

Report – Planning and Transportation Committee

City Cluster Vision – A framework for enabling growth

To be presented on Thursday, 23rd May 2019

*To the Right Honourable The Lord Mayor, Aldermen and Commons
of the City of London in Common Council assembled.*

SUMMARY

This report recommends the adoption of the City Cluster Vision, which is a framework for the transformation of the streets and spaces over the next ten years, in order to successfully manage the projected growth within the Cluster.

The development of the framework has been a collaboration between the City, local businesses, owners and representatives from the City Property Association, the City Architecture Forum and the local Wards. The proposals will help deliver the aims of the City's Transport Strategy and the emerging Local Plan.

A comprehensive public consultation on the proposals was carried out over summer 2018. Over 300 responses were received which revealed widespread public support and further details are set out in this report. The document has been amended to reflect the consultation responses where possible and an outline delivery plan produced which proposes phased implementation, to be coordinated with development.

In the context of the fundamental review of projects and services within the Corporation, Members are asked to note that a significant proportion of the cost of implementing this Vision will be funded locally through area-specific TfL grants, S106 and S278 Agreements as part of specific mitigation measures to accommodate development and growth. The majority of Phase One and Two will be funded in this way.

The full document and a copy of the consultation report are available in the Members Reading Room and on the website [here](#).

RECOMMENDATIONS

Members are asked to adopt the City Cluster Vision as a framework for the transformation of the streets and public realm in the area over the next 10 years.

MAIN REPORT

Background

1. The City Cluster is world-renowned as the centre of financial and insurance services. It is a rapidly expanding area, with eight tall buildings under construction and more consented. Around 60% of the City's office floorspace growth is expected to be delivered here over the next ten years, providing space for an additional 75,000 to 100,000 extra workers.

2. The development growth within the Cluster brings with it increased demands on the streets and public realm, not only in terms of essential space for movement and function but also the need to provide a high-quality environment that is commensurate with the status of the area. Were the Corporation not to respond to these challenges, the existing over-crowded streets and spaces will fail to cope with the increased numbers, resulting in road safety risks and also reputational risk to the City Corporation as a key supporter of the business City.
3. The City Cluster Vision has been developed to address the issues and pressures in the area and is intended to serve as a framework for the delivery of changes to the streets and public realm in order to accommodate the unprecedented growth over the next ten years, helping to deliver the aims of the Transport Strategy and the emerging Local Plan. The goal is to deliver a world-class public realm that supports the Cluster as a thriving place to work and visit.
4. The key Vision Objectives are as follows:
 - Enable positive growth: To ensure the streets and spaces function well and respond to change
 - Enrich the sense of place: To provide healthy and characterful spaces
 - Create a world-class destination: To create a smart and vibrant environment that strengthens the area's unique offer
5. To ensure that the focus of the framework is in line with corporate objectives and local needs, it has been developed by means of a two-stage process, as follows:
 - **Stage 1** was completed and presented to Members through an update report in July 2017. It included the following elements:
 - An urban design analysis of the area identifying main issues, drivers for change and opportunity areas.
 - Targeted consultation and workshops with key stakeholders and City officers.
 - Definition of the draft vision, aspirations and objectives.
 - **Stage 2** included the following elements:
 - Developing site specific proposals for public realm enhancements
 - Identifying opportunities for cross-cutting initiatives such as culture and art, smart and digital solutions.
 - Carrying out a comprehensive public consultation exercise on the proposals, undertaken in summer 2018, approved by Members through a pre-consultation report in May 2018.
 - Amendments to the document to ensure alignment with the Transport Strategy and emerging Local Plan and the addition of a delivery plan to reflect feedback received.
6. An essential element in developing the framework has been the collaborative approach undertaken with stakeholders, particularly the City Property

Association, The City Architecture Forum and the Lime Street and Bishopsgate Wards.

Public Consultation

7. The public consultation was carried out over summer 2018 using a variety of engagement methods as follows:
 - Tailored digital consultation platform:
 - In total 315 responses to the online survey were received.
 - Digital platform: www.easternclusterarea.london
 - Printed information brochure; copies were available in local libraries and Guildhall receptions.
 - Consultation drop-in sessions: A total of 6 sessions were organised.
 - Meetings with key stakeholders, building tenants and occupiers in the area. Including Bishopsgate Ward stakeholder meeting and Leadenhall Market.
 - Engagement and collaboration with The City Architecture Forum (CAF) and The City Property Association (CPA).
 - Formal written representations were received; 21 letters in total.
 - The City Centre; A series of events and talks were organised over the summer
 - On-street surveys to capture the views of City workers

Summary of feedback

8. A detailed public consultation summary report has been produced which is available in the Members reading room and in the website [here](#).
9. The proposals received widespread support, with an average of 83% of respondents supporting specific schemes, including options for more radical approaches, including timed street closures. From an analysis of the responses, key themes have been identified as follows:

- **Delivery of an improved walking environment**

There was significant support for pedestrian priority initiatives which will accommodate increasing numbers of people, whilst considering other road users including cyclists, and the needs of local businesses. A flexible approach to street enhancements is required, to enable the area to continue to flourish as a business, visitor, and cultural destination. In summary the following principles were widely supported:

- The consideration of widening of footways to accommodate pedestrians.
- The introduction of raised carriageways areas and the introduction of high-quality materials.

- The provision and improvement of secondary and alternative pedestrian routes to take pressure off of the busiest streets and improve the walking environment.
- The evaluation of radical solutions, including pedestrianisation of key routes to deliver a fit for purpose urban environment.

- **Radical change implemented within shorter timeframes**

Stakeholders expressed the desire for the City to deliver improvements over shorter periods of time. The trialling of innovative solutions was supported as a mechanism to deliver change quickly and inform long-term solutions. Trials, experiments and the introduction of greenery (including temporary greening) were seen as initiatives to deliver an attractive and positive environment, whilst enabling the area to secure its position as world class businesses and visitor destination.

- **Rebalancing streets to reflect user needs**

A re-balancing of street capacity was widely supported throughout the consultation, with the long-term aim of providing more space for pedestrians, reducing motorised traffic, and introducing pedestrian priority areas, in line with the Transport Strategy. In principle, the introduction of consolidated services and deliveries was supported and seen as a positive step forward to ensure the area is resilient and can accommodate the projected increase in daytime population. Smart solutions to deliver the vision should be explored in collaboration with local stakeholders to ensure that proposals are suitably flexible and enable the area to continue to operate. In summary the following three principles were widely supported:

- The consideration of timed vehicle closures at peak times
- The introduction of traffic calming measures, to reduce vehicle dominance and improve pedestrian safety and flows.
- The introduction of alternative security measures to provide integrated HVM solutions.
- Impacts upon construction logistics, servicing needs and local deliveries to be considered.

- **Streets and spaces are vibrant, attractive and green**

The introduction of greenery was by far the most popular proposal that was consulted on. People really want to see streets, spaces and buildings made as green as possible to deliver healthy places. The provision of well-designed and welcoming public spaces, which are enhanced by cultural amenities, spaces for agile working and variety of use were considered of upmost importance to enable the long-term sustainable growth of the Cluster, and to cater for a diverse and discerning working and visitor population.

10. Some changes were made to the draft document in response to the consultation.

Proposed Delivery Plan

11. The Vision framework is proposed to be delivered in three Phases over a period of approximately 10 years. Delivery is to be coordinated with development, to ensure changes are targeted at those areas in greatest need. These Phases are indicative at this stage and may need to change depending the progress of developments and the outcomes of the Healthy Streets Plan for the area.

Phase One

Phase One includes:

- Existing live projects such as the S278 works in association with 22 Bishopsgate and 150 Bishopsgate.
- A Healthy Streets Plan will be developed for the area which will set out traffic management measures necessary to implement the functional change to how streets are used and enable the delivery of the changes to look and feel of the streets, through greening and public realm changes. Security measures will be part of the plans. Work will include traffic modelling and feasibility assessment to enable implementation.
- Implementation of the first elements of the Greening and Activation programmes which includes experiments and trials, to test the effectiveness of timed closures and interventions such as parklets and rain gardens ahead of permanent implementation as a later phase.

This Phase is proposed to be fully funded from existing S106 receipts, S278 payments and TfL funds, including the 'Liveable Neighbourhoods' grant which is confirmed.

Phase Two

Phase Two includes:

- Changes to key streets such as St Mary Axe and Leadenhall Street, in order to positively accommodate growth associated with development, including options for timed closures, footway widening and planting;
- Improvements to Old Broad Street and Wormwood Street, associated with the completion of Crossrail;
- A continuation of the activation and greening programmes, including the transformation of existing green spaces in the area such as Jubilee Gardens.

This Phase is proposed to be primarily funded from S278 payments which could potentially be pooled, alongside existing S106 receipts, TfL and CIL.

Phase Three

Phase Three includes:

- Changes to streets such as Fenchurch Street, Bevis Marks and the Creechurch Lane area in order to positively accommodate growth associated with development;
- Further greening in the area;
- Establishment of the activation programme, ideally led by occupiers and developers, potentially via a BID or similar arrangement.

This Phase is proposed to be primarily funded from S278 payments which could potentially be pooled, alongside existing S106 receipts, TfL, CIL and private contributions.

Bishopsgate

12. The area is immediately bordered by Bishopsgate (A10) which is part of the TLRN. The work undertaken in the Healthy Streets Plan will assist in discussions with TfL on how best to manage and provide for the changing transport needs in the area and the interface with Bishopsgate.

Financial Implications

13. A summary of the expenditure to date is included in Appendix 1. There is an underspend of £89,896 the majority of which was intended to be used on Traffic Studies that would test the viability of the proposals. However, following the production of the Transport Strategy, it is now proposed to produce a 'Healthy Streets Plan' for the area which will test the feasibility and set out traffic management measures which are necessary to implement the functional change to how streets are used and to enable the public realm and transport improvements in the Vision. Work will include traffic modelling, feasibility assessment and engagement with stakeholders. This essentially will include the same tasks as the Traffic Studies whilst ensuring the scheme concepts are aligned with the new Transport Strategy. It is proposed that the underspend is utilised for this purpose, however, this is subject to a holistic review of remaining S106 funds to be reported to Committees separately in the near future.
14. A number of funding sources have been identified for the delivery of the proposals, including S.106, S.278, CIL, and TfL. A bid for TfL 'Liveable Neighbourhood' funding was made in the summer 2018 and in March 2019 it was announced that the City had been successful in securing £3.3 million additional funding over 4 years. This bid needs to be match funded, for 2019/20. We have allocated £25,000 from LIP, the remaining funding for this Healthy Streets Plan will contribute to this financial year match funding. Future years are subject to further committee approval.

Corporate and Strategic Implications

15. The City Cluster Vision and Healthy Streets Plan will directly deliver against the following Corporate Plan outcomes:
 - Corporate outcome 1 – People are safe and feel safe – the City Cluster Vision will reduce traffic on streets at the busiest times and locations within the area and routes to Liverpool Street and Fenchurch Street stations; measures will reduce traffic related collisions and injuries and by giving more space to people walking, allow them to feel more comfortable and safer.

- Corporate outcome 9 - A city that is physically well-connected and responsive – the City Cluster Vision is enabling the increase in capacity at Crossrail Stations and at Bank underground by addressing capacity and safety on the walking routes and junctions to this part of the City, with more space for people and a higher quality public realm.
 - Corporate outcome 11 - A city that has clean air, land and water – the City Cluster Healthy Streets Plan will include a zero emission zone for traffic entering this area, therefore directly reducing vehicle related air pollution.
 - Corporate outcome 12 - Spaces which are secure, resilient and well-maintained. The City Cluster Vision will deliver improvements in the public realm including further greening, also incorporating resilience against the impact of extreme weather. Security measures will be part of the Healthy Streets Plan to mitigate risk from 'hostile' vehicles and other security threats.
16. The City Cluster Vision also directly supports the following Corporate Plan outcomes:
- Outcome 2 – People enjoy good health and wellbeing.
 - Outcome 5 – Businesses are trusted and socially and environmentally responsible.
 - Outcome 7 – We are a global hub for innovation in finance and professional services, commerce and culture.
 - Outcome 8 – We have access to the skills and talent we need.
 - Outcome 10 – We inspire enterprise, excellence, creativity and collaboration.
17. The Transport Strategy sets out proposed policies and measures which will directly support the Corporate Strategy outcomes. The City Cluster Vision will deliver specific proposals of the Transport Strategy and contribute to wider area transport benefits, of reduction in road danger, reduced traffic volumes and less air pollution.
18. The City Cluster Vision will help to deliver the objectives of the City's Cultural Strategy (2018-22) and emerging Visitor Strategy, particularly through the implementation of the 'Activation Programme' to transform the City Cluster into a world-class destination.
19. The implementation of the City Cluster Vision will assist with the mitigation of key Corporate risks, including:
- Loss of support for the Business City
 - Air Quality
 - Road Safety
 - Operational Security

Conclusion

20. It is recommended that the City Cluster Vision is adopted as a framework for changes to the streets and public realm in order to accommodate the unprecedented growth in the area over the next ten years, helping to deliver the aims of the Transport Strategy and the emerging Local Plan.

Appendices

- Appendix 1 – Spend to date
- Appendix 2 – City Cluster Vision document and consultation report (available on request and online [here](#))

All of which we submit to the judgement of this Honourable Court.

DATED this 30th day of April 2019.

SIGNED on behalf of the Committee.

Alastair Michael Moss, Deputy
Chairman, Planning & Transportation Committee