THE CITY CLUSTER VISION

AN EXCEPTIONAL URBAN ENVIRONMENT FOR A THRIVING WORLD-CLASS DESTINATION

2019
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Introduction

The City Cluster comprises an ever densifying and expanding part of the City of London, as evidenced by the ongoing construction of tall architectural towers and an increasing working population which provides a demanding audience on the historic streets and spaces of the Cluster. The public realm must respond to these demands and pressures to enable economic growth and maintain and extend the reputation and attractiveness of the Cluster as a global leader in financial services and reaffirm itself as a destination, both as a workplace and as a cultural attraction beyond the working day. Against this changing backdrop, the public realm must have not only the capacity to accommodate change but also predict and encourage new uses in support of the wider ambitions of the area.

This report has been prepared by Growth Industry landscape architects, who were commissioned by the City of London City Public Realm to develop Stage 2 conceptual design proposals for the future vision and public realm enhancement of the City Cluster. Integral to this process was the support and guidance of the City Property Association, City Architecture Forum and the City of London. The focus of this vision is to identify those areas of change and intervention within the public realm and protect available space, promote new enhanced space and nurture the working and cultural life of the Cluster over the coming years. In order to deliver the aspirations of the vision, a number of public realm enhancement opportunities are identified that will, over the next decade, seek to promote and enhance the public space within the City Cluster. The vision is presented as a series of overarching strategy objectives that then inform specific project opportunities and priorities to be delivered over the coming years. The proposals contained within this vision have been subject to and respond to stakeholder and public consultation undertaken during 2018. An activation programme of experiments, trials and events prepared in parallel by Lacuna, as appointed creative project consultants, will be delivered to reinforce the public realm vision for the area to test innovations, respond to the needs of the area at pace and continue dialogue with stakeholders about the future of the cluster.
Introduction

City of London planning context

The draft City of London Local Plan, called City Plan 2036, sets out the planning policies that will guide future growth and decisions on planning applications for the next 20 years. The plan identifies a number of 'Key Areas of Change', one of which is the City Cluster, within which:

'a number of significant tall buildings are under construction, with further tall buildings permitted but not yet commenced. Employment in the Cluster is expected to nearly double once all current permissions are built and occupied'.

In preparation for this anticipated increase in tall buildings and employment numbers, this vision for the City Cluster outlines a vision, objectives and design proposals to help govern the direction of the public realm in this key area of change in the years to come. The proposals contained within all seek to align with and promote the policies contained within the City Plan 2036.

Other strategic guidance has informed the development of this public realm strategy:

Mayor’s Transport Strategy
Healthy Streets for London
City of London Transport Strategy
City of London Lighting Strategy SPD
City of London Open Spaces SPD
City of London Public realm SPD and Technical Manual
City of London Freight and Servicing SPD
City of London Air Quality SPD

Healthy Streets for London

The Healthy Streets Approach recognises the role that streets play in our daily lives and identifies the urgent need to make our streets more responsive, inviting and supportive of active travel, ‘where walking, cycling and public transport are prioritised to create a healthy city.”

The approach uses 10 evidence-based indicators of what makes streets attractive places as identified on the diagram below. It is intended that many of the proposals contained within this public realm strategy will establish positive measure when assessed against these indicators.

City of London Transport Strategy

May 2019

The public realm proposals within this strategy delivers against the Transport Strategy aspirations and goals in this part of the City of London. The Transport Strategy vision statement aspires to:

‘Streets that inspire and delight, world-class connections and a Square Mile that is accessible to all.’

The Healthy Streets Approach has provided the framework for the Transport Strategy which seeks to place improving people’s health and their experience of using streets at the heart of transport decision making. This vision for the City Cluster acknowledges the coordinated approach required between public realm enhancement and transportation changes in order to achieve many of the shared objectives and rebalance the experience of walking, moving through or spending time within the City Cluster. Strategic proposals contained within the Transport strategy that closely relate to the public realm deliverability include:

• Increasing pedestrian priority streets and improved pedestrian crossings
• Providing more public space and delivering world-class public realm
• Incorporating more greenery into the City’s streets and public spaces
• Reducing rainwater run-off on City street and public realm
• Ensuring street space is used more efficiently and effectively
• Using timed and temporary street closures to help make streets safer and more attractive places to walk, cycle and spend time
• Undertaking traffic management measures through the development of Healthy Streets Plans and targeting Local Zero Emission Zones for City Cluster by 2022
The Cluster today

The City Cluster, extending from Bishopsgate in the west and eastwards along Leadenhall Street and from Liverpool Street in the north to Fenchurch Street in the south, represents in many people’s opinion the epicentre of the City of London. World-renowned as the centre of financial and insurance services, the Cluster continues to evolve and respond to the challenges and climate of the day, as it always has throughout its lifetime from early Roman origins to the contemporary area it is today. The Cluster is open to many new forms of industry and service providers who recognise not only the importance of address but also the distinctiveness of place.

The City of London alongside private landowners manage the streets and spaces beneath and around what are arguably some of the most recognisable and iconic architectural buildings in the world-class city that is London. As such, there is great expectation placed upon these elements of public realm to provide a seamless, welcoming and inspirational urban experience, offering streets and spaces that are safe, memorable and of a quality and capacity to accommodate a growing working and visiting pedestrian population. The Cluster’s public realm is composed of a series of large public spaces, privately accessible open spaces and plazas associated with tall buildings, discrete historic churchyards and distinctive laneways and alleys, as well as a series of skyline roof terraces and viewing platforms. This rich tapestry of streets and spaces provides the template for this vision and its enhancement proposals.
Development change

Built development in the City Cluster covers just under 50% of the area and has evolved into a dense collection, or Cluster, of striking architectural tall buildings, many existing or planned to be over 50 storeys in height. Set against this architectural showpiece are some of the oldest buildings in the City, such as St Helen’s Bishopsgate Church and St Andrew Undershaft Church, protected as Grade I listed buildings of around 1000 years in age. The adjacent diagram highlights those listed buildings which, by virtue of their protected heritage status and townscape contribution, offer a degree of permanence, stature and positive constraint on the adjacent public realm. Their contribution in terms of scale and character to the Cluster is considerable and many such buildings form clearly identifiable destinations in the area eg, Leadenhall Market.

The diagram also highlights the considerable areas of recent and consented built developments that will carefully coexist with the listed buildings in the area. Much of the Cluster has been reinvented since the turn of the century, stemming from and centred around the redesign of the now grade I Listed Lloyds Building at the axis of Leadenhall Street and St Mary Axe-Lime Street in the heart of the Cluster and complemented by the development of 30 St Mary Axe (the Gherkin). Furthermore the built elevations of Bishopsgate, Leadenhall Street, Bevis Marks and Fenchurch Street in particular are set to change dramatically over the coming decade. Greater prominence will be given to the grounding of such tall buildings and their contribution to the public realm. In and amongst this change, the listed churches and their churchyards offer a quiet permanence to the city’s public realm.
Development change

The ever changing nature of built development within the Cluster brings with it increased demands on available pedestrian space, often at the foot of tall buildings. A number of recent and consented developments will deliver better connected ground floor open space that is publicly accessible and will offer an enhanced high quality public realm experience in the form of:

- **New publicly accessible open spaces and plazas**, supported by active ground floor activities
- **New destination roof top experiences**
- **The design of new or historic connections** allowing good permeability and chance interactions along colonnades, cut-throughs and covered walkways

![Existing gallery space, 122 Leadenhall Street](image1)

![Proposed ground floor atrium and streetscape, 22 Bishopsgate](image2)

![Proposed St Helens Square, 1 Undershaft](image3)

![Proposed 1 Bishopsgate Plaza, 110 Bishopsgate](image4)

![Proposed public realm associated with the Tulip, 20 Bury Street](image5)

![The Garden at 120, Roof terrace, 10 Fenchurch Avenue](image6)

![Covered walkway with interactive artwork, 10 Fenchurch Avenue](image7)

![Existing Skygarden roof terrace](image8)

Fig. Recent and proposed groundfloor and rooftop publicly accessible open spaces arising from new development within the City Cluster
Pedestrian movement

It is predicted that pedestrian numbers will increase over the next 5-10 years with:

- The arrival of Crossrail (at Liverpool Street), and
- The development of a number of significant tall buildings within the Cluster

In the rush hour peaks, pedestrian volume is predicted to increase by over 1000 movements per hour on the following streets:

1. Bishopsgate
2. Camomile Street
3. Bevis Marks
4. St Mary Axe
5. Leadenhall Street

Predicted increase in pedestrian movement:
(Figures from Fluid Architects Stage 1 Audit 2017)
Pedestrian comfort

These primary streets of Bishopsgate, Camomile Street, Bevis Marks, St Mary Axe and Leadenhall Street already experience uncomfortable points of congestion and conflict. In order to maintain safe pedestrian movements over the coming few years and provide sufficient space to accommodate the impact of new development, pre-emptive and in some cases radical decisions will need to be made. This may mean that significant increase in footway and/or timed closures of streets width to safely accommodate the expected increased in footfall during busy periods, as highlighted on the adjacent indicative footway sections informed by Transport for London’s level of comfort criteria. The City’s Transport Strategy aims for all pavements to have a minimum pedestrian comfort level of B+. It is recognised that this may not be achievable in the Cluster so a proposed level of C+ is suggested.

Existing congested footway along Bishopsgate

Existing congested footway along Bishopsgate

Existing congested footway along Bishopsgate

B- 15 to 17 ppm
50% Restricted Movement

Existing

D 27 to 35ppm
100% Restricted Movement

Predicted

C+ 18 to 20ppm
59% Restricted Movement

Proposed

Fig. 11. Pedestrian level of comfort criteria summary

Fig. 11. Pedestrian level of comfort criteria summary

Fig. 11. Pedestrian level of comfort criteria summary

Fig. Potential footway width increases to accommodate predicted pedestrian increases
Background reports

Many of the issues highlighted and subsequent design proposals contained within this area enhancement strategy have been informed by a number of reports and consultation events as follows.

Stage 1 Analysis and Stakeholder feedback, carried out during 2017 by Fluid, in collaboration with Arup and Alan Baxter Associates, and capturing a round of stakeholder consultation comments and aspirations affecting the future of the Cluster.

City Cluster: Urban baseline study through pedestrian movement, produced by Space Syntax, June 2017

Experience the City programme, produced by Lacuna October 2018 (see appendix) As part of this Stage 2 vision process, Growth Industry have worked closely with Lac una, as creative project consultants appointed to develop an Activation programme in parallel for the City Cluster. This report integrates many of the activation aspirations which are seen as integral and complementary to any public realm enhancement proposals.
Public Consultation Feedback

Introduction

A public consultation on the draft City Cluster Vision, was undertaken during 2017 and 2018 to inform the development of projects which will result from the vision, and in particular to ensure that the proposals respond to the aspirations of local stakeholders and the projected increases in working population and office development.

It has been estimated that by 2026, an 85% increase in the City’s workforce will take place in the Eastern Cluster, with a predicted day time population of 98,000 people. The vision is intended to serve as a framework for the delivery of public realm enhancements to streets and spaces, aimed at accommodating future growth and will deliver against the aims of the Transport Strategy in this part of the City. The vision’s goal is to deliver an improved, and fit-for-purpose pedestrian environment that responds to the changing demands of the area and delivers a positive pedestrian experience, whilst supporting the City Cluster as a thriving place to work, visit and live.

Public Consultation: process

The public consultation process was structured in two distinct stages:

Stage One (March 2017 – March 2018):

Early engagement was held with key stakeholders and occupiers through a number of workshops and meetings, to shape the vision, objectives and strategy proposals. This initial phase helped to ensure that the resulting project proposals were appropriately focused and prioritised.

Stage Two (March 2018 – October 2018):

Wider public consultation was undertaken with workers, residents, visitors, and occupiers by various methods, to communicate the proposed vision for the area, and gather a broader range of feedback. Responses to the draft vision were generally supportive of the various initiatives intended to provide an improved, functional and high-quality street environment. The following section outlines the themes and comments provided during the consultation period and summarises the results of the survey.
Public Consultation Feedback

The following consultation methods were implemented:

1. Digital consultation platform;
   A webpage was created to consult the public on the proposals. The platform included details on the vision and objectives of the City Cluster Vision and presented concept proposals for the area. Users were invited to complete an on-line survey, to evaluate the level of support for each proposal, and to capture user profiles in the area (age, gender, purpose of visiting the area, concerns). The platform was intended to reach a wider audience, and to obtain feedback from a broad range of user profiles.

2. Information brochure;
   A printed leaflet containing details of the consultation process and project proposals was produced, and distributed amongst City of London libraries, The City Centre and Guildhall receptions.

3. Consultation drop-in sessions;
   A total of 6 sessions were organised by the City Public Realm Team, giving local stakeholders the opportunity to meet face-to-face with City representatives, ask questions about the vision, and to provide feedback. These sessions were facilitated by local building owners including 122 Leadenhall Street and Leadenhall Market.

4. Meetings with key stakeholders and occupiers in the area;
   A number of meetings were held throughout the consultation period to present the vision proposals, and discuss specific objectives set out in the document. Sessions were held in various locations within the City Cluster, including the following:

   - Meeting with tenants and building representatives from 30 St Mary Axe (10 July 2018); City of London officers presented an overview of the strategy to the tenant representatives and discussed project opportunities. (25 attendees)

   - Bishopsgate Ward stakeholder meeting (21 September 2018); In collaboration with Bishopsgate local Councillors, a lunchtime session was organised to engage with occupiers and building owners in the Bishopsgate Area. The meeting provided an overview of the City Cluster Vision and the Vision and Objectives of the Transport Strategy. (55 Attendees)

5. The City Architecture Forum (CAF) and The City Property Association (CPA):
   Engagement with these groups is on-going, to ensure that the strategy responds to the needs of the local community and reflects the aspirations of stakeholders.

   - www.cityarchitectureforum.org
   - www.citypropertyassociation.com

   A breakfast seminar was also organised jointly with The City Property Association;

   - City Property Association – Seminar (17 July 2018); This event featured a panel discussion, in addition to presenting the proposals to CPA members.

6. Formal written representations;
   In total 21 formal written responses were received from occupiers and building owners in the area. A summary of the key points raised is included in this document.

7. The City Centre;
   A series of events and talks were organised over the summer (July-August 2018) to share the details of the vision with the public and promote the public consultation exercise.

8. On-street surveys;
   The project team collaborated with Living Streets to consult the public on the proposals. On-street pedestrian surveys were undertaken in August to gather feedback from the local workforce in the City Cluster.

Public consultation website: www.easternclusterarea.london
Public Consultation: -Activation Programme initiatives-

The public consultation exercise confirmed that local businesses strongly supported the vision for the area and various project initiatives. The consultation reinforced the local support for an activation programme as part of the vision, in particular for activities and innovative temporary interventions and events.

In summary, the following key aspects were raised:

- Support was expressed for an activation programme which is tailored to the specific needs of the area’s daytime population that would bring people together, breaking barriers ‘between buildings’.

- It was expressed that an activation programme was essential for the area to remain competitive as a world class destination and to support the changing trends in user demographics towards a more diverse workforce and a growing numbers of businesses and workers from a non-financial background, especially technology.

- Stakeholders have great expectations that an activation programme that would include a variety of experiences and innovative solutions to transform the streets and spaces. Technology enabled communication tools were seen as key to deliver successful engagement programmes.

What would contribute to a better experience in using the City Streets and public spaces?

**QUESTION 7**

- More Greenery and planting: 254
- Alternative pedestrian routes which are pleasant quiet and signposted: 220
- Designated pedestrian only areas: 208
- More seating and shelter: 183
- Outdoor food & drink offer and lunchtime: 140
- On street activities such as cultural events music art installations community engagement: 125
Public Consultation
Executive summary

The City’s vision for the area was regarded as ambitious, and also generally supported. The need to create a truly inclusive and healthy environment, which fosters social resilience and supports businesses, was identified as a key driver for change in the area. Proposals should support the interests of a diverse local user group, and aim to ensure that the Cluster remains a vibrant, dynamic and well-functioning neighbourhood.

Concept proposals should be responsive to the changing needs of the local community, and new methods should be trialled to verify they are achieving the desired outcomes, before being made permanent or rolled out.

Overall, the following four themes were widely supported by the local community.

A detailed public consultation report is available at www.cityoflondon.gov.uk

Delivery of an improved walking environment

Overall 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 three 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 evaluation of radical solutions, including pedestrianisation or timed closures of key routes to deliver a fit-for-purpose urban environment.

Rebalancing streets to reflect user needs

Rebalancing of street capacity was widely supported throughout the consultation, with the long-term aim of providing more space for pedestrians, by means of reducing vehicles and introducing pedestrian priority areas. In principle, the introduction of consolidated servicing 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 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 solution.

Radical change implemented within shorter timeframes

The trialling of innovative solutions was supported as a mechanism to deliver change and inform long term solutions. The overarching ambitions to improve the area were widely supported, and stakeholders expressed the desire for the City to deliver improvements over shorter periods of time. Activation projects and the introduction of greenery were seen as initiatives to deliver an attractive and positive environment, whilst enabling the area to secure its position as world class business and visitor destination.

Streets and spaces are vibrant, attractive and green

The introduction of greenery, and improvements to secondary routes, were perceived as initiatives that can deliver an improved pedestrian experience and healthy inclusive places. The provision of well-designed and welcoming public spaces, which are enhanced by cultural amenities, provide spaces for agile working and variety of uses to cater for a diverse working/visitor/residential population were strongly supported.
Summary: Future challenges and considerations

The public realm within the City Cluster is expected to accommodate a significant increase in pedestrian numbers over the coming decade which, when combined with more development and changing modes of transport, will greatly affect:

- the daily life and demands of the City’s streets and spaces
- the existing and new movement patterns
- the environmental quality
- the actual and perceived security of these busier spaces
- the ability of the area to accommodate the impact of the development

In summary, the City Cluster faces a number of challenges over the coming years that will be affected by:

- Increased pedestrian movement and working population
- Declining environmental quality and lack of open space
- Changes in development construction, servicing demands and working practice over the coming years

Increased pedestrian movement and working population

More people
The working population is set to increase by around 60-80,000 people over the coming decade, with the arrival of Crossrail at Liverpool Street station bringing more workers in to the Cluster. The strategy will seek to support this increased working population with safer and more accessible footways and open spaces, with better and more logical crossing points and connections.

Increasingly busy streets
Pedestrian footfall is the lifeblood of the City of London, historically offering engagement and interactions supporting the financial and insurance industries. With an increasing pedestrian population, a better balance needs to be found between vehicle and pedestrian space in order to ensure safer footways and crossings points. Such measures will support London’s “Vision Zero” policy which aims to achieve a highway network with no fatalities or serious injuries involving road traffic. Outside the busy working week, the vision should consider measures to maximise the Cluster’s potential to be a destination at weekends.

Declining environmental quality and lack of open space

More precious urban spaces
Urban open spaces form a vital release valve and counterpoint to the busy streets and reinforce the sense of collective community and place within the Cluster. Such spaces will become more pressurised and more precious as a means of open space relief, escapism and enjoyment. Heritage spaces in the form of historic churchyards will continue to co-exist with contemporary architecture and should be enhanced.

Environmental quality
Many of the streets within the Cluster present higher than acceptable air pollutant and contaminant levels which result in poor environmental conditions for pedestrians and cyclists. A significant benefit of adopting the City Cluster Vision would be to achieve air quality improvements, with the perception and quality of spaces increasing through such measures as vehicle restrictions and urban greening initiatives in line with the City’s Transport Strategy and Air Quality Strategy.

Maintaining /Protecting a World Class Destination
The City Cluster is a global destination for business and increasingly for visitors exploring its ever evolving skyline and spaces. It must ensure that the growing expectations from incoming tenants and workers are met, especially where demographics are rapidly changing, in terms of the quality and variety of spaces as well as enhancing the leisure and cultural offer available on site.
Changes in development construction, servicing demands and working practice over the coming years

Flexible streetscape management to enable construction
A flexible approach to the management of streets, including any pedestrian priority streets, should be considered for those streets affected by construction traffic for ongoing and proposed construction sites. Potential temporary opening of such streets where required to manage the impact of construction traffic may need to be considered subject to further project specific requirements.

Flexible working, change in hours and use of spaces
The nature of business and where it takes place is beginning to change with the introduction of new types of building design and meeting spaces, allied with new technologies which allow for different modes and times of working. A new flexibility in external spaces, such as providing the infrastructure to support these new ways of working, to reflect and respond to such changes will ensure the public realm remains attractive and appealing to business activities.

Impact of servicing and delivery vehicles
Critical to the success and efficiency of any urban area, the impact of an increased number of delivery and servicing vehicles on the streets of the Cluster provides an ongoing challenge to the capacity, safety and sense of place. Measures such as consolidation (including ‘virtual consolidation’ of preferred suppliers, bunching orders, and nominated carriers), controlled delivery times and more sustainable modes of transport in the years to come may significantly alter the balance away from congested streets. Any alterations and changes to current delivery practices that would impact existing business deliveries will require careful consideration and further consultations on a case-by-case basis. The implementation of the Transport Strategy and City Cluster Vision will work in tandem to address how these practices might change.
Strategic Vision

“To provide an exceptional urban environment for a thriving world-class destination, where people feel comfortable and safe and the quality of the user experience is paramount.”

By 2029, the City Cluster will offer:

A Pedestrian priority core
celebrating the opportunities for public interaction in the heart of the Cluster through a series of continuous, safe and stimulating public spaces

Better Connections
offering more generous pedestrian space along the major historic streets that pass through the Cluster, supported by wider and more logical crossings as gateway points of entry aiding progression through the Cluster

More Resilient Streets & spaces
that are cleaner, greener, safer, more comfortable and stimulating with enhanced greenery, seasonality, climatic resilience, integrated security measures and more pleasant environment to spend time in

A Place to Gather
with an enhanced public realm offering during the working week and at the weekend, maximising and enhancing existing open spaces and seeking new open space contributions and improvements brought about by new development

A High Quality Activation Programme
that enables workers and visitors to benefit from a broad and varied selection of interventions and activities that test innovations, respond to the needs of the area at pace and continue dialogue with stakeholders about the future of the cluster.
Vision Framework

The vision framework plan outlines how strategic improvements to key streets and spaces will create a better connected, more intuitive and rewarding pedestrian experience throughout the City Cluster.

Old routes are reinforced and new links are forged, regularly punctuated by public spaces that are both contemporary and flexible, as well as intimate and of distinct heritage.

Through reduction or removal of vehicular traffic with timed closures and more logical and generous crossings, proposed public realm enhancements will uplift and unify the character and quality of the streets, lanes and spaces in favour of pedestrian priority. This will deliver a fine and seamless network of high quality public realm that supports the life of the City.

A series of carefully curated cultural temporary interventions will be programmed to run alongside the changes to the physical space helping communicate changes and engage users in an innovative and smart way.

**Streets**
- Major streets to be enhanced
- Existing streets and lanes
- City streets and lanes to be enhanced
- Junction improvements
- Pedestrian crossing improvements
- Future pedestrian connections
- Principal streets for pedestrian priority/public realm enhancements
- Connectivity zone and key transport connections

**Open spaces**
- Existing publicly accessible private space
- Proposed publicly accessible private space
- Existing public space
- Public spaces identified for improvement:
  1. St Helen’s Bishopsgate
  2. St Andrew Undershaft
  3. St Katherine Cree
  4. Jubilee Gardens
  5. Creechurch Lane
  6. St Peter’s Cornhill

Fig. Framework plan
Vision Objectives

Three key overarching objectives identified below inform the vision for the City Cluster and the public realm proposals contained within this report. This City Cluster Vision will focus on a range of opportunities including the flexible use of streetscapes, healthy streets and improved wellbeing, with measures introduced to reduce the impact of climate change, increased capacity for pedestrians and improved cycle infrastructure and the creation of vibrant streets which cater to the changing demographics and working trends, offering integrated innovative solutions and smart technologies.

Enable positive growth

1. To make the public realm function well and be responsive to change.
   1.1 Ensure major routes to stations and key destinations in the City Cluster are able to accommodate the projected increases in pedestrian and cyclist flows. Provide new and enhanced routes for pedestrians.
   1.2 Prioritise pedestrians over vehicles whilst supporting and allowing businesses in the City Cluster to flourish.
   1.3 Increase the amount of public space, and create well-serviced and secure places to support agile working and lifestyle needs
   1.4 Deliver a framework of cultural activities that encourage people to occupy existing and new public spaces

Enrich the sense of place

2. To provide healthy and characterful spaces.
   2.1 Create public places of supreme quality that provide memorable experiences and reflect the status of the area.
   2.2 Reinforce the sense of place by celebrating the area’s diverse character with its unique mix of renowned historic and contemporary architecture.
   2.3 Deliver successful public places that are welcoming, inclusive, safe and positively influence health and wellbeing.
   2.4 Produce site-specific cultural interventions that encourage active engagement and public participation

Create a world-class destination

3. To create a smart and vibrant environment that strengthens the area’s unique offer.
   3.1 Enhance the area’s reputation as a world-class destination and leading centre for business, enriched by an improved culture and leisure offer.
   3.2 Deliver a series of smart innovations that will enable the City Cluster to thrive as a destination for business.
   3.3 Establish a collaborative approach to ensure a high standard of maintenance and coordination of activities and events.
   3.4 Build on the success and reputation of City Cluster cultural initiatives, notably the award-winning Sculpture in the City.
Vision Objectives

A series of area-wide strategic opportunities emerge, informed by the vision objectives as follows:

A Pedestrian priority core

Over the centuries, the historic network of streets and spaces have played a significant role in supporting the economic and commercial lifeblood of the City, none more so that those within the City Cluster. At the historic centre of the Cluster lies the crossroads of Leadenhall Street, St Mary Axe and Lime Street. These streets in particular offer iconic global addresses that are instantly recognisable and commercially attractive today, and as a set of streets regularly frequented by city workers and visitors alike, they engender a collective sense of community at the core of the Cluster today. Their ability to connect and allow for interactions on a regular basis throughout the working day is undiminished and their continued activity and bustle is representative of the success and character of the area.

A core objective of the strategy is to reinforce this important crossroads to enable easier, safer and more responsive interactions between major financial institutions and attractions in the area and define a pedestrian priority core. Major public realm enhancements and pedestrian priority measures are to be focused on the historic routes of Leadenhall Street and St Mary Axe - Lime Street to provide greater pedestrian space, more frequent crossing points and a more active, greener and more social pedestrian realm.

In addition to this key crossroads, the centre of the City Cluster is defined not only by a Cluster of modern tall buildings but also by a series of associated, generously proportioned open spaces that, whilst privately owned and managed, are publicly accessible. Spaces such as St Helens Square (at the foot of 122 Leadenhall Street and 1 Undershaft) and the plaza at the foot of 30 St Mary Axe (The Gherkin) provide the canvas for active and engaging public life to flourish and are supported by a range of social and cultural activities and events.

The strategy acknowledges and supports the important spatial contribution offered by such large, high quality open spaces in terms of outdoor gathering, informal meetings, events and activities alongside the relief provided by greenery within the ever developing Cluster. A series of smaller secondary open spaces in the form of significant heritage churchyards, new public spaces, widened footway setbacks and outdoor layer spaces further enrich this tapestry of open space animation. The strategy seeks to enhance these valuable open spaces further.

Increased Urban Greenery

The presence of street trees and green open spaces within the City Cluster provide a valuable sense of space and act as natural beacons within the ever developing city. These green interventions, increasingly supported by new green roofs, terraces and walls provide vital spaces of relief and ecological connectivity and serve to successfully soften the urban environment, providing a natural human scale.

What is increasingly recognised is the significant role that urban greenery has to play in positive environmental mitigation strategies, in response to and reducing the impact of climate change. Benefits include enhanced local biodiversity and wildlife connectivity, improved air quality, localised wind and solar mitigation and sustainable urban drainage solutions. Evident greening interventions also provide a visible commitment to improving the urban environment for all users and their physical and mental wellbeing, as well as increasing the attractiveness of an address.

A core objective of this strategy is to acknowledge the pivotal role that urban greenery can play in positively transforming the built environment. The strategy will support and identify a range of green infrastructure measures that will aid natural wayfinding, wellbeing, environmental and spatial enhancements.
Vision Objectives

Nurture distinctive quarters

Whilst the primary streets and spaces within the City Cluster convey the majority of pedestrian movements throughout the day, in between these streets are a network of secondary streets, lanes and connective alleyways which provide alternative routes through the Cluster. Two areas of note include Leadenhall Market and the Creechurch area.

A core objective of the strategy is to reinforce these areas and reconnect with the immediate area to provide characterful and connected public realm. The strategy acknowledges the thriving destination of Leadenhall Market and seeks to encourage its activity, events and expansion into adjacent streets to reaffirm this quarter as the principal retail and cultural destination within the Cluster and extend its appeal and capacity for events beyond the working day and into the weekend. Similarly, the potential to nurture and enhance the character and appeal character of Creechurch Lane area into a complementary urban quarter is recognised.

Streets as places

It is clear that the predicted pedestrian increases over the coming decade will exert greater demands on the public realm within the Cluster in terms of pedestrian comfort, safety and capacity, as well as the ability to respond to the multi-layered social and cultural use and demands of such spaces. The Vision identifies a range of public realm enhancements to both streets and spaces that offer a proactive plan for change, pre-empting and guiding development and pedestrian movement changes.

A core tenet of this Vision is to address the imbalance that in the first instance exists between footway and carriageway. Whilst a balance between all users of the streets is required, the changing trends in modes in transport is to be acknowledged in any enhancement proposals to create a flexible, adaptive public realm. This strategy will promote a flexible use of streetscapes, in the interim and permanent scenarios to ensure maximum safe use of the public realm is achieved.

Vibrant Streets

The public realm has a considerable role to play in nurturing the future working and cultural life of the City Cluster, not only in the creation of world-class streets and spaces that will cater for increased numbers of workers and visitors but also in the potential for flexible, outdoor working. High quality animated public space is an increasingly important factor in business retention and investment in the area and opportunities exist to further exploit the potential of outdoor space beyond the significant environmental and social values currently employed.

This Vision seeks to encourage a responsive, adaptable public realm where business activities can exploit an enhanced capacity of the streets and spaces, adding to the sense of place and buzz of the area. Harnessing secure, remote technologies allied with the continued benefits of face-to face interactions naturally extends the working environment beyond the buildings within the Cluster and the public realm will need to respond with increased provision of seating and gathering opportunities, supported by wifi technology.

Animation of the public realm will also be provided through public/private partnership by an activation programme that seeks to celebrate the opportunities for cultural public interaction within the series of continuous, safe and stimulating public spaces of the Cluster.
Streets as Places

The strategy outlines opportunities to rebalance the public realm of the City Cluster to enhance the pedestrian experience and sense of place. Approximately half of the existing dense urban structure is given over to building footprint with limited available open spaces, so design proposals are required to creatively explore the balance between footway and carriageway space in order to realistically increase the safe pedestrian capacity of the streets. A range of options are to be considered to enhance the streetscape within the Cluster as outlined below.

- Footway expansion
- Raised carriageway
- Timed closures / Pedestrian priority
- Street closure / Pedestrianisation

In support of these enhancement options, appropriate cultural activities would be devised to amplify the impact of the positive changes to the physical environment and encourage people to occupy the space temporarily or seasonally, to allow an appreciation and greater understanding of the potential and flexibility of newly created pedestrian space.

Considerations

The selection and application of the most appropriate public realm response is dependent upon a number of considerations as follows:

Pedestrian movements and inclusivity

- Pedestrian density and level of comfort
  A key driver for change is the lack of space on certain footways and the predicted unsafe capacity over the coming years. Footway widths (unimpeded) are to be assessed as well as the provision of alternate or additional routes to relieve pressure on principal streets.

- Pedestrian safety
  The location, status and general busyness of a street, allied with adjacent buildings and attractions, are considerations when reviewing the relative risks posed to pedestrian safety from vehicle borne attack. Streetscape enhancements should consider overall capacity of streets and spaces as safe gathering places. Additionally, furniture elements as integrated, defensive features may be placed not only to deter vehicle movements and reduce speeds, but also to provide elegant, multi-functional furnishing of the street for the benefit of all users.

Vehicular movements

- Traffic movements
  Streets are the primary network for traffic movement throughout the City and any alterations to movement flows and changes need due consideration to be given to the impacts and pressures of any re-routing or impediment to traffic. Highways resilience and the ability to temporarily open/re-open routes may be important. The provision and management of on street parking and pick-up/drop-off bays are often business critical (for disabled users and visitors) and an assessment of the capacity of streets for such access and use will be required.

- Cycle movements
  With a predicted increase in cycle movements, parking and storage, the accommodation of cyclists within the streetscape and their safe coexistence with other road users is increasingly important. Considerations of reduced speed limits, cycle lane designations and surface finishes are required, with cycle courier access maintained for deliveries (including possibly electric assisted bikes).

Heritage and Townscape considerations

The townscape character and quality of a street, its proportions and composition are to be considered when developing enhancement proposals. The grain, alignment, historic material finishes and features as well as historic street names often provide the essential sense of place to be enhanced and interpreted as part of any proposal.

Emergency, Delivery and Servicing access

Any street design must accommodate the spatial and access requirements of the emergency services and avoid cluttering up the streetscape in order to maintain safe clear routes. The frequency and timing of deliveries within the streets presents an ongoing challenge to achieving a balanced pedestrian environment. Considerations for integrated management of such deliveries include footway loading bays and transfer of deliveries to different modes of transport for the last stretch of the delivery route.

Footway expansion - Reclaim the kerbside

As a minimum, enhancements will seek to extend footway space into available carriageway space to ensure a safer and more capacious pedestrian realm is delivered. Any street furniture, tree planting and other public realm elements are to be considered and arranged carefully to not impede pedestrian flows. Footway widening often absorbs delivery loading bays, parking bays and establishes raised pedestrian courtesy crossings to side streets to maintain pedestrian flow along the street. Carriageway definition is maintained by standard high ways asphalt finish and contrasting kerb upstand with pedestrian crossings (controlled /uncontrolled) marked with appropriate tactile warning and signage.

Cheapside - significant footway gains, integrated loading bays and raised crossovers
Raised carriageway

The introduction of a raised carriageway begins to rebalance the street in favour of pedestrians, whilst still allowing vehicular access along a defined carriageway. Raised or paved carriageways are a familiar feature within the smaller streets and historic lanes of the City and their application depends on the level of pedestrian and vehicle intensity allied with available safe width and proportions of a space. The high quality City public realm palette has developed a recognisable design language of contrasting kerbs, in some cases retained and on historic alignment, supported by darker granite setts as flush trim to denote the transition between footway and carriageway. Options exist for different random granite setted colour mixes for carriageways depending upon local context i.e conservation areas. Tactile hazard warning is required at designated crossing but due to the flush nature of the finished surface, general pedestrian movement can occur across the street space. The introduction of bollards requires careful consideration to not add clutter to the space.

Timed Closures / Pedestrian priority

The designation of a timed closure to a street firmly elevates a change in status to that of a pedestrian priority during certain operational hours, whereby vehicles are excluded from entering the street space. Timed closures are often used in conjunction with enhancements such as raised granite carriageways to create a fully expansive traffic-free pedestrian experience. The managed nature of these closures, either through signage and monitoring, or physical retractable/removable barriers, ensures that a flexible approach is taken to the street management, with hours of operation to be agreed to meet the demands of a particular street i.e. frequency of delivery and loading access. The benefits of timed closures within the City Cluster would be to respond to the envisaged increase in pedestrian footfall during the working day and promote opportunities for the flexible use of outdoor space whilst acknowledging the need to reduce and consolidate the frequency and impact of delivery vehicles. Temporary trials can be effective in determining the success and adoptability of a timed closure to any street.

Street Closure / Pedestrianisation

The closure of sections of street present the maximum public realm gains in favour of pedestrians. Dependent upon agreed rerouting or removal of traffic (except emergency vehicle requirements), this approach would provide radical transformation to any streetscape environment and allow such spaces to be furnished and programmed accordingly as effectively pedestrianised public spaces. Such an approach may be considered where the environmental quality, pedestrian safety or settings to significant buildings are being degraded by traffic impacts and density. Temporary closures may be adopted to assess the impact of this approach.

Vienna, Austria

Austin Friars - raised setted carriageway

Wallbrook - timed closure and pedestrian priority

Boltingham, Germany
Greening

Increased greenery is a key objective for the City Cluster and this strategy seeks to actively promote the positive greening of streets and open spaces to provide:

• a cleaner and more resilient urban environment
• an enriched sense of place that is welcoming, pleasant and memorable
• enhancements to the natural charm of heritage spaces such as churchyards
• enhanced natural wayfinding into and around the Cluster, using greenery to act as natural markers and indicators of pause space and enjoyment.
• active participation and immersion in natural spaces

These ambitions for urban greening are outlined in the draft City Plan 2036 which significantly supports the greening of the Cluster and City as a whole by proposing that; “All new developments and refurbishments will be required to include a greening element to the building or public realm to contribute to improving biodiversity, rainwater run-off, air and noise pollution, temperature regulation, and making the City a more visually desirable business location.”

Consultation responses strongly support the need for enhanced greener with comments in alignment with the Healthy Streets approach for London which states that; “Introducing more trees and greenery creates more attractive public spaces, increases biodiversity and helps to mitigate the impacts of air pollution. Greener streets can deliver against all of the Healthy Streets Indicators and can contribute to London’s resilience to the consequences of climate change, such as extreme weather events like flooding and heatwaves.”

Additionally, “creating people-focused streets and public places will contribute to the social and cultural life of the Capital”. Through the implementation of an activation programme through public/private partnership, there is an opportunity to showcase, as well as contextualize, this greening approach for the area with broader considerations around issues of sustainability, ecology, and wellbeing. This could include events ranging from artist interventions and heritage interpretation to workshops and discussions.

The approach to greening for the City Cluster considers a range of natural interventions that seek to address and enhance the character of key routes and spaces as follows:

**Primary pedestrian routes** into and around the Cluster will be assessed for tree planting opportunities and open space enhancements, exploiting footway gains to establish green gateways and routes along pedestrian desire lines. Kerbside greening is to be explored.

**Secondary pedestrian routes** will benefit from regular greening interventions in the form of tree planting, planting beds (where space and pedestrian flows allow) and kerb side greening, to be accompanied with outdoor seating and work stations designed to support more agile, external working environment and cultural activities.

**Tertiary routes and lanes** to promote localised greening opportunities such as kerbside greening and permanent or temporary/seasonal parklets.

A range of greening opportunities to support public realm enhancements may be considered as follows:

• Street tree planting in the form of avenues, localised tree groupings or individual trees of townscape significance
• Sustainable urban drainage systems in the form of rain gardens (to receive surface water runoff in to planting beds)
• Enhanced green open spaces o.g. churchyards and small greens
• Small scale planters and planting beds
• Temporary greening in the form of parklets and kerbside greening, to include pavement build-outs as temporary means to provide additional outdoor space and greening
• Green roofs and roof terraces
• Green walls and screening, including temporary hoarding opportunities during construction

Fig. Examples of recent urban greening within the City Cluster
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An exceptional urban environment for a thriving world-class destination

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Fig. Opportunities for urban greening
Activation

Summary
The Activation Programme which is anticipated to be delivered through public/private partnerships is a series of culture, art and space activation interventions and trials that contribute towards positioning this part of the City as a cultural and visitor destination open to all, building upon the success of the established Sculpture in the City annual programme.

It is proposed that greening, trials to increase pedestrian space and improve safety and an activation programme will be the first elements of the Vision to be implemented. This approach will test innovations, respond to the needs of the area at pace and monitor their impact, understanding how people use the streets and spaces and informing the design development of the next phase of transformation.

Policy Context
The City has adopted a Cultural Strategy (2018-22) which aspires to reposition the City as a world capital for commerce and culture, harnessing the power of arts, heritage, learning and libraries to make the Square Mile far more open, creative, resilient and entrepreneurial. Culture and art are prominent net contributors to the economy of the City and have significant social impact in activating citizenship.

Key objectives from the Cultural Strategy (2018-22) which are relevant to the City Cluster Vision are as follows:

1. Transform the City’s public realm and physical infrastructure, making it a more open, distinct, welcoming and culturally vibrant destination
2. Better promote our world class culture and heritage offer and use our wealth of outdoor spaces to widen its appeal to a more diverse audience, enabling communities in the City and beyond
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Activation

The City has long been recognised as the financial and business district of London and the physical infrastructure of the Square Mile has grown to serve this primary function. However, there is a strong desire today to reposition the City as a centre for both commerce and culture, recognising that the area is also the historic centre of the capital and a vibrant cultural destination. In order to achieve this, there is a need to renew and reconfigure the public realm and make the City more open, welcoming, and conducive to all users’ needs.

Heritage appreciation and archaeology
Group gatherings and cultural placemaking
Immersive arts, theatre and culture
Sculptural tours and appreciation
Performance arts and engagement
Activation

Benchmarking

A benchmarking exercise has been carried out that considers experiences from 12 case studies including other London boroughs as well as international examples to identify opportunities for an activation programme for the Cluster.

Looking at the experiences of the West Kowloon Cultural District in Hong Kong, the Highline in New York and, closer to home, King’s Cross and Borough Market, a number of conclusions were drawn:

• The success of an initiative will strongly depend on building on the strengths and the assets that exist in the area as well as meeting the ambitions of the local stakeholders and audiences
• Projects need to be seen as authentic and coming from credible creatives who are passionate about their work and open to collaborations and outreach
• Investment in cultural activities is required to produce quality offerings with global reach
• An educational focus based on a key theme is important for uptake from curious audiences who want to be informed

Audiences want to be a part of something and actively involved and engaged. They want their culture to be contingent on them, not as consumers but as participants and contributors. In other words, the activity cannot happen without them; the audience are activators rather than passive observers. They make culture happen rather than culture happening to them.
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Activation

Public Consultation

The concept of an activation programme was extremely well-received through the public consultation on the proposals held in summer 2018. City workers, visitors and residents are very positive about street animation, temporary art installations and outdoor programming on a more regular basis in order to add life and interest to the area.

Key feedback was as follows:

- Support for a programme that is tailored to the specific needs of the area’s workers and would bring people together, breaking barriers ‘between buildings’
- Such a programme is essential to the area remaining competitive as a world class destination especially as the demographics of the area continue to change rapidly e.g. a younger and more diverse workforce and growing numbers of businesses and workers from a non-financial background, especially technology.
- Popular activities and interventions include urban gardens, art installations, food and street markets and music, to be programmed preferably around lunchtime and evenings.

Public strongly support the following:

- Music
  - Support: 69%
  - Do not support: 13%
  - Undecided: 18%
- Film
  - Support: 68%
  - Do not support: 12%
  - Undecided: 20%
- Art installation
  - Support: 71%
  - Do not support: 6%
  - Undecided: 23%
- Theatre/performance
  - Support: 62%
  - Do not support: 5%
  - Undecided: 33%

What time of day and week would you like to see these events happening?

- Morning: 3%
- Lunchtime: 42%
- Evenings: 53%
- Weekend: 3%
Activation

Recommendations

The key recommendations are:

Strong leadership and framework
As a new initiative, it is important to establish a solid working framework that ensures an ongoing programme of activities and events in the area. The aspiration is to establish a multi-year programme which would facilitate a deeper level of engagement of local businesses.

Part of the public realm vision
To be effective and enable long term change, the activation programme must be integrated with the overall public realm proposals, so that all initiatives support each other in achieving the vision for the area. This is particularly important for the trialling and testing of new ideas and installations that can lead onto permanent changes.

Culture at your fingertips
Audiences expect culture to be omnipresent and readily available so it is essential that the sites selected are both accessible and also contain the element of surprise, bringing to light spaces that are overlooked or underused. Equally important is that the programme is communicated effectively in particular making the most of new technologies.

An authentic offering
The activities designed must be directed and steered to respond to the immediate and surrounding environment, making the most of the significant assets offered by the history and the present of the area.

Health & Wellbeing
Activation programmes have many spill-over effects, one of which is contributing to health and wellbeing, which is also an area where businesses are increasingly involved as a way to attract and retain talent. This creates a natural meeting point between the public programmes and business initiatives.