

Committee(s): Culture, Heritage and Libraries – For Information	Dated: 20/11/2023
Subject: Cultural Planning Framework	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	2, 3, 4, 7, 8, 9, 10
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	n/a
What is the source of Funding?	
Has this Funding Source been agreed with the Chamberlain’s Department?	n/a
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Summary

The Cultural Planning Framework (CPF) is being developed as a cross-departmental project to enable the City Corporation to use its planning system to better orchestrate how culture is delivered across the Square Mile by developers of major schemes (1,000 sq. m+).

The CPF aims to create an evidence base and set of recommendations that can underpin the production of new planning guidance for culture that can be introduced to complement the City Plan 2040, and which has the potential to contribute data and content towards any future cultural strategy that the City Corporation may produce in the future. By end of the consultancy that is underway, it will provide:

- a researched spatial/cultural framework;
- guidance to planning officers about what we want from the process, including Culture and Vibrancy Plans and financial contributions;
- clarity and good practice guidance to developers;
- a system for capturing impact and value.

Recommendation(s)

Members are asked to:

- Note the report.

- Endorse the convening of a follow up event, at which the existing consultancy research can be explained in depth, and to which Members from other relevant Committees can be invited.

Main Report

Background

1. 'Cultural planning' can be defined as a process by which a local governing authority develops approaches for enhancing the cultural assets in its area. An established method to help achieve this is to require developers of major real estate schemes (defined as 1,000 sq m+ in the City of London) to commit to the realisation of cultural amenities as part of the planning process, with that requirement set out in policies in their Local Plan. As such, cultural planning can provide an enhanced cultural experience of a place for its residents and visitors while also enabling developers and investors in the built environment to contribute toward the wider life of the City, which in turn may lead to higher returns from investment. This approach is highly significant in the context of Destination City.
2. Deliverables secured through a cultural planning approach can range from new spaces for culture, public artworks, the design of public spaces so they are optimised for cultural activation, re-presentation of heritage assets, partnerships with cultural and community organisations, as well as financial contributions in addition to/in lieu of these.
3. In the context of the CPF, 'culture' is defined as the broad range of activities and facilities which enable vibrant, sustainable creative lives, experiences and environments for City workers, residents and visitors. This includes arts-led creative projects which enhances the distinctive character of an area, and the spaces through which the creative and cultural industries can operate, create, produce, present and develop skills and training.
4. The draft City Plan 2036 (which is being updated) indicates that developers of major schemes should submit cultural plans. Since 2020, developers in the City have submitted over 25 Cultural Plans as part of their planning applications. Engagement between these developers and the City Corporation about the role that major schemes can play in enhancing the Square Mile's cultural offer is encouraging in the context of Destination City.
5. In spring 2023 a consultancy brief for the CPF was created. This aims to significantly consolidate this area of work and address identified gaps in City Corporation knowledge, process and policy. It will provide City Corporation planning officers and developers with clear details of the cultural deliverables we expect to secure through our planning system in support of Destination City.
6. Desired outcomes from the delivery of the CPF are that:

- the City Corporation has a clear process, underpinned by an evidence base, for understanding types of cultural uses it wants to see secured through the planning system in the Square Mile.
 - Officers understand ‘what good looks like’ and can give clear guidance on what kind of contributions to the City’s cultural offer are required from developers through major schemes.
 - the City Corporation can measure and understand the impacts associated with this approach.
 - the City Corporation is set up to achieve greater consistency of approach in this area through the production of Developer Guidance for Culture which will support the City Plan 2040.
 - the CPF’s evidence and recommendations can inform and enhance destination approaches, whether through the Destination City approach or by external bodies such as the BIDs, and further ensure Destination City has a long term and meaningful impact.
7. In securing culture through the planning system, a balance between flexibility and constraints is required in terms of guidance provided to developers. Culture can be an inherently unstable field, with public tastes changing ever quickly. Conversely, it can thrive under spatial and strategic constraints if these are maintained and resourced. The CPF aims to equip City officers and developers alike with a shared understanding of what broad kinds of cultural deliverable are required in the Square Mile, and where. At the same time, it aims to leave space for new or previously marginal ideas to surface, for new creative combinations to be cultivated, and for developers to explore how delivering culture can also benefit their own interests rather than being an imposed ‘add on’.

Current Position

8. In March 2023 Publica Associates Ltd and TJ Culture Ltd were appointed to deliver the CPF. The consultant team commenced work in April delivering against a brief that includes the following components:
- Creation of a set of digital map layers that locate the Square Mile’s cultural assets and ‘cultural contributors’ (including development activity, night-time economy, tourism and residential areas).
 - ‘Character plans’ for the City’s diverse neighbourhoods that identify how cultural planning can support the cultural development of each area towards 2040.
 - A recommended formula to enable negotiations with developers around cultural contributions to be made within a fair and consistent framework.
 - Recommendations as to the structure and components of Cultural Plans that the City Corporation will require in the future.
 - Proposal of a light touch monitoring system to enable measurement and analysis of the impact of cultural planning in the City.
 - Provision of case studies that demonstrate quality and a directory of links to good practice in cultural planning.
 - Engagement with developers to strengthen the case for cultural planning and to ensure that this approach supports industry perceptions of the need to invest in culture to support commercial interests and ESG agendas.

9. The CPF is not of itself a cultural strategy for the City of London but contains elements that might usefully contribute to the development of a cultural strategy in the future. It has not been designed to suggest a City-wide cultural vision or objectives, nor does it propose a timeline for recommended cultural actions. While proactively concerned with putting procedures in place, establishing benchmarks and lifting the quality of practice, the CPF requires developer-led activity on major schemes to deliver the outcomes the CPF envisages. Further, it does not address what kind of cultural provision might be made in parts of the Square Mile that are not subject to development activity; nor how the City Corporation might steward its own property assets – including not least its own major cultural institutions – in support of a City-wide cultural strategy.
10. The CPF can, however, complement a future City cultural strategy by providing spatial analysis of the cultural status and potential of the City's various neighbourhoods, by amassing detailed and quantifiable data locating the City's cultural assets, and by signalling where developer-led cultural activity is likely over the next five years and the forms it will take.
11. The CPF consultancy has been significantly progressed since April with emerging outputs including:
 - a thorough and detailed mapping of the Square Mile's assets nearing completion with data amassed for inclusion in the CityMaps online platform and in Compass, the Planning Division's tool used to inform planning application negotiations.
 - research and development of detailed formulae which can be applied to developer negotiations within a demonstrably fair and consistent framework.
 - feedback from developers and planning agents that broadly recognises this agenda and provides further steer on how to make any new City Corporation policies and processes clear and helpful.
 - recommendations regarding structure and components of Cultural Plans based on an analysis of 20 Cultural Plans submitted to the City Corporation by developers since 2020.
 - outline information on the impact measurement model which combines with existing and planned Destination City and City planning data collection procedures.
 - drafted information on proposed character plans for the City's neighbourhoods with emerging suggestions about what local priorities might be for the next 5 years.
12. With consultant input on the CPF concluding before the end of 2023, it is proposed that, now the research and recommendations have reached a mature stage, an opportunity should be convened at which Members can respond to and input into the detail of the framework.
13. It is anticipated that in spring 2023 the CPF's findings and recommendations will go out to public consultation in the first half of 2024, prior to its formal inclusion as part of the City Plan 2040. The City Plan 2040 is currently scheduled to be completed and made public in 2025; the CPF's recommendations and guidelines

can be used in the City Corporation's negotiations with major scheme developers before that point.

Proposals

14. CHL Committee Members are invited to consider the suggestion of convening a follow up event at which officers and their appointed consultants can share the details of their work on the CPF to date. Given the cross-departmental nature of this initiative, it is suggested that the invitation to engage is extended to Members from the Planning & Transportation and Policy & Resources Committees, so that expertise both in cultural initiatives and in planning policies and processes are represented, allowing for 360-degree feedback to be given.

Corporate & Strategic Implications

Strategic implications – the CPF will provide a significant body of evidence and recommendations towards enhanced processes and impact measurement in support of third-party investment in the City's cultural infrastructure. As such it has the potential to deliver significantly in relation to Destination City and in multiple desired Corporate Plan outcomes, particularly those relating to the quality of public wellbeing and the Square Mile's credentials as a world class centre of cultural excellence and creative innovation.

Financial implications – the CPF has the potential to enable the City Corporation to orchestrate a substantial amount of third party (developer) investment in cultural infrastructure.

Resource implications – it is foreseeable that as the new policies and processes derived from the CPF begin to be routinely applied, additional resource will be required to ensure the City Corporation has the right specialist input available. Staffing and related costs may potentially be externally met from PPA costs.

Legal implications - none

Risk implications - none

Equalities implications – none

Climate implications - none

Security implications - none

Conclusion

A substantial amount of research and recommendations have been compiled to enhance the processes by which the City Corporation secures investment in cultural infrastructure from major scheme developers in the Square Mile. The Cultural Planning Framework has the potential to provide significant clarity and best practice in the joined-up realisation of new cultural infrastructure and amenities in the Square Mile. It can also make significant contributions to a future cultural strategy for the City.

Appendices

None

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