



Projects Sub (Policy and Resources) Committee

Date: WEDNESDAY, 29 MAY 2019
Time: 11.00 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

LATE PAPER

9. **GATEWAY 3 - MUSEUM OF LONDON PUBLIC REALM PROJECT**
Report of the Director of the Built Environment.

For Decision
(Pages 1 - 18)

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Lunch will be served in the Guildhall Club at 1pm

N.B. part of this meeting may be subject to audio-visual recording.

John Barradell
Town Clerk and Chief Executive

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Agenda Item 9

Committees: Streets and Walkways Sub (Planning and Transportation) Committee - for decision Projects Sub (Policy and Resources) Committee - for decision Policy and Resources Committee - for decision	Dates: 28 May 2019 29 May 2019 6 June 2019
Subject: Museum of London Public Realm project Unique Project Identifier: PV Project ID: 11956	Gateway Issue Report Public
Report of: Director of the Built Environment	For Decision

1. Status update	<p>Project Description: To provide new public spaces and improved environment in West Smithfield in line with the planned implementation of Culture Mile and the Healthy Streets Plan, the opening of Crossrail stations in Farringdon and Farringdon East and the anticipated major increase number of visitors in the area.</p> <p>RAG Status: Green</p> <p>Risk Status: Low</p> <p>Total Estimated Cost of Project (excluding risk): £12m</p> <p>Change in Total Estimated Cost of Project (excluding risk): No change. No estimated cost was given in the Gateway 1/2 report. An estimated cost of £12m was given in the Project Prioritisation process.</p> <p>Spend to Date: £30,524</p> <p>Costed Risk Provision Utilised: 0</p> <p>Slippage: n/a</p>
2. Key points to note	<p>Key Points:</p> <ul style="list-style-type: none"> • The public realm works required to facilitate the relocation of the Museum of London were identified as a major project dependency and were approved to continue and be eligible for central funding during the Fundamental Review. • This report proposes that the scope of the project is now extended to include the wider West Smithfield area public realm and transportation elements and that the

	<p>wider scheme be allowed to progress outside of the Fundamental Review.</p> <ul style="list-style-type: none"> • The progress made to date on agreeing Project Outcomes, setting up the project team and project governance, initiating the baseline report, and writing a draft brief for consultants. • A Healthy Streets Plan for Smithfield and Barbican is a key part of the Transport Strategy (subject to Court of Common Council approval); and will enable various traffic scenarios for the area to be evaluated. • A recommendation to move to the next stage of the project, i.e. appointing a consultant team to produce a concept and detailed public realm design for the area (see location map in Appendix 2) and initiating required transport studies as part of the implementation of the Transportation Strategy. • The agreement to work on a coordinated approach with the Museum of London transformation team and the Markets Consolidation Programme team in developing a concept design for Smithfield area.
<p>3. Requested decisions</p>	<p>Next Gateway: Gateway 3 - Outline Options Appraisal (Complex)</p> <p>Requested Decisions:</p> <p>1. The requested decisions are as follows:</p> <p>a. It is recommended that Members of Policy and Resources Committee:</p> <ul style="list-style-type: none"> • Note the proposed widened scope of the scheme and agree that it be allowed to progress outside of the Fundamental Review; • approve additional budget of £625,000 required to progress the project to the next Gateway; of which £80,000 can be met from existing provisions within the Markets Consolidation Budgets and the remaining £545,000 from the eligible sources for this project of CIL or OSPR. <p>b. It is recommended that Members of the Streets & Walkways and Project Sub Committees approve the next phase of the project as described in this report.</p> <p>It is further recommended that Members:</p> <p>c. Note the Capital Funding Review process via Resource Allocation Sub Committee has approved central funding for the key project dependency elements of this project.</p>

- d. Approve the increase in the scope of the project to reflect the proposals within the Transportation Strategy, the planned implementation of Culture Mile and the development of the Markets Consolidation Programme.
- e. Approve the change of the project name from Museum of London Public Realm to West Smithfield Area Public Realm and Transportation project.
- f. Note the revised project budget of £715,000; and note the total estimated project cost of £12m which is subject to the identification of funding.

4. Budget

2. Finance tables

Table 1: Spent to date			
Description	Budget approved	Spend to date	Difference
Fees	48,500	368	48,132
Staff costs	41,500	30,156	11,344
Works	0	0	0
Total	90,000	30,524	59,476

3. The above table shows that there is currently a project underspend of £59,476. Through the work undertaken to date (see detail in paragraphs 4-10 below), and the proposed widening of the scope of the project, officers now have a much clearer understanding of the scale of work required and are therefore recommending to allocate this funding as part of the studies and surveys required prior to Gateway 3.

Table 2: Budget summary			
Description	Approved Budget (£)	Additional Budget required to reach next Gateway (£)	Revised Budget to next Gateway (£)
Fees (Design, Transport studies and surveys)	48,500	475,000	523,500
Staff costs (Public Realm, Transportation, Open Spaces, Highways)	41,500	150,000	191,500

	Works	0	0	0
	Total	90,000	625,000	715,000
	Table 3: Budget Sources			
	Existing budget from Town Clerks Central Risk Budget (£)	Additional Budget from OSPR (£)	Contribution from MCP budget (£)	Total (£)
	90,000	545,000	80,000	715,000
5. Issue Description; progress; and next steps	<p>4. In October 2017 the ‘Culture Mile Implementation Programme’ Gateway 1/2 report was approved and included the initiation of the ‘Museum of London Public Realm project’ with a budget of £90,000 funded from the Town Clerk Central Risk Budget for Culture Mile activities.</p> <p>5. The project aimed to provide a suitable welcome for the increased number of visitors to Culture Mile and the new Museum, that will arrive at the Crossrail Stations in Farringdon and Farringdon East into Culture Mile.</p> <p>6. The Gateway 1/2 report approved funding to: begin the process of stakeholder engagement; start the necessary data collection and surveys; and establish project objectives.</p> <p>7. Since that report was approved, officers have undertaken work to initiate up the project and have compiled project initiation documents, in summary:</p> <ul style="list-style-type: none"> - A Project Team has now been set up that includes representatives from relevant departments. - Project documentation, setting out governance and roles and responsibilities; programme; risks; communications strategy have been set out. - Requirements for baseline measurements, research, and initial briefs have been drafted, to align with Corporate Strategies including those related to Culture Mile such as the Look and Feel Strategy. <p>8. Two ‘Visioning’ workshops with attendance from a wide group of representatives from the City, Museum and other key stakeholders have been held. This included Museum directors, Markets team, City Transportation, City Surveyors, Planning, Open Spaces, Culture Mile staff, and representatives from Transport for London (TfL) amongst</p>			

others. The aims of these workshops were: to discuss and agree a common vision for the public realm project; to understand the relationship between outdoor spaces and the new Museum building; to understand site constraints and opportunities; and to explore what the aspirations are for creating a truly public, civic, exciting and creative place for Londoners. The information gathered at these sessions was then used to collectively draft Project Outcomes that have been agreed by the workshop attendees. These Outcomes will guide the project as it develops. They are given in Appendix 3.

9. Subsequent to the workshops, the project team have initiated research which involves pre-scheme monitoring of a range of indicators, including road safety, air quality and economic value to establish a baseline of information against which the future public realm changes can be assessed.
10. In addition, the major project dependency aspects of the scheme have been approved to continue and be eligible for central funding during the Capital Funding Review. This was approved as part of the “Capital Funding – Interim Revised Prioritisation and Project Funding Update report” submitted to Resource & Allocation Committee in April 2019.

New Scope

11. Within the Transport Strategy is a proposal for the implementation of the Healthy Street Plan. Alongside this, the development of Culture Mile and the announcement by the City to consider the future of Smithfield Market in a new consolidated site, have all led to a recommendation to increase the project scope to consider all these changes in an holistic way.
12. To develop suitable options for the relocation of the market, the Markets Consolidation Programme (MCP) has been initiated led by the City Surveyor’s department. The relocation of the Wholesale Meat and Poultry Market to a different site would create the opportunity to redevelop the current market site for a different use, and the MCP will consider potential new uses for the existing market buildings as part of its work.
13. Any relocation would have a huge impact on the area of Smithfield and would significantly change the context in which the new Museum of London would operate. The whole public realm around the full market site – including

the buildings being developed by the Museum and those considered by the MCP – will necessarily need to change to reflect the new uses of the buildings. However, design proposals for the future of the area would require sufficient in-built flexibility to accommodate both market operations and possible future uses.

14. DBE officers are working on a coordinated approach including governance and procurement processes. This will ensure that the City can envisage a joint vision for the future of the area considering the transformation projects in Smithfield.

15. Given this context, the stakeholder group (mentioned in paragraph 8) has endorsed an approach to the public realm that is to be developed in three stages:

- I. Complete an overall concept design for the area of West Smithfield including the site immediately around the new Museum; the central markets; and Smithfield Rotunda. The extent of the area is given in Appendix 2.
- II. Transport studies to work towards a Healthy Streets Plan (HSP) for Culture Mile, identifying functional changes to accommodate anticipated transformation of the area.
- III. Initiate the detailed design for the public realm. The geographic scope for this work is proposed to follow on from the concept design.

16. Given the new context, it is therefore recommended that Members endorse the increase in the scope of the project as set out above, and correspondingly approve the change of the project name from 'Museum of London Public Realm' to 'West Smithfield Area Public Realm and Transportation' project.

17. Policy and Resources Committee Members are also asked to approve the progression of the wider scope of the scheme outside of the fundamental review.

Governance

18. The governance of the project is set out in Appendix 4. A project team is set up to deliver the project, and a Steering Group is proposed that includes:

- Assistant Town Clerk & Culture Mile Director
- Market Consolidation Representative: MCP Programme Director
- Investment Property Director
- City-Museum liaison

- Public realm and Transportation Director
- Superintendent of Parks & Gardens
- Museum of London Transformation Director
- A nominated Member representative, as suggested by Committee

19. A range of stakeholders are involved in the project. As the project evolves and proposed actions are considered, it will be important to identify the capacity in which the City is acting and ensure that only considerations relevant to the function being exercised are taken into account. (For example, in carrying out its traffic authority functions in relation to traffic management measures the traffic authority must take into account the safe, convenient and expeditious movement of traffic on the road network; and must disregard irrelevant considerations such as the aspirations of particular owners and occupiers).

Risk

20. A summary of the initial risk register 'Key Risks' is given below:

<i>Risk 1: Funding</i>	<i>Description</i>	<i>The sources of project funding and the release of funds is not agreed in time to progress the project .</i>
	<i>Mitigation</i>	<i>Project funding confirmed via committee reports in good time.</i>
<i>Risk 2: Timing</i>	<i>Description</i>	<i>There are many different project dependencies and elements to be phased. There is a risk that these elements may not be complete in a time that is appropriate for the dependencies e.g. the Museum of London opening.</i>
	<i>Mitigation</i>	<i>Commission key work, e.g. transportation studies and concept design, in a timely manner, and develop the project in a phased approach to meet the different timing requirements.</i>
<i>Risk 3: Complexity</i>	<i>Description</i>	<i>Decision-making processes delayed due to the complexity of the project.</i>
	<i>Mitigation</i>	<i>Set up robust governance for the project and a clear communication strategy.</i>
<i>Risk 4: Objections</i>	<i>Description</i>	<i>The project may recommend changes which may create some opposition from groups (i.e.</i>

			<i>measures to reduce traffic that include road closures).</i>
		<i>Mitigation</i>	<i>Stakeholder engagement will be thorough to understand where this risk may occur and plan accordingly; and key messages setting out the rationale for change will be drafted.</i>
<p><u>Next Steps</u></p>			
<p>21. The next step is to procure consultants for the transport studies (HSP) and for a team to produce the concept design. The concept design will set out different options relating to the look and feel of the public realm. It is necessary that these options be flexible, and phased, as it is not yet understood exactly how the area will change and in what order works will commence.</p> <p>22. The HSP will identify a number of concept options for the functional change to the street network and apply regardless of related developments to property in the area. This work will allow public realm concept designs to be produced for those various options. Possible options for traffic changes include reducing through traffic, timed access restrictions, part pedestrianisation of some streets and/or footway widening and other traffic management measures.</p> <p>23. The procurement process will appoint a team for concept design and developed design stages of the public realm design. Given that the public realm procurement is related to a number of design stages over large area, the procurement route for that team will follow the OJEU process. The brief for the concept design states that the appointed team will include expertise in landscape architecture, property, regeneration, urban design, transport, and cultural visitor destinations.</p> <p>24. A separate procurement process will appoint a transport consultancy to undertake the traffic modelling for a number of different options to change the street network as part of a redevelopment to a Healthy Streets Plan.</p> <p>25. It is proposed to deliver the transport studies required for the Barbican and Smithfield Healthy Streets Plan as per the Transport Strategy (subject to Court of Common Council adoption). The HSP for Barbican and Smithfield will be delivered as one project but funded via two separate funding streams: the western part of the Barbican and Smithfield Healthy Streets Plan will be delivered through</p>			

	<p>this project, whilst the eastern part will be delivered as part of the Beech Street transportation and public realm project.</p> <p>26. Once the procurement is completed, work will commence in late 2019. It is hoped that some high-level visioning will be available to inform the Museum and Markets relocation activities. Once the HSP work and concept design options have been completed, these will be presented to Members at Gateway 3 stage. Subject to approval, developed design will commence. Workshops will be held throughout as the project progresses to ensure stakeholders are fully engaged on emerging ideas and design principles.</p> <p>27. In order to work at pace and to progress the OJEU procurement process, this report is to be submitted to Policy & Resources Committee in June rather than Resource Allocation Sub Committee later in July to approve the resourcing decision.</p>
<p>6. Options</p>	<p>28. At this stage the project is not developed enough to set out specific design options. Understanding options will be a key element of the next stage: i.e. concept design and HSP survey work as set out in this report. At Gateway 3 initial options will be presented to Members.</p> <p>29. A 'do nothing' option is not recommended at this stage as the project has been identified as a 'key project dependency' in the Capital Funding Review.</p> <p>30. It is therefore requested that Members approve the various recommendations as set out in Section 3 – 'Requested Decisions'.</p>

Appendices

Appendix 1	Project Coversheet
Appendix 2	Plans of the area
Appendix 3	Project Outcomes
Appendix 4	Proposed Governance Structure

Contact

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Appendix 1: Project Coversheet

Project Coversheet

[1] Ownership

Unique Project Identifier: 11956 **Report Date:** 28/05/19
Core Project Name: Museum of London Public Realm
Programme Affiliation: Culture Mile
Project Manager: Helen Kearney
Next Gateway to be passed: 3

[2] Project Brief

Project Mission statement:

To provide new public spaces and improved environment in West Smithfield in line with the planned implementation of Culture Mile and the Healthy Streets Plan. The project will aim to achieve the following outcomes:

1. The character of the area is revealed, celebrated and protected
2. People feel safe as a result of high-quality, human-centred, integrated design
3. There is a well-functioning public realm
4. The urban spaces around Smithfield are active and engaging
5. The public realm is flexible and future-proofed
6. The public realm is green and sustainable, and sustainability measures integrate seamlessly with the local buildings
7. The different building uses within the area of study are understood and complement each other

The above Outcomes relate to the development of the area of West Smithfield as a key part of Culture Mile, in a Healthy Streets Plan approach, and apply regardless of related developments to property in the area. In the event that the Museum of London and the Central Markets developments go ahead, the following Outcomes will also apply:

8. The museum and repurposed market buildings have the best possible journey, arrival, welcome
9. The delivery of change in the area is phased in a way that meets the needs of the new Museum and Central Markets developments, and that allows for flexibility where required

Culture Mile objectives that will be achieved through the project include:

- Create a Culture Spine
- Take the Inside Out
- Discover and Explore

The project will fulfil the following aims in the City's Corporate Plan:
1c, 3b, 9d, 10c, 11a

Definition of need:

The project respond to several major transformations in the area as follows:

- The City’s Transport Strategy has set out the Barbican and Smithfield Area as a site for a ‘Healthy Streets Plan’. This plan will identify functional changes to the street/road network to accommodate the anticipated transformation of the area.
- The project is also a crucial part of the development of Culture Mile and will deliver large parts of the Look and Feel Strategy implementation.
- The Museum of London is soon to move into a new site in Smithfield, which currently has poor public realm, a propensity of hard landscape, traffic-dominated streets and provides little in the way of welcome to the area. The project is needed to transform the area into one that is fitting for a major new museum. The whole public realm around the full market site – including the buildings being developed by the Museum and those considered by the MCP – will necessarily need to change to reflect the new uses of the buildings. By aiming to deliver concept designs for the public realm in the West Smithfield area, this project will provide the framework for these future changes.
- The City has also established a programme to consider the future of Smithfield Market in a new consolidated site along with the City’s other wholesale markets. A Markets Consolidation Programme (MCP) has been initiated to develop suitable options. The relocation of the Wholesale Meat and Poultry Market to a different site would create the opportunity to redevelop the current market site for a different use, and any relocation would have a huge impact on the area of Smithfield, including its public realm.

Risk

The relevant references in the Corporate Risk Register that relate to this project are:

CR21 Air Quality, CR20 Road Safety

Key measures of success:

NB - KPIs will be finalised on receipt of the appropriate Baseline information. Research to provide this information is ongoing.

1) Increased high-quality Public realm – materials, space, accessibility, historic interpretation elements
2) Increased quantity of greenery in the area; improved flood risk mitigation measures
3) Improved air quality
4) Reduction in vehicle movement in line with aims of the transport strategy; improved road safety
5) Number of visitors increases

[3] Highlights

Finance:

Total anticipated cost to deliver [£]:£12m
Total potential project liability (cost) [£]: n/a
Total anticipated on-going commitment post-delivery [£]: Maintenance costs tbc.
Programme Affiliation [£]: Culture Mile Programme

[A] Budget Approved to Date*	[B] New Financial Requests	[C] New Budget Total (Post approval)
£90,000 at Gateway 1/2	£625,000 at Progress report to move to Gateway 3. This is not a request to increase the overall budget; it is a request to release part of the budget.	£715,000 Of £12m total
[D] Previous Total Estimated Cost of Project	[E] New Total Estimated Cost of Project	[F] Variance in Total Estimated Cost of Project (since last report)
An estimated total cost of the project was given as £12m during the Project Prioritisation process. This not set out in the Gateway 1/2 report.	£12m	n/a
[G] Spend to Date	[H] Anticipated future budget requests	
£30,000	£11,285,000	

Headline Financial changes:

<p>Since 'Project Proposal' (G2) report: ◀▶ £90,000 approved at Gateway 1/2. A further £625,000 is now requested to progress to Gateway 3.</p>
<p>Since 'Options Appraisal and Design' (G3-4) report: n/a</p>
<p>Since 'Authority to start Work' (G5) report: n/a</p>

Project Status:

Overall RAG rating: Green

Previous RAG rating: n/a

[4] Member Decisions and Delegated Authority

[5] Narrative and change

Date and type of last report:

Gateway 1/ 2 in October 2017

Key headline updates and change since last report.

- The public realm works required to facilitate the relocation of the Museum of London were identified as a major project dependency and were approved to continue and be eligible for central funding during the Fundamental Review.
- A proposal that the scope of the project is extended to include the wider West Smithfield area public realm and transportation elements and that the wider scheme be allowed to progress outside of the Fundamental Review.
- Project Outcomes agreed, project team set up and project governance drafted, initiated the baseline report, draft brief for consultants written.
- A Healthy Streets Plan for Smithfield and Barbican is a key part of the Transport Strategy (subject to Court of Common Council approval); and will enable various traffic scenarios for the area to be evaluated.
- A recommendation to move to the next stage of the project, i.e. appointing a consultant team to produce a concept and detailed public realm design for the area (see location map in Appendix 2) and initiating required transport studies as part of the implementation of the Transportation Strategy.
- The agreement to work on a coordinated approach with the Museum of London transformation team and the Markets Consolidation Programme team in developing a concept design for Smithfield area.

Headline Scope/Design changes, reasons why, impact of change:

Since 'Project Proposal' (G2) report:

Extension of scope to include the full West Smithfield area for concept design.

Since 'Options Appraisal and Design' (G3-4 report):

n/a

Since 'Authority to Start Work' (G5) report:

n/a

Timetable and Milestones:

Expected timeframe for the project delivery: Complete 2023/24

Milestones:

- | |
|--|
| 1) Governance set up and agreed (May 2019) |
| 2) Project objectives and scope agreed through initial stakeholder engagement (May 2019) |
| 3) Relevant surveys undertaken to inform setting KPIs (September 2019) |
| 4) Research and Baseline report completed, including traffic surveys (September 2019) |
| 5) Procurement of consultants for concept design and developed design stages for the public realm (June – November 2019) |
| 6) Procurement of consultants/ services for transportation studies to deliver the Healthy Streets Plan (HSP) elements of the concept design (June – July 2019) |
| 7) Completion of the HSP studies and concept design (June 2020) |

- 8) Gateway 3 report and stakeholder engagement (July 2020)
- 9) Developed design for the public realm and subsequent Gateway 4 approval (April 2021)
- 10) Technical Design (construction package) and Gateway 5 approval (November 2021)
- 11) Construction (end of 2022)
- 12) Post construction, Gateway 6 report, and monitoring (through 2023)

Are we on track for this stage of the project against the plan/major milestones? yes

Are we on track for completing the project against the expected timeframe for project delivery? yes

Risks and Issues

Top 3 risks:

<i>Risk 1: Funding</i>	<i>Description</i>	<i>The sources of project funding and the release of funds is not agreed in time to progress project</i>
	<i>Mitigation</i>	<i>Project funding confirmed via committee reports in good time.</i>
<i>Risk 2: Timing</i>	<i>Description</i>	<i>There are many different project dependencies and elements to be phased. There is a risk that these elements may not complete in a time that is appropriate for dependencies e.g. the Museum of London opening.</i>
	<i>Mitigation</i>	<i>Commission key work, e.g. transportation studies and concept design, in a timely manner</i>
<i>Risk 3: Complexity</i>	<i>Description</i>	<i>Decision-making processes delayed due to the complexity of the project</i>
	<i>Mitigation</i>	<i>Set up robust governance for the project and a clear communications strategy</i>

See 'risk register template' for full explanation.

Top 3 issues realised

<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
n/a		

Has this project generated public or media impact and response which the City of London has needed to manage or is managing?

Yes- the wider Museum of London project, the Markets Consolidation Programme, and Culture Mile initiatives are generating public interest and have media/ comms strategies in place.

Appendix 2: Plans of the area

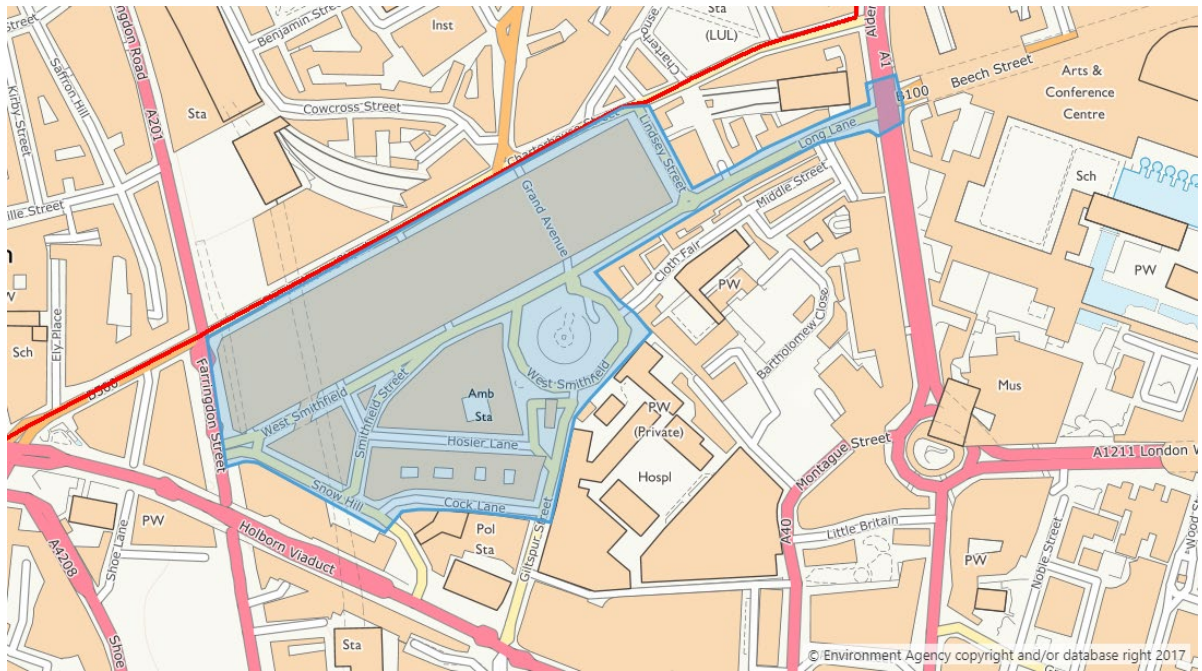


Fig 1. Indicative area for Public Realm and Transportation Project

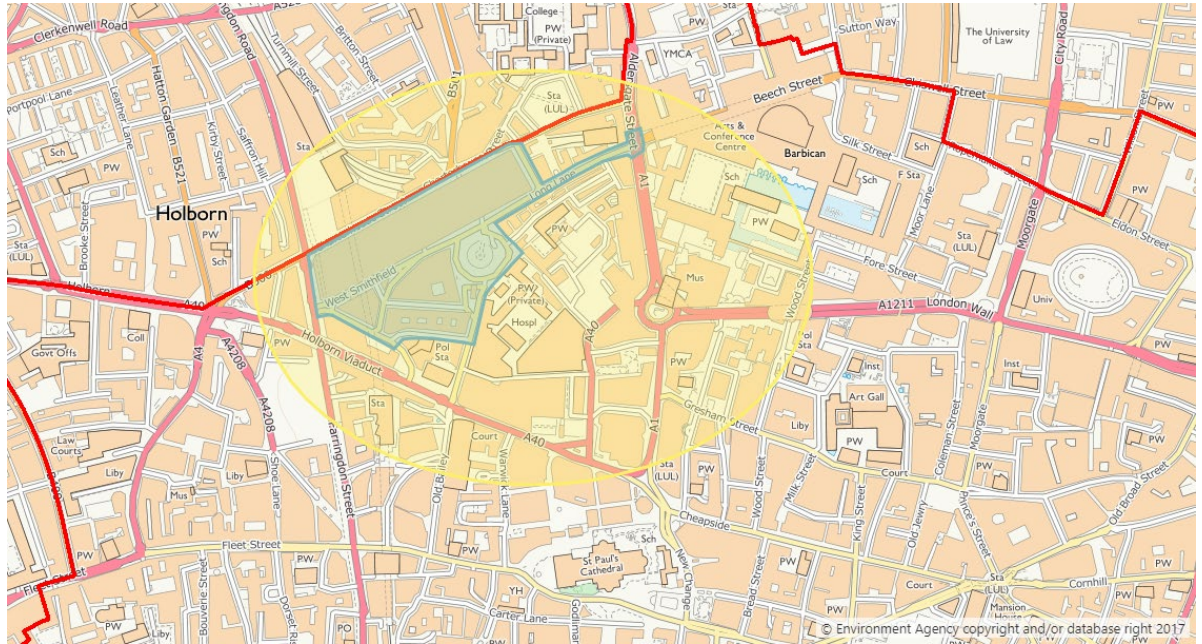


Fig 2. Public Realm and Transportation project within its wider area

Appendix 3: Project Outcomes

The project will aim to achieve the following outcomes:

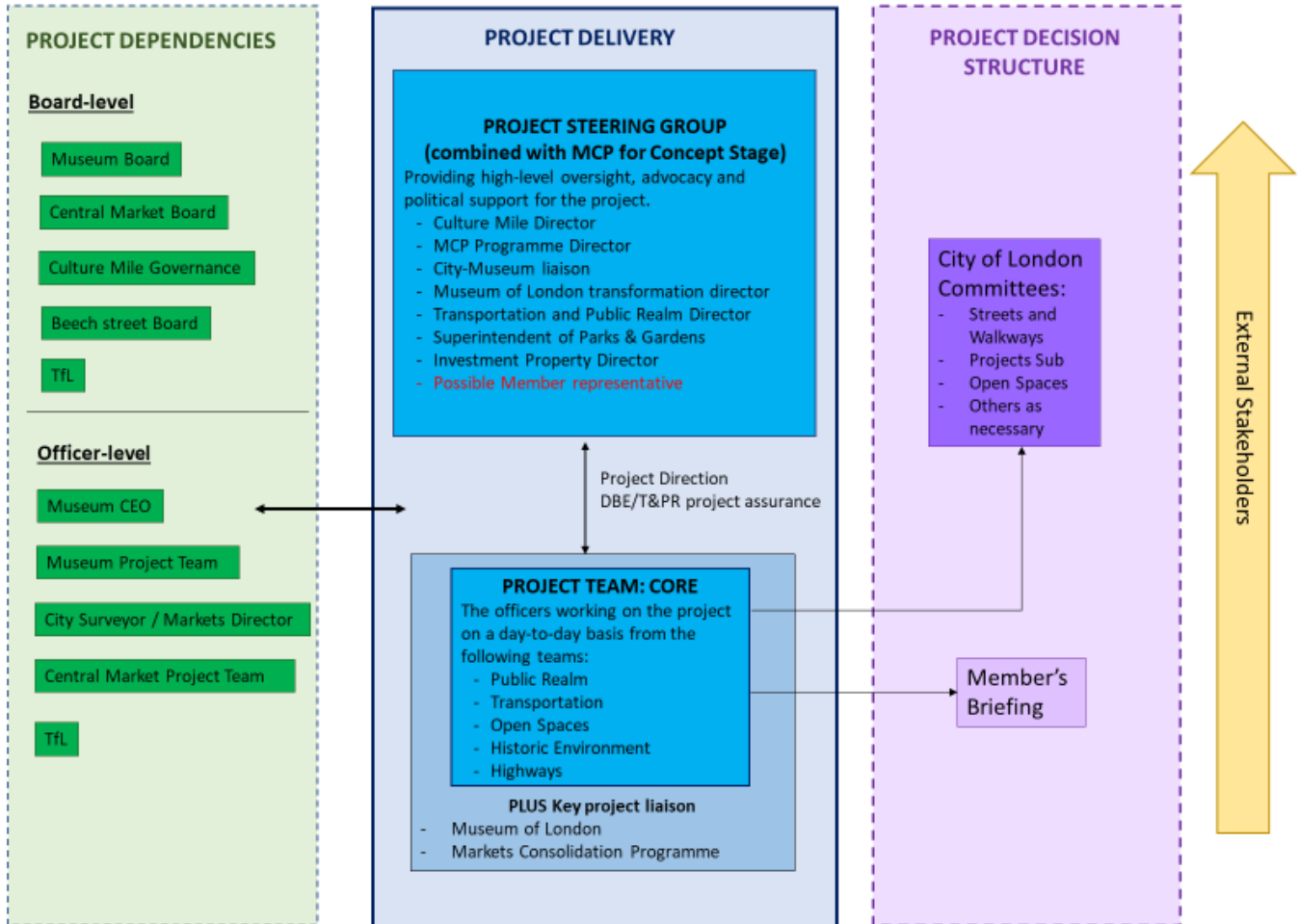
1. The character of the area is revealed, celebrated and protected
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The above Outcomes relate to the development of the area of West Smithfield as a key part of Culture Mile, in a Healthy Streets Plan approach, and apply regardless of related developments to property in the area. In the event that the Museum of London and the Central Markets developments go ahead, the following Outcomes will also apply:

8. The museum and repurposed market buildings have the best possible journey, arrival, welcome
9. The delivery of change in the area is phased in a way that meets the needs of the new Museum and Central Markets developments, and that allows for flexibility where required

Appendix 4: DRAFT Project Governance

SMITHFIELD AREA PUBLIC REALM: DRAFT/PROPOSED PROJECT GOVERNANCE



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