each side in the transparent element, during summer the large sliding windows can be opened at the front of the pavilion to provide a seamless transition

between inside and outside. To reinforce this seamless transition a similar stone floor to that used externally will be used.

It is intended that the operator will be a social enterprise rather than an alternative commercial structure. To ensure alignment between the design and the expectations of an operator a number of actions have been put in place. The catering consultant who carried out the original feasibility study of the area has been commissioned to produce a detailed design of the kitchen and servery to ensure technical compliance. Industry operators have also been approached to obtain their views on the fit between design and operating requirements.

Subject to authorisation to proceed at Gateway 5 a planning submission for the pavilion will be made shortly afterwards.

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Appendix D - Arts, Events and Play - Terms of Reference

1. Context

CORE STRATEGY STRATEGIC OBJECTIVE 5: To ensure the provision of inclusive facilities and services that meet the high expectations of the City's business, resident, student and visitor communities, aiming for continuous improvement in the City's rating in satisfaction and quality of life.

The Arts, Events and Play Working Group (AEP WG) was established in January 2014 in the context of CS5 and the ongoing community consultation process to develop the Aldgate Highway and Public Realm Improvement Scheme.

The Aldgate and Tower Area Strategy, adopted in 2011, set the following objective:

"To create simple, attractive, safe, enjoyable and welcoming streets and public spaces that meet the needs of the City community, to offer opportunity for play, leisure, installation of public art and cultural events"

In 2013 the public consultation on the early proposals for the Aldgate project identified events and play as a key priorities for the new spaces in Aldgate. The following three charts capture the responses received that have enabled the project team to develop the Western Space.

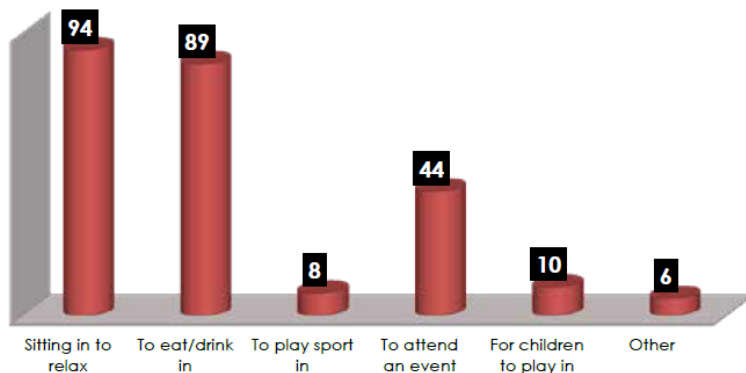
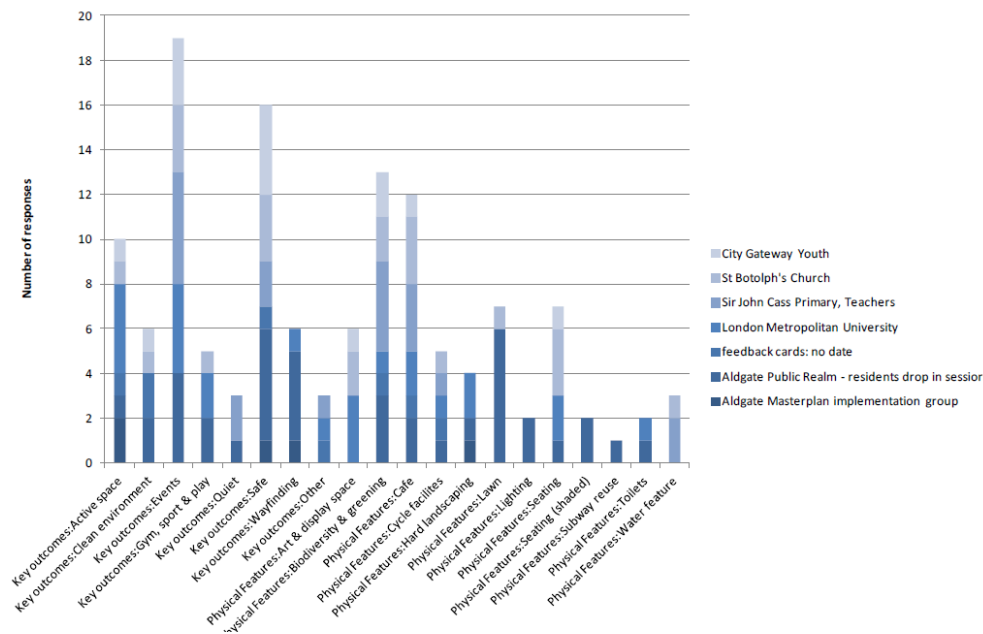


Chart 10: Potential ways respondents would use the western space.

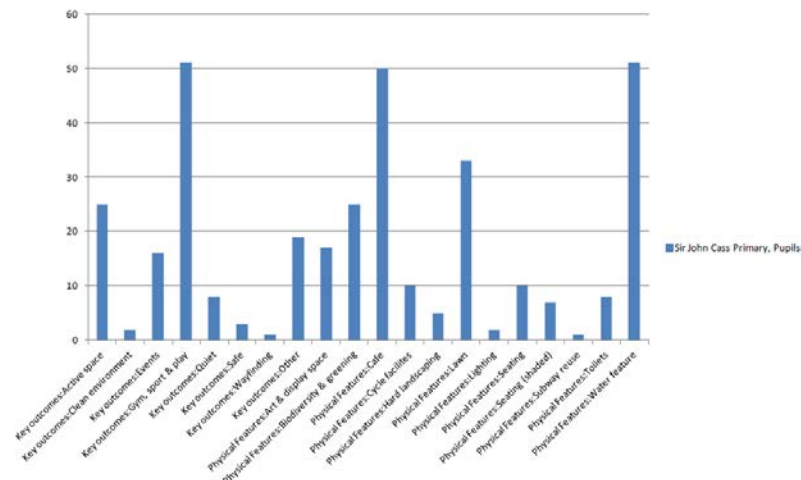
Chart 1: Public consultation, use of the Western Space



Summary of Consultation Responses (excluding the Sir John Cass Primary Pupils)

Chart 2: Workshop results – what do stakeholders want for the Western Space

Meetings with stakeholders, including the children at the Sir John Cass Primary school also identified strong support for play and events initiatives in the new public spaces as the chart above and the following chart demonstrates.



Summary of Consultation Responses - Sir John Cass Primary Pupils

Chart 3: Workshop results – what do children want for the Western Space

The proposed post Gateway 5 continuation of the AEP WG is intended to establish a practical framework to achieve these objectives and priorities.

2. Scope and Longevity

The AEG WG is concerned with the Aldgate and Portsoken areas. The AEG will operate for 5 years from the initiation of construction of the Aldgate Highway and Public Realm Improvement scheme.

3. Membership

The membership of the AEG WG will include representation from the City of London (Members and officers) and key community stakeholders. Representation will be extended as required to meet the objectives of the AEG WG.

4. Chairmanship

The Chairman will be a local ward Member from the Aldgate, Tower or Portsoken Ward.

5. Objectives

The objectives of the AEP WG are as follows:

- To create and enhance community structures in the Aldgate area;
- To promote usage of the new public spaces by local residents, stakeholders and businesses;
- To develop a clear branding of Aldgate to support promotion of the area;
- To identify, commission and manage the delivery of a range of public art and play features in the Aldgate area;
- To deliver a range of events in the new public spaces and surrounding area;
- To deliver joined up initiatives around the Aldgate area;
- To identify and secure third party monies to achieve arts, events and play initiatives in Aldgate; and
- To support use of the new pavilion in Aldgate.

6. Purpose and Functions

The AEP WG will have the following functions:

- To act as a strategic and coordinating forum for developing arts, events and play initiatives in Aldgate;
- To advise the Project Board on matters specifically relating to arts, events and play in Aldgate;
- To identify sources of funding and grants to support arts, culture and special events related activities in Aldgate;
- Provide leadership in, and actively promote community activities related to the arts, cultural and special events;

- Provide liaison, linkages and networks to assist community activities and organisations; and
- Ensure a joined up approach with CPAT in engaging business and the community in Aldgate.

7. Facilitation

The AEP WG will be facilitated by administrative and technical support from CoL officers and external resources as required. The structure of this is yet to be established; the project structure includes a Project Board with working groups reporting to the board.

8. Reporting

The AEP WG will report through the Aldgate Highway and Public Realm Improvement Scheme reporting structures. The AEP WG will approve an annual report to be presented to Members, attached to the six monthly project Issues Report, setting out the achieved outcomes of the groups' work. At the completion of the Aldgate project the Gateway 6 reporting process will continue, as in the case of the Eastern Cluster Arts initiative. The ongoing Gateway 6 will not only report on the AEP achievements but also on the monitoring and outcomes of the project.

9. Funding

The overall funding model concept is to create a basis of a self-sustaining arts, events and play programme as already demonstrated by the Eastern City Cluster arts initiative. In Aldgate, this model would seek to generate self-sustainability through:

- Event fees;
- Sponsorship from local businesses;
- Facilitating pro bono and contributions in kind; and
- Collaborative working with other local initiatives.

The City Property Advisory Team (CPAT) will be responsible for raising third party funding (including income generation, business and grant contribution) to achieve the objectives of the AEP WG. The target funding schedule (broken down by facilitation and initiative spend) is as set out in the table below:

	2014/15	2015/16	2016/17	2017/18	2018/19	GRAND TOTAL
Facilitation	£20,000	£20,000	£20,000	£20,000	£20,000	£100,000
Initiatives	£50,000	£65,000	£80,000	£95,000	£110,000	£400,000
Grand Total	£70,000	£85,000	£100,000	£115,000	£130,000	£500,000

Levered funding may be in cash or in contributions in kind (for example expert resources or event spaces.)

Appendix E: Table of Cost Saving Items by Option

	High	Medium	Low
Highway Changes			808,957
Remove Leadenhall/Fenchurch junction from the project.			808,957
Feature Lighting		131,000	246,000
Remove lighting from churchyard handrails.			35,000
Remove uplighting from benches on Middlesex Street.		61,000	61,000
Walkway between Aldgate House and Aldgate LU station feature lighting inset into arches.		50,000	100,000
Do not light rill.		20,000	20,000
Remove uplighters to Church façade.			10,000
Remove uplighters of trees and Aldgate Avenue end wall in Eastern Space.			15,000
Remove uplighters to school facade.			5,000
Reduced Amenity		154,496	298,992
Reduce Play Budget			55,000
Urillift near the Eastern Space		86,496	86,496
Asphalt the inset bays along Minorities.		68,000	68,000
Urillift in the Western Space.			89,496
Refining Costs		374,935	861,945
Use cheaper alternative street lighting luminaires (however these are untrilled and not within the scope of the existing City luminaire stock).			15,000
Remove the surfacing structural membrane in the TEZ chicane (protecting against repetitive vehicle loading at a focused alignment).			237,500
Do not refurbish the kerb, drainage pits and footway sections along the eastern side of Minorities.		128,574	128,574
Do not allow for strengthening Utility boxes.			201,510
Remove Aldgate TEZ rebuild - realigning the northern kerblines of Aldgate to accommodate trees and an EB cycle lane, but not rebuilding the central island.		188,300	188,300
Police Camera replacement Project pay for new TEZ camera on Middlesex Street (however, there is a risk that the Police Camera Replacement Project would meet the Aldgate time frames).			8,000
Shared footway so cyclists utilise footway on Middlesex Street - between St Botolph Street and the south bound ASL.			25,000
Replace inset covers with concrete covers around the gyratory within LBTH and TfL boundaries.		58,061	58,061
Road Danger Reduction			16,772
Remove courtesy crossing India Street junction with Minorities.			15,339
Remove courtesy crossing Haydon Street junction with Minorities.			1,433
Water Features		122,000	190,000
Remove rill, replacing it with a granite similarly shaped upstand to support the proposed lawn.		122,000	122,000
Remove Church Garden water feature.			68,000
			782,431
			2,422,666

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Appendix F - Consents, Permissions, Orders, Agreements and Planning Permissions

Planning Permissions

Eastern Space:

1. Planning sought for the Eastern Space includes, for the City:
 - New gates and fence above 1.2m high around subway entrance under Beaufort House;
 - Removing at height planter adjacent to existing subway entrance at Middlesex Street; and
 - Removing brass look-alike structures above the subway entrances.
2. Planning sought for the Eastern Space includes, for Tower Hamlets:
 - Removing brass look-alike structures above the subway entrances; and
 - Relocating the art work 'totem'.

Western Space:

3. Planning sought for the Western Space (City only) includes:
 - New gates and fence above 1.2m high around new Church Gardens;
 - Potential for events and public art; and
 - Pavilion.

Faculty

4. Faculty will be sought for changes to the Church fabric.

Traffic Orders

Road Traffic Regulation Act 1984 – Section 6 (delegated authority already exists):

5. Permanent directional traffic Traffic Order – Two-way traffic, one-way traffic WB on St Botolph Street across western space and preventing motor vehicles across western space;
6. Permanent Traffic Order preventing motor vehicles across a section of Middlesex Street (requires a Section 101 of Local Government Act 1972 with LBTH);
7. Permanent Traffic Order amending waiting and loading restrictions throughout the project (requires a Section 101 of Local Government Act 1972 with LBTH);

Highways Act 1980 - Section 69(1):

8. Permanent Traffic Order preventing pedestrians entering subways.

Stopping-Up Orders

Town and Country Planning Act - Section 247 ('Stopping Up' Order):

9. Stop up the highway under the footprint of the pavilion and along the length of subway to be utilised by the pavilion building.
10. Stop up the highway within the International House building.
11. Stop up the highway St Botolph building.

Public Space Protection Order

Anti-Social Behaviour, Crime and Policing Act 2014 – Section 55(1) [Public Space Protection Order (PSPO)]:

12. Protection Order has similar effect that a Gating Order would have. The Home Office have agreed that this is an appropriate use of the proposed legislation.

Agreements

Local Government Act 1972 - Section 101:

13. Tower Hamlets.
14. TfL.

Highways Act 1980 - Section 8:

15. Tower Hamlets.
16. TfL.

Subway Maintenance Agreement:

17. Rescind existing agreement that will no longer be required.

Other Powers

Highways Act 1980 - Section 13:

18. Declassify the section of carriageway under the western space.

Traffic Management Act 2004 – Section 61(4):

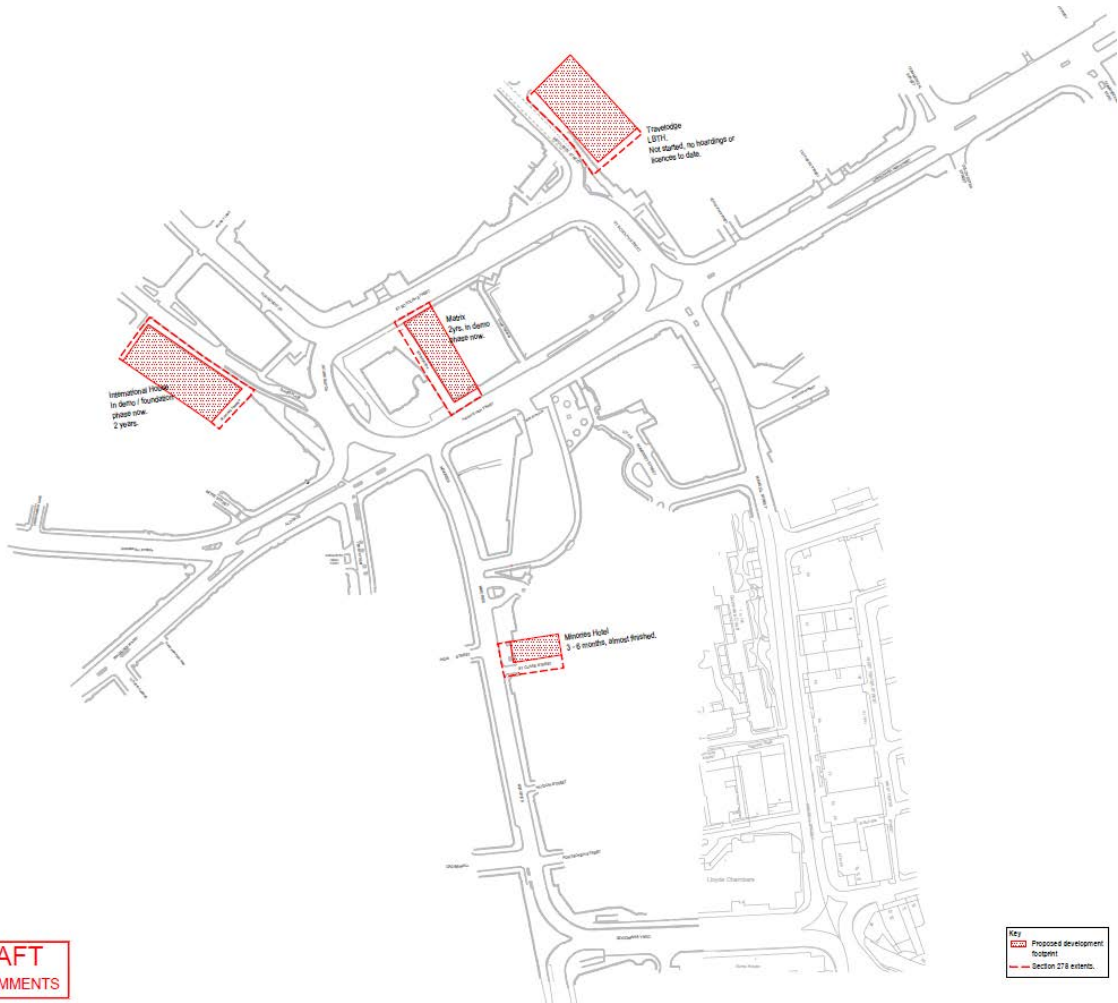
19. Remove the section of carriageway under the western space from the SRN Order.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Appendix H – S278 Areas



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Appendix I - Revenue Implications

Full Specification							
Department	Current	Proposed	First year Variance	5 Years	10 Years	15 Years	20 Years
Structures - Inspections	£1,500.00	£7,500.00	£6,000.00	£35,024.39	£81,873.11	£117,817.90	£181,112.46
Structures - Maintenance	£4,000.00	£4,000.00	£0.00	£20,000.00	£40,000.00	£60,000.00	£80,000.00
City Surveyors: Heritage Items	£1,788.00	£3,876.00	£2,088.00	£15,000.00	£30,000.00	£45,000.00	£60,000.00
Cleansing - Revenue	£8,000.00	£42,500.00	£34,500.00	£185,500.00	£420,000.00	£718,400.00	£1,099,700.00
Cleansing - Capital	£0.00	£0.00	£0.00	£38,500.00	£83,500.00	£167,000.00	£340,000.00
Highways	£32,335.00	£48,180.00	£15,845.00	£230,500.00	£472,400.00	£703,300.00	£970,200.00
Highways: M&E	£10,900.00	£59,650.00	£48,750.00	£290,250.00	£546,750.00	£814,750.00	£1,096,000.00
Highways: Drainage	£2,800.00	£9,800.00	£7,000.00	£47,500.00	£95,000.00	£142,500.00	£206,000.00
Open Spaces	£34,173.83	£76,932.70	£42,758.87	£398,888.29	£855,256.63	£1,404,174.00	£2,057,652.40
Total	£95,496.83	£252,438.70	£156,941.87	£1,261,162.68	£2,624,779.74	£4,172,941.90	£6,090,664.86

Medium Specification							
Department	Current	Proposed	First year Variance	5 Years	10 Years	15 Years	20 Years
Structures - Inspections	£1,500.00	£7,500.00	£6,000.00	£35,024.39	£81,873.11	£117,817.90	£181,112.46
Structures - Maintenance	£4,000.00	£4,000.00	£0.00	£20,000.00	£40,000.00	£60,000.00	£80,000.00
City Surveyors: Heritage Items	£1,788.00	£3,876.00	£2,088.00	£15,000.00	£30,000.00	£45,000.00	£60,000.00
Cleansing - Revenue	£8,000.00	£42,500.00	£34,500.00	£185,500.00	£420,000.00	£718,400.00	£1,099,700.00
Cleansing - Capital	£0.00	£0.00	£0.00	£38,500.00	£83,500.00	£167,000.00	£340,000.00
Highways	£32,335.00	£47,380.00	£15,045.00	£226,500.00	£464,400.00	£691,300.00	£954,200.00
Highways: M&E	£10,900.00	£46,400.00	£35,500.00	£226,000.00	£423,500.00	£632,750.00	£850,000.00
Highways: Drainage	£2,800.00	£9,800.00	£7,000.00	£47,500.00	£95,000.00	£142,500.00	£206,000.00
Open Spaces	£34,173.83	£76,932.70	£42,758.87	£398,888.29	£855,256.63	£1,404,174.00	£2,057,652.40
Total	£95,496.83	£238,388.70	£142,891.87	£1,192,912.68	£2,493,529.74	£3,978,941.90	£5,828,664.86

Basic Specification							
Department	Current	Proposed	First year Variance	5 Years	10 Years	15 Years	20 Years
Structures - Inspections	£1,500.00	£7,500.00	£6,000.00	£35,024.39	£81,873.11	£117,817.90	£181,112.46
Structures - Maintenance	£4,000.00	£4,000.00	£0.00	£20,000.00	£40,000.00	£60,000.00	£80,000.00
City Surveyors: Heritage Items	£1,788.00	£3,876.00	£2,088.00	£15,000.00	£30,000.00	£45,000.00	£60,000.00
Cleansing - Revenue	£8,000.00	£42,500.00	£34,500.00	£185,500.00	£420,000.00	£718,400.00	£1,099,700.00
Cleansing - Capital	£0.00	£0.00	£0.00	£38,500.00	£83,500.00	£167,000.00	£340,000.00
Highways	£32,335.00	£47,280.00	£14,945.00	£226,000.00	£463,400.00	£689,800.00	£952,200.00
Highways: M&E	£10,900.00	£43,000.00	£32,100.00	£215,000.00	£401,500.00	£599,750.00	£806,000.00
Highways: Drainage	£2,800.00	£9,800.00	£7,000.00	£47,500.00	£95,000.00	£142,500.00	£206,000.00
Open Spaces	£34,173.83	£76,932.70	£42,758.87	£398,888.29	£855,256.63	£1,404,174.00	£2,057,652.40
Total	£95,496.83	£234,888.70	£139,391.87	£1,181,412.68	£2,470,529.74	£3,944,441.90	£5,783,264.86

* It is also proposed that a percentage of profit from the pavilion be used to offset future scheme maintenance cost implications. These details are yet to be confirmed.

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Committee(s):		Date(s):
Streets & Walkways Sub Committee		9 June 2014
Planning & Transportation Committee		1 July 2014
Policy & Resources Committee		3 July 2014
Culture, Heritage & Libraries Committee		14 July 2014
Subject: Review of Guidelines for Special Events on the Public Highway		Public
Report of: Director of the Built Environment	For Decision	
<p style="text-align: center;"><u>Summary</u></p> <p>This report summarises the findings of a review of the current procedure for considering applications to hold major special events in the Square Mile. This review has resulted in seven proposals being made to Members for their agreement. These cover:</p> <ul style="list-style-type: none">• The establishment of an Event Assessment Matrix;• A revised Event Diary assessment process;• Three year ‘root and branch’ reviews for regular events;• An amended Member engagement and Committee reporting process;• The consideration in the future of a Special Events strategy;• A revised set of fees and charges;• Improvements to the liaison between City Corporation departments. <p>This report also informs and updates Members on three events, namely:</p> <ul style="list-style-type: none">• Children’s Parade for the City of London Festival (27 June)• The Royal Marines 350 Year Anniversary Parade (25 July)• Walk a Mile in Her Shoes (proposed for March 2015). <p>Recommendations</p> <p>Members are recommended to:</p> <ol style="list-style-type: none">1. Agree the proposals for a revised Special Events consideration process.2. Agree the revised fees and charging structure.		

- | |
|---|
| <ol style="list-style-type: none">3. Note the changes to the Children's Parade event, which will be subject to a full post-event review.4. Agree to support the Royal Marines Parade.5. Agree to accept the application for the 'Walk a Mile in Her Shoes' event. |
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Main Report

Background

1. The annual report summarising the major special events for 2014 was brought to Members of the Streets & Walkways Sub Committee and the Policy & Resources Committee for their consideration in January.
2. The current process for receiving and assessing event applications has been in place since 2011, and the above report recommended that officers undertake a review of the current procedures.
3. This report now summarises the outcome of that review, which has involved officers of the Highways Team within the Department of the Building Environment, the Film & Event Liaison team and Policy Officers from the Town Clerks, the Visitor Development team at Culture, Heritage & Libraries, the City Police, and officers from the Environmental Health group within Markets and Consumer Protection.
4. This report also summarises other major event requests and issues since the annual report in January.

Current Special Event Approval Structure

5. 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 but an annual summary report of planned events is presented for Member information.
6. Typically, more than 60 applications to hold events on the City's streets are received annually, of which around 15 might be considered to be major as they require roads to be closed.
7. These applications are considered in the first instance by officers of SEEG, the Significant External Events Group, which comprises representatives from Highways, Public Relations, Culture, Heritage & Libraries 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 & proportionality

- Environmental / community impact
 - Clash with other activities
 - Capability of event organiser
 - Past / likely complaints
 - Cost to the City Corporation of implementation
 - Advertising / branding
 - Inappropriate content or scope
 - Available notice & resources
8. SEEG also confirms whether any fees should be charged to an event based on whether it is deemed to be commercial, community based or statutory in nature.
 9. Should an event pass this test of reasonableness, it is given provisional approval subject to a technical assessment of the event by the Safety Advisory Group. The purpose of this group is to receive and assess the fine organisational detail of major events from organisers in order to enable the event to proceed safely. This meeting typically covers a wider range of interests, including external parties such as the emergency services and Transport for London.
 10. There is a further level of large-scale event management for London, with the London Events Steering Group established by the GLA to consider and coordinate pan-London event proposals. Its aim is to ensure effective collaboration and liaison between agencies on planned major events, and to advise on transport, people movement and crowd management policies.

Approval Process Review

11. Given the City has become an increasingly attractive location to hold events since the 2012 Olympics, it was thought appropriate to reconsider whether anything more than a test of reasonableness needed to be applied to event applications. This review has now been concluded, with the following findings:

Relative Strengths of the Current Process

12. The review reiterated that the current procedure has worked well for most applications and circumstances. In particular, its strengths briefly include:
 - Highly experienced, joined up and committed staff within DBE, City Police, Public Relations and Culture, Heritage & Libraries, who understand the needs of City stakeholders and the 'art of the possible'.

- Experienced event managers, who have worked with the City over a number of years to deliver safe events with the minimum of impact.
- Established channels for communication with the public about the impact of upcoming events through the City website, e-mail and Twitter account.
- A well rounded formal application process with guidelines for applicants, and appropriate officer forums to consider applications, namely SEEG, SAG and the London Events Steering Group.

Relative Weaknesses

13. The review did identify a small number of relative weaknesses in five areas.

14. Comparisons between events

- There is a lack of clarity around the relative merits of events, with the focus being on branding events in black and white terms, rather than recognising that all events have their relative merits and weaknesses.
- Direct comparisons between events are over simplified, so that they can revolve around whether an event is primarily charitable or commercial, whereas most events involve elements of both.
- The lack of a policy context to indicate whether events support the wider City agenda amplifies this lack of balance in considering the relative merits of events.

15. The Review Process

- Although operational problems are dealt with before, during and after an event, and some major events (such as the Lord Mayor's Show) do have a full debrief process, others are not subject to a comprehensive root and branch review, with a full pan-organisational debrief.
- Once an event has been granted approval for the first time, event organisers take this to imply a semi-permanent agreement that can be difficult for officers to overturn.
- Without an established path for Members to raise problems with past events, concerns can lie dormant and unresolved, allowing them to surface and become amplified when the annual report reaches Committee.

16. The Annual Report to Members

- The importance of the annual report is over-emphasised, so that it's seen as an 'all or nothing' discussion, rather than part of a regular process of appropriate Member dialogue and engagement.

- The positive benefits of some events can be under-valued as they are not necessarily drawn out in the report, which tends to focus on the volume, concentration and cumulative impact of events.
- Members are unclear as to their purpose in considering the annual report. Are they endorsing approval already made under delegated authority, or are they still effectively able to veto event applications before final permission has been granted?
- Event organisers are typically unaware that the annual report can represent a significant risk to their event, in that comments made at Committee can effectively unravel permission for an event.

17. Fees and Charges

- The current structure for fees and charges looks to band events into three types; statutory, community and commercial. However, in practice, the difference between these bands can be marginal, leading to the vast majority of events being deemed to be community events, and therefore supported largely free of charge.

18. Co-ordination with Private City Events

- There can be gaps in information between the City's on-street event management teams in DBE and the City Police, and its private hospitality and event teams with the Remembrancers and Public Relations. This can have consequences if private events are affected by matters on the highway, or vice versa.

Key Principles of the Revised Event Consideration Process

19. Seven key proposals have been set out that are intended to form an improvement plan for considering special events.

Proposal 1: Event Assessment Matrix

20. *Question: 'How do you assess the relative merits of a not-for-profit event that raises small amounts for charity vs a commercial event that generates £'000s for charitable causes?'*
21. Recommendation: Events will no-longer be assessed in terms of good vs bad, but rather in the context that an event can create more than one type of positive benefit, whether in terms of policy deliverable, charitable contribution, community support etc, and that all events cause some degree of disruption and have the capacity to cause complaint.
22. It is proposed that an Event Assessment Matrix (see Appendix 1) will be used to highlight the relative benefits and disbenefits of different events. In particular, it will focus on an event's disruption and potential for complaint, versus its level of community or charitable benefit, and whether it fits with the City's corporate strategies. This EAM will be applied to all major event

applications, provided they still pass the 'test of reasonableness' outlined earlier.

23. Being able to better visualise the respective pros and cons of an event will help inform the decision making process as to whether an event should be supported, and an event's individual assessment can be reported to Members as part of the consideration process. Appendix 1 indicates how this year's current list of major special events would be assessed on this basis.

Proposal 2: Event Diary Assessment

24. Question: *It is often suggested that 'The Event Calendar is full, and there's room for no more', but how can space still be found or justified when a sufficiently prominent event such as the Tour de France is proposed?*
25. Recommendation: The idea of a fixed and simple cap on the total number of events is not an effective concept of control. Instead, it is proposed that the assessment process will account for the concentration of events at different times of year, as well as their cumulative impact.
26. Breaking down each event's impact by 'time of year' (see Appendix 2) challenges the perception that the City's diary is full of events, and clearly indicates that there are times when another event can often be accommodated. Equally, there are other times when the event calendar clearly is 'full' and no further events can be supported, or where room must be left for other highway works to take place (eg utilities, major City schemes, Crossrail etc).
27. In terms of the geographical location of events and their particular impact on residents, an assessment of the current events would suggest that organisers tend to favour the City as a destination, and so look to focus on iconic sights such as St Pauls, Guildhall and Bank, or they are looking for distance events that typically pass through the City along Upper / Lower Thames Street and Victoria Embankment (often taking in Tower Bridge).
28. Of the City's four major residential estates, three (Golden Lane, Middlesex Street and Mansell Street) are rarely impacted by events, with the fourth (the Barbican Estate) affected by just two; Lord Mayor's Show and the Great City Race. However, the new process described above would ensure that any additional major event application that might affect any of these areas would be received and considered by Members before approval.
29. In fact, the impact of events is felt most by the residents around Globe View in High Timber Street due to the frequency of events organised by TfL along Upper Thames Street, but again this visibility of process will better enable officers to raise issues with TfL for both current events and future requests.

Proposal 3: Three Year Root & Branch Reviews

30. *Question: Why do we always have the same events every year, run by the same companies, and why can't we say no to those events that always seem to cause problems?*
31. *Recommendation:* In order to make it clear to event organisers that an existing event approval does not constitute approval in perpetuity, it is proposed to run a rolling cycle of three year 'in principle' agreements, allowing organisers to plan in the long term for their events, but equally offering the City a natural opportunity to end its support for an event if it is deemed appropriate to do so.
32. An informal feedback loop already takes place as part of the learning process for annual events, but it is proposed that a full root and branch review should take place every three years, at which point a decision is taken as to whether to support that event for a further three years. Correspondingly, this root and branch review could recommend that the City end its association with a particular event, subject to Member approval.
33. This root & branch review would cover:
- A structured debrief of the event over the previous three years.
 - The safety of the event.
 - The community impact.
 - The effectiveness of the event planning.
 - The effectiveness of the event communications.
 - The number, type and severity of any complaints.
 - The benefits to the City Corporation and City stakeholders (including economic impact).
 - The amounts raised for charitable causes and where this has been distributed / spent?
 - The responsiveness and flexibility of the event organisers.
34. These reviews would be staggered over a three year period to allow for the potential to gradually turn over events. Event organisers would also be on notice regarding where their particular event would sit in the three year cycle. It is accepted that some events are fully fixed in the City's or TfL's respective diaries (eg Lord Mayor's Show, London Marathon), but the discipline of holding a full root and branch review every three years would still be desirable
35. It would still be made clear that a three year rolling cycle would not prejudice the City's right to cancel an event due to poor management or other extenuating circumstances without liability before the three years are up.

Proposal 4: Amended Member Engagement and Committee Reporting

36. *Question: What form of reporting would allow for improved dialogue between officers and Members on special events?*
37. *Recommendation:* Instead of a singular annual report, a new reporting protocol will be established with shorter but more regular reports covering:

- Any major new proposals considered by SEEG and requiring an EAM assessment (when there is sufficient time to do so);
 - A summary on feedback from 'first year' events;
 - Recommendations for supporting or rejecting those events that have been considered as part of the three year review process.
38. Event organisers will also be informed that their particular event will be the subject of a report, discussion and decision, so that they have the opportunity to attend the public gallery if they so choose.
 39. With the inclusion of policy matters (such as the City's Visitor and Cultural Strategies) for the first time in the event assessment process, it was thought appropriate to bring this report to the Culture, Heritage & Libraries Committee. The assessment of how far an event meets the City's policy aims and objectives would typically be made by officers from the Culture, Heritage and Libraries Department, in conjunction with the Public Relations Office and the Town Clerks.
 40. However, given that planning for major events is a dynamic process, there needs to be a way in which Members can still have effective oversight when the structured Committee reporting process is not sufficiently responsive to matters on the ground, or able to cover the depth of information that an event may require.
 41. For such circumstances, a protocol will be established to engage more regularly with Chairmen and Deputy Chairmen of the respective committees to seek their informal views at an early stage of event planning, or where there is insufficient time to allow for the standard reporting process to be followed.
 42. It is not intended to relinquish the delegated authority of the Director of the Built Environment to make traffic orders to facilitate special events, but rather this authority will be enacted in conjunction with the views of Members, either through this dynamic engagement or the more structured reporting process to Committee.
 43. This enhanced level of Member involvement would be of particular assistance in dealing with applications that arrive through a political rather than an operational route, for example via the Mayor's Office and the GLA direct to the Town Clerks.

Proposal 5: A Special Events Strategy

44. Question: *Should the City have an events strategy that considers a number of wider questions regarding the role of the City in facilitating major special events?*
45. Recommendation: As part of this review, officers identified a number of wider points that should be considered in order to help establish a wider events strategy. These would be subject to a later report to Members, but include:

- How can events better help deliver the City's Corporate Plan, as well as its Cultural, Visitor and Health & Wellbeing agendas?
- Should the City promote and market itself as an event host, rather than just receive and consider those events that are proposed by others?
- Should limits be placed on the number of events that any one particular organiser can promote in the City?
- How can the new powers to authorise street trading be best utilised in the context of major special events?
- What approach should be adopted for considering requests to use the City's bridge lighting over the River Thames for events?

Proposal 6: Revised fees and charges

46. Question: *Is it still appropriate that event applications per se are free of charge, with full cost recovery only applying to what are a small number of fully commercial events?*
47. Recommendation: The vast majority of events are currently supported free of charge because of their community or charitable status, but this does not take into account the officer time in considering applications, which can be considerable. Where there is a direct cost to the City, eg advertising traffic orders or suspending parking bays, full cost recovery is possible, but given the non-commercial nature of most events in the City, full cost recovery of the officer time is unlikely. Fees have therefore been set in order to reflect a reasonable charge for the service.
48. It is therefore proposed to introduce a new set of flat rate fees and charges, irrespective of the type of event, which will help:
 - Filter out speculative events
 - Manage demand
 - Contribute to covering administration costs
49. The proposed scale of charges is similar to the existing fee structure used for filming requests by Public Relations and is detailed in Appendix 3. Fees would apply to all event applications (except City Corporation events), but requests to waive fees would only be considered in exceptional circumstances, and an approved 'production credit' would also be required. Any concessions would be reported as a Benefit in Kind as part of the annual report to Members of the Finance Grants Sub Committee, but event organisers would generally be referred to the City's charitable application procedure.

Proposal 7: Improved liaison between the City's public and private-facing departments

50. *Question: How can communications be improved between the respective departments?*
51. Recommendation: The Remembrancer's Department will be invited to join SEEG and to bring details of their events that overlap the public highway due to security or road closure requirements, for discussion and review.
52. The Remembrancer, DBE and the City Police will also review contingency plans for major set piece events to ensure the necessary level of close co-operation is maintained.

Update on Previously Agreed Events

Children's Parade (Friday 27 June)

53. Through January's annual event report, Members agreed for a Children's Parade to be held as part of the City of London Festival, requiring approximately a one hour road closure from Guildhall Yard to Paternoster Square via Cheapside, Newgate Street and Warwick Lane.
54. We have since been told by organisers that they have invited around 1,400 participants to take part, instead of the original 1,000, leading to concerns from officers that the closure duration will extend beyond the original one hour. The organisers have assured the City that the event will not require a longer closure, but in accordance with the above revised procedure, officers will look to undertake a full scale review of the event after this year before deciding whether to recommend it taking place again in 2015. The Festival has been informed of this approach and has been asked to co-operate fully with the review.

New Event Notifications / Applications

55. In the context of providing Members with more frequent information regarding major event notifications and applications, two requests are worthy of note.

Royal Marines 350 Year Anniversary Parade (25 July 2014)

56. The Royal Marines will be celebrating their 350th anniversary this year, and have asked to exercise their Privilege to march from the Honourable Artillery Company Grounds in Islington to Guildhall, via the Mansion House, with 'drums beating, colours flying and bayonets fixed'. The Privilege to march through the City dates back to 1664 when the Royal Marines' Royal Warrant granted them the right to recruit from within the City 'volunteer militia' or 'citizen soldiers', which they exercised by marching recruiting parties through the City streets.

57. This march is now routed via Moorgate and Bank junction to Guildhall at around 12 noon, with the Lord Mayor taking the salute in front of Mansion House. A non-public report was agreed by Members of the Hospitality Working Party, the Policy & Resources Committee and the Court of Common Council last year for the City to support this event, including a lunchtime reception at Guildhall at its conclusion.
58. The Remembrancers seek to ensure, where possible, that the number of regiments exercising their freedom to march through the City is limited to one per annum, and the impact of these events (such as last year's Atlantic Parade) is typically limited, with the march managed under a 'bubble' closure by the City Police.
59. This particular event is expected to be larger, with some road closures and diversions of around 30mins required, in addition to a police 'bubble'. It is also likely to attract some media interest, and will be publicised by the national Royal Marine associations.
60. Based on the proposed criteria outlined above, officers would currently assess the event as follows:

Benefit

- Policy Aims & Objectives: +5 (City Heritage)
- Charitable / Community Support: +5 (Overwhelming stakeholder support)

Dis-Benefit

- Disruption & Impact: -3 (Medium impact)
 - Likely complaints: -1 (Small number)
61. This net assessment (+10, -4) would place the event in the green zone of the Event Assessment Matrix. Officers therefore recommend that the event is supported.

Walk a Mile In Her Shoes (proposed for March 2015)

62. We have been approached by the event organiser for a new event called 'Walk a Mile In Her Shoes'. This would be a first time event with a view to becoming an annual event, intended to link with International Women's Day (Sunday 8th March 2015).
63. The event is for sponsored men to walk in stilettos around a one mile course, and has been inspired by similar events in the USA and Canada. In summary:
- The proposed date is Thursday 5th March 2015, between 7pm and 8pm, involving 1,000+ participants.

- A number of routes are being considered, each about a mile long, with perhaps multiple routes being used to spread the participants. It would involve a small number of roads being closed in the evening, with the majority of the event confined to the footway.
 - The event will seek to target City workers from major corporations, with a nominated women's charity as the beneficiary.
 - The existing marketing for the event would appear to highlight the opportunities for brand partnerships, public relations and corporate social responsibility.
64. The event plan as it stands would currently pass the City's 'test of reasonableness' in terms of organisation and management, and there is sufficient capacity in the City's event calendar at this time of year not to rule the event out. Based on the new assessment criteria outlined above, this would be sufficient to require the event to be brought to Members for their initial consideration.
65. Based on the proposed criteria outlined above, officers would currently assess the event as follows:

Benefit

- Policy Aims & Objectives: +4 (International significance.)
- Charitable / Community Support: +2 (Small charitable contribution)

Dis-Benefit

- Disruption & Impact: -1 (Minor road closures, equivalent to the current Bloomberg Square Mile Run)
 - Likely complaints: -1 (Small number)
66. Adding the scores together, this net assessment (+6, -2) would significantly place the event in the green zone, so officers therefore recommend that the current proposal is accepted.
67. For information, using the Event Assessment Matrix can help track how the planning for an event can develop over time, as its benefits change or its impact reduces. In this instance, the original proposal involved a significant number of major weekday evening road closures, with London Wall desired as a location. That would have changed the event impact (Dis-Benefit) as follows:

Benefit

- Policy Aims & Objectives: +4 (International significance.)
- Charitable / Community Support: +2 (Small charitable contribution)

Dis-Benefit

- Disruption & Impact: -4 (Evening major road closures, equivalent to the impact of the Great City Race)
 - Likely complaints: -4 (Numerous & political; equivalent to the Great City Race and likely to affect the Barbican))
68. This net assessment (+6, -8) would have placed the event well towards the red zone, and would have led officers to recommend that the event proposal be rejected. Instead, the organisers revised their proposal in order to significantly change this assessment, resulting in a much more reasonable and acceptable proposal.

Legal Implications

69. 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).
70. 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.

Corporate and Strategic Implications

71. The proposals align with our Corporate Plan 2013/17 (KPP5) in that they help the City Corporation to better manage events and so deliver the objectives described in its Visitor and Cultural Strategies, specifically those around animating the streetscape, supporting national and London celebrations and enhancing our offer for the enjoyment of all our publics.
72. The proposals also enable the City to better address its Community Strategy Theme of 'A World Class City' and 'A Vibrant and Culturally Rich City' through its encouragement of filming and its management of special events.

Consultees

73. The Town Clerk, the Chamberlain, the Comptroller and City Solicitor, the City of London Police Commissioner, the Remembrancer, the Director of Culture, Heritage and Libraries, the Director of Public Relations, and the Director of Markets and Consumer Protection have been consulted in the preparation of this report and their comments included.

Conclusion

74. 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 results of the recent review of the current event application process, and provides an update on a number of recent issues where the views of Members are sought.

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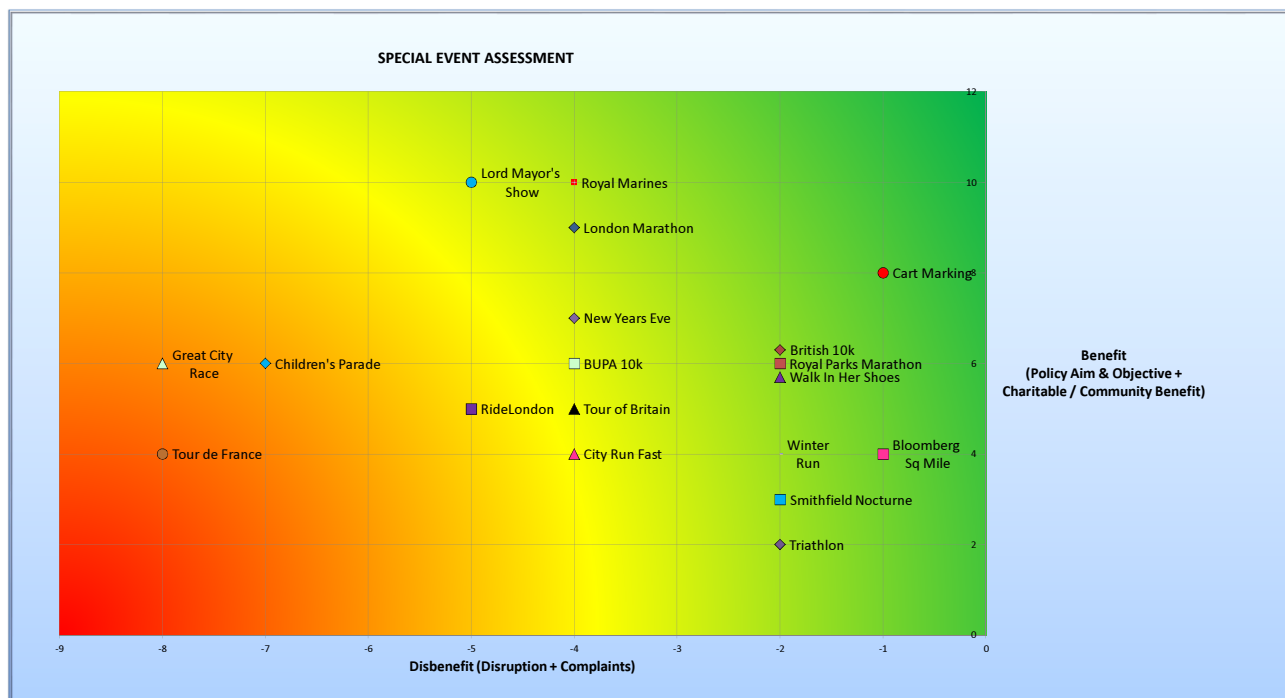
APPENDIX 1: EVENT ASSESSMENT MATRIX

Company	Date	Location	Disbenefit			Benefit		
			Disruption & Impact	Past / Likely Complaints	Total	Policy Aims & Objectives	Charitable / Community Benefit	Total
London Marathon	13-Apr-14	Embankment / Thames St	-2	-2	-4	4	5	9
BUPA 10k	25-May-14	Central City	-3	-1	-4	2	4	6
Smithfield Nocturne	07-Jun-14	Smithfield	-2	0	-2	3	0	3
City Run Fast	22-Jun-14	St Pauls / Bank / GH	-3	-1	-4	2	2	4
Children's Parade	27-Jun-14	GH / Cheapside / St Pauls	-5	-2	-7	3	3	6
Tour de France	07-Jul-14	Embankment / Thames St	-5	-3	-8	4	0	4
SC Great City Race	10-Jul-14	Central City	-4	-4	-8	2	4	6
British 10k	13-Jul-14	Embankment / Thames St	-2	0	-2	2	4	6
Cart Marking	16-Jul-14	GH / London Wall	-1	0	-1	5	3	8
Royal Marines	25-Jul-14	Moorgate / Bank / GH	-3	-1	-4	5	5	10
Triathlon	03-Aug-14	Embankment / Thames St	-2	0	-2	2	0	2
RideLondon	9&10-Aug-14	Central City	-3	-2	-5	4	1	5
Tour of Britain	14-Sep-14	Embankment / Thames St	-2	-2	-4	4	1	5
Bloomberg Sq Mile	18-Sep-14	GH	-1	0	-1	2	2	4
Royal Parks Marathon	05-Oct-14	Embankment / Thames St	-2	0	-2	2	4	6
Lord Mayor's Show	08-Nov-14	City	-3	-2	-5	5	5	10
New Years Eve	31-Dec-14	Western City	-3	-1	-4	4	3	7
Winter Run	Jan/Feb 2015	Embankment / Thames St	-2	0	-2	2	2	4
Walk In Her Shoes	05-Mar-15	To be finalised	-1	-1	-2	4	2	6

Scoring Criteria

Disbenefit	
Disruption & Impact	Past / Likely Complaints
Daytime major road closures / Major impact (-5)	Serious, numerous & political (-5)
Evening major road closures (-4)	Numerous & political (-4)
Extensive weekend road closures / Medium impact (-3)	Numerous non-political (-3)
Limited weekend road closures (-2)	Some political (-2)
Traffic holds / bubble / minor road closures (-1)	Small number (-1)
No road closures / No impact (0)	None (0)

Benefit	
Policy Aims & Objectives	Charitable / Community Support
City heritage / cultural 'difference' / Corporate Plan (inc visitor & cultural strategies) (5)	Not for Profit / Large charitable contribution / Overwhelming stakeholder support (5)
London / National / International significance (4)	Charitable contribution (4)
CoL Partner / City stakeholder (3)	Significant City community non-charitable benefit (3)
CoL Community Strategy (2)	Small charitable contribution (2)
Member-only support (1)	Small community benefit (1)
No policy objective / No Member support (0)	Fully commercial (0)



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Appendix 2: Special Event Timeline

Date	Event	Disruption
13/04/14	London Marathon	-4
25/05/14	BUPA 10k	-4
07/06/14	Smithfield Nocturne	-2
22/06/14	City Run Fast	-4
27/06/14	Children's Parade	-7
07/07/14	Tour de France	-8
10/07/14	SC Great City Race	-8
13/07/14	British 10k	-2
16/07/14	Cart Marking	-1
25/07/14	Royal Marines	-4
03/08/14	Triathlon	-2
09/08/14	RideLondon	-5
14/09/14	Tour of Britain	-4
18/09/14	Bloomberg Sq Mile	-1
05/10/14	Royal Parks Marathon	-2
08/11/14	Lord Mayor's Show	-5
31/12/14	New Years Eve	-4

	Embankment / Thames St only (w/e)
	Embankment / Thames St (Mon daytime)
	City (w/e)
	City (Mon-Fri, evening)
	City (Mon-Fri, daytime)

Month	Week	Cumulative Disruption																	
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Jan	1																		
	2																		
	3																		
	4																		
Feb	5																		
	6																		
	7																		
	8																		
Mar	9																		
	10																		
	11																		
	12																		
Apr	13																		
	14																		
	15	London Marathon																	
	16																		
May	17																		
	18																		
	19																		
	20																		
May / June	21	BUPA 10k																	
	22																		
June	23	Nocturne																	
	24																		
	25	Run Fast																	
	26	Children's Parade																	
July	27																		
	28	Tour de France									Great City Race								
	29	Cart Marking																	
	30	Royal Marines																	
Aug	31	Triathlon																	
	32	RideLondon																	
	33																		
	34																		
Sept	35																		
	36																		
	37	Tour of Britain																	
	38	Sq Mile																	
Oct	39																		
	40	Royal Parks																	
	41																		
	42																		
Nov	43																		
	44																		
	45	Lord Mayor's Show																	
	46																		
Dec	47																		
	48																		
	49																		
	50																		
D/J	51																		
	52																		
D/J	1	New Year's Eve																	

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Appendix 3: Proposed Fees and Charges

The fees that will apply to special event applications are proposed to be as follows:

- Application fee
 - £300 for a major event (ie typically one that will close a road)
 - £65 for a minor event
- Traffic order - £600
- Parking bay suspension - £15 per space
- Dispensation - £32 per day
- Vehicle removal / enforcement – at cost price plus 15% CoL administration
- Cleansing costs - at cost price plus 15% CoL administration
- Hoarding licence
 - £50 - Major event
 - £25 – Minor event

The list above includes specific event-related road closure & hoarding licence fees, reflecting the difference involved in administration requirements and costs between the needs of special events and building sites. Pre-application advice on event planning would also continue to be provided free of charge.

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<p>Committee(s): Planning and Transportation – For decision <i>Port Health and Environmental Services – For information and comment</i></p> <p><i>Policy and Resources Committee – For Information and comment</i></p> <p><i>Health and Wellbeing Board – For Information and comment</i></p> <p><i>Streets and Walkways – For Information and comment</i></p>	<p>Date(s): 10th June 2014 13th May 2014</p> <p>5 June 2014</p> <p>30th May 2014</p> <p>9th June 2014</p>
<p>Subject: Advertising ('A') Boards in the City of London</p>	<p>Public</p>
<p>Report of: Director of Built Environment</p>	<p>For Decision</p>
<p>Summary</p> <p>This report considers current practices in relation to permitting Advertising Boards ('A' Boards) on the footway in the City and recommends that they are not permitted. In recommending this, regard has been given to the importance some traders place on 'A' Boards and therefore whether they could still be allowed in some locations.</p> <p>The report explains that in the recent past the City has not taken a rigid approach to enforcement in relation to 'A' Boards preferring instead a pragmatic view, balancing location, width of footway, numbers of pedestrians, and the desire for premises to market themselves.</p> <p>The City continues to receive a number of complaints every year regarding A' boards. These include complaints that the boards cause obstruction, complaints from traders in narrow streets that they are being disadvantaged by the City allowing 'A' boards in main/wider streets and most recently by GLA funded 'Travel Watch' who are promoting a zero tolerance to 'A' Boards on equality/ obstruction grounds (particularly related to those with visual impairment).</p> <p>The report explains that against this backdrop officers have undertaken a review of current practise. This review has had regard to Highways legislation in relation to obstruction and the need in the City for increased unobstructed footway. The report also refers to current City planning policy in relation to advertising on City streets, which are not supportive of advertising.</p> <p>Despite the desire of some traders to retain the use of 'A' Boards which officers would wish to accommodate, this report seeks the Committee's approval to an approach whereby the placing of 'A' Boards on the public highway would not generally be allowed. In supporting this recommendation the report distinguishes 'A' Boards, from objects which enhance amenity or provide a public service or which are authorised or</p>	

required in connection with statutory, public benefit (Tables and Chairs) or public safety functions, such as traffic management and street works signage etc.

Unauthorised 'A' Boards on the public highway would be regarded as giving rise to a highway obstruction, those responsible for displaying the 'A' Boards will be asked to remove them, and persistent offenders will risk prosecution. However, suitable publicity would be undertaken to raise awareness and understanding prior to implementation of any revised approach in accordance with the City's enforcement protocol.

The report also sets out further relevant matters. These include firstly the public sector equality duty under the Equalities Act 2010. This in itself could lead the City to consider not allowing any 'A' boards to be placed on any streets which would result in improving the user experience of those with sight and mobility impairments.

Secondly, that the City must also plan for the predicted growth in population over the coming years (e.g. as a result of Crossrail) where there could be more than 400,000 people competing on a daily basis for the use of the footways. As a result the City has increasingly been using design principles (e.g. Cheapside) and policies (e.g. restricting the periods when waste bags may be left on the street awaiting collection) to deliver wider and clearer footways.

The City must manage the street environment in a joined up holistic way. In doing so it seems logical that the conclusion and recommendation of this report would be to accept that an 'A' board placed on any footpath in the City constitutes an obstruction of the highway. The report notes that this is consistent with the City's general approach to related matters such as planning policy which resists excessive or obtrusive advertising.

This report recommends that this new approach be enforced through the provisions of the Highway legislation relating to obstruction.

This report will be presented to Port Health and Environmental Services Committee, Health and Wellbeing Board and Streets and Walkways sub-committee for information and comment before being presented to Planning and Transportation Committee for decision.

Recommendations

Members are asked to consider and note the contents of this report and agree:

1. 'A' Boards on the public highway will normally be regarded as giving rise to a highway obstruction and those responsible for displaying the 'A' Boards be asked to remove them, with persistent offenders risking prosecution.
2. Implementing of the revised approach outlined in Recommendation 1 be subject to publicity first being undertaken to raise awareness and understanding amongst those using 'A' Boards.

Main Report

Background

1. 'A' boards are used by shops and businesses to advertise and promote their business. They generally consist of a solid 'A' frame structure which can display various forms of wording and/or picture advertisements. Their size and type differ across a broad range of business activities. On occasions 'A' boards are positioned where they are an obstruction to users of the highway, and in some cases they are placed quite a distance from the business they are advertising.
2. The issue of 'A' boards in the City has been around many years and some traders consider the advertising they give to be important to their business. On this basis officers would ordinarily try to accommodate traders' wishes but recently there appears to have been an increase in the use of 'A' Boards and the City has received more complaints.
3. Currently Officers adopt a practise of requiring the removal of 'A' Boards only in locations where the footway is narrow. To date the City has not sought to control 'A' boards on the basis of the control of advertising on City streets.
4. The historic layout of many City streets means that there are a number of areas where streets and lanes have very narrow footways. Redevelopment has resulted in a number of street design improvement projects to enhance the street environment which makes them a more usable pedestrian space. The City is expecting a significant increase in commuters, shoppers etc. with the construction of projects such as Crossrail, and therefore City streets are being altered to create more space for pedestrian movement. An example of this type of development is Cheapside where there has been a conscious design decision to both widen the footpaths and also to maintain a 'clear street' with minimal street furniture, creating more freedom of movement for all users.
5. Other initiatives that support removing clutter or obstructions from the highway include the introduction of Time Banding for Bagged Waste. This initiative, agreed by the Port Health and Environmental Services Committee in September 2011, restricts the times when waste bags may be placed on the highway for collection to avoid times of high footfall.
6. Given the likelihood of even greater pedestrian numbers, this approach should be maintained to enable the City to adequately plan for the challenges that growth will bring to the City. The current daily population of users of the City is estimated to be around 330,000 people and with the arrival of the 'Eastern Clusters' office developments, the construction of Crossrail, Bank upgrade and the ThamesLink upgrade etc. the City's daily population, over the next ten years, is predicted rise to well over 400,000. This will result in our streets becoming even more congested and public footpath space ever more precious. It is already evident from daily

observation that pressure on footways is leading pedestrians to walk 'in the road'.

7. Many traders report that the provision of 'A' Boards helps generate business which the City would want to support. However this needs to be balanced against continuing complaints, implications for planning policy and the view that 'A' Boards are a highway obstruction with particular concern to the visually impaired. Further, even small scale use of 'A' Boards by some traders can serve to encourage wider use as individual businesses seek to compete with neighbours. For these reasons, TfL have over recent years, revised their approach to 'A' Boards, moving to implement a zero tolerance policy on what they call 'prestige footways'. See appendix 1.
8. It is against the above backdrop that Members are asked to consider the City's approach as to not permitting 'A' Boards on the footway of City streets. The following paragraphs consider in some detail the range of issues relating to 'A' Boards which need to be balanced when considering whether it is practicable to agree some traders wish to utilise 'A' Boards to advertise their business.

ISSUES FOR CONSIDERATION

The City as Local Highway Authority

9. The City is the Local Highway Authority for most City streets and as such also has an obligation to ensure compliance with the Highways Act 1980. The relevant sections of this Act are:
 - a) Section 137 - if a person, without lawful authority or excuse, in any way wilfully obstructs the free passage along a highway it is an offence and liable to a fine on Level 3 of the Standard Scale (currently up to £1,000.00).
 - b) Section 148(c) - if, without lawful authority or excuse a person deposits anything whatsoever on a highway to the interruption of any user of the highway he is guilty of an offence and liable to a fine (again, Level 3 on the Standard Scale).
 - c) Section 149 – if anything is so deposited on a highway as to constitute a nuisance, the highway authority for the highway may by notice require the person who deposited it there to remove it forthwith. In the event of non-compliance, a court order may be obtained authorising the removal and disposal of the offending item. In the event that the highway authority considers the item to constitute a danger to users of the highway it can remove the item forthwith and, ultimately, seek a court order for its disposal.
 - d) Section 149 (3) of the Act allows a Local Authority to recover its 'expenses' incurred in removal, but not for storage. A charge of £40 for removal of item if owners come forward to claim it may be levied. This charge is to be treated as a measure of deterrence rather than securing an income from this service.

- e) Section 130 – the highway authority has a duty to assert and protect the rights of the public to use and enjoyment of the highway.
10. There is some case law where small structures placed on the highway have been held not to amount to an obstruction. This is where the structure has been deemed to be ‘de-minimis’ (insignificant) in relation to the available width of the highway where it was placed. However, the use of this principle cannot be considered in isolation, other factors must also be taken into account. For example where there is a high footfall, at shopping/ visitor areas and commuter pedestrian routes at peak times would mean that any sized structure would become an obstruction due to the volume of people using the footpaths. Accordingly, any claims of the “de minimis” exception applying must be considered on a case by case basis taking into account the above factors.
11. It must be noted that this ‘de-minimis’ exception is currently being challenged by some lobby group organisations that support pedestrians and disability groups, under the Equality Act 2010 as they feel that any structure placed on the highway obstructs all users.
12. There are some exceptions when the highway can be used for purposes other than the primary purpose of passing and re-passing. These include the temporary erection of scaffolding for building repairs, maintenance or development and other things such as signs and bollards. Additionally there are ‘Tables and Chairs’, which may be deemed an amenity or to be a public service and may be licensed under the Highways Act 1980. (Commercial ‘A’ Boards would not be considered to provide an amenity or public benefit and therefore would not be granted such a licence). Other permitted activities by the City as Local Highway Authority are the requirement to maintain, repair and clean the highway to the required standards using associated equipment. In addition, certain signage is permitted or required for public benefit or public safety purposes in connection with the exercise of statutory functions, such as traffic management, street works or polling station signage. Such signage is outside the scope of this report.

Transport for London’s Position

13. Transport for London (TfL) has for some time been advocating de-cluttering of the pavements and streets. With an initiative in 2001 ‘to return our pavements back to the pedestrian’ by clearing away unlicensed obstructions and advertising boards from the TfL Road Network. In 2009, the Mayor of London initiated ‘the better streets initiative’ which offered guidance to encourage the removal of ‘illegal’ ‘A’ boards. The London Plan followed and, TfL, taking forward the Mayor’s Transport Strategy - Accessibility Implementation Plan, stated how it intended to improve access for all.
14. TfL have produced a schedule of ‘prestige footways’ with a zero tolerance to ‘A’ boards, this can be found in Appendix 1 and includes Bishopsgate, Gracechurch Street, Upper and Lower Thames Street, Byward Street and Tower Hill within the City. TfL officers currently enforce on these streets within the City against ‘A’ boards being placed out on the highway.

London TravelWatch

15. London TravelWatch is a watchdog organisation representing the interests of transport users in and around the capital. Officially known as London Transport Users Committee, they were established in July 2000. London TravelWatch is sponsored and funded by the London Assembly, which is part of the Greater London Authority, and is independent from the transport operators.
16. London TravelWatch promotes integrated transport policies and presses for better public transport, with higher standards of quality, performance and accessibility. They liaise with transport operators, providers, regulators and local authorities.
17. London Travelwatch have recently undertaken a campaign sponsored by the Royal National Institute of Blind People (RNIB) to highlight the problems caused by obstructions such as 'A' boards on the highway. This work found that street clutter was a major concern around the country affecting those with impaired vision and guide dogs. This is also an issue which affects those in wheelchairs and with mobility impairments and people with prams etc.
18. Following the campaign a report was published challenging authorities to carry out their obligations under legislation to clear the highway of such obstructions. This report is available on their website:

http://www.londontravelwatch.org.uk/news/2013/11/passenger_watchdog_calls_for_the_removal_of_obstructions_on_london_s_pavements

Other London Boroughs

19. Within the above report the Royal Borough of Kingston upon Thames is held up as an exemplar in using its powers to keep the streets clear of 'A' boards and achieves a high level of compliance. Stating their public interest considerations are:
 - *The placing of street advertising boards ('A' boards) on the public highway is unlawful;*
 - *They cause street clutter/ nuisance;*
 - *They are a health and safety hazard to disabled and partially sighted people;*
 - *They may compromise the council's statutory duties under the Highways Act and the Equality Act 2010.*
20. The report also highlights some other London Boroughs that are positively tackling this issue, these include Greenwich, who do not permit 'A' boards, Barnet has a zero tolerance of 'A' boards and Hackney has recently agreed a no 'A' boards policy. All report having reasonable compliance.

Improvements for street signage to help direct people places of interest.

21. As an alternative the City may wish to improve signage in some areas where there are concentrations of shops and restaurants and install more 'way finders' information signs. These can help visitors find places of interest and can be useful in directing people to shopping areas etc. The Street Enhancement Team, within Department of Built Environment current identify areas where this might be appropriate and design and install such information boards/ way finders. An example of these can be found on Eastcheap directing people to the historical lanes of Lovat Lane with shops and restaurants. An image of these can be found in Appendix 2. These direct people to retail areas but cannot be used to identify particular traders.

22. Equalities Act 2010

Section 149 - Public sector equality duty - A public authority must, in the exercise of its functions, have due regard to the need to (advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

This includes removing or minimising disadvantages suffered by people due to their protected characteristics (such as visual or mobility disabilities).

23. The maintaining of clear and accessible pavements has particular importance in relation to the elderly and those with visual and mobility impairments.

24. It could be argued that 'A' boards placed on a highway of any width could potentially become a hazard and obstruction for people with sight impairment or mobility issues.

25. The City of London Corporation's Access Officer comments that 'A' Boards and their positioning can be very problematic for disabled people. For blind and partially sighted people it is essential to have as clear route as possible along footways. This is often made worse because 'A' boards are positioned randomly at different distances from the kerb and that white cane users often negotiate their way along footways by using the edges as an indicating guide. Colliding with an 'A' Board poses not only the potential for physical hurt but can also adversely affect a person's confidence even to the extent that they will avoid the particular area.

26. Equally for wheelchair/ mobility scooter users and parents with buggies, negotiating a footway which contains 'A' boards can be challenging. Poorly positioned 'A' boards leading to a lack of available footpath space can have far reaching impacts ranging from minimal inconvenience to major health and safety concerns. The fact that many of the footways in the City are of narrow width and an 'A' Board placed upon such a footway means there is often insufficient space to pass by without stepping into the carriageway.

OTHER ISSUES

27. It is important that in considering the exercise of its Highway Authority powers, the City reaches its view based on Highway considerations as set out above.

However, Members will also wish to be aware of related non-highways issues to ensure that the City does not adopt inconsistent policies.

Advertising and Planning Control

28. A policy to remove 'A' Boards would also be consistent with planning policy which generally advocates restraint and resists excessive or obtrusive advertising (Core Strategy Policy CS10; Draft Local Plan Policy DM 10.6 see appendix 3). The policy has been successfully applied for many years including numerous successful appeal decisions, where advertising displays that may be considered acceptable in other areas have been held harmful to the generally restrained character and appearance of much of the City. This approach could easily be prejudiced by continuing and escalating use of 'A' Boards which introduce additional advertising causing visual clutter and incrementally eroding the restrained character of the streetscape. To date the City has not sought to control 'A' boards on the basis of the control of advertising on City streets due to resource constraints; therefore planning powers have not generally been used.

Viability of local services

29. It is a key strategic objective to maintain the City's position as a leading international business and finance centre and this includes ensuring the provision of high quality local services for those who live work and visit the area. The use of 'A' Boards are seen by traders who use them as a means of drawing attention to their business and the goods and services they offer. However, if this is correct, it could also be seen as giving an advantage to those businesses that use 'A' Boards, particularly more obtrusive ones (and encouraging their escalating use to avoid other traders being at a disadvantage as compared to those who use 'A' Boards). In addition, it is a perceived advantage that has not been available to businesses on narrower streets where 'A' Boards have been treated as an obstruction. It is considered that a "zero tolerance" approach would create a more level playing field by removing any perceived advantages of 'A' Boards currently enjoyed only by those who use them on wider streets.

ISSUES TO CONSIDER IN ENFORCEMENT

Current arrangements for compliance

30. The Street Environment Officers (SEO), within Cleansing Services are responsible for monitoring compliance with the above highway legislation. Currently the SEOs use a set of 'A' board guidelines which follow the 'de-minimis' rule to ensure that 'A' boards do not significantly obstruct the highway. These stipulate a minimum width of 2 metres of available footpath which allows users to pass and re-pass on the highway. This width is an 'ideal minimum width' quoted within the industry. The guidelines prescribe a number of other criteria to ensure 'A' boards are not

an obstruction on the highway and aid the safe management of street furniture. A copy of these can be found in Appendix 4.

31. The current approach to enforcement of 'A' boards is that the SEOs do not aggressively target businesses using 'A' boards. However, when a complaint is received, SEOs will investigate using the above guidelines. If the business does not or cannot comply then they are asked to remove it. Failure to do so will result in the SEO removing it in accordance with the relevant highway legislation procedures.
32. These actions are taken using the highway legislation only, treating the 'A' board as an obstruction and not making any judgement about the display. The impact on amenity can only be considered by the local planning authority..

The impact of applying a de-minimis rule.

33. An assessment of the City's Street Asset Register suggests that some 302 streets have footpaths measuring 3m or more wide, out of the 752 recorded. This equated to 40% of the City's footpaths where, under highway legislation, and if the de-minimis rule is applied, 'A' boards could be considered 'acceptable'. The remaining 60% of the footpaths would be managed/ enforced through Highway obstruction legislation.

Conclusion

34. In conclusion, whilst it is recognised that some traders consider 'A' Boards important to their business the boards are becoming more problematic and the City has seen continued complaints relating to them. The City has sought to apply principles in design to maintain a clear street environment when developing new projects, as has been shown with the Cheapside redevelopment and with new initiatives such as the introduction of restrictions on when waste bags can be placed on the highway by means of the Time Banding Policy. These measures go to reinforce the need to keep the footpaths free from obstructions and clutter.
35. The City must also plan for the ongoing growth in population with more than 400,000 people predicted to be competing on a daily basis for the use of the footpaths to move around the City.
36. In the light of incrementally increasing demand for footway space it is considered that 'A' Boards can reasonably be considered to cause obstruction to free passage. As such it is considered appropriate to revise the current approach to 'A' Boards whereby those on wide footways have been tolerated and not generally subject to enforcement action.
37. It may be argued that allowing some 'A' boards disadvantages some businesses located in the narrower streets and lanes and does not create a level playing field for businesses to operate and compete.
38. Through the Mayor of London's strategies TfL have adopted a zero tolerance to 'A' boards on their 'prestige footways' which include streets within the City.

39. Momentum is growing with other London boroughs either adopting a zero tolerance e.g. Royal Borough of Kingston upon Thames or considering moving to this position.
40. The GLA funded TravelWatch group are actively championing to clear London streets of obstructions and clutter which is supported by the RNIB.
41. Given the above, whilst officers would ordinarily wish to accommodate those traders wanting to use 'A' Boards it is considered a revised approach is necessary whereby: (i) unauthorised 'A' Boards on the public highway will be regarded as giving rise to a highway obstruction, (ii) those responsible for displaying the 'A' Boards will be asked to remove them, and (iii) persistent offenders will risk prosecution.
42. This would be subject to publicity first being undertaken to raise awareness and understanding amongst those using 'A' Boards in line with the City's agreed enforcement policy approach.

Implications and implementation

43. Implementing the recommended revised approach is likely to be very challenging and in part unpopular amongst those that have used 'A' Boards for some time. It would therefore require careful communication with possibly a transition period of education and engagement to help support businesses to understand the reasons for this approach before any enforcement is taken. A similar approach was adopted for the introduction of the Time Banding Scheme restricting when bagged waste can be put out on the highway. This approach was generally successful. This could be undertaken by the Street Enforcement team within the Cleansing Services as they already monitor the City streets for compliance under the highway regulatory framework. It is proposed to prepare a Guidance Note for interested parties which can be circulated and placed on the City's web-site.
44. These principles are broadly in-line with the City's enforcement policy, education, engagement, support and only enforcement as a last resort.

Financial and HR Implications

45. There may be additional training required for the officers responsible for monitoring and enforcing compliance of all of the relevant legislation and policies.

Legal Implications

46. There will need to be a review of the delegated authority of officers who manage and enforce compliance to ensure that appropriate officers have the correct powers.
47. All other legal implications are contained in the body of the report.

Property Implications

48. None

Strategic Implications

- 49. SA1 - To support and promote The City as the world leader in international finance and business services. Creating clean and attractive city environment to attract businesses.
- 50. SA2 - 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.
- 51. SA3 - To provide valued services to London and the nation.

Contact:

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The voice of transport users

Inclusive streets

TfL schedule of prestige footways with „zero tolerance“ for „A“ Boards.
A zero tolerance approach to advertising boards on these roads was agreed in November 2011 by TfL's Surface Transport Panel:

A200 Tooley Street

A200 Duke Street Hill

A 3 London Bridge

A3 King William Street

A10 Bishopsgate

A10 Gracechurch Street

A501 City Road (Moorefield Eye Hospital approaches)

A3211 Upper Thames Street

A3211 Lower Thames Street

A3211 Byward Street

A3211 Tower Hill

A4 Knightsbridge

A4 Cromwell Road

A4 Cromwell Gardens

A4 Thurloe Place

A4 Brompton Road

A3211 Victoria Embankment

The following have been described as additional areas to be covered.

Already Established

Bishopsgate/Gracechurch Street

Brompton Road
Victoria Embankment
Tooley Street

City of London

Kensington and Chelsea
Westminster
Southwark

In Progress (i.e. prior to May 2013)

Stoke Newington High Street
Nags Head
Clapham High Street
Borough High Street
Balham High Road

Hackney

Islington
Lambeth
Southwark
Wandsworth

May 2013 Rollout

Camden High Street
Edgware Road
Whitechapel Road

Camden
Westminster
Tower Hamlets

September 2013 Rollout

Finchley Road
Earls Court Road
Kingsland High Street
Upper Street
Streatham High Road
Peckham High Street
Tooting High Street
Wandsworth High Street

Camden
Kensington & Chelsea
Hackney
Islington
Lambeth
Southwark
Wandsworth
Wandsworth

Appendix 3

The City as a Local Planning Authority

1. The City is the Local Planning Authority and has responsibility for planning policy and planning decisions the consideration of these policies in relation to advertising on City streets is important in developing our approach to 'A' Boards..
2. The installation and display of advertisements is controlled by the Town & Country Planning (Control of Advertisements) Regulations 2007.
3. An 'A' board on the public highway requires Express Consent under these Regulations. Subject to certain size and other conditions, an 'A' Board on private land (e.g. on a private forecourt) has Deemed Consent under these regulations and would not require the local planning authority's approval.
4. In making a decision on an application for Express Consent the Regulations require that the Local Planning Authority exercises its powers in the interests of amenity and public safety, taking account of the development plan and any other material considerations.
5. Planning policies have been developed to frame the City's planning decisions. These include policies to improve and maintain the quality of the City's environment and space for people to move around. The details of the relevant policy guidance of; The City's Core Strategy, section 3, Design, sections 3.10.3 and 3.10.4. The Core Strategic Policy CS10 and the Draft Local Plan policy DM 10.6 for advertisements Paragraph 3.10.32 and 3.10.33.
6. Under these regulations an application for Express Consent to display an 'A' board would need to be considered on an individual basis and considered on a case by case basis. Such displays are likely to be resisted, but the City would need to demonstrate that the proposed display would be detrimental to amenity or public safety. The impact of one 'A' board may not be detrimental to amenity in an appropriate location but the combined impact of a proliferation of 'A' boards in one street or location may be.
7. Where Express Consent is refused there is a right of appeal to the Secretary of State.
8. The Town & Country Planning (Control of Advertisements) Regulations 2007 provides the Local Planning Authority the powers to enable the discontinuance of the display of an unauthorised 'A' board where it is expedient to do so. There is a right of appeal to the Secretary of State against a discontinuance notice.

The City's Core Strategy states in section 3, Design,

3.10.3 - Outdoor advertising has a strong impact on the appearance of buildings, the street scene and in particular the historic environment. The City's approach to the control of advertisements in terms of size, location and illumination is restrained to safeguard the high quality of the City's environment.

3.10.4 The City has a large workforce whose numbers are expected to grow substantially. Most journeys within the Square Mile are on foot and this movement is particularly high during morning and evening peak times. Despite redevelopment throughout its history, the City has retained much of its dense street pattern, which provides convenient walking routes and allows for a high degree of pedestrian permeability. At the same time, the pattern of narrow streets and alleyways poses challenges in terms of accessibility, way-finding, safety and increased pressure on the pedestrian environment. The City has numerous small open spaces, which provide valuable amenities, and many are of historic importance. The location and design of these small spaces requires innovative and sensitive solutions which respect their settings and create high quality, accessible areas for all the City's communities. The City's streets also provide space for public enjoyment, and the City Corporation has an extensive programme of street scene projects to improve the quality, sustainability, inclusivity and amenity of the public realm.

Core Strategic Policy CS10 is:

To promote a high standard and sustainable design of buildings, streets and spaces, having regard to their surroundings and the character of the City and creating an inclusive and attractive environment, by:

- Requiring the design and management of buildings, streets and spaces to provide for the access needs of all the City's communities, including the particular needs of disabled people.*
- Ensuring that signs and advertisements respect the restrained character of the City.*

Draft Local Plan policy DM 10.6 Advertisements is:

- To encourage a high standard of design and a restrained amount of advertising in keeping with the character of the City.*
- To resist excessive or obtrusive advertising, inappropriate illuminated signs and the display of advertisements above ground floor level.*

Paragraph 3.10.32 states:

"In order to protect and enhance the dignified character of the City's streets, the Corporation considers that advertising material should be restrained in quantity and form. It has for many years sought to exercise careful control over the display of advertisements and will seek improvements where appropriate. The City Corporation will exercise advertisement control having regard to the need to maintain visual amenity and public safety".

Paragraph 3.10.33 states:

Advertising hoardings and advertisements on street furniture will not normally be permitted as these detract from the restrained character of the City.



CITY OF LONDON A-BOARDS GUIDANCE

Section 149 Highways Act (1980)

A-Boards placed on the footway are subject to the following conditions;

- Must be overall a maximum of 1200mm High X 800mm Wide x 500mm Base/Footprint
- Only one A-Board per business
- Footpath must have a minimum residual width (width of footpath not obstructed by A Board) of 2.0 metres left for the passage of pedestrians
- Must be placed against your building/business
- Must not cause an obstruction to pedestrians
- Must be placed on straight sight lines and not on any curved angles along the building line
- Rotating or swinging banner type signs are not permitted
- Boards must not be fixed or attached to any street furniture (lamp poles, sign posts etc.)
- All boards must be taken in/removed from the footpath when the business is closed

**A-BOARDS THAT DO NOT CONFORM TO THE ABOVE REQUIREMENTS WILL
BE REMOVED WITHOUT NOTICE BY CITY OF LONDON STREET
ENVIRONMENT OFFICERS**

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