

Committee(s): Streets and Walkways Sub – For Information Projects Sub – For Information Open Spaces Committee - For information	Date(s): 29 April 2021 17 May 2021 27 April 2021
Subject: City Cluster Area – programme update Unique Project Identifier: City Cluster and Fenchurch Healthy Streets Plan - 12071 City Cluster Vision Phase One - 12072	Public
Report of: Director of the Built Environment	For Information
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Summary

This report provides an update on the City Cluster delivery framework, which is structured around three programmes and focused on the implementation of the City Cluster Vision. In addition, the work supports objectives set out in the Transport Strategy, Climate Action Strategy, Commerce and Culture Taskforce and Recovery Taskforce.

The three City Cluster Vision programmes are:

- Programme 1) Pedestrian priority and traffic reduction,
- Programme 2) Wellbeing and Climate Change Resilience, and
- Programme 3) Activation and Engagement

In the current context of the City recovering from the pandemic, it is important to progress these programmes, which will help to deliver an outstanding environment and improve the way that streets and spaces can support the local economy. These programmes also include measures that will begin to improve the environmental resilience of the public realm, addressing climate impacts in the coming years. To that end, further work on Programmes 2 and 3 has been completed and the results are being presented to this Committee via accompanying Gateway reports. A report on Programme 1 will also be presented to Committees later this year.

All programmes have been progressed following engagement with stakeholders, incorporating detailed feedback from the EC business partnership and to ensure alignment with the objectives of the Commerce and Culture and Recovery Task Forces and other key corporate priorities.

A revised overall budget is set out in the Appendix and more detail, including a funding strategy for the three years of programme delivery, is provided in the separate gateway reports on this committee agenda.

Recommendation

Members are asked to:

1. Note the progress update report.

Main report

Background

1. The City Cluster Vision was adopted by Committees in May 2019 and provides a framework for the transformation of the public realm of the area. The City Cluster Area delivery plan was approved by committees in July 2020 and divided the implementation of the Vision into three programmes, as follows 1) Pedestrian priority and traffic reduction, 2) Wellbeing and Climate Change Resilience, and 3) Activation and Engagement.
2. A Gateway 3 report on the Wellbeing and Climate Change Resilience programme was also approved in July 2020. This report outlined the objectives of the programme which included the consideration of sustainable urban drainage systems, increased provision of greenery throughout the area, and the improvement of existing public spaces.
3. The City's Covid-19 response (Phase 1-2-3) were delivered across the Square Mile. In the case of the City Cluster, measures included additional space for cycling and walking to facilitate social distancing, along with prioritisation of space for people walking and cycling on key streets. Planning and Transportation Committee approved a report in April 2021 that restrictions will remain in place in the short term on Leadenhall Street, St Mary Axe and Lime Street. These measures will be subject to a further period of stakeholder engagement, data monitoring and Equalities Analysis before reports to members for a decision on whether to retain these in the longer term or not.
4. In addition to the above, measures to provide additional space for seating alongside greening, Covid response Phase 3, have also been delivered across the City. Works have been implemented in the City Cluster on Creechurch Lane and Philpot Lane, with further potential sites being evaluated by officers, in discussion with stakeholders.
5. Officers have developed the work in close collaboration with other CoL departments and the EC Partnership (emerging Business Improvement District). Regular updates have been provided throughout the process to ensure the scope of the programmes is in line with their objectives, particularly considering impacts of the pandemic on the local area.
6. The recent work from the City's Recovery Task Force has also been fundamental to the scope and implementation of the programmes.

The Recovery Task force focuses on three dimensions:

- i. World-class business ecosystem (i.e. thriving businesses with innovation and growth opportunities)
- ii. Vibrant offer (retail, hospitality, culture, heritage and recreation)
- iii. Outstanding environments (i.e. the right workspaces, environment, and infrastructure).

The following extract from the Recovery Task Force report is of particular relevance:

“The City’s streets, gardens and public spaces will be attractive places to spend time. We will accelerate our plans to rebalance vehicle use, prioritise walking, enable cycling, improve air quality and provide more public space. The experience of

travelling through and spending time in the Square Mile must be world class, for the benefit of residents, visitors and workers alike.”

Progress to date

7. The development of the programme has been impacted by Covid-19 restrictions and the need to review the content considering the current situation. The development of Programme 3 – Activation and Engagement was delayed due to the level of uncertainty of the impacts of the pandemic. In addition, further work has been done to align the programme objectives with the recently adopted Climate Action Strategy and the City’s Recovery Taskforce objectives. A summary of the status of each programme is included below:

8. **Pedestrian priority and traffic reduction programme:**

- City Cluster Area Healthy Streets Plan (in progress, expected completion July 2021): This plan will evaluate the feasibility of proposals in the City Cluster Vision in terms of traffic impact and traffic management measures that are required in order to deliver transformational change. It will also set out a proposed delivery plan for the implementation of the proposals.
- Covid recovery Phase 1-2 measures: The traffic restrictions and street changes in the following streets (See table 1) will be maintained and reviewed for the short term with a decision to be taken on whether to retain them for a longer period of time following further stakeholder engagement, data analysis and Equalities Assessment. This may result in changes to the restrictions which are currently in place relating to timings and traffic mixes. If recommended to retain any longer term these would be under Experimental Traffic Orders and subject to a more in depth period of monitoring and public consultation. Further information can be found in the Gateway 6 report, Covid-19 Recovery Phase 1-2, submitted to Committees (April 2021).
- In regards to St Mary Axe, a timed closure experiment was previously seeking Gateway 5 approval to implement a timed closure to all motor vehicles during the morning and evening peak periods by July 2020. The development of this experiment was paused while the temporary scheme was implemented on St Mary Axe as part of the COVID-19 transportation response, with timed access restrictions (7am - 7pm) aligned with that of the overall programme for ease of understanding. The COVID-19 transportation response project has now been closed but the temporary measure is being retained while further work is undertaken in the coming months to progress a scheme into an Experimental Traffic Order. Engagement with local stakeholders will be undertaken to decide on which traffic restrictions will be implemented for the experiment.

Table 1. Covid Recovery Phase 1-2 measures in the City Cluster	
Fenchurch Street	- Small areas of footway widening.
Leadenhall Street	- Point “no entry” except buses, cycles, emergency services, local authority services and London Buses incident response unit.

Lime Street	- Extend existing “No motor vehicles” restriction to 7am – 7pm Monday to Friday.
St Mary Axe	- “No motor vehicles” restriction (Monday to Friday between 7am – 7pm) except vehicles accessing off street premises, for refuse collection, emergency services and local authority service vehicles. - Parking bays removed. - Pedestrian priority signage.

9. **Well-being and Climate Change resilience programme** (A Gateway 4 report is also on this committee agenda for Decision):

The content of this programme for the next 3 years (2021-2024) has been organised into three key areas of work (see table 2) and has been developed in collaboration with the Department of Open Spaces and Climate Action Strategy lead officers and local stakeholders. The programme has been expanded and accelerated to reflect the needs of stakeholders and respond to the objectives of the Climate Action Strategy and Recovery Taskforce.

Improvement to existing public spaces	The Cluster currently contains very few public spaces to rest and spend time in and many existing spaces are dated or in need of enhancement. Considering the current health crisis, the provision of high-quality public spaces is paramount to supporting safe social interaction and City recovery. Designs have been developed for St Helen’s Bishopsgate churchyard, St Andrew Undershaft churchyard and Jubilee Gardens.
Green Streets:	Greening interventions have a positive impact on the environment as well as the physical and mental wellbeing of people. Opportunities have been identified that will seek to address the need for green infrastructure and will build upon the measures delivered as part of the Covid-19 response strategy.
Climate Change resilience response	The implementation and assessment of two pilot projects to deliver sustainable drainage systems (SuDS) proposals in Bevis Marks-Dukes Place and Houndsditch (vicinity of Jubilee Gardens), along with planting of climate resilient tree species across the area is proposed. Further opportunities will be identified as the Climate Action Strategy programmes inform future projects.

10. In addition to the above projects, St Botolph Bishopsgate Churchyard has been identified as a high priority Churchyard in need of improvement and with serious issues of antisocial behaviour. An Issues report is due to be submitted which will outline next

steps to improve this space. In addition, further public realm and greening improvements have been identified for Eastcheap, Philpot Lane and St Peter Upon Cornhill Churchyard in discussion with the EC Partnership, which require further evaluation and will be presented to Members in due course.

11. Activation and Engagement programme (A Gateway 3 report on this programme is also on this committee agenda for Decision):

This programme has been aligned with the City’s Recovery Taskforce and Commerce and Culture Taskforce objectives and actions. Priority has been given to the delivery of activities and installations that will support the return to work and promote the area as a destination. The programme will be focussed around three themes (see table 3 below) and has been developed in collaboration with the EC Partnership, and the City’s Visitor and Destination team, and other nearby cultural institutions, to capitalise on the collaborative networks already in place and build an impactful programme which is tailored to the area’s unique character.

Table 3. Activation and Engagement programme 2021-2024	
Urban greening and healthy spaces.	Advocating the importance of welcoming spaces to contribute to social wellbeing and aid the recovery of the City. Installations will include temporary interventions in areas where longer term change is restricted by development activity, alongside events that focus on outdoor exercise.
Business support and cultural partnerships	Innovative programme in collaboration with cultural institutions to attract visitors and workers into the area, building on the success of Sculpture in the City and promoting the areas’ architectural qualities. There will be a strong focus on reviving retail areas and supporting business needs as the recovery continues, in collaboration with the EC Partnership.
Place activation and installations	Engagement with workers and visitors to encourage public participation through a tailored offer of activities. Promoting the area as destination beyond the “working week” and welcoming a diverse range of visitors. Opportunities will include outdoor activities such as music, performance and food events. Promoting the areas’ public spaces, unique built environment and rooftop gardens, which are a key destination in the City Cluster.

12. There are number of existing public realm and highway improvement projects in the City Cluster, which are primarily funded via S106 and S278 agreements which have continued to be progressed. These are as follows:

- 22 Bishopsgate public realm scheme – In progress, completion expected May 2021.
- 150 Bishopsgate public realm scheme - In progress, completion expected summer 2021

- 1 Leadenhall Street S278 works – Detailed design stage with agreement expected to be signed in summer 2021.
- 6-8 Bishopsgate S278 works - Detailed design stage and agreement expected to be signed in 2022.
- 80 Fenchurch St – Completed. Gateway 6 approved, February 2021.
- Eastern Cluster wider security scheme – update expected July 2021.

13. Annual programme reports will continue to be submitted to Committees and individual Gateway reports will be submitted as projects are developed.

Corporate & Strategic Implications

14. The City Cluster is identified as a Key Area of Change in the draft Local plan. The area will experience the largest increase in working population due to current and projected developments.

15. City of London Corporate plan outcomes of relevance to the City Cluster Vision are as follows:

Corporate Outcome 1 – People are safe and feel safe

Corporate Outcome 2 – People enjoy good health and wellbeing.

Corporate outcome 5 – Businesses are trusted and socially and environmentally responsible.

Corporate outcome 7 – We are a global hub for innovation in finance and professional services, commerce and culture.

Corporate outcome 10 – We inspire enterprise, excellence, creativity and collaboration.

Corporate outcome 9 - A city that is physically well-connected and responsive

Corporate outcome 11 - A city that has clean air, land and water

Corporate outcome 12 - Spaces which are secure, resilient and well-maintained.

16. Transport Strategy – The following outcomes are relevant to the City Cluster work programmes:

Outcomes:

- The Square Mile's streets are great places to walk and spend time.
- Street space is used more efficiently and effectively.
- The Square Mile is accessible to all.
- People using our streets and public spaces are safe and feel safe.
- The Square Mile's air and streets are cleaner and quieter.
- Our street network is resilient to changing circumstances.

17. The City's Recovery Taskforce, key headlines and focus areas relevant to the City Cluster Programmes:

- Vibrant offer (retail, hospitality, culture, tourism) (i.e. what makes it fun and exciting to be here, attracting talent & visitors)

- Execute a marketing campaign and complementary activities programme over 5 years to promote the City as an inclusive and exciting place to be.
 - Enable and animate the City's weekend and night-time offer
 - The City Corporation will help leisure businesses to thrive
- Outstanding environments (i.e. the right workspaces, environment, and infrastructure)
 - Provide new and improved public spaces that include opportunities for culture and exercise, and incorporate seating, greening and climate resilience measures.
 - Accelerate our plans to make our streets more accessible, prioritise people walking and improve the experience of cycling.

18. Culture and Commerce Taskforce key objectives:

- Enable Creative Activation, bringing London alive through creativity
- Facilitate Culture and Commerce Exchange, building skills and knowledge sharing between culture and commerce
- Develop Creative Enterprise Hubs, providing space for cross-sector innovation

Financial implications

19. The programme is proposed to be funded by a variety of sources, including site specific Section 106 contributions, Section 278 payments, CIL contributions (including Neighbourhood CIL), external sources and the Transport for London Liveable Neighbourhoods grant. The Cool Streets and Greening Programme is also an emerging funding source.
20. The current estimated cost of the three programmes (for 2021-2024) is £3.6 - £3.9m, refer to the Appendix for further information. Programmes 2 and 3 have been expanded and accelerated in line with stakeholder expectations to include the enhancement of a number of public spaces, the delivery of climate resilience measures and an ambitious activation programme to aid the City's economic and social recovery post-pandemic. Some of these additional elements are proposed to be funded by stakeholder contributions which are subject to confirmation ahead of the next Gateway, as well as the emerging Cool Streets and Greening programme which is subject to approval.
21. As programmes continue to be developed, the cost ranges will vary depending on the scale of the projects and available funding sources. In particular, there may be scope to secure additional external funds which could deliver further improvements. Officers will work with the Chamberlain's Department to continue to develop the funding strategy.

Legal implications

22. The existing S106 contributions which are proposed to be used to fund the programme are specific to this area, in scope and geography. Section 106 payments made and held for specific purposes must be spent on the purposes for which they are held and in accordance with the City's obligations under the agreement, unless these agreements are specifically re-negotiated with the relevant parties. The TfL funding allocation is also

specific for the area and therefore ring-fenced to be spent in the City Cluster's streets and spaces.

23. Where further consultation is required on individual projects this will be carried out as the project moves forward, in accordance with either the statutory requirements or the principles which guide general consultation.

24. The City published an Infrastructure funding statement annually which includes a statement of the infrastructure projects or types of infrastructure which the City intends will be, or may be, wholly or partly funded by CIL. Where proposals for works within the City Cluster Vision fall within the scope City of London Infrastructure List, CIL funds may be used towards such works.

25. Furthermore, the removal of regulation 123 that restricted pooling of S106 and CIL contributions now allows local authorities to combine CIL and 106 revenues towards the same infrastructure project or item.

Risk Implications

26. The top programme risks are as follows:

Risk	Description	Response
Future funding is not secured.	<p>Funding has been identified to deliver the first 3 years of the programme (2021-2024), although part of this is subject to funding bids being successful. Funding for future years (beyond 2024) is uncertain at present.</p> <p>The TfL liveable neighbourhoods grant is currently on hold due to Covid-19 and further guidance is expected in the coming months.</p>	<p>Additional funding sources are being investigated, including further external contributions. Officers will work closely with the Chamberlains Dept to finalise the detailed funding strategy for the programmes.</p> <p>Officers are working with stakeholders to support the submission of funding bids to support the programmes.</p> <p>Liaison with TfL in relation to their future grants is ongoing.</p>
Delivery timescales are delayed	Projects will need to be coordinated with the on-going developments in the area. This will impose various programme constraints.	On-going communication with developers and contractors is essential, as is the need for flexibility in the programme.
Lack of stakeholder support	The public consultation on the City Cluster Vision and the Transport Strategy highlighted strong overall support to deliver the proposed initiatives.	<p>A communication strategy is in place to ensure stakeholders are consulted at various stages of the projects.</p> <p>The EC Partnership and stakeholders in the Cluster have expressed their support for the programme. Engagement with</p>

		these groups has been maintained and will continue.
<u>Covid-19 risks:</u> Delivery plan requires changes	Due to the impacts of Covid-19 projects have been delayed and updated timescales are yet to be confirmed. It is likely that projects within the delivery plan will continue to be reviewed in line with government advice on restrictions.	The situation is being monitored and the scope of the projects will be evaluated to ensure projects comply with governmental guidance.
Implementation of projects is delayed		

Project delivery

27. The initial set projects are estimated to be delivered over a period of three years, 2021-2024. The programmes are to be coordinated with the developments in the area, taking into account future construction sites and permissions.

Conclusion

28. The City Cluster area delivery plan outlines a framework for the creation of a positive and welcoming street environment to support the City's recovery. The programme will deliver on the objectives of the City's Recovery Taskforces, and ensure the streets and spaces are attractive, safe and inclusive. The ability to place the City Cluster as a destination beyond the working hours, welcoming visitors and workers alike remains a key aim.

Background papers

- City Cluster Area– Updated Delivery Plan approved by:

Planning and Transportation Committee – For decision	Date(s): 14 July 2020
Streets and Walkways Sub – For decision	07 July 2020
Projects Sub – For decision	30 July 2020
Open Spaces Committee - For information	14 July 2020

Appendix:

1. City Cluster Area programme summary funding tables

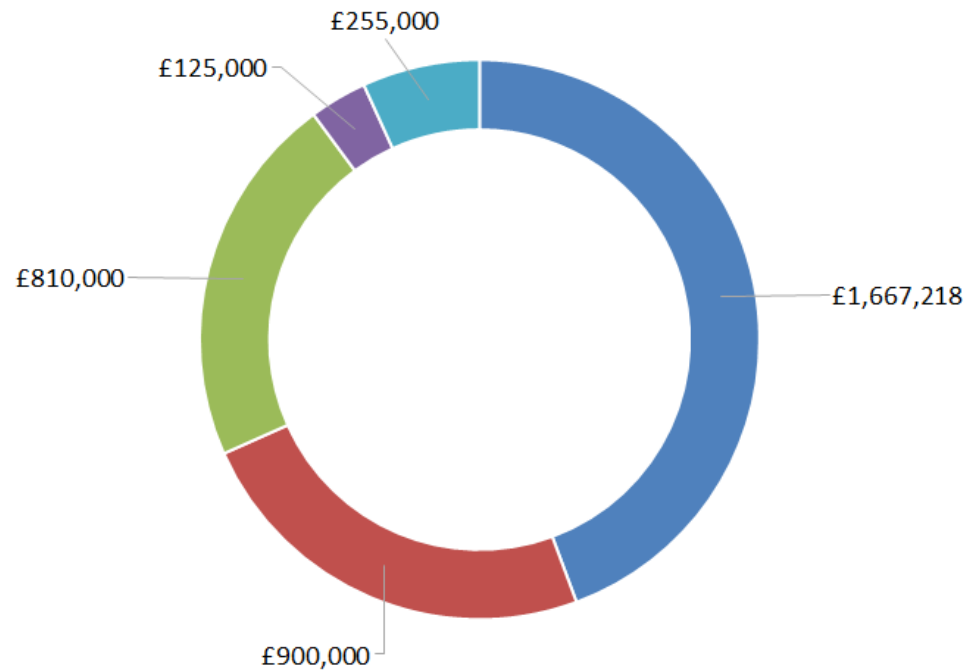
Appendix . Funding tables.

Table 1. Estimated costs 2021-2024

Programme	Indicative Programme Cost range	Funding sources	Notes
Traffic Reduction and Pedestrian priority	£1.4 - £1.5 m	S106	Detailed scope of this programme will be developed following the completion of the Healthy Streets Plan.
		TfL	
		S106 security	
Well-being & Climate change resilience	£1.4 - £1.5 m	External/other	Programme content and funding strategy is described in Gateway 4 report- Well-being and Climate resilience programme also on this agenda For Decision
		S106	
		Cool Streets & greening programme	
		TfL	
Activation and engagement	£600 - £900k	S106	Programme content and detailed funding strategy is described in Gateway 3 report- Activation and Engagement programme also on this agenda For Decision
		External/other	
Total estimated costs *	£3.6 - £3.9 m		
*At this stage costs are indicative and are subject to change as individual programmes are developed and funding sources are confirmed.			

Table 2. Summary indicative funding sources 2021-2024	Total estimated cost
S106 agreements (allocated towards the delivery of the City Cluster Vision programme)	£1,660,000
External contributions (subject to confirmation and neighbourhood CIL bids being determined)	£900,000
TfL (Liveable Neighbourhoods grant)	£810,000
S106 security contributions (from developments in the area)	£125,000
Cool Streets and Greening CAS (subject to approval)	£255,000
TOTAL	£3,750,000*
*At this stage costs are indicative and are subject to change as individual programmes are developed and funding sources are confirmed.	

TABLE 2. Indicative split of funding sources: 2021-2024



- S106 agreements (allocated towards the delivery of the City Cluster Vision programme)
- External contributions (stakeholders and subject to CIL BID being determined)
- TfL (Liveable Neighbourhoods grant)
- S106 security contributions (developments in the area)
- Cool Streets and Greening CAS (subject to approval)