City of Westminster

Cabinet Report

Meeting or Decision Maker:	Cabinet
Date:	29 January 2024
Classification:	General Release
Title:	The Future of Regent Street and Haymarket
Wards Affected:	Marylebone, St. James's and West End
Policy Context:	Fairer Westminster polices: Westminster remains economically successful, with a diverse, sustainable, resilient economy that delivers growth and benefits for all residents today and in the future. The Council takes ambitious action on climate change with the aim of becoming a net zero Council by 2030 and a net zero city by 2040. Residents, workers and visitors are enabled and are encouraged to travel through Westminster in more active and sustainable ways. We make decisions more transparently in a way that makes residents feel listened to.
Key Decision:	Yes
Financial Summary:	The City Council and The Crown Estate are working together in partnership on the development, funding and delivery

	of The Future of Regent Street and Haymarket programme. The Capital Strategy was approved by Full Council in March 2023 and includes a gross expenditure budget of £20m, of which £16m is externally funded and the remaining £4m is Westminster's contribution for The Future of Regent Street programme from 2023/24 onwards. This report requests approval of £3,985.2k for Stage 0 and 1 for the design, community engagement, project resources, and all associated costs with these stages to progress The Future of Regent Street (Phase 1 and 2a) and Haymarket and Piccadilly Circus (Phase 2b) programme. The City Council and The Crown Estate will equally fund the programme up to and including Stage 1.
Report of:	Debbie Jackson, Executive Director for Regeneration, Economy and Planning Frances Martin, Executive Director for Environment, Climate and Public Protection

1. Executive Summary

1.1 The City Council and The Crown Estate have been working in partnership since 2020 on the 'Temporary' scheme for Regent Street. The principal aim of this project was to address the public safety and economic impacts of the pandemic as well as support the reopening of the West End. This partnership and investment were seen as an important part of the wider changes that took place to restart the economy but the scheme was only ever designed to be in place for a limited period of time. Following the Traffic Management Order consultation in between 5 December 2022 and the 18 January 2023 the City Council took the decision on 22 May 2023 to retain the temporary scheme to allow sufficient time and engagement for a permanent scheme to be developed. The partners in summer 2023 undertook an extensive public engagement to seek views and opinions on Regent Street and the Temporary scheme, but its primary aim was to better understand what residents, workers and visitors saw as their future priorities for the street, to help inform the public realm vision for the 'Permanent' scheme. The role of the vision is to reflect the level of ambition both the City Council and The Crown Estate are looking to achieve for Regent Street, and complements the key findings from the engagement.

1.2 The partners actively promoted three main ambitions for the public realm for Regent Street. They are to create a 'World Class Destination' that reflects its iconic and internationally renowned status, ensure the street, its side streets and any public spaces promotes an 'Accessible, Safe and Inclusive' experience for people, and for the public realm to deliver 'Green and Sustainable' outcomes to benefit the West End, and which also supports the health and wellbeing of the millions of people who shop, work and visit the street every year. Detailed in this report, and framed by these ambitions is the recommended vision and the key priorities for Regent Street that have been informed and shaped by the engagement.

1.3 The Future of Regent Street project spans from All Souls Church to Waterloo Place. Complementing this, The Crown Estate have also been assessing the public realm opportunities for Haymarket, Charles II, Jermyn Street East and Pall Mall East as part of their confirmed development programme, including New Zealand House, St. James's Market Phase 2, and the Royal Opera Arcade. Their ambitions and those of local stakeholders are aligned with wider policy objectives of the City Council. Therefore, it is being recommended to Cabinet that the scope of The Future of Regent Street is now developed in two phases as any proposals, in particular Regent Street St James's will need to be considered alongside Haymarket from a transport network and futureproof investment perspective. The first phase ("Phase 1") being All Souls to The Crescent, and the second phase ("Phase 2") being Regent Street St. James's, Waterloo Place, Haymarket, Charles II, Jermyn Street East and Pall Mall East. To bring together these two areas of the West End, the City Council and The Crown Estate will also need to consider Piccadilly Circus and how it may need to evolve to facilitate these two projects, whilst continuing to be an important iconic destination in London, as well as a key transport intersection Should this approach to the scope be agreed by Cabinet, the programme will now be known

as ‘The Future of Regent Street and Haymarket’, that include both projects but that any delivery will be developed in phases with Phase 1 being the priority for both partners.

1.4 Taking a similar approach to the successful and award-winning Strand Aldwych project there is scope for the City Council and The Crown Estate to pilot ideas and concepts during the design development stages that reflect the Partner ambitions and stakeholder priorities, so we can understand not only the ‘proof of concept’, but also monitor the effectiveness of design ideas or solutions. This approach will also allow residents and stakeholders to experience ideas, get more involved in the projects and help inform their thinking on particular priorities or ambitions that are being tested.

1.5 The ultimate future ambition is to design and deliver a public realm project that connects St. James’s Park to Regents Park to encourage and bring forward a new green and active travel ‘spine’ through the heart of the West End, emphasising and reimagining Nash’s vision to link ‘park to park’ and enabling a variety of flourishing uses along its route. This will not only improve the overall experience and vibrancy of this part of the West End, but its economy too. In itself this will be a ground-breaking project but not without its challenges. However, the opportunity to create a new sustainable and active travel urban route that not only helps to connect the parks, but also the adjacent neighbourhoods is a significant prospect, both from a place an economic perspective, that the City Council and its partners would like to further explore as part of this project.

1.6 Subject to the approval by Cabinet, the City Council and The Crown Estate will progress the public realm design for Regent Street Phase 1, and undertake further feasibility design work for Phase 2, with a view to presenting options alongside Phase 1 in September 2024 as part of a public engagement exercise. In order to proceed with the next stages of The Future of Regent Street and Haymarket, Cabinet is recommended to approve the associated funding required, including a substantial contribution from The Crown Estate for both Phase 1 and 2. The City Council will commission all aspects of the programme that pertain to the public realm, and have resources to manage the development of both projects, including the community and key stakeholder engagement.

2. Recommendations

2.1. That Cabinet:

2.1.1 Note the findings from the 'Future of Regent Street' ("Regent Street") engagement, and approve the vision and project priorities to guide the development of the public realm design from All Souls to Regent’s Crescent. See sections 4.7 and 9.1.5 to 9.1.7.

2.1.2 Approve the partner requirements for Regent Street to make financial contributions totalling £1,786,000 (£893K each) to continue to progress the first phase ("Phase 1") of the project. See sections 3.1, 3.3 and table in 5.3.

2.1.3 To note the work to date by The Crown Estate on the vision and priorities for Haymarket District Plan and the planned development investment for this part of the West End, and agree to extend the scope of the Regent Street project to include Haymarket, Charles II Street, Jermyn Street East and Pall Mall East public realm ("Haymarket"), and to consider proposals for Piccadilly Circus and Pall Mall East as part of a second phase ("Phase 2") of the project. See sections 4.10 to 4.14.

2.1.4 Approve the partner requirements for Haymarket and Piccadilly Circus to secure financial contributions totalling £2,200,000 (£1.1m each) to continue to progress Haymarket and Piccadilly Circus ("Phase 2b") of the project, and agree that the £4m capital funding approved by Full Council on 8 March 2023 for Regent Street can also be utilised for this Phase. See sections 2.1.3, 3.3 and table in 5.3.

2.1.5 To approve the concept of piloting and testing of ideas for the Regent Street and Haymarket projects to support the evidence-based approach for the public realm and highways design. The implementation of any pilots will be delegated to the Director of City Highways in conversation with the Cabinet Member for City Management and Air Quality. See section 3.4.

2.1.6 To delegate any decisions relating to the above scope to the Cabinet Member for City Management and Air Quality leading up to the public consultation in 2025 on the final public realm proposals for Phases 1 and 2. See section 3.5.

3. Reasons for Decision

3.1 The City Council and The Crown Estate are working in partnership on the design development, community and key stakeholder engagement and future capital delivery for The Future of Regent Street project. The current 'Temporary scheme' Traffic Management Orders were approved in May 2023 but in the knowledge that a permanent public realm and highways design will need to be progressed by the Partners.

3.2 Based on the future development investment in Haymarket, Charles II Street and Jermyn Street East by The Crown Estate, the City Council supports the rationale outlined in this report to extend the scope of The Future of Regent Street project to include these streets, and review options for Piccadilly Circus that link both areas. The implementation of any public realm design for 'Phase 2' will only be progressed if it is deemed feasible, meets the policy objectives of the City Council and can be funded.

3.3 Expenditure is required to progress The Future of Regent Street and Haymarket projects to progress the public realm and highway design reflecting the vision, ambitions and priorities for both projects that were informed, in part, through engagement with residents and/or key local stakeholders.

3.4 The City Council has successfully implemented the Strand Aldwych project to acclaim based on the approach it took to piloting and testing ideas to prove

concept ideas and solutions. The Partners agree a similar approach, where appropriate should be adopted for Regent Street and Haymarket.

3.5 As there will be at least another two rounds of public engagement over the next 12 months, Cabinet is recommended to delegate the approval of the preferred option for public realm and highways design to the Cabinet Member for City Management and Air Quality (Lead Member) in consultation with the Cabinet Member for Planning and Economic Development. The final design for both Regent Street and Haymarket is planned to undergo a public consultation in mid-2025, and the findings and recommendations to proceed to detailed design will be presented to Cabinet for their consideration and decision.

4. Background, including Policy Context

Temporary scheme

4.1 During the pandemic, the City Council worked in partnership with The Crown Estate to design and implement a 'Temporary' public realm scheme to support the reopening of the West End and encourage residents, workers, shoppers and visitors back to the street, and address public health guidance at the time through the provision of more space to facilitate social distancing. The Temporary scheme was initially operating under a Temporary Traffic Order implemented in accordance with Traffic Orders Procedure (Coronavirus). This allowed the City Council, The Crown Estate and Transport for London (TfL) to test and monitor certain elements of the design to really understand the benefits and impacts of the scheme across the street and adjacent neighbourhoods, before the Traffic Order was made permanent in May 2022.

4.2 The Temporary scheme has improved the pedestrian experience on Regent Street, namely the net gain in footway space, along with the introduction of 330 planters with 60 new trees, 30 accessible seating, and 1.2km of cycle lanes. To enable this, the north and south bus lanes were removed allowing a single traffic lane and an unsegregated cycle lane in both directions. From the analysis of the data the City Council has collected during the Temporary scheme, bus journey times pre-and post-pandemic largely remain the same, illustrating that the scheme has not had a detrimental impact on traffic flow or an increase level of congestion. Following a public consultation on the making the Traffic Management Order (TMO) permanent, the City Council implemented the orders and is now working with The Crown Estate to prepare and develop options for the future public realm and highways scheme that will replace it.

4.3 The City Council and The Crown Estate continue to monitor the Temporary scheme and will consider minor changes to the scheme to improve its operation where there is evidence to suggest it is required ahead of the implementation of a permanent scheme. Both Partners recognise that certain features of the current scheme could be improved to address other issues that have been raised during the previous TMO consultation and recent public engagement,

and we will revisit and reevaluate the options when designing a 'Permanent' public realm and highways solution.

Permanent scheme

4.4 The City Council and The Crown Estate are committed to delivering the very best public realm experience on and along Regent Street and some of its side streets. To support this, and reflecting on the pace at which the Temporary scheme was implemented, we want to ensure that we involve residents, shoppers, workers and visitors at key stages during the development of the 'Permanent' public realm scheme for Regent Street. Both partners believe through active engagement and dialogue with local and wider users of the street, we can assess and analyse some of the significant challenges alongside the many opportunities and ideas to develop the right public realm design and highway solution for Regent Street.

4.5 To reflect the approach to the project, the Partners ran a public engagement during July to September 2023 to establish the public realm vision and priorities for Regent Street. To support this process and reflect the Partners ambition, research was undertaken to review and understand how other global cities were evolving and responding to similar opportunities and challenges (enhanced public realm, providing more inclusive spaces for people, climate resilience, movement etc.), and the benefits that have been delivered as a result. During the engagement, a set of European case studies were presented with a similar setting and function to Regent Street (i.e. destination, busy city centre streets with a retail focus and increasing pressure for improved pedestrian experience) illustrating the changes that have been implemented or currently being developed. Both Partners wanted to ensure the shaping of the project was informed through a series of conversations with residents, workers, Londoners and visitors (domestic and international) to understand their ambitions to get a deeper understanding into why these were important to them. Both the City Council and The Crown Estate have three main ambitions for Regent Street. These are to create a 'World Class Destination', have an 'Accessible, Safe and Inclusive' street, and to encourage and deliver a 'Green and Sustainable' solution for its public realm. We promoted these three ambitions as part of the engagement to provide the context and understanding for everyone who got involved. These ambitions reflect existing City Plan and London Plan policies.

4.6 A series of engagement activities that consisted of both in-person sessions and an online survey were organised across Westminster. A visitor survey to capture the views of domestic and international visitors was also undertaken in October 2023, and this resulted in nearly 3,500 people participating in the engagement and giving us their views. The City Council's Research and Insights team analysed all information and feedback received, and the findings are detailed in this report (see section 9 and Appendix A).

4.7 The public realm vision that Cabinet is requested to endorse is "**Everyone's Regent Street: A place where the past and the future come together for people to celebrate, connect, and discover**". The top priorities across all

engagement activities are 'preserving heritage' pedestrian experience', and 'nature and greening'.

Evolution of Regent Street

4.8 Both partners want to be ambitious especially as the Permanent scheme will be in place for the next 25 years at least. There is also an understanding that behaviours and policy changes (local and national) will change during the lifetime of the Permanent scheme, and therefore it's important to 'future-proof' the public realm design so it can more easily evolve, respond, and address any required changes. Alongside this, the Partners also want to explore the reimagining of Nash's vision to link Regents Park with St. James's Park, 'Park to Park' in the context of the 21st Century to address some opportunities and challenges we will face as city over the decades to come. Whilst the section which forms All Souls to Regents Park is currently not within the scope of the programme, the City Council will start to explore this opportunity with local landowners and stakeholders in this part of the city to understand further how a full 'Park to Park' scheme can come forward to connect these important green spaces and encourage an active travel corridor through the heart of the West End.

Oxford Circus

4.9 The Oxford Street project team have recently consulted on concept proposals for the operation of Oxford Circus. The proposals for Oxford Circus will be developed in close coordination with The Future of Regent Street and Haymarket programme, to ensure both the operation of the junction and wider transport network are complementary. The public realm proposals recognise Oxford Circus as a distinct set piece in its own right, and therefore the design will reflect this and its importance as an arrival point for Regent Street and Oxford Street.

Haymarket

4.10 The Crown Estate have been developing proposals linked to its building ownership to help redefine and reposition Haymarket and the surrounding streets as a new district. There is an opportunity to celebrate the diverse and rich context of Haymarket and create a real identity for the street which has been diluted over the decades, primarily due to a lack of coordinated investment and curation of the buildings, especially at ground floor, and the impact and severance of the four lane carriageway.

4.11 The ambition of the City Council and The Crown Estate is to explore how we can transform the public realm from a traffic dominated streets to create a distinctive and inclusive new place for people in the heart of the West End, that helps to better connect with St. James's to the west, Leicester Square and Trafalgar Square to the east and Regent Street and Soho to the north. In order to realise this ambition, Haymarket cannot be progressed in isolation owing it's

to the strategic function as a movement corridor and the wider opportunity it presents. Therefore, the City Council and The Crown Estate have undertaken review of its surrounding streets to fully explore the opportunities and better understand any challenges. As a result, we are proposing to extend Regent Street St. James's and Waterloo Place (currently within Phase 1) to include Haymarket, Charles II Street, Jermyn Street East, Pall Mall East, and Cockspur Street as part of a Phase 2 to the programme. Regent Street St. James's and Waterloo Place will now form Phase 2a, recognising the Partners priority to deliver Regent Street as presented during the engagement, and Haymarket, Charles II Street, Jermyn Street East, Pall Mall East, Piccadilly Circus, Piccadilly Circus and Cockspur Street as Phase 2b. Regardless of phases, the design process for both Phase 1 and 2 will run concurrently to ensure cohesion, compatibility and deliverability.

4.12 The City Council and The Crown Estate undertook an initial study in November and December 2023 to ascertain if the Phase 2 was feasible from a traffic, movement and public realm perspective, and to understand the benefits this approach would deliver for this part of the West End, alongside any impacts that would need to be mitigated. The study revealed that it was both feasible to extend the scope to include these streets, and that a series of benefits could be potentially delivered that support the wider policy ambitions of the City Plan and London Plan, namely a more green and sustainable approach to the use of streets and spaces, places for people that provide more opportunities to dwell, socialise and unwind, and enhance connectivity that supports public transport and active travel.

4.13 Whilst the scope of the project will focus on public realm and movement, it will need to respond to and address the development investment that is being planned and progressed in and around Haymarket, including New Zealand House, St. James's Market Phase 2 and Royal Opera Arcade. The Crown Estate's vision for their buildings is to create a new destination for culture, fashion and food, and build on and celebrate the established network of cultural institutions that are located in this part of the West End.

4.14 Subject to the approval from Cabinet, the City Council and The Crown Estate will extend the current Regent Street project to include Haymarket and its surrounding streets. In recognition of this, the proposal is to rename the programme to The Future of Regent Street and Haymarket to acknowledge the recommended approach detailed in this report.

4.15 Whilst the City Council and The Crown Estate will be progressing the design development and engagement for Phases 1 and 2 in parallel, the implementation of either phase can be progressed independently, and will be

subject to confirmation and approval of the business case and associated capital funding for delivery of each project.

Design Development Approach

4.16 Westminster City Council alongside partners The Crown Estate have commenced a procurement process to commission an urban design and public realm design team for Regent Street (Phase 1) and Haymarket (Phase 2a/2b). Whilst a key deliverable of the commission will be the development and delivery of the public realm and place shaping outcomes, both the City Council and The Crown Estate have committed to taking a more holistic approach that goes beyond the public realm and considers and reflects a place-based approach, hence the need to commission a design team that covers both urban and public realm design disciplines. This is important as the public realm design will need to consider and respond to the buildings and ground floor uses that front onto it, to ensure both the activation and function supports and complements the desired place experience. This also complements some of the findings and feedback that came from the engagement on Regent Street and Haymarket. This design team will sit alongside the City Council's Transport and Highways design team (highways, traffic modelling and civil engineering). Both design teams will be responsible for ensuring the final public realm and highways design for both projects responds to the ambitions of the Partners, whilst also being feasible (function and form) and distinct, original and innovative to reflect the prominence and reputation of these two important parts of the West End and wider London.

4.17 In order to ensure that the public realm and place design drives the highway and people movement solution for both projects, the appointed design teams, the Partners, and a series of experts in their field (i.e. accessibility, climate adaption, active travel) will challenge, test and evaluate the operation and limitations within the existing public realm experience that need to be addressed, and agree what opportunities should be explored and exploited to deliver the best overall public realm design solution for Regent Street and Haymarket. This approach will mean that the public realm ambition and approach to these places and streets will inform the engineering solutions and help determine what the best solution(s) could be.

4.18 The final public realm and highways design for both projects will need to demonstrate they fully deliver the agreed partner ambitions and stakeholder priorities, and have been sufficiently tested through future engagement exercises, when presented to Cabinet in 2025.

Engagement Approach

4.19 The City Council and The Crown Estate will continue to run engagement exercises during the development of the public realm and highway options for both projects. The City Council as the Highways Authority with responsibility for the public realm and streets will continue to lead all engagement exercises.

Subject to approval by Cabinet, the Partners will publish the Public Realm Vision Report (Appendix A) and run an unmanned exhibition on Regent Street in February 2024 to promote the vision, ambitions, and priorities. An unmanned exhibition will also being planned in the heart of St. James's Market to share the emerging priorities for Haymarket in March 2024.

4.20 Once a selection of feasible options is developed, the City Council and The Crown Estate will commence at least another two rounds of public engagement to present ideas to stakeholders, before a final public consultation is planned for mid-2025. Whilst the City Council and The Crown Estate have intentions to move forward with the capital delivery of a final public realm and highways design for Regent Street and Haymarket, the Partners will need to ensure a strong evidence based approach, supported by engagement, has been adequately demonstrated to the Cabinet Members for City Management and Air Quality (Lead Member) and Planning and Economic Development, and finally Cabinet in 2025 following the final public consultation on the proposals for both areas.

4.21 The City Council and The Crown Estate are looking to set up a 'sounding board' made up of key stakeholders to advise on the design development and progression of The Future or Regent Street and Haymarket programme. This will ensure that prior to future engagement exercises and the final public consultation in 2025, the proposed public realm and highways design will have been developed and informed from feedback from stakeholders representing local and wider interests, and allow the City Council and The Crown Estate the opportunity to respond to any requests raised during this forum.

Policy Context

4.22 The Future of Regent Street and Haymarket programme reflects a number of Westminster City Plan (2019 to 2040) and London Plan (2021) policies. The priorities for the programme is documented in Appendix A (pages 42 and 43). The programme also supports the City Council's Fairer Westminster (2022 to 2026) strategy, namely:

- *"Westminster remains economically successful, with a diverse, sustainable, resilient economy that delivers growth and benefits for all residents today and in the future"* – the programme and any future investment made by the Partners and others (i.e. TfL) will support the offer and vitality of these two areas of the West End, ensuring they remain successful places that people want to visit, shop, work and experience.

- *"The Council takes ambitious action on climate change with the aim of becoming a net zero Council by 2030 and a net zero city by 2040" "* – the programme and any future investment made by the Partners and others (i.e. TfL, landowners etc.) will explore and promote sustainable solutions for the public realm to support climate adaptation and the

reduction in carbon emissions (material choice and supply chain, and future maintenance) to ensure the City Council's net zero city can be delivered

- *"Residents, workers and visitors are enabled and are encouraged to travel through Westminster in more active and sustainable ways"* – the programme and any future investment made by the Partners and others (i.e. TfL) will ensure that active travel and public transport accessibility to the West End is safe, efficient and reflects how most people who use the streets and spaces now and in the future want to travel to and from it.

- *"We make decisions more transparently in a way that makes residents feel listened to"* – the Partners will ensure they engage in a meaningful way at key stages during the project to ensure we understand and capture the views of residents, workers, Londoners and visitors to deliver the very best solution that meets most people's expectations.

4.23 The Future of Regent Street and Haymarket programme reflects and supports the Fairer Economy Strategy and the Vibrant West End pillar by providing a world class offer and quality experience to residents, businesses, workers and visitors. In particular. "co-create long-term plans for the future of Regent Street, ensuring its ongoing relevance for Londoners and their standing as a global destination. Improving pedestrian comfort and safety, enhance accessibility and focus on sustainability and nature to ensure it's a welcoming and attractive environment for everyone".

5. Financial Implications

5.1 The City Council and The Crown Estate have been working in partnership since the implementation of the Temporary scheme for Regent Street. Since then, the City Council and The Crown Estate have agreed to develop a Future of Regent Street scheme and agreed to meet the Stage 0 and Stage 1 costs equally leading up to the consultation on the final public realm and highways design in mid-2025. In accordance with this approach, the Partners will enter into a S278 Agreement to formalise their respective roles and responsibilities in relation the public realm design of the Future of Regent Street and Haymarket programme including the making of respective financial contributions.

5.2 The Capital Strategy was approved by Full Council on 8th March 2023 and includes a gross expenditure budget of £20m for The Future of Regent Street programme, of which £16m is externally funded and the remaining £4m is Westminster's contribution from 2023/24 onwards. The profile of the budget is outlined below. The budget allocation for 2023/24 and 2024/25 aims to support the design development and engagement process. The budget will be revisited once there is a clearer understanding of the cost for the final public realm and highways proposals for the programme.

Financial Year	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£k	£k	£k	£k	£k	£k
Expenditure	2,000	4,000	6,000	6,000	2,000	20,000
Income	(1,000)	(3,000)	(5,000)	(5,000)	(2,000)	(16,000)
Net Budget	1,000	1,000	1,000	1,000	-	4,000

5.3 This report requests approval to spend up to £3,985.2k for Stage 0 and 1 for the design, community engagement, project resources, and all associated costs with these stages to progress The Future of Regent Street and Haymarket programme as outlined in the table below, including the funding allocation from the City Council and The Crown Estate. To date Delegated Authority totalling up to £170k was obtained to progress the visioning exercise and engagement, along with the commissioning of surveys and design work for the baseline traffic model. To enable this, the £4m capital funding approved by Full Council on 8 March 2023 for Regent Street, will now also be utilised by the Council to support the design phases for Haymarket and Piccadilly Circus.

	£k	Partner Split 50/50	
	Requirement	WCC	TCE
Phases 1 and 2a - Regent Street	£ 1,955.2	977.6	977.6
Phase 2b - Haymarket	£ 2,200.0	1,100.0	1,100.0
Total Phase 1 and 2	4,155.2	2,077.6	2,077.6
Less 'Visioning exercise and engagement' already approved	170.0	85.0	85.0
Net requirement for approval	3,985.2	1,992.6	1,992.6

5.5 Owing to the ambition and scale of the Future of Regent Street and Haymarket programme, a comprehensive business case will be developed by the City Council and The Crown Estate to detail the economic, social and environmental benefits any future capital investment will deliver. The business case will be presented to Cabinet in 2025 following the consultation on the final public realm proposals for Regent Street and Haymarket. It has been agreed that The Crown Estate will fund the significant majority of all future scheme costs.

6. Legal Implications

6.1 The City Council and The Crown Estate will enter into an Agreement pursuant to section 278 Highways Act 1980 (s278 Agreement) for the to secure:
(i) a working arrangement between both parties in relation to the design of the Regent Street public realm project; and,

(ii) respective financial contributions from both parties towards the Regent Street public realm project. The heads of terms of the agreement have been approved by both Partners.

6.2 Subject to the approval of by Cabinet of 2.1.3, the City Council will enter into a S278 Agreement for Haymarket on the same terms set out in 6.1 above in relation to Regent Street.

6.3 Section 278 Highways Act 1989 allows a third party (usually a developer) to enter into a legal agreement with the Council to make or facilitate alterations to the public highway and the public realm, and also provides a mechanism for securing future financial resources to fund the delivery of public highway and public realm works.

6.4 Legal Services has reviewed this report and is satisfied that the proposed measures are consistent with the Council's powers under the Highways Act 1980 as the local highway authority.

7. Carbon Impact

7.1 The recommendations in this report and any decision made by Cabinet pertaining to them will have no carbon impact. However, the development of the public realm and highways design and solutions for The Future of Regent Street and Haymarket programme will contribute to and support the delivery of the City Council's target to be a carbon neutral City by 2040.

8. Equalities Implications

8,1 The partners delivered a range of engagement activities designed to promote a range a range of ways in which residents, workers and visitors could participate and express their views and opinions on what they thought of Regent Street and what they wanted to see in the future. The aim was to ensure we could raise awareness and support inclusion from a diverse range of people in order to capture as much feedback as possible to help shape the vision and what we should be prioritising to help inform the design process.

8.2 In order to ensure we had an inclusive approach we implemented the following:

- advertised on-street, through local newsletters and networks, flyers and posters in libraries and community centres so those that are digitally excluded could still participate and have their say;
- promoted on social media, targeting people in Westminster, Londoners, as well as Arabic and Mandarin speakers in London;
- all materials and promotional material were in plain English;
- open attendance workshops held in local venues on or the immediate vicinity to Regent Street;
- market pop-ups to encourage people who live across Westminster to have their say
- drop-ins in a vacant Regent Street shop unit to encourage workers, local residents and visitors to have their say; and

- specific focus sessions with people with disabilities, young residents, active travel.

8.3 Going forward, for both Regent Street and Haymarket programmes we will build on our learning from initial engagement to continue to adopt and promote an inclusive approach to the development of the design solutions for both districts. Using our resources we aim to create and offer the right opportunities to foster a meaningful engagement experience and encourage everyone to partake. This will include:

- designing future rounds of engagement activities in partnership with key groups, including the Westminster Youth Council, accessibility groups and a project sounding board made up of a range of champions, from resident groups through to campaign groups;
- Continuing to hold pop-up events and exhibitions at local markets and on Regent Street to bring the proposals to the residents workers, visitors and those who may be digitally excluded, or prefer to communicate and engage face to face; and,
- Continuing to hold targeted focus sessions to help us understand how any emerging proposals and design may unintentionally impact or disadvantage on groups and individuals, including those with protected characteristics.

8.4 The recommendations listed in this report have a remote or low relevance to the Equalities Act. However, the City Council will be undertake an Equality Impact Assessment (EqIA) at key design stages to ensure that the proposals reflect its policies and legislative obligations as the Highways Authority. This will allow any future decisions on the public realm design proposals for both Regent Street and Haymarket to be taken in the knowledge that they are unlikely to adversely impact on any particular group.

9. Consultation

9.1 The Future of Regent Street

Engagement Activities

9.1.1 Between 7 July and 31 August 2023 The Future of Regent Street joint team held a wide range of engagement activities in order to shape a new vision for Regent Street. Nearly 3,500 people who live, work and visit Regent Street participated, including:

- 2,589 people through an online survey;
- 320 people through 11 pop-up events and workshops across a range of locations in Westminster; and,
- Additionally, the partners commissioned a Visitors Survey on Regent Street, where the views of 509 domestic and international visitors were captured.

9.1.2 The partners secured a high-level of visibility for the engagement through a variety of different communications channels, including:

- 9,818 website views of the project page on the City Council's website
- 4,062 social media clicks across the City Council's accounts
- 918 City Council newsletter clicks
- 657 QR code scans from printed promotional material, including flyers and lamppost wraps on Regent Street
- 69 direct mailing letters to resident and business across the borough

9.1.3 Throughout all engagement activities, we asked residents, workers, and visitors (domestic and international) the following two questions detailed in the table below. A third question was also asked at the workshops and through the online survey. The methodology along with the detailed findings from each engagement activity are captured in the Public Realm Vision Report (see Appendix A). The report also highlights any differences in the priorities across the different user groups who participated in the engagement.

Engagement Question	**Purpose**	**Activity**
***Question 1**: What do you like and dislike about Regent Street, and why?*	This was an open question designed for participants to reflect on Regent Street as it is today and their current experiences.	• Online survey • Stakeholder workshops • Market pop-ups • Regent Street drop-ins • Visitor survey
***Question 2:** Thinking about your experiences, what are your key priorities for Regent Street in the future?*	This was a multiple choice question designed to identify what they value and want to prioritise for the future. Participants were presented with 17 priority ideas and relevant global exemplars and were asked to select up to five that they felt were most important to them. There was also an option to suggest other ideas that were not captured in the list.	• Online survey • Stakeholder workshops • Market pop-ups • Regent Street drop-ins • Visitor survey
***Question 3:** Thinking about your priorities, and the street and spaces, how*	This question focused how participants priorities could come to life, and specifically	• Online survey • Stakeholder workshops

can Regent Street be more enjoyable for people in the future?	how they want to see the street and spaces change in the future.	

Engagement Trends

9.1.4 **Regent Street today:** in terms of people's current experience of Regent Street (question 1), we consistently heard that:

- The **architecture and heritage** of Regent Street are highly valued by all types of participants – these aspects should be considered and preserved in any future changes to the public realm.
- The main appeal of Regent Street are the shops and **shopping opportunities, particularly for domestic visitors and international visitors** – continuing to provide a wide range of relevant retail options is crucial to ensuring Regent Street remains an attractive shopping destination.
- The current **pedestrian experience** on Regent Street generated frequent comments regarding large crowds and limited space for pedestrians as key issues impacting their experience as pedestrians.

9.1.5 **Emerging Priorities:** the priorities for Regent Street that were consistently high across different participant groups and engagement activities (question 2) were:

- **Preserving heritage**: people highly value the architecture and heritage of Regent Street, and want this to be preserved and celebrated;
- **Pedestrian experience:** people want to improve the pedestrian experience on Regent Street, as well as general ease of movement on and around the street;
- **Nature and greening**: there was consensus on prioritising nature and greening of the street.

9.1.6 Whilst the above were the predominant three priorities that emerged from the engagement, there were a number of other priorities that also featured regularly from participants responses. Some of these are enablers for the three above priorities such as better 'Air Quality' for everyone, creating a 'Safer' experience for all users of the street, and exploring how the public realm can facilitate 'Enhanced Wellbeing'. The other priorities recognise part of the streets current function and the need to balance 'Active Travel' whilst maintaining 'Public Transport' accessibility, alongside delivering a 'Congestion free' solution for all road users of the street. Therefore, the design will need to evaluate these priorities and understand how to best accommodate them on, along or just off the Regent Street during the next stage of the project. Through this process a further prioritisation will take place to understand what is possible and identify

a solution that supports the progression and delivery of both the public realm vision and priorities highlighted.

9.1.7 The engagement identified the other priorities that were seen as less important to participants. Some of these are likely to be a by-product of any good public realm design, such as creating a 'Welcoming' landscaping that incorporate ways to address 'Climate Adaption', layered with how to use materials to promote 'Cultural expression'. A placed based approach will consider how the street can become more permeable by the 'Linking of neighbourhoods' to encourage more people to explore the wider area, through to how to provide more opportunities for 'Flexible use of the street and spaces' to support daytime as well as 'Evening activities', and ultimately delivering a 'Diverse offer for all' to enjoy and experience.

9.1.8 **Diverging themes:** unsurprisingly, the engagement also revealed there were a number of diverging themes and opinions across the different user types of the street. These are detailed below, and the City Council and The Crown Estate will be exploring these further during the development of the design ideas and solutions for Regent Street over the next 12 months.

- **Taxi drivers** made up a large proportion of the online survey's total responses (16%). This group's top priority for Regent Street is vehicle access, space for taxis to pick up and drop off people without causing traffic congestion, and continuing to support people with mobility and access needs to visit Regent Street. In the survey, taxi drivers expressed dislike towards the pavement extensions and the removal of the bus lanes which they feel creates traffic and congestion.
- **Londoners, local workers, and local residents** are mainly looking for improvements in the day-to-day experience of getting around Regent Street, particularly in relation to level of traffic, vehicle congestion, public transport, and crowded footways.
- **International and domestic visitors** would like to see improvements to the public realm, such as providing public toilets and making the street greener. There is also an opportunity to widen the appeal of Regent Street for this group by improving the hospitality offer.

9.1.9 **Public Realm interventions:** as the types of public realm ideas and interventions for Regent Street (question 3) was only asked at the stakeholder workshops and via the online survey, this information will be used to help guide some early analysis on possible street layouts as part of the concept stage of the project. The findings from this question will be considered further, along with future engagement exercises over the next 12 months on the street layout options and the public realm design any final preferred option. The ideas that participants wanted to see most for Regent Street were:

- **Pedestrian friendly**: reflecting the 'Pedestrian Experience' priority and linked to 'Wide Pavements' people placed value on creating a public realm that was centred around people and how they want to use the street, including good public seating, urban greening and public facilities such as accessible toilets.
- **Enhanced taxi drop-off**: reflecting the large proportion of taxi drivers that responded through the online survey, however it was still relatively important for other respondents especially local workers, coming fifth overall when taxi drivers have been removed.
- **Better managed traffic**: reflecting the large proportion of taxi drivers that responded through the online survey, and linked to their feedback on the issues they experience with the current 'Temporary' scheme, namely traffic congestion linked to the wider pavements. However, this was the second highest priority when taxi driver responses were removed. As half of the respondents who selected 'better managed traffic' also selected 'pedestrian friendly' it's clear that many people interpreted 'better managed traffic' as contributing to a more pedestrian friendly for Regent Street.
- **Wide pavements**: conversely those that did not identify as taxi drivers valued the wider pavements and the opportunities these presented beyond pedestrian comfort level
- **Shading and Cooling**: reflecting the 'Nature and greening' and 'Climate adaption' priorities and ways in which the street can evolve to address the changing climate.

9.2 Haymarket

9.2.1 Between March and September 2023, The Crown Estate ran and hosted a series of engagement activities to share and introduce to local stakeholders to their district strategy for Haymarket. Like Regent Street, The Crown Estate were keen to involve stakeholders in the early stages of the project to gather feedback and ideas to help shape their strategy for Haymarket, with a particular focus on how to make best use of the Haymarket and the surrounding streets and spaces. The engagement included the following activities:

- An online survey completed by 500 Londoners;
- On-street interviews on Haymarket (60 people), and in North Westminster (60 residents); and,
- In-person stakeholder workshops with local business (office and retailer tenants) and nearby landowners attended by 114 people.

9.2.2 The engagement activities revealed that those who participated do not regard Haymarket as a destination and it was less appealing compared to other West End areas. Those who were interviewed or surveyed felt it was not familiar

place compared to other central London areas, with more than half saying they simply just travelled through as opposed to spending time there. Despite its two theatres and large cinema, many felt it lacked in amenities and generally the public realm was not an enjoyable experience nor did it encourage people to dwell.

9.2.3 Those who participated saw opportunities to soften the public realm and the impact the transport corridor through urban greening, as well introducing better public seating to encourage people to spend more time enjoying what the street has to offer. Like with Regent Street, many felt the pedestrian experience should be improved, with a particular focus on safety, siting the width of the carriageway as creating a severance between the two sides of the street, and at times making it difficult and dangerous to cross. Whilst the architecture of the street and some of its institutions like the theatres were valued, many felt improving the look and feel of the public realm, as well as the ground floor offer should be considered, supported by the desire more pop-up events and on-street activities, and creating a better arrival experience for everyone.

9.2.4 Whilst the engagement activities where not as extensive as those for Regent Street, they have provided a valuable insight into what local stakeholders and Londoners think of Haymarket and the surrounding streets and has identified opportunities for improving the public realm and place experience. The City Council and The Crown Estate will now build on this as we progress the public realm and street layout options as part of the Phase 2 programme, supported and shaped by further rounds of engagement with residents, workers and visitors, to develop proposals that reflect the collective ambitions for this part of the West End.

If you have any queries about this Report or wish to inspect any of the Background Papers, please contact:

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APPENDICES

Appendix A: Regent Street Public Realm Vision Report and Appendix

BACKGROUND PAPERS

Capital Strategy 2023/24 to 2027/28 – 8 March 2023 (Full Council) and Appendix

Regent Street TMO Decision Report – 22 May 2023