



City of Westminster

Cabinet Report

Decision Maker:	Cabinet
Date:	25 th October 2018
Classification:	For General Release
Title:	Oxford Street District – Public Consultation on the Draft Place Strategy and Delivery Plan
Wards Affected:	West End, Bryanston and Dorset Square, Marylebone High Street and Hyde Park
Key Decision:	Yes
Financial Summary	<p>This report seeks approval of expenditure of up to £2.5m capital from an existing Oxford Street/West End budget as per the approved Capital Strategy from March 2018 to progress the project to an Outline Business Case (OBC).</p> <p>The new Capital Strategy – subject to approval by Full Council on 7th November 2018 includes a budget of £150m for Oxford Street District. This relates to the Council's investment in the district and includes a previously approved Oxford Street/West End budget. A full analysis of the capital costs and on-going revenue costs of works to the district will be included as part of the OBC for this project.</p>
Report of:	<p>Barbara Brownlee, Executive Director, Growth, Planning and Housing</p> <p>Deirdra Armsby, Director of Place Shaping and West End Partnership</p>

1. Executive Summary

- 1.1 This report outlines the recommendations for consideration by the Cabinet relating specifically to the endorsement of the draft Place Strategy and Delivery Plan for public consultation from 6th November 2018 and, the approval of £2.5m to support the development of key work streams relating to the Oxford Street District Project.

- 1.2 Oxford Street District is a vibrant and diverse area located in the heart of the City of Westminster and the West End. The District is multi-faceted in its offer and combines both commercial, retail and residential uses in close proximity to each other. It has a number of attributes that make it successful, but alongside this there are a number of issues that require solutions if the collective aspiration of the Council and its stakeholders is going to be achieved.
- 1.3 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. Working with residents, key stakeholders and partners the Council is committed to delivering over 90 projects. These place-based projects are specifically aimed at improving and enhancing the district as a place to live while securing its future as a global destination, with an unrivalled experience and visitor offer.
- 1.4 Cabinet on 9th July 2018, approved the decision to develop a Place Strategy and an associated Delivery Plan for the Oxford Street District that would be informed by the views of residents and key stakeholders and builds on the existing comprehensive technical evidence base.
- 1.5 The Council has now developed a draft Place Strategy and Delivery Plan for public consultation. The draft Strategy promotes a set of 15 overarching place based principles with over 90 suggested projects to help deliver the ambition for District. The Council now wants to present this to its residents, stakeholders and partners for their view as part of a formal public consultation process.
- 1.6 The strategy's set of principles, when applied to specific places will help to generate a set of solutions to 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 project. The projects listed in the draft Place Strategy are based on addressing a range of issues and local ambitions. Subject to the results of the consultation, these projects could be further developed if there is general support for them.
- 1.7 The consultation will include a number of ways to engage and respond to the Council, including a dedicated website, exhibitions and presentations to resident associations and key stakeholders. All responses will help to inform the final Place Strategy and Delivery Plan that will be subject to Cabinet decision in early 2019, with implementation to follow thereafter.

2. Background

- 2.1 Oxford Street welcomes 100m visitors per year and is recognised worldwide as a leading retail destination. It is estimated to generate £13 billion for the national economy by 2021. This is no ordinary high street. It also lies at the heart of a district with some of London's most characterful neighbourhoods that are home to thousands of residents.

- 2.2 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 confront the challenges 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 autumn 2019; poor air quality; congestion; crowding and safety and; specifically how these issues affect residents across the District. Addressing all of these issues is of paramount importance.
- 2.3 It is considered that the street and its' surrounding district requires a comprehensive review to act as a base for any future measures and improvements.
- 2.4 Since July 2018, the Council has been working on the development of a draft Place Strategy and Delivery Plan for the entire district (attached to this report, see appendix 1). If agreed, this will be subject to a public consultation from Tuesday 6th November to Sunday 16th December 2018 (6 weeks).
- 2.5 Between July and September, the Council undertook a review of the responses from the previous consultations 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.
- 2.6 Currently, the Council is working on Phase 1 of the Oxford Street District programme. The Phase 1 works will address a number of underlying footway and highway maintenance issues in readiness for the opening of the Elizabeth Line, now due to open in autumn 2019. The two elements of Phase 1 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.
- 2.7 See Background Papers for the Cabinet Member Report on Oxford Street District - Phase 1.

3. Recommendations

- 3.1 This report sets out the rationale for the public consultation for the Oxford Street District and proposes the following recommendations are approved:

- That Cabinet endorse the draft Place Strategy and Delivery Plan for public consultation commencing on 6th November.
- That Cabinet agree to delegate authority to the Executive Director of Growth, Planning and Housing and the Director of Place Shaping and West End Partnership to approve the final public consultation materials for approval by the Cabinet Member for Place Shaping and Planning.
- That Cabinet approves expenditure of up to £2.5m for the development of the strategy and the project as outlined in section 8 of this report. This will be funded via an Oxford Street/West End budget as per the Capital Strategy approved by Full Council in March 2018.
- That Cabinet approves the re-profiling of the existing Oxford Street/West End budget of £2.5m from 2019/20 into 2018/19.

4. Reason for Decision

- 4.1 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 draft Place Strategy and Delivery Plan for the Oxford Street District.
- 4.2 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 a greater numbers of people; providing more attractions; and for Oxford Street to be a better neighbour to the wider district. In the wake of strong competition from retail hubs like Westfield; online shopping; increased business rates; Brexit; and interest rates, the retailers and businesses in the district are finding the trading environment very challenging.
- 4.3 The Council will take responsibility for delivering an ambitious set of projects that are affordable but also help to bring about a significant change that will help to counter some of the external factors that the District currently faces. 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. 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 will be asked to approve the Council's Capital Strategy including allocation of £150 million towards the delivery of the final adopted Place Strategy and Delivery Plan. Additional funding to support the

delivery of the final projects listed in the draft Place Strategy will be required from other external sources. The coherent and district wide programme will ensure that Oxford Street District strengthens its reputation.

- 4.4 The Policy context relating to this report include the Council's City for All and City Plan policies. The draft Place Strategy reflect these policies and will contribute to delivering these over the lifetime of the project. See appendix 2 for the policies and how the Place Strategy will deliver these.

5. Place Strategy and Delivery Plan

- 5.1 A draft of the Place Strategy and Delivery Plan is appended to this report (appendix 1) and its endorsement by Cabinet for public consultation is a recommendation outlined in section 3 of this report. The Place Strategy clearly sets out 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 (see appendix 3) that will be delivered by the projects listed in the draft Delivery Plan.
- 5.2 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 draft strategy also pulls together the many ambitions of our stakeholders for their specific areas, including residents associations and neighbourhood forums, and starts to knit these together along with new ideas for the District.
- 5.3 The 15 key overarching principles for the District will form the basis of the rationale for each project listed in the draft Delivery Plan and, collectively their application will help to deliver the ambition of the project. The principles are provided in Appendix 3.
- 5.4 The character, function and management of different parts of the district change as you move along the street and through the wider district. As a result, the District has been allocated nine zones to reflect these different character areas with Oxford Street running through the core of each. The majority of the projects listed in the draft Delivery Plan fall within these zones, but some extend beyond like the cycling and freight. The example projects illustrated in the draft Strategy demonstrate how the principles could be applied, both in terms of some significant changes to some of the districts iconic locations (i.e. Oxford Circus, Marble Arch), as well as some smaller scale interventions that will help to improve the side streets and neighbourhoods off Oxford Street. The key features that the draft strategy promoted for movement are proposed as follows:

- Traffic will remain on Oxford Street as it is a key transport corridor.
 - Managing traffic along the length of the street will be undertaken in a flexible way e.g. different parts of the street will have restrictions at different times of day.
 - The priority will be for pedestrian space with the aim to widen all footways and narrow the carriageway by removing bus laybys.
 - Opportunities for improving existing public spaces will be developed, including greening the District as much as possible.
- 5.5 The principles of the strategy are set, whereas the projects in the Delivery Plan may evolve and change over time. In a complex and ever changing district like this, where the drivers for change are both local and external (i.e. global influencers), there is a need for flexibility. Any new project will need to meet the tests of the draft Place Strategy in terms of delivering one or more of the 15 principles.
- 5.6 Any responses or feedback that the Council receive through the consultation process; from local residents, businesses and workers; may lead to further changes of the draft Place Strategy and Delivery Plan.
- 5.7 The draft Place Strategy promotes the need for an integrated approach from the Council and its partners in relation to the management and maintenance of the District. Feedback from stakeholders has highlighted a number of issues regarding the existing management of the District and this has reinforced the need to have a collaborative approach to managing the district while maintaining safety. As a result, the Council is working closely with our key partners to identify, agree and address opportunities for improvements to existing services, which will set out the arrangements including:
- Cleansing, Waste and Recycling Services
 - Street Management and Enforcement matters including noise nuisance, begging, anti-social behaviour, street entertainment and littering
 - Public Safety and Policing the district
 - Highways maintenance to ensure materials withstand cleansing regimes and are promptly replaced following work by utilities companies for example
- 5.8 The Place Strategy also addresses other policies outlined in the Mayor's London Plan and Transport Strategy; as well as Transport for London's Healthy Streets approach to projects. See appendix 4 for relevant policies.

6. Consultation

- 6.1 As approved by Cabinet on 9th July 2018, the Council has held over 50 meetings with Ward Councillors, resident associations, neighbourhood forums, key stakeholders, interest groups, the London Borough of Camden, the Greater London Authority and Transport for London over the course of the last three

months. This is a significant number of meetings with a wide spectrum of stakeholders. The Council is therefore confident that the views captured during this stage of the project provide a qualitative representation of the target consultees for this project; namely residents, businesses, workers, visitors and relevant national and regional organisations. These meetings have been productive and have informed the development of a new strategy and a set of high-level solutions for the District.

6.2 The table below summarises the key drivers for supporting a place-based approach that have emerged from the detailed discussions during the engagement phase.

Stakeholder Group	Headline feedback from stakeholder engagement process and previous public consultations (2017 and 2018)
Resident Groups	<ul style="list-style-type: none"> • District wide improvements • Holistic approach across the district • Enhancement of the neighbourhoods • Accessibility <ul style="list-style-type: none"> - to and from the District - within the District • Strategy should be linked to other policies e.g. planning, licensing • Management Issues • Future District management and maintenance regime
Businesses	<ul style="list-style-type: none"> • District wide improvements • Holistic approach across the district • Acknowledgement of local priorities e.g. Marble Arch, Soho, Cavendish Square. • Investment in the Districts streets and spaces is required • Management and maintenance • Future District Management and maintenance regime

6.3 The consultation on

the draft Place Strategy and Delivery Plan will commence on 6th November 2018. The Council will continue the dialogue with our residents, key stakeholders, the Mayor of London, Greater London Authority, Transport for London and the London Borough of Camden during the consultation period and beyond.

6.4 Officers from the Council have met with officers from the Greater London Authority and Transport for London to update them on progress. More recently, the Leader of the Council and the Mayor of London met on 16th October. At this meeting, the Leader of the Council presented the draft Place Strategy and Delivery Plan to the Mayor of London. As part of the consultation process, Cabinet Members and/or officers from the Council will be presenting the draft Place Strategy and Delivery Plan to the relevant Deputy Mayors and senior officers from the Greater London Authority and Transport for London.

6.5 The purpose of the public consultation is to set out the over-arching strategy for the Oxford Street District and the associated deliverables. The primary objective of the consultation is to:

- a) ensure that all audiences are fully informed about the consultation and understand how they can access information and feedback their views;
- b) make sure that all those with an interest in the Oxford Street District feel engaged in the consultation, can easily make use of feedback channels and, feel that their views will be taken into consideration; and,
- c) demonstrate how the rich insight from the consultation will help to shape the future designs and solutions for the Oxford Street District.

6.6 The Council's consultation strategy is based around four key deliverables that we feel are required to deliver a positive and successful public consultation. These are:

Inform:

- Dedicated Oxford Street District website went live in October 2018 highlighting the ambition and scope of the project;
- Launch the Oxford Street District website providing up to date information on the project and latest news;
- Direct mail to residents in the four wards that are within the District, promoting the exhibition and events and ways to share their views;
- Issue a new and regular newsletter to those stakeholders who have registered their interest via the website; and,
- A programme of meetings with all key stakeholders and Oxford Street District project team to brief on the process of consultation, the broad themes of the Place Strategy and the projects listed in the Delivery Plan;

Engage:

- Launch of the public consultation on 6th November 2018;
- Website including the draft Place Strategy and Delivery Plan, details of the consultation process and how to submit responses;
- Six exhibitions in additional locations within the District to find out more about the draft Place Strategy and Delivery Plan and ask questions of the project team
- Regular communications through newsletters and direct mail to our residents and stakeholders;
- Exhibitions in spaces across the District;
- Press and media on the consultation; and,
- Social media activity to inform people of the public consultation.

Update:

- The project website will update stakeholders on the outcome of the consultations and subsequent decisions by Cabinet;

- A programme of contact with resident groups and key stakeholders to outline the outcomes of the consultation; and;
- Direct contact with all stakeholders regarding the outcomes of consultations and how any changes will be reflected in the Place Strategy and Delivery Plan

Shape:

- Develop the final design solutions to show how consultation feedback has helped shape the future of the Oxford Street District; and,
- Use online materials and exhibition space to demonstrate elements of the design.

6.7 During the consultation, the following materials will be available to allow all residents and stakeholders to actively engage and understand the proposals the Council will be promoting for the District:

- Dedicated consultation and project website
- Draft Oxford Street District Place Strategy Plan and Delivery Plan
- Online response form asking stakeholders to answer specific questions
- Hard copy consultation form for those who prefer that method of sharing their views
- The ability to provide more detailed responses to the proposals via the website

6.8 The Council will also make available hard copies of the draft Place Strategy and Delivery Plan and the consultation questions across the District, to allow all residents and stakeholders to engage and respond to the consultation.

6.9 Whilst a draft of the Place Strategy and the Delivery Plan is appended to this report, all responses that are considered by the Council as part of the formal public consultation will need to be submitted during the consultation period. This is because the final documents will not be available until 5th November for the pre-launch and from 6th November (launch) to 16th December 2018.

6.10 If the Council receives any responses or comments before the formal launch of the consultation on 6th November 2018, these will be treated as feedback as part of the stakeholder engagement phase. Those that do respond during this period will be asked to resubmit their response during the public consultation period, should they want it to be considered and logged as part of this stage of the project.

7. Programme

7.1 As detailed in the Cabinet Report approved on the 9th July 2018, the timetable for the project leading up to the public consultation has been met. Based on the level of responses, the report on the outcome of the consultation will be presented to Cabinet in late January or early February 2019.

Project Stage	Dates
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A comprehensive audit and engagement with residents and other stakeholders to establish issues, priorities, vision and projects for the district	August and September 2018
The production of a draft Place based strategy to inform the development of preferred solutions for the district.	August to October 2018
Public Consultation launch	6 th November 2018
Public Consultation closes	16 th December 2018
Analysis of consultation responses	December 2018 and January 2019
Cabinet decision on results of the consultation and final Place Strategy and Delivery Plan	January/February 2019

8. Financial Implications

- 8.1 The Capital Strategy to be submitted to Full Council for approval on 7th November 2018 includes a capital budget allocation for Oxford Street District of £150m. The £150m includes an approved Oxford Street/West End budget of £15m from March 2018.
- 8.2 This budget relates to the Council's investment in the District, however the projects included in the strategy's Delivery Plan will be costed in detail once their scope has been clearly defined. If this costing exercise exceeds the Council's capital allocation, further funding will need to be secured from external stakeholders to support the delivery of the draft Place Strategy. At all times the Council's financial commitment will be restricted to its available budget.
- 8.3 At this stage, approval is sought for £2.5m of expenditure to develop the district scheme as outlined in the table below. These work streams will initially be funded from an existing Oxford Street/West End budget of £15m as per the approved Capital Strategy from March 2018. Cabinet are asked to approve the re-profiling of £2.5m from 2019/20 into 2018/19.

Work Stream	Estimated Cost (in £'000s)
Consultation: website development, event hire, resourcing, promotional marketing materials, analysis of consultation results	500

Economic Study, contribution towards the GLA Good Growth Study	25
Surveys, data gathering which will inform the proposed strategy once approved	675
Work Stream	Estimated Cost (in £'000s)
Concept design, modelling and further analysis	750
Lighting Design	50
Other Miscellaneous Costs/Contingency	500
Total Costs	2,500

- 8.4 A detailed analysis of the capital costs, funding and on-going revenue costs for management of the district will be fully analysed as part of the Outline Business Case. This will also include the development of a strategy to secure external funding to support the delivery of the draft Place Strategy.

9. Staffing Implications

- 9.1 There are no staffing implications proposed by the recommendations in this report.

10. Legal Implications

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

11. Conclusion

- 11.1 The report highlights the approach the Council has taken in respect of the development of an overarching draft Place Strategy and Delivery Plan for the entire Oxford Street District. Through a series engagement exercises over the last three months with residents, stakeholders and partners, the Council has set out a comprehensive evidence base that has helped to develop 15 place principles for the District and a list of over 90 possible projects.
- 11.2 The Council, based on its commitment to its residents, local stakeholders and partners is now in a position to present the draft Place Strategy and Delivery Plan as part of a formal public consultation. The consultation will help inform the final draft of the documents that will be considered by Cabinet in early 2019.

Background Papers

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

Cabinet Member Report – Oxford Street Phase 1, 5th October 2018.

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

Cabinet Member Report – Oxford Street District, Procurement Strategy, 16th October 2018.

Appendices

Appendix 1 – Draft Place Strategy and Delivery Plan

Appendix 2 – City for All and City Plan Policies

Appendix 3 – Place Strategy Principles

Appendix 4 – Mayors London Plan, Transport Strategy, Transport for London's Health Streets and other relevant strategies

For further information regarding this report please contact the Oxford Street District Team on oxfordstreetdistrict@westminster.gov.uk