



City of Westminster

# Cabinet Report

<b>Decision Maker:</b>	Cabinet
<b>Date:</b>	25 <sup>th</sup> February 2019
<b>Classification:</b>	For General Release
<b>Title:</b>	Oxford Street District – Place Strategy and Delivery Plan Consultation Results and Updated Strategy
<b>Wards Affected:</b>	West End, Bryanston and Dorset Square, Marylebone High Street and Hyde Park
<b>Key Decision:</b>	Yes
<b>Financial Summary</b>	The new Capital Strategy was approved by Council on 7 <sup>th</sup> November 2018 and includes a budget of £150m for the Oxford Street District. Following the approval of the Place Strategy and Delivery Plan as part of this report, a Business Case will be developed providing a detailed rationale for the Council’s £150m investment. This will be presented to Cabinet for approval to spend against this budget allocation on 8 <sup>th</sup> April 2019.
<b>Report of:</b>	Barbara Brownlee, Executive Director, Growth, Planning and Housing Deirdra Armsby, Director of Place Shaping and Town Planning

## 1. Executive Summary

- 1.1 On 25<sup>th</sup> October 2018, Cabinet was presented with a draft Place Strategy and Delivery Plan. Cabinet granted approval for the draft Place Strategy and Delivery Plan to undergo a public consultation exercise, in order to seek support and feedback related to the content of the strategy. The Council then presented the draft strategy to its residents, stakeholders and partners for feedback via a public consultation exercise that took place from 6<sup>th</sup> November to 16<sup>th</sup> December 2018 (inclusive).

- 1.2 The draft Place Strategy promoted a set of 15 overarching place-based principles and 96 projects to help deliver the ambition for the district. The strategy is holistic and ambitious but also deliverable. These place-based projects are specifically aimed at improving and enhancing the whole district, including its residential neighbourhoods, while securing its future as a global destination, with an unrivalled experience and visitor offer.
- 1.3 The consultation exercise employed a number of ways to engage with stakeholders and receive their feedback on the strategy, including: a dedicated website; several consultation events across the district; a pop up exhibition space; and presentations to resident associations and key stakeholders.
- 1.4 Results from the public consultation have confirmed support for the strategy with the majority of respondents supporting the principles. The responses are summarised below with a more detailed report of the consultation analysis available in Appendix A.
- 1.5 The consultation generated the highest number of responses to a Council led consultation exercise. There were a total of 2,154 completed consultation responses. 66% of overall respondents stating they supported the Place Strategy principles with 73% of resident respondents stating they supported the Place Strategy principles. The majority of stakeholders (resident and business groups) responded positively to the strategy.
- 1.6 All of the responses to the consultation have been analysed and in turn have helped to inform the updated Place Strategy and Delivery Plan, which is available in Appendix B.
- 1.7 This report outlines the recommendations for consideration by the Cabinet relating to the recent consultation on the draft Place Strategy and Delivery Plan and seeks approval of the updated Place Strategy and Delivery Plan. It highlights how the Place Strategy can be implemented and outlines current approaches to City Management issues and governance. On approval of the recommendations a business case will be developed to provide justification and approval for the Council's £150m investment into the project. This is expected to be presented to the next Cabinet meeting on 8th April 2019 and will outline where the Council's investment is likely to go and the related delivery implications.

## **2. Recommendations**

- 2.1 This report outlines the results of the public consultation and the changes to the Place Strategy and Delivery Plan for the Oxford Street District; and proposes that the following recommendations are approved:
  - a) That Cabinet acknowledge the results of the public consultation;
  - b) That Cabinet approve the updates to the Place Strategy and Delivery Plan made as a result of the consultation feedback;

- c) That Cabinet note the development of a business case to support the Council's £150m investment which will be presented at the next Cabinet meeting on 8<sup>th</sup> April 2019;
- d) That Cabinet agrees the Governance arrangements for the project and the reporting to monitor progress of the programme's delivery.

### **3. Background, including Policy Context**

#### **Policy Context**

- 3.1 The Policy context relating to this report includes the Council's City for All and City Plan policies. The Place Strategy reflects these policies and will contribute to delivering these over the lifetime of the project for example, the strategy aims to create a city that is healthier and greener which is a theme in the City for All policy. See Appendix C for the relevant policies.
- 3.2 During the development of the Place Strategy we have been fully cognisant of the relevant policy frameworks such as the Mayor's Transport Strategy and TfL's Healthy Streets approach. For example, the Mayor's Transport Strategy promotes active, inclusive and safer travel which is a key aspect of the Place Strategy proposals. A comparison of how the Place Strategy meets these policy frameworks is provided in Appendix D.

#### **Background**

- 3.3 The Oxford Street District is a vibrant and diverse area located in the heart of the West End in the City of Westminster. The district is multi-faceted in its character and combines residential, commercial and retail uses in close proximity to each other. It has a number of attributes that make it successful; however, there are a number of issues that require solutions, if the collective aspiration of the Council and its stakeholders is to be achieved.
- 3.4 In order to maintain the global reputation and status of Oxford Street; and to ensure the long-term success of the district, the council must lead and coordinate the solutions to the challenges and opportunities that it faces. These include the changing nature of retail; the introduction of the Elizabeth Line, estimated to bring a further 1.5 million people to the district every year from its launch; poor air quality; traffic congestion; pedestrian crowding and safety and; specifically how these issues affect residents across the district. Addressing all of these issues is of paramount importance.
- 3.5 Between July and September 2018, the Council undertook a review of the responses from the previous consultations (undertaken in 2017 and 2018). A series of engagement meetings with over 50 stakeholders; including local residents, Ward Councillors, businesses, landowners and other interested parties were also arranged during this period. The knowledge and understanding gained through these exercises and, the analysis of the wealth of existing technical

information have helped to inform the development of the draft Place Strategy and Delivery Plan.

- 3.6 The overall ambition is: to strengthen the world-renowned status of the entire Oxford Street District; to ensure it will be a great place to live, work and visit and; to secure its long-term future.
- 3.7 The Council developed a draft Place Strategy and Delivery Plan for public consultation. The draft Place Strategy promoted a set of 15 overarching place-based principles and 96 projects to help deliver the ambition for the district. These place-based projects are specifically aimed at improving and enhancing the district while securing its future as a global destination, with an unrivalled experience and visitor offer.
- 3.8 The strategy's set of principles, when applied to specific places and locations will help to generate a set of solutions that meet the needs of the local residents and stakeholders. Each principle is designed to add to the character and function of the existing places within the district and help to determine the scope for any new projects. The projects listed in the Place Strategy are based on addressing a range of issues and local ambitions.
- 3.9 During October 2018, Cabinet granted approval for the draft strategy to undergo a public consultation exercise. The consultation took place from 6<sup>th</sup> November to 16<sup>th</sup> December 2018 (inclusive). An overview of the consultation activity is provided in Appendix E. A copy of the consultation survey is available in Appendix F.

### **Results of the Consultation**

- 3.10 An independent firm was commissioned to analyse the consultation results. The analysis was undertaken on three forms of feedback which included:
  - I. Consultation survey (online and paper submissions);
  - II. On street survey (shorter version of the consultation survey which focussed on the level of support for the Place Strategy principles);
  - III. Letters received from stakeholders with additional feedback.
- 3.11 The consultation generated the highest number of responses to a Council led consultation exercise. There were a total of 2,154 completed consultation responses\*. **66% of overall respondents stating they supported the Place Strategy principles with 73% of resident respondents stating they supported the Place Strategy principles.** The majority of stakeholders (resident and business groups) responded positively to the strategy. The full consultation results analysis is included in Appendix A. Outlined below are the headline results.

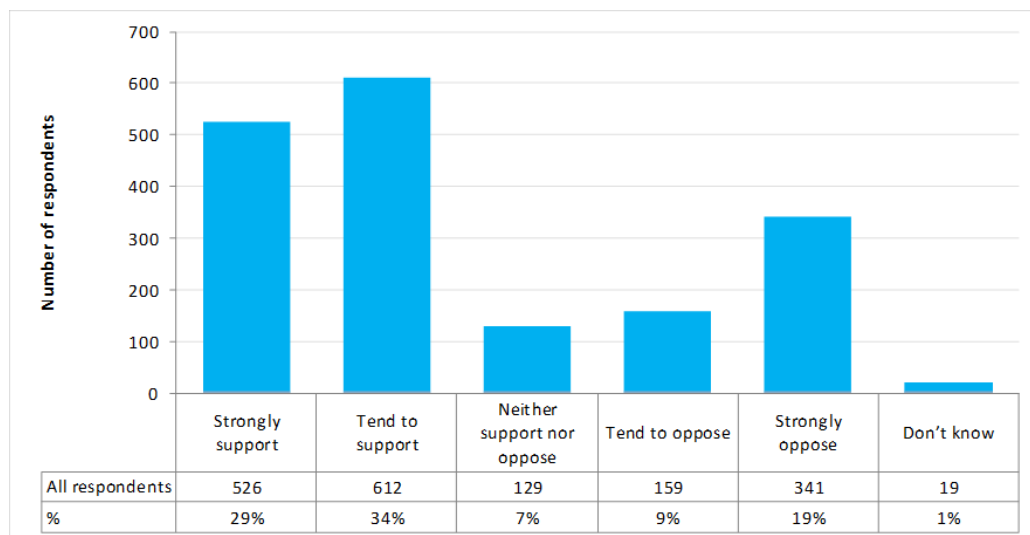
*\* This was comprised of 1,800 consultation surveys as well as 354 on street survey responses.*

- 3.12 **Consultation survey** - 1,800 respondents completed the online survey including local residents, workers, visitors, businesses, stakeholders and campaign groups. Respondents were asked to state the type of respondent they considered themselves to be and were given multiple options for this question, e.g. they could select both 'Westminster resident' and 'District worker'. The sum of the percentages of respondent type therefore totals more than 100% of all respondents. The largest group of respondents were regular visitors to the district (61.1%), followed by residents of Westminster (33.7%) and District workers (20%). Business owners and organisations made up a smaller proportion of respondents.
- 3.13 **On street survey** - 354 respondents participated in the on street survey. Westminster Residents were the largest group that responded to this survey (73%) followed by workers (16%) and visitors (11%).
- 3.14 The consultation exercise has confirmed support for the strategy with the majority of respondents supporting the principles.

### Consultation Survey Results

- 3.15 63% of respondents to the consultation survey stated they strongly supported or tended to support the Place Strategy principles.

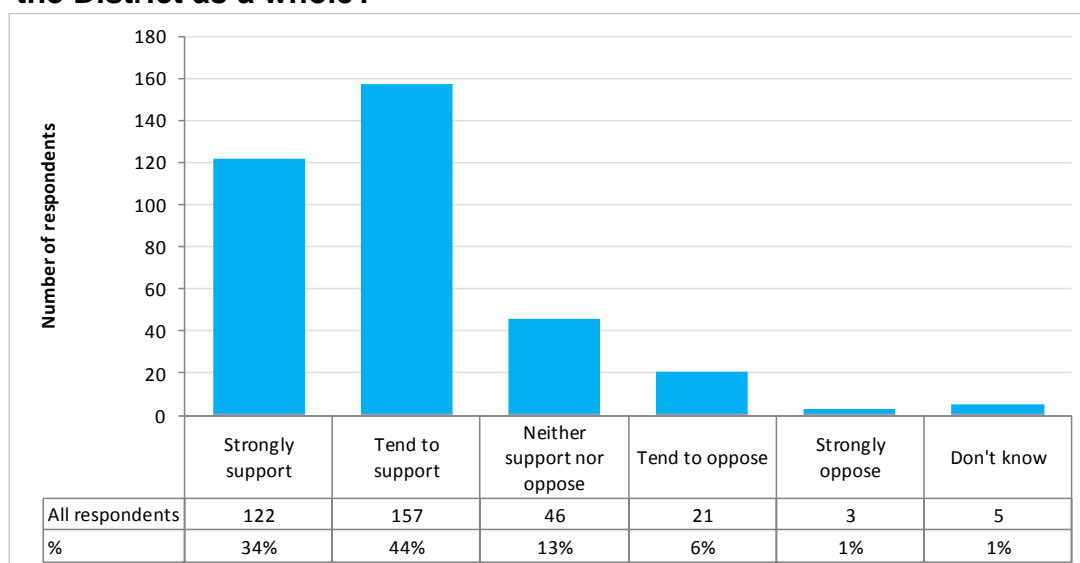
**Figure 1: 'To what extent do you support or oppose the principles outlined in the draft Place Strategy and Delivery Plan?'**



### On Street Survey Results

- 3.16 78% of respondents to the on street survey stated they strongly supported or tended to support the Place Strategy principles.

**Figure 2: ‘To what extent do you support or oppose these principles for the District as a whole?’**



### Stakeholder Letters Received

3.17 65 stakeholders also responded to the consultation via a letter in addition to or instead of the consultation survey. These letters were from a mixture of residents associations, land owners, business representatives and BIDs. The most frequent comments provided in the stakeholder letters are outlined in the below table.

**Table 1: Most frequent comments from stakeholders regarding the Strategy**

Theme	Comment	Count
Traffic management and restrictions	Concern regarding traffic displacement onto surrounding streets	26
Comments on principles	Support for principles in strategy	25
Comment on consultation	Suggest ongoing stakeholder consultation	24
Local businesses and economy	Support diversification in land use on Oxford Street	17
Walking and pedestrian experience	Support for wider footways	17
Buses	Support reduced bus services on Oxford Street	16
Walking and pedestrian experience	Suggest that strategy needs to prioritise pedestrians more	15
Public space	Support for more green space	14
Traffic management and restrictions	Support the use of low or zero emission vehicles	14
Buses	Suggest that buses retain access to Oxford Street	12

Public space	Support for reducing street clutter	12
Traffic management and restrictions	Support greater restrictions to traffic on or around Oxford Street	12
Air quality	Suggest that strategy needs to prioritise air quality more	11
Cycling	Support cycling on Oxford Street	11
Traffic management and restrictions	Concern regarding existing congestion on Oxford Street	11
Traffic management and restrictions	Support 20mph speed limit	11
Walking and pedestrian experience	Concern regarding high pedestrian volumes on Oxford Street from Elizabeth Line	11
General	Support the principle of the strategy but has concerns about specific aspects	10
Local businesses and economy	Suggest greater restrictions on street traders	10
Public space	Support for more street trees	10

### **Additional Comments**

- 3.18 As part of the survey, respondents also had the option to leave comments on the different elements of the strategy, such as wayfinding, materials and lighting as well as any comments on the ideas set out for the different zones.
- 3.19 The number of responses to the optional and very specific questions are generally low, but the feedback received is helpful in identifying issues and opportunities that will be used to inform future detailed technical work, subject to relevant approvals.
- 3.20 The information gathered will be used to inform the development of the projects in the delivery plan. As well as these formal consultations, the City Council will want to maintain an ongoing dialogue with Oxford Street District stakeholders in the development of future plans.
- 3.21 For a full breakdown on the recent consultation results, see Appendix A.

### **Place Strategy and Delivery Plan**

- 3.22 We believe that no other major city has sought to refresh a whole district in such a comprehensive and ambitious fashion. Unlike other parts of the West End, there is fragmented land ownership which is why we are showing the necessary civic leadership in order to set out a unifying vision that can act as a catalyst and drive

improvements on the ground. The highly collaborative approach to the development of the strategy will continue throughout the project's lifetime.

3.23 To achieve the objectives and principles set out in the Place Strategy, 97 projects across 88 streets and spaces have been identified, across nine zones. Some projects will be relatively modest, others are major public realm schemes, all are included for their potential to create meaningful change and their contribution to district-wide improvement. Our strategy proposes the following:

- Major improvements at key locations, including a new public piazza at Oxford Circus and a reinvigorated gateway to the West End at Marble Arch;
- Reduce the width of the carriageway on Oxford Street, widen and declutter footways at key locations to maximise the available space for pedestrians;
- Provide areas to rest with seating and shade, upgrade paving and have a maintenance programme to ensure an accessible and comfortable walking environment;
- Increase the amount of crossing time for pedestrians at each of the pedestrian crossings;
- Introduce measures to calm traffic speed, including a 20mph zone across the district;
- New lighting column for Oxford Street;
- Promote and press for ultra-low and zero emission technology, including buses, taxis and private hire vehicles. Work towards a future where all commercial vehicles that are not zero emission are banned from Oxford Street;
- Work with local stakeholders and logistic companies to consolidate freight movement, servicing and deliveries;
- Provide more street trees and green spaces. Significantly improve the quality of the public spaces on Oxford Street to restore and enhance its character.

3.24 In very busy areas where the widening and decluttering of footways will not fully address safety problems, we will consider restriction or removal of traffic at appropriate times. Streets that are likely to be given pedestrian priority include:

- Oxford Street between John Prince's Street and Regent Street to create a new public piazza;
- Oxford Street between Regent Street and Great Portland Street to create a new public piazza;
- Binney Street – closed to traffic at the northern end;
- Gilbert Street – closed to traffic at the northern end;
- James Street – pedestrian zone at the southern end;



- Davies Street – pedestrian zone at the northern end;
- Harewood Place – part time pedestrian zone;
- Princes Street – closure of the eastern end.

3.25 In addition, there are locations on Oxford Street being considered for a high level of pedestrian priority. This may include the reduction of traffic at critical times of the day. These include:

- Between Duke Street and Orchard Street;
- In the vicinity of Bond Street Underground Station (western ticket hall);
- Between Holles Street and John Princes' Street;
- East of Great Portland Street to Winsley Street;
- East of Soho Street to Tottenham Court Road.

3.26 Where residents and other groups have given some excellent and detailed feedback on some specific locations and issues, this will be used to inform the next detailed and technical design stages, subject to Cabinet approval to move to the next phase. As part of the proposed future governance arrangements, there is a clear commitment to maintain an ongoing and meaningful dialogue with local organisations as the project continues to develop.

### **Responding to the consultation feedback**

3.27 The consultation provided respondents with the opportunity to share additional information to support their response. The open responses have been reviewed by the Council and have helped to inform the changes to the Place Strategy. The strategy has been strengthened through the consultation process.

3.28 Key to the district project's development has been to ensure that as many people as possible can be involved, give their opinions, put forward ideas and contribute to the future changes. From the outset of the development of the strategy the Council have engaged in many meetings with residents and stakeholders, including businesses operating on Oxford Street and across the wider area, talking about the area's complex issues and opportunities and discussing ways to address them, including movement, residential amenity, accessibility, street and environmental management, how retail is evolving (and what is required for successful international retail areas) and principles for the streets and spaces in the delivery plan.

3.29 The public consultation has been an important element in the strategy's development; it provided stakeholders with the opportunity to communicate their views. This feedback has been used to refine the strategy. The most frequent comments provided via the consultation survey, on street survey and the letters were:

- Support for the district wide approach;
- Support for a reduction in traffic and traffic management and for the strategy to strengthen proposals related to this;
- Support for initiatives that would improve air quality and for the strategy to strengthen proposals related to this;
- Support for the Marble Arch project to be more ambitious and a concern that the Marble Arch islands were not a suitable space for a playground in their current form;
- Requests for more detail related to design / traffic management;
- Concerns raised regarding management of the district and requests for more work to be undertaken in relation to district management.

## **Place Strategy Changes in Response to the Consultation**

### **District Wide Approach**

- 3.30 There is broad consensus around the strategy's district wide approach to improve multiple streets and places and for an end-to-end approach to Oxford Street which includes Marble Arch and Tottenham Court Road. Throughout consultation there have been consistent requests for more trees, more planting, better public spaces – which are varied in character to provide for a wide range of ages, to make sure the streets are designed for full accessibility and to address day to day management.

### **Traffic and Air Quality**

- 3.31 Air quality is one of the most important concerns, and there was feedback from the consultation that it was not given enough priority in the strategy. There are also parallel concerns about displacement of vehicles and resultant impact on air quality in surrounding areas. The improvements needed to air quality are urgent and important, and one of the main drivers of this strategy. As a local authority we need to make sure that air quality is improved for all, and across the whole district, limiting displacement through any interventions that are made. There was also feedback from all types of respondents about reducing the number of vehicles in the district. We have strengthened the strategy around both of these issues and they will be key areas of focus in the design and implementation of all of the projects across the district. We will work in close collaboration with TfL and other agencies, on major strategic improvements and projects on these critical issues affecting Central London.

### **Oxford Street's Role as an Important Movement Corridor**

- 3.32 There is strong support for keeping some vehicular movement on Oxford Street, primarily to address major concerns regarding reduced accessibility and traffic displacement. There was some concern that principle 15 – regarding movement through the district was in effect compromising all other principles. This requires clarification – the original principle 'Embrace Oxford Street's role as an important

transport corridor for the West End' was always intended to be a more expansive point – Oxford Street is an important movement corridor for all transport, including pedestrian movement – not only vehicular.

- 3.33 Oxford Street does operate as a significant public transport corridor (both above and below ground) and this has wider impacts outside the area. There are also critical local movements that need to be maintained, some of which to the east directly rely on movement from Oxford Street into surrounding neighbourhoods. Notwithstanding, it is important to clarify that we propose for Oxford Street to have significantly reduced traffic movements and are committed to deliver this via the strategy. Residents have provided feedback direct to officers and members regarding the importance of retaining access to buses on Oxford Street. The project team acknowledge the importance of this key mode of transport while also highlighting there is a need to reduce traffic on Oxford Street to address safety concerns. The project proposes to retain buses operating east-west along Oxford Street but at a reduced volume. This is in line with TfL's recent consultation on a number of changes to the bus network in the district through a variety of consultations. The decisions announced so far result in four routes operating on Oxford Street between Orchard Street and Tottenham Court Road.

### **Delivery Plan - Projects**

- 3.34 Multiple comments received via the consultation requested the detail regarding a number of projects outlined in the delivery plan and presented in the example sites section.
- 3.35 Comments in relation to Marble Arch have been addressed where feedback from across the whole district indicated that including Marble Arch within the strategy is a positive move, but that a more comprehensive proposal should be investigated in collaboration with other stakeholders to create effective and ambitious changes here. Additionally, respondents felt that until longer term changes were implemented, it is unsuitable to suggest a play space here. This has been removed and the focus of new playable spaces will continue to be in the district's other green spaces.
- 3.36 Many respondents were keen to see the next stages of the detail, which will be progressed as the proposals move beyond strategy and into concept design. For example there was a lot of feedback regarding the proposed changes and design of Oxford Circus and some other specific locations. This is the beginning of an ongoing engagement process that will continue as modelling and design work progresses, in zonal working groups and around specific streets, spaces and proposals. There was a lot of detailed and valuable comments and ideas from the consultation for specific issues and spaces that will be directly relevant to the next stages of the design and has been collated for future reference.

3.37 The approach we have taken answers a complex set of urban issues and environmental challenges, reflecting those faced by London as a whole. The strategy sets out an incremental and cumulative approach, now with 97 projects that together form an ambitious proposal for the whole 2km-long district to bring radical and long-lasting change. Some of the projects are modest, some are long held ambitions, many are complex, all are put forward as proposals that will bring meaningful improvement. The Delivery Plan lists all projects and work is underway to schedule how to bring them forward in the most efficient and logical way to keep the area moving and working throughout. This project is multifaceted and ambitious in scale, speed of delivery and the significant improvements it proposes.

### **District Management**

3.38 Feedback provided from the consultation has highlighted issues around management and concerns of the potential for these issues to be exacerbated as a result of the opening of the Elizabeth Line.

3.39 The Council has listened carefully to the community about the current challenges experienced in the district - including issues of waste, cleansing, crime and anti-social behaviour - and understands that delivering a significant improvement to public safety, street management services and highway maintenance are essential to maximising streetscape, public realm improvements and investment.

3.40 Therefore, the Council will be collaborating closely with NVEC and the Police and reviewing what changes can be made to services and policies, in order to design a robust partnership Management Plan that will outline the collective commitments to deliver an ambition of providing world class services to everyone who lives, works and visits the district. Improvements in the district have already begun and include:

- A New Multi-Agency District Team;
- Improved Highways Maintenance;
- An Emerging Street Entertainment Policy;
- Improved Street Cleaning Regime.

Further detail regarding the improved management approach can be found in Appendix G.

3.41 Whilst we have already started to make improvements in the area, all agencies want to be able to deliver much more. The Council is committed to maximising the use of existing resources, utilising technology and influencing the public realm design to ensure efficient maintenance. However, the ambition of world class management is also contingent on additional resources and/or funding and the agencies are working together to identify new opportunities for enhanced funding and resources so that any improvements in management can be sustained.

3.42 It is also recognised that some areas of concern cannot be addressed through an enhanced Management Plan alone. For example, the Council would like to do

more to support rough sleepers find sustainable routes away from the street, and take stronger action against pedicabs who operate dangerously or anti-socially. However, whilst we are able to make some improvement in these areas, the powers currently available to the respective agencies are limiting which in turn limits the ability to effectively sustain longer term improvements in these areas. Our strategy is therefore to continue our lobbying of Government to make the essential changes needed to enable us to improve our response.

Feedback from the consultation has highlighted concerns regarding policing resources and a fear of anti-social and criminal behaviour. The Council supports the work police officers who do a demanding job in the face of diminishing resources. However, there is an increasing concern that there are too few officers now visible on patrol and that the plans to initiate the Tri-borough Basic Command Unit (BCU) arrangements will dilute that presence further. Two Wards alone, the West End and St James, now account for 4.1% of all crime in London. These Wards in particular clearly need a tailored policing approach with greater resources than are currently proposed. The Council will continue to actively lobby the MPS to highlight concerns and to request enhanced Policing resources. The Leader has written to the Metropolitan Police Commissioner specifically on this issue and the Cabinet Member for Public Protection and Licensing has written to local residents' groups and amenity societies to encourage their members to report concerns about low policing numbers to the Deputy Mayor for Policing and Crime and the Deputy Commissioner for the Metropolitan Police.

### **Implementation - Emerging Delivery Programme**

- 3.43 Work is underway via the development of the business case to support and define the Council's investment. Approval regarding the projects that are to be included in phase two and phase three will be provided in the business case that will be presented to Cabinet in April. The emerging programme consists of three phases.
1. Phase one is related to the maintenance works and improvements proposed in advance of the Elizabeth line stations opening to address the potential increase in footfall from these stations (more detail below);
  2. Phase two is in relation to the projects proposed in the Place Strategy that will be funded by the Council;
  3. Phase three is in relation to projects outlined in the delivery plan that will require funding from the private sector.
- 3.44 The following should be noted regarding the phasing and emerging programme:
- Projects proposed for phase two and three could run in parallel but this depends on funding;
  - Outlined below is an update on the progress of phase one and the emerging programme for phase two;
  - The programme will integrate with other public realm projects and work undertaken by third parties in the district. The project team are liaising with these delivery partners and will ensure the high level of coordination continues during all phases of the delivery of the strategy.

## **Implementation - Phase One, Maintenance Improvements**

3.45 Alongside the development of the Place Strategy and Delivery Plan (referred to as phase two) the Council is working on phase one of the Oxford Street District programme. The phase one works will address a number of underlying footway and highway maintenance issues. The two elements of phase one of the Oxford Street District programme are;

1. Oxford Street maintenance works covering: carriageway; drainage; street lighting; signage and; footway condition.
2. Improvements to address the increased number of pedestrians using the street as a result of the opening of the Elizabeth Line stations at Tottenham Court Road and Bond Street. The broader Oxford Street District programme will accommodate the further predicted increases.

See Background Papers for more detail on the phase one works: 'Cabinet Member Report on Oxford Street District - Phase 1'.

3.46 Progress to date includes:

- Refresh of all of the road markings along Oxford Street (Tottenham Court Road to Marble Arch including adjacent crossings and side roads stop lines. Additional safety markings added where missing and conflicting markings removed);
- Utility cover repairs and treatments to 27 covers on Oxford Street at various locations between Tottenham Court Road and Marble Arch;
- Majority of the gullies have been jetted and CCTV surveys undertaken. Repairs requiring deep excavation identified at 6 locations to date along with various minor repairs to be completed as part of phase 1. Compiled information also to inform the phase 2 design;
- Tree pit improvements are taking place as required, 15 completed;
- Footway and carriageway improvements are taking place to address any safety concerns. Northern footway repaving completed between Orchard Street and Duke Street outside Selfridges;
- Footway repaving currently in progress between Park Lane and Duke Street.
- Carriageway (eastbound) resurfacing complete between Poland Street and Wells Street. Kerbside rutting and patch repairs to carriageway completed at various locations;
- Level amendments to kerbs and tactile paving completed at the crossing west of John Princes Street to address ponding and safety concerns;
- Decluttering of redundant street furniture is being undertaken as required alongside relevant footway and lighting improvements;
- Minor defect repairs to lighting columns completed at various locations. Wider electrical asset, lighting survey and modelling in progress;
- Traffic signal timing changes have been implemented at a number of sites to reduce pedestrian delay and improve safety.

3.47 Over the coming months the following works will also be undertaken:

- Footway paving to address any safety concerns raised e.g. trip hazards. The improvements started in the western section of Oxford Street outside Selfridges. The improvements will be undertaken gradually along the street in sections over the coming months;
- Footway widening at three key locations including: outside West One shopping centre, infilling a layby east of Davies Street outside Boots and on the north side of Oxford Street approaching St Giles Circus;
- Changes to traffic signal junctions at Davies Street and St Giles Circus to deliver the footway widening referred to above and improve pedestrian crossing facilities (changes to signal junction designs agreed in principal with TfL subject to final modelling approvals);
- Removal of a bus stop to facilitate footway changes outside of West One (bus stop removal agreed with TfL, process to agree removal of bus shelter underway);
- Carriageway resurfacing including junctions and removal of failing carriageway block paving at crossing points;
- Repairs to utility covers and gullies (damaged gullies replaced with cycle friendly gullies);
- Deep excavation drainage repairs and hopper box removals;
- Footway decluttering;
- Tree pit improvements (various locations);
- Lighting cleaning, ongoing repairs and removal of redundant electrical assets. Lighting upgrade and improvement design and implementation.

In order to deliver this it has been necessary to increase the number of cyclical closures to facilitate these works.

### **Implementation - Phase Two, Place Strategy and Delivery Plan**

3.48 The proposed timetable for the delivery of the Place Strategy and Delivery Plan is outlined below. Note that dates are indicative and are subject to change. The timetable is also subject to approval by Cabinet of this report and the upcoming business case in April.

#### **Indicative Programme**

<b>Project Stage</b>	<b>Dates</b>
Cabinet presented with the results of the consultation and updated Place Strategy and Delivery Plan	25 <sup>th</sup> February 2019
Cabinet business case - £150m investment	8 <sup>th</sup> April 2019
Design development	April 2019 onwards
Stakeholder engagement	April 2019 onwards
Traffic modelling completion	June 2019
Traffic model audit by TfL	July 2019
Traffic Management consultation to commence	September 2019
Phase 2 delivery to commence	Autumn 2019

Please note: there a number of dependencies outlined in the proposed programme such as those related to modelling audit by TfL.

## Programme Governance

3.49 Central to the delivery of the Place Strategy and Delivery Plan is robust programme governance. Outlined below is the current programme governance and some proposed changes that will ensure the programme continues to receive support at a senior level and the momentum required to deliver as planned.

### Existing Governance

<b>Group / Board</b>	<b>Role and level of engagement</b>
Project Board	<p>Weekly project board meetings which are chaired by the Chief Executive and attended by senior responsible officers including the Executive Directors for Growth Planning and Housing and City Management and Communities. The project board:</p> <ul style="list-style-type: none"> <li>• Monitor and approve any changes to the project programme and reports;</li> <li>• Exercise financial authority to support the project;</li> <li>• Review risks, issues and exceptions and determine appropriate course of action based on recommendations from the Project Working Group;</li> <li>• Manage and co-ordinate private sector funding mechanisms;</li> <li>• Review, comment and approve the project business case and economic case for investment;</li> <li>• Regular monitoring of the project budget;</li> <li>• Maintain overview of the communication strategy.</li> </ul>
Cabinet Members Steering Group	<p>Monthly steering group meetings which are chaired by the Cabinet Member for Place Shaping &amp; Planning and attended by the Cabinet Member for Environment and City Management and the Cabinet Member for Economic Development, Education and Skills. The Steering Group:</p> <ul style="list-style-type: none"> <li>• Provide strategic direction for the project including the agreed aspirations and outcomes;</li> <li>• Agree the programme for the project and any significant changes to key milestones;</li> <li>• Make decisions on proposals and agree the strategy for their implementation;</li> <li>• Approve the public realm strategy for the district;</li> <li>• Agree the funding model for the delivery of the project;</li> <li>• Resolve issues that the Project Board were unable to reach consensus on;</li> <li>• Approval of communications strategy and key messaging relating to the project;</li> <li>• Provide direction on possible impact this project may have on other major projects;</li> <li>• Align the strategic plans and processes of their respective departments for the achievement of agreed project outcomes;</li> </ul>



	<ul style="list-style-type: none"> <li>• Provide authorisation to spend against budget (formalised via a Cabinet Member report).</li> </ul>
Ward Members	<ul style="list-style-type: none"> <li>• Bi-monthly updates to the ward members of the affected wards;</li> <li>• Engagement with ward members will continue during the design process.</li> </ul>
Residents, Neighbourhood Forums and Amenity Societies	<ul style="list-style-type: none"> <li>• Regular engagement with stakeholders. Further engagement will be undertaken with stakeholders during the design process to ensure their views are taken on board.</li> </ul>
Stakeholders including BIDs, business representatives and landowners	<ul style="list-style-type: none"> <li>• Regular engagement with stakeholders. Further engagement will be undertaken with stakeholders during the design process to ensure their views are taken on board.</li> </ul>

### **Governance arrangements post business case approval**

3.50 The Oxford Street District programme will continue to have a project board with representation at the most senior officer level in the Council. The Cabinet Member Steering Group will continue to provide strategic advice to the project board and the project working group.

3.51 The positive engagement with key stakeholders including residents, land owners, BIDs and the business community will continue and they will be encouraged to contribute to the design process via working groups that will be setup and will be focused on the projects within zones or groupings of zones that are relevant to them. These zonal working groups would be encouraged to input into the development of the design process. At the early stage of developing these zonal working groups we would need to define the following:

- Role of Cabinet Members in the working groups
- Role of Ward Members in the working groups
- Area covered (zones)
- Funders, stakeholders role / involvement
- Communication during the design and delivery of the projects
- Identify lead officer role and necessary support

Engagement with local stakeholders will take place throughout the design and delivery of the projects.

### **Reporting and approvals**

3.52 The Oxford Street District project will provide six monthly updates to Members on the progress of the delivery of the project. Progress updates by group are outlined as follows:

<b>Group / Board</b>	<b>Frequency of reporting</b>	<b>Topics</b>
Members	Every six months	Progress to date Updated programme of activity Key risks
Cabinet Member Steering Group	Monthly	Progress to date Updated programme of activity Key risks
Project Board	Fortnightly	Progress to date Updated programme of activity Key risks
Ward Members	Quarterly	Progress to date Updated programme of activity Key risks

### **Programme resourcing**

- 3.53 A programme of this scale and ambition requires a dedicated team of resources to manage the programme of activity and ensure successful delivery of the many projects outlined in the strategy. Resources are currently in place to manage the development of the Place Strategy and Delivery Plan but these will need to increase if Cabinet approve the recommendations in this report and the recommendations outlined in the upcoming business case.

## **4. Reason for Decision**

- 4.1 The Council's commitment to the Oxford Street District is to create a long term and ambitious vision for the whole of the district that will strengthen its world-renowned status as a great place to live, work and visit. Its strategy will support the ambition and respond to the big challenges that the district faces, including: a rapidly evolving retail environment; a place that can cater to greater numbers of people; providing more attractions; and for Oxford Street to be a better neighbour to the wider district, including the residential neighbourhoods. In the wake of strong competition from retail hubs like Westfield; online shopping; increased business rates; and interest rates, the retailers and businesses in the district are finding the trading environment very challenging.
- 4.2 One of the reasons for adopting a place-based approach is to ensure that the variety exhibited throughout the district is celebrated and enhanced. The analysis demonstrates the complexity of the district, while the principles and example projects illustrate why a more place specific approach should be taken. This was emphasised during the engagement phase where both residents and key stakeholders reinforced the need for a more localised approach. Consequently, the strategy also pulls together the many ambitions of our stakeholders for their specific areas, including residents associations and neighbourhood forums, and starts to bring these together along with new ideas for the district.

- 4.3 The Council believes that the district would benefit from adopting a place-based approach to determine how to deal with the current and future opportunities and issues. Owing to the complexities of the district, a more responsive approach to developing a range of solutions across the area needs to be adopted. The Council supports the need for a mixed use district and one that places strong emphasis on the amenity of its local residential communities. All this is essential if the district is to continue to thrive. The Council has now developed a Place Strategy and Delivery Plan for the Oxford Street District which has taken on the views of stakeholders via the recent consultation exercise.
- 4.4 The Council recognises that investment in the district is required in order to retain its status as the nation's high street and a world-renowned destination for domestic and international visitors. The coherent and district wide programme will ensure that the Oxford Street District strengthens its reputation. It is also essential that investment helps to improve the liveability of the district and provide a greater amenity for our residents. On 7th November 2018, full Council approved the Capital Strategy including allocation of £150 million towards the delivery of the final adopted Place Strategy and Delivery Plan (subject to approval to spend supported by a business case providing a strong rationale for investment). The Council will take responsibility for delivering an ambitious set of projects that will help to bring about a significant change to counter some of the external factors that the district currently faces. Additional funding to support the delivery of the projects listed in the Place Strategy will be required from external sources.
- 4.5 The updated Place Strategy clearly outlines the rationale for why a place-based approach will achieve both the collective ambition of the Council and its stakeholders, to improve the district and help to ensure its long-term future. Key to this is a set of 15 overarching place principles that will be delivered by the projects listed in the Delivery Plan.
- 4.6 The consultation has confirmed majority support for the principles outlined in the Place Strategy and Delivery Plan. The strategy has been updated to reflect comments and concerns. The recommendations in this report are for the Cabinet to approve the updates to the Place Strategy and Delivery Plan and for the supporting business case to be developed.

## **5. Financial Implications**

### **Capital costs**

- 5.1 The project to date has approval to spend of £5.5m made up of £2.5m for developing the Place Strategy and progressing the scheme to a Business case; and £3m for the delivery of phase one for maintenance and safety related works.
- 5.2 As part of the Oxford Street District Place Strategy and Delivery Plan a number of projects are referenced. It is estimated that the delivery of this district strategy will be approximately £350m however it is important to note that these projects are at varying stages of development with some at an early concept stage, therefore

these costings will continue to be refined, particularly once a contractor is on board (see Cabinet Member Report - Oxford Street District, Procurement Strategy, 16th October 2018).

### **Capital Funding**

- 5.3 The Capital Strategy as approved by full Council on 7th November 2018 included a capital budget allocation for Oxford Street District of £150m (of which the programme has received £2.5m approval to spend). In addition, there is a budget allocation of £3m for Phase 1 works.
- 5.4 This report is seeking approval of the Place Strategy and Delivery Plan. A business case will be developed following this to provide justification and approval for the Council's £150m investment into the project. This is expected to be presented to the next Cabinet meeting on 8th April 2019.
- 5.5 The cost to deliver the full strategy will exceed the Council's budget allocation of £150m therefore funding will need to be secured from external stakeholders to support the delivery of the Place Strategy. Following the approval of the Place Strategy, there will be focus over the coming year on securing funding from external stakeholders to ensure the aspirations of the programme can be fully met.

### **Revenue implications**

- 5.6 There are ongoing revenue costs for the management of the district. The improvements made as outlined at section 3.38 and Appendix G are within the Council's budget allocations. As detailed in this section the ambition of world class management is contingent on additional resources and/or funding and the agencies are working together to identify new opportunities for enhanced funding and resources so that any improvements in management can be sustained.

## **6. Staffing Implications**

- 6.1 Staffing implications will be detailed in the upcoming business case.

## **7. Legal Implications**

- 7.1 The Director of Law has considered the report and does not have any legal comments.

## **8. Consultation**

- 8.1 This item has been a consultation in itself. There has been full and thorough consultation on this item internally and externally to the Council. Consultation has taken place with stakeholders throughout the process including ward members, residents, businesses, land owners and BIDs.

## **Equalities Implications**

8.2 Equalities implications have been considered. There are no equalities implications in relation to this report and the recommendations proposed.

## **Appendices**

Appendix A – Consultation Results and Analysis Report

Appendix B - Updated Place Strategy and Delivery Plan

Appendix C – City for All and City Plan Policies

Appendix D – Relevant Strategies

Appendix E - Consultation Summary

Appendix F – Consultation Survey

Appendix G – District Management

## **Background Papers**

Oxford Street District – Project Approach, Cabinet Report and Decision, 9<sup>th</sup> July 2018.

Cabinet Member Report – Oxford Street Phase 1, 5<sup>th</sup> October 2018.

Cabinet Report – Capital Programme 2019/20 to 2023/24, 15<sup>th</sup> October 2018.

Cabinet Member Report – Oxford Street District, Procurement Strategy, 16<sup>th</sup> October 2018.

Cabinet Report – Oxford Street District, Public Consultation on the Draft Place Strategy and Delivery Plan, 25<sup>th</sup> October 2018.

Capital Programme – November 2018.

<p>For further information regarding this report please contact the Oxford Street District Team on <a href="mailto:oxfordstreetdistrict@westminster.gov.uk">oxfordstreetdistrict@westminster.gov.uk</a></p>
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