



## Streets and Walkways Sub (Planning and Transportation) Committee

**Date:** MONDAY, 16 SEPTEMBER 2013

**Time:** 1.45pm

**Venue:** COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

**Members:** Jeremy Simons (Chairman) Michael Hudson  
Marianne Fredericks (Deputy Chairman) Oliver Lodge  
Randall Anderson Sylvia Moys  
Dennis Cotgrove Barbara Newman, Open Spaces and City Gardens (Ex-Officio Member)  
Alderman Alison Gowman, Police Committee (Ex-Officio Member) Deputy John Owen-Ward  
Deputy Michael Welbank  
Brian Harris, Finance Committee (Ex-Officio Member)

**Enquiries:** Katie Odling  
tel. no.: 020 7332 3414  
katie.odling@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at 1pm

**John Barradell**  
Town Clerk and Chief Executive

# AGENDA

## Part 1 - Public Agenda

1. **APOLOGIES**

**For Decision**

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

3. **MINUTES**

To agree the public minutes and summary of the meeting held on 17 June 2013.

**For Decision**  
(Pages 1 - 6)

4. **ISSUE REPORT – 72 FORE STREET**

Report of the Director of the Built Environment.

**For Decision**  
(Pages 7 - 12)

5. **OUTLINE OPTIONS APPRAISAL — LUDGATE HILL CROSSING REVIEW (30 OLD BAILEY)**

Report of the Director of the Built Environment.

**For Decision**  
(Pages 13 - 24)

6. **OUTLINE OPTIONS APPRAISAL (GATEWAY 3) - FLEET & PLUMTREE COURT PUBLIC REALM AND SECURITY IMPROVEMENTS**

Report of the Director of the Built Environment.

**For Decision**  
(Pages 25 - 78)

7. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

8. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

9. **EXCLUSION OF THE PUBLIC**

MOTION – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act as follows:-

## **Part 2 - Non-public Agenda**

10. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 17 June 2013.

**For Decision**  
(Pages 79 - 80)

11. **QUESTIONS ON NON-PUBLIC MATTERS RELATING TO THE WORK OF THE  
SUB COMMITTEE**

**For Decision**

12. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND  
WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST  
THE PUBLIC ARE EXCLUDED**

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# Agenda Item 3

## STREETS AND WALKWAYS SUB (PLANNING AND TRANSPORTATION) COMMITTEE

Monday, 17 June 2013

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Monday, 17 June 2013 at 1.45 pm

### Present

#### Members:

Jeremy Simons (Chairman)  
Marianne Fredericks (Deputy Chairman)  
Randall Anderson  
Dennis Cotgrove  
Alderman Robert Hall (Ex-Officio Member)  
Brian Harris (Ex-Officio Member)  
Michael Hudson  
Oliver Lodge  
Sylvia Moys  
Deputy John Owen-Ward  
Deputy Michael Welbank

#### Officers:

|                  |                                       |
|------------------|---------------------------------------|
| Katie Odling     | - Town Clerk's Department             |
| Esther Sumner    | - Town Clerk's Department             |
| Julie Smith      | - Chamberlain's Department            |
| Rob Oakley       | - Department of the Built Environment |
| Victor Callister | - Department of the Built Environment |
| Iain Simmons     | - Department of the Built Environment |
| Ian Hughes       | - Department of the Built Environment |
| Alan Rickwood    | - City Police                         |

#### 1. APOLOGIES FOR ABSENCE

There were no apologies for absence.

#### 2. MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

#### 3. MINUTES

RESOLVED – That the Minutes of the meeting held on 20 May 2013, be approved subject to the following amendment to Item 3, paragraph 3 –

*“...as their position as an ex-officio Member was ~~officially vacant~~ unclear until the appointing Committee had met...”*

#### MATTERS ARISING

Item 3 – Election of Chairman- the Town Clerk informed the Committee that advice had been sought from the Comptroller and City Solicitor regarding the appointment of

ex-officio Members and advised that the appointments made during the previous municipal year should still be treated as current during the interregnum, provided that the Members concerned were still eligible for appointment.

Item 8 – Pedestrian Crossing at St Paul’s (Millennium Bridge approach) – the Assistant Director informed Members that as yet, he had not met with Transport for London (TfL) regarding the option to include countdown timers at the crossing. It was agreed that a list of those crossings which had either already or would have count down timers would be circulated to Members after the meeting.

#### 4. **OUTSTANDING ACTIONS**

The list of outstanding actions was RECEIVED.

Blackfriars Bridge – Members were informed that the result of the meeting with TfL suggested they would not be progressing further with the scheme currently in place, therefore issues around safety would be addressed through a subsequent change to the design of the road layout to the north of the bridge.

Beating the Bounds – The comments of the Sub Committee had been noted by the Appeal organisers who were also promoting a new campaign ‘Resist the Twist’ which hoped to encourage motor cyclists not to rev their engines. Members noted that work towards to the event in October 2013 was progressing well.

Closure of Jewry Street – Members were informed that work was now complete and the diversion had been removed, however issues raised previously by Members regarding the diversion had been raised with the contractor.

Ludgate Hill – the Assistant Director informed the Committee that the design work would be linked with Fleet Street and this process would take between 12 and 18 months.

#### 5. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**

##### 5.1 **Outcome Report - Road Danger reduction in the Shoe Lane area – Stonecutter Street & Little New Street**

Consideration was given to a report of the Director of the Built Environment regarding road danger reduction in the Shoe Lane area – Stonecutter Street and Little New Street.

Members were minded not to authorise closure of the project and requested that Officers carry out a 12 month review of the casualty situation and document this fully, with remedial action as necessary. In addition, queries were raised regarding the replacement trees in Giltspur Street, the maintenance costs and replacement if any of the trees died within their first season and also the appropriate signage tin Stonecutter Street when approaching from the west.

RESOLVED – That,

- a) closure of the project be not agreed in light of the comments made by the Committee in respect of
    - i) the need to carry out a proper 12 month review of the casualty situation and document this fully, with remedial action as necessary;
    - ii) queries over the replacement trees in Giltspur Street, maintenance costs and replacement if any of the trees died within their first season;
- and

- iii) the appropriate signage tin Stonecutter Street when approaching from the west.
- b) an update report be brought back to the Sub-Committee at the next meeting.

## **5.2 Issue Report - Bloomberg Place**

Consideration was given to a report of the Director of the Built Environment. The report sought to extend the scope of the Bloomberg Place project from highway evaluation and design to include implementation of highway changes in addition to substantial environmental enhancements at the request of the developer.

A query was raised regarding the association between private land and public highway and it was confirmed that this information would be provided to the Sub Committee.

RESOLVED – That,

- a) the project scope be extended from solely evaluating highway options and design to include the evaluation, design and implementation of necessary highway improvements and desired environmental enhancements including possible introduction of trees in the public highway;
- b) the total estimated costs be increased from £250,000, the estimated cost of highway evaluation and design reported to Members in February 2012, to £3 million to include the cost of implementation as described above;
- c) a further £200,000 be approved from the £250,000 already received to progress the project to Gateway 3/4 as shown in Appendix 1;
- d) authority for any further budget adjustments for highway evaluation and design purposes be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman;
- e) the project be authorised to proceed under the project approval procedure from “Streamlined” to “Standard” as required for projects of a value exceeding £2 million; and
- f) the project be required to progress under a combined Gateway 3/4 due to lack of real options.

## **5.3 Outline Options Appraisal (Gateway 3) - 5 Broadgate**

Consideration was given to a report of the Director of the Built Environment which explored options to enhance the environment of the streets and spaces in the vicinity of the redevelopment at 5 Broadgate.

Members discussed the low tolerance figure which was a result of the options development with all key stakeholders involved. Members were informed that the projects approval procedure did not allow for contingencies, however, if an investigation identified that additional expenditure was required, then Section 278 funding could be used.

RESOLVED – That,

- a) option 3 be approved for progression through to detailed design stage with the subsequent design and authority to start works presented at the next Gateway;
- b) a public consultation on the preferred option be carried out concurrent with the early stages of the detailed design based on the preferred option.

#### **5.4 20 Fenchurch Street - Security Project**

Consideration was given to an options appraisal report of the Director of the Built Environment which related to security infrastructure and public realm enhancements to the forecourt of the 20 Fenchurch Street development.

RESOLVED – That,

- a) The project be approved at an estimated cost of £900,000 to deliver Option 1 as funded by the developer of 20 Fenchurch Street (Canary Wharf Contractors); and
- b) City Officers be authorised to enter into a legal agreement pursuant to Section 278 of the Highways Act 1980 with the developer of 20 Fenchurch Street to secure the funding and implementation arrangements for the project as described in the report.

#### **6. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

There were no questions.

#### **7. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

There were three items of urgent business as follows -

##### **7.1 Report on Action Taken**

Aldgate Highway Changes and Public Realm Improvements – The Town Clerk in consultation with the Chairman and Deputy Chairman of both the Projects and Streets and Walkways Sub Committees had approved the following recommendations under **urgency authority**, Standing Order No. 41 (b) –

- a) £54,000 to introduce 4 'Experimental initiatives' in the area;
- b) A sum of £584,000 to move the project to Gateway 4 to be met from –
  - o £138, 368 of the Heron Tower S106 contribution;
  - o £350, 000 of the Heron Tower S278(2) agreement; and
  - o £95, 632 of the St Botolph Building S106 contribution.
- c) Unspent allocation be utilised to fund the project between Gateway 4 and Gateway.

Members noted that this project continued to be delivered to what was an ambitious programme with a target build commencement date of April 2014. However, given the three unforeseen events that had arisen, urgency was granted to bring forward funding not to delay to programme.

RECEIVED.

##### **7.2 Gateway 3/4 Issue Report - Riverside Walk Millennium Bridge Area**

Consideration was given to a report of the Director of the Built Environment which provided further information which was requested by the Projects Sub Committee in respect of proposals to carry out further grounds for investigation in Paul's Walk.

RECEIVED.

##### **7.3 Chartered Institute of Highways and Transportation Enterprise Mouchel Streets Award**

The Chairman was delighted to announce the 'CIHT/Enterprise Mouchel Streets' Award given to the City of London for the Cheapside scheme. The judges had



considered the scheme to be outstanding and addressed the balance between movement and place as well as by the use of high quality materials.

The Committee congratulated Officers on this outstanding achievement.

**8. EXCLUSION OF THE PUBLIC**

RESOLVED: That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

**9. WINCHESTER HOUSE**

Consideration was given to a report of the Director of the Built Environment relative to Winchester House Security.

RECEIVED.

**10. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

There were no questions.

**11. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

There were no items of urgent business.

**The meeting ended at 3.10 pm.**

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Chairman

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# Agenda Item 4

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| <b>Committee(s):</b>   | <b>Date(s):</b>                        |
| Streets & Walkways Sub-Committee<br>Projects Sub-Committee   | 16 September 2013<br>25 September 2013 |
| <b>Subject:</b><br>Issue Report – 72 Fore Street   | <b>Public</b>                          |
| <b>Report of:</b><br>Director of Built Environment   | <b>For Decision</b>                    |
| <b><u>Summary</u></b>  |  |
| <u>Dashboard</u><br>Project Status – Green<br>Total Estimated Cost – £1.07m<br>Spend to Date – £10,335<br>Overall project risk – Low   |  |
| <u>Brief description of project</u><br>As part of the Barbican Area Streets and Walkways Strategy you agreed in 2008 to a programme of works to improve Fore Street. The area around Fore Street is subject to significant change with the 72 Fore Street development (Moorgate Exchange), the Moorgate Crossrail station and the forthcoming redevelopment of the St Alphage House site (London Wall Place). A map showing the extent of the S106 approval is attached at Appendix One.<br><br>Since the approval, works have started at 72 Fore Street and locally elsewhere for Crossrail which have affected that programme so that if we were to proceed as originally planned, the new works would be at high risk from construction traffic. However the developers of 72 Fore Street would understandably like the area immediately around their site to be improved to coincide with the opening of their new development in 2014. I am therefore now recommending the original programme be split into two phases, the first phase to be the work around the area of 72 Fore Street, with the rest to follow as Phase 2.<br><br>The total cost of the whole scheme is £1.07m, and the cost around 72 Fore Street is anticipated to be £200k reflecting the minor nature of works to be done in the immediate vicinity of the site. |  |
| <b>Recommendations</b> <ul style="list-style-type: none"><li>- It is recommended that Members approve the phasing of the project to deliver improvements to the footways immediately adjoining the 72 Fore Street development site to coordinate with the building's launch as Phase 1 of the project and evaluation/delivery of wider area improvements at a future date as Phase 2 of the project.</li></ul>   |  |

## Overview

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| <p><b>1. Success Criteria</b></p>                           | <ul style="list-style-type: none"> <li>- Delivery of a priority project of the Barbican Area Streets and Walkways Enhancement Strategy (Fore Street).</li> <li>- Improved access and safety through the area.</li> <li>- Improved appearance/amenity of the S106 area for users of the development and those affected by the development.</li> <li>- Improvement of pedestrian movement from the Moorgate Underground and Crossrail stations to/from the Barbican/London Wall and the development.</li> </ul>  |
| <p><b>2. Project Scope and Exclusions</b></p>               | <p>The project scope is limited to public realm works inside the S106 LCEIW area. The S106 restricts works primarily to Moor Lane, Fore Street, Fore Street Avenue and Wood Street as shown Appendix 1. Any works outside this area cannot be included in the project.</p>   |
| <p><b>3. Link to Strategic Aims</b></p>                     | <p>The project would help to deliver the City's Strategic Aim - <i>To provide modern, efficient and high quality local services within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</i>, through the provision of an improved public realm which would provide safer, more enjoyable and accessible routes between the existing and proposed offices/residences in the Moor Lane/Fore Street area and the public transport interchanges at Moorgate.</p> |
| <p><b>4. Within which category does the project fit</b></p> | <ul style="list-style-type: none"> <li>- Fully reimbursable</li> <li>- Asset enhancement/improvement (capital)</li> </ul>  |
| <p><b>5. What is the priority of the project?</b></p>       | <ul style="list-style-type: none"> <li>- Essential</li> </ul>  |
| <p><b>6. Governance arrangements</b></p>                    | <p>Because of the scale and nature of this project a Project Board was not recommended at project initiation but rather regular project team meetings are held with the Senior Responsible Officer, internal multidisciplinary project team consisting of Highways, Lighting, Open Spaces, Access and Cleansing officers as necessary, and the developer.</p>  |
| <p><b>7. Resources Expended To Date</b></p>                 | <p>£10,335.00 has been expended in staff costs to date. This funding has come from the initial staff costs allocation of £15k approved at Gateway 1 and 2 to progress the project through evaluation.</p>  |
| <p><b>8. Last Gateway Approval</b></p>                      | <p>Gateway 3 approval was granted on 13<sup>th</sup> March 2013 to</p>   |

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|  | progress with detailed options appraisal and evaluation of carriageway and footway improvements to area adjacent the 72 Fore Street development site to a maximum total cost of £1.07m as funded from the 72 Fore Street S106. |
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**Issue**

|                                |   |
|--------------------------------|---|
| <b>9. Issue Description</b>    | <p>It has become apparent whilst progressing the detailed design process that wider environmental enhancements around the 72 Fore Street development site will not be possible in the short-medium term given the on-going vehicle access requirements of Crossrail along Fore Street Avenue (until 2018) and the imminent access requirements for the demolition and construction of St Alphage House/London Wall Place (until 2017) also along Fore Street Avenue and Fore Street.</p> <p>In addition the City will look to coordinate its wider enhancements to the Fore Street Avenue/Fore Street area with the public realm enhancements anticipated around the new Crossrail entrance to Moorgate Station, which are as yet unknown.</p> <p>The 72 Fore Street development site (Moorgate Exchange) requires a suitable footway quality surrounding the site when the building completes and begins occupation (1<sup>st</sup> quarter 2014).</p> |
| <b>10. Last Approved Limit</b> | £15k approved at Gateway 1 and 2 to progress the evaluation of public realm improvements to the immediate vicinity of the 72 Fore Street site and the wider area of Fore Street, Fore Street Avenue and Moor Lane with a total maximum cost of £1.07m.  |
| <b>11. Tolerance Granted</b>   | N/A   |
| <b>12. Cause</b>               | The cause of the issue is the significant level of development occurring in the immediate, very confined area of Fore Street Avenue, Fore Street and London Wall (as shown in Appendix 2) and the extensive access requirements of these nearby development sites.  |
| <b>13. Consequences</b>        | <p>The carriageways in the wider Fore Street/Fore Street Avenue area cannot be closed to vehicle access to allow for the delivery of improvement works such as raising and/or resurfacing the carriageway, changing traffic access arrangements etc.</p> <p>In addition, if wider spread enhancements were undertaken ahead of the completion of the construction</p>   |

|                           |   |
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|                           | works in the adjoining area they are very likely to be damaged by the construction vehicles and as such would lead to abortive costs.   |
| <b>14. Options</b>        | <p>There are two potential options to be considered:</p> <ul style="list-style-type: none"> <li>- Delay all public realm improvement works until nearby developments have been completed, finishing the footways adjoining the 72 Fore Street development site in asphalt and then progressing with the delivery of the enhancement project in future years; or</li> <li>- Phase the public realm works to allow completion of paving improvements to the footways immediately adjoining the 72 Fore Street development site and progress with the evaluation and delivery of wider area improvements as a second phase, potentially being picked up as part of the revised Barbican Area Enhancement Strategy in future years.</li> </ul> <p>The first option would not be well received by the developer of the 72 Fore Street site (Moorgate Exchange) and would not reflect the aspirations for improving the area as contained within the Barbican Area Strategy. The second option to phase the works would provide the building with the best possible streetscene for its launch, which is anticipated for the end of 1<sup>st</sup> quarter 2014. This mitigates against the main risks of damage by construction vehicles from other developments. The much smaller risk of risk of damage close to 72 Fore Street will be managed through the standard contractor reparation procedures.</p> |
| <b>15. Recommendation</b> | <p>It is recommended that Members approve:</p> <ul style="list-style-type: none"> <li>- the phasing of the project to facilitate footway improvements to the 72 Fore Street development site as Phase 1 of the project and evaluation/delivery of wider area improvements at a later date as Phase 2 of the project.</li> </ul>   |
| <b>16. Lessons</b>        | N/A   |

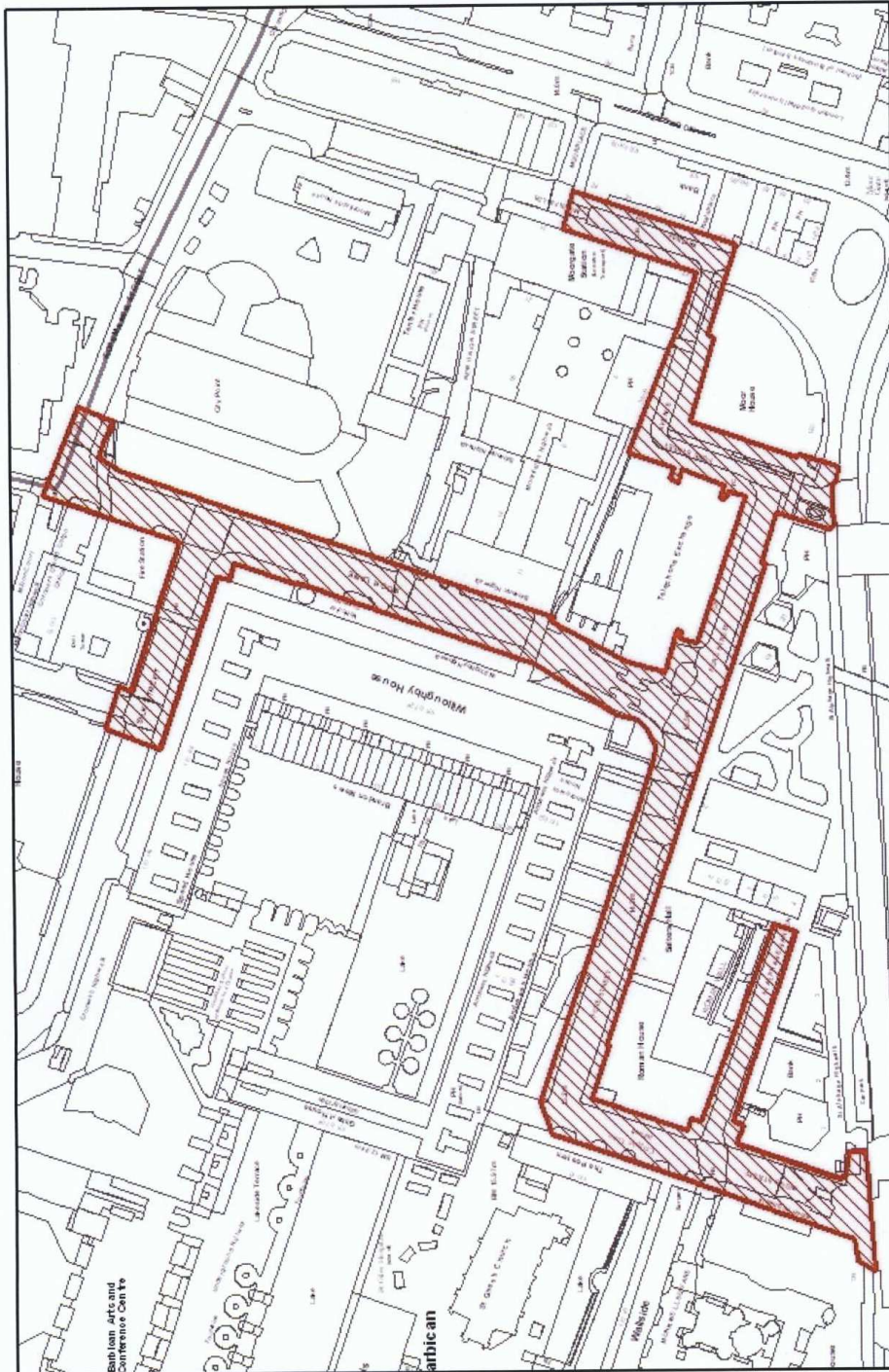
**Appendices**

|                   |   |
|-------------------|---|
| <b>Appendix 1</b> | S106 Local Community and Environmental Improvement Works Area |
| <b>Appendix 2</b> | Local Development and Access Plan                             |

## Contact

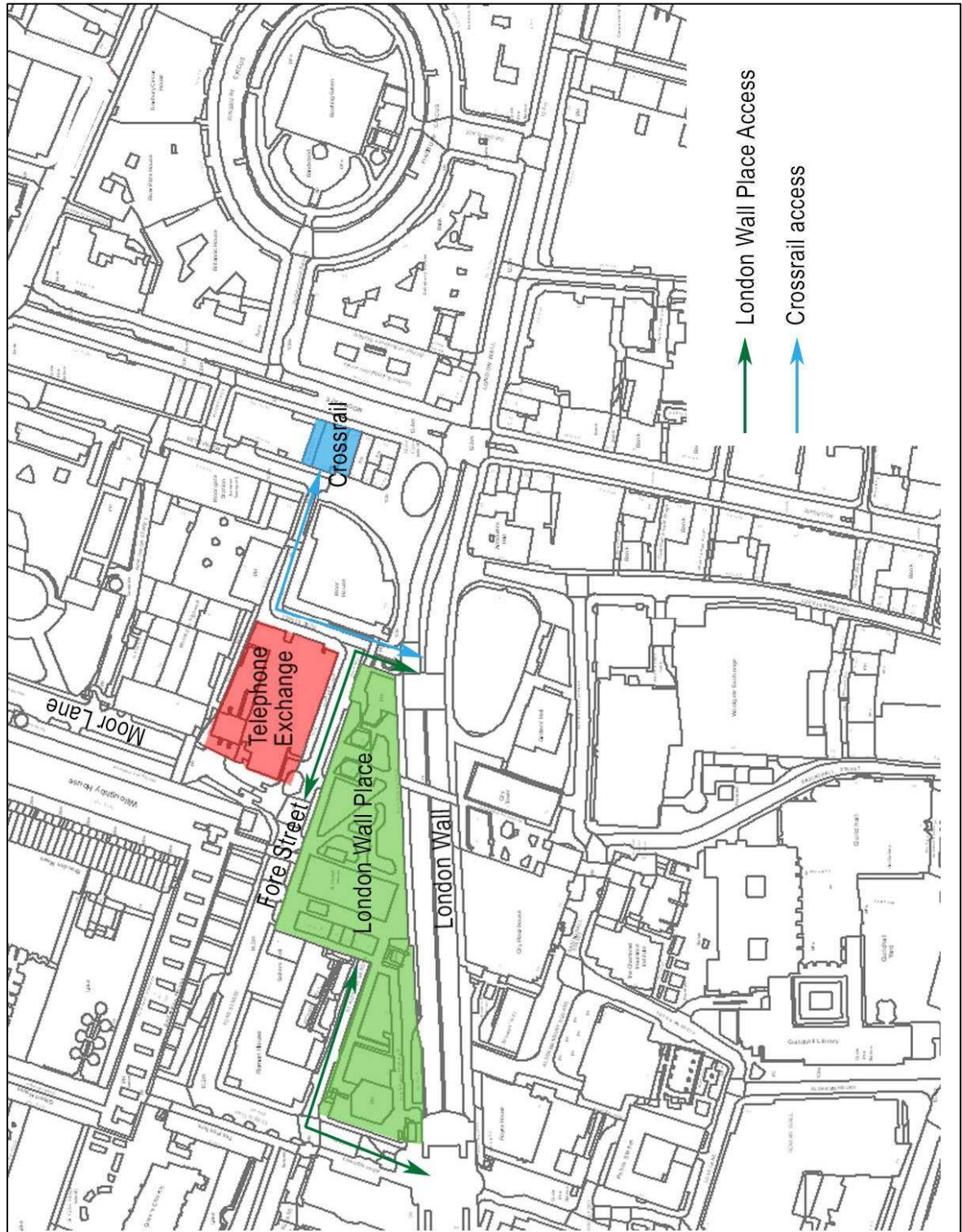
|                  |  |
|------------------|--|
| Report Author    | Trent Burke  |
| Email Address    | <a href="mailto:Trent.burke@cityoflondon.gov.uk">Trent.burke@cityoflondon.gov.uk</a> |
| Telephone Number | X 3986   |

## Appendix 1 – S106 Local Community and Environmental Improvement Works Area



City of London Local Environmental Improvement Works Area Plan  
Telephone Exchange  
Fore Street

**Appendix 2 – Local Development and Access Plan**





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|--|--|
| <b>Committee(s):</b>   | <b>Date(s):</b>                                |
| <b>Streets &amp; Walkways Sub Committee<br/>Projects Sub Committee</b>   | <b>16 September 2013<br/>25 September 2013</b> |
| <b>Subject:</b> Outline Options Appraisal – Ludgate Hill crossing review (30 Old Bailey)   | <b>Public</b>                                  |
| <b>Report of:</b> Director of the Built Environment  | <b>For Decision</b>                            |
| <b><u>Summary</u></b>  |  |
| <u>Dashboard</u>   |  |
| <b>Project status:</b> Green   |  |
| <b>Timeline:</b> Outline Options Appraisal   |  |
| <b>Total estimated cost:</b> £116,000  |  |
| <b>Spend to date:</b> £17,652  |  |
| <b>Overall project risk:</b> Low   |  |
| <u>Context</u>   |  |
| <p>This report sets out a proposal to achieve a better balance between all modes, including pedestrians, cyclists and vehicles, by replacing the existing zebra crossing on Ludgate Hill, adjacent to St Paul’s Cathedral, with a signalised crossing facility. In July 2007 a report was received by Streets &amp; Walkways Sub Committee which considered the replacement of the zebra crossing on Ludgate Hill with a signalised crossing. The report concluded that the zebra crossing should be retained owing to the perceived aesthetic impact of installing traffic signals close to the Cathedral.</p> <p>A further investigation into a signalised crossing was carried out in 2011. This concluded that the potential disadvantage to pedestrians (increased waiting times) outweighed the potential benefits to vehicular traffic (improved localised traffic flow and removal of the perception that vehicles are restricted by a constant flow of pedestrians). A further review was carried out in 2012 utilising Transport for London (TfL) funding which assessed the merits of full signalisation of the junction of Ludgate Hill and Ave Maria Lane as an alternative to the existing crossing. This review of the fully signalised junction involved modelling and assessment which demonstrated that, although some modest journey time benefits were predicted, the success of this option was dependent on the relocation of adjacent bus stops and servicing activity and this was not considered practical within the scope of this project. An extended traffic signal cycle would also be required in order to accommodate traffic using Ave Maria Lane, which would also have additional impacts on pedestrians crossing Ave Maria Lane who would experience additional delay. Therefore this option has been discounted; a summary of the implications of introducing a fully signalised junction is contained in Appendix 1.</p> <p>A Project Proposal (Gateway 2) was approved by Members on 17<sup>th</sup> July 2012, which gave authority to review the operation of the existing crossing; this had been identified as a high priority by Members and had been brought to the attention of the local Ward Mote and Committee meetings. Since this approval Officers have considered the preferred option for Ludgate Hill in the wider context of the Fleet Street to St Paul’s corridor, of which the crossing forms a key part.</p> |  |

The option for a signalised crossing is now considered the most effective solution in this context, notwithstanding the aforementioned concerns relating to aesthetic impact. However it is proposed that this is done on a trial basis to allow the potential impact on pedestrians to be monitored.

**Brief description of project**

The aim of the project is to achieve a better balance between all modes, including pedestrians, cyclists and vehicles on Ludgate Hill. While pedestrians currently have priority to cross on the zebra crossing, this often results in vehicles queuing back along Ludgate Hill. This report proposes to introduce a signalised crossing facility on a trial basis in order to assess its ability to smooth traffic flow and regulate pedestrian movement. The current layout consists of narrow footways on the southern side of Ludgate Hill, and so it is proposed to widen the footway in this location on a temporary basis, allowing sufficient space for pedestrians to wait and circulate.

It is proposed to undertake a 12-month trial of a signalised crossing initially, using temporary traffic signals and high quality materials to construct temporary footway build-outs. This will allow officers to fully assess the function of the crossing and identify any potential areas for improvement. Following the trial, should the results prove favourable, it is intended to implement a permanent scheme; any permanent works proposal will be the subject of a further report.

**Options**

| <b>Description</b>      | <b>Option 1<br/>£</b>  |
|-------------------------|--|
| Total Estimated Cost    | <b>£116,000*</b><br>Staff costs - £34,000<br>Fees - £19,000<br>Works - £63,000 |
| Tolerance +/-           | 10%  |
| Likely Funding Strategy | Section 106 (30 Old Bailey)  |

NB Full details of the proposal are available in paragraphs 11 to 19.

\* It should be noted that this figure is based on the temporary installation. The cost of permanent implementation will be set out at the next Gateway if required (likely to be an additional £100,000-£130,000, to be met from the Section 106 funding).

**Recommendations**

**Option(s) recommended to develop to next Gateway**

It is recommended that Option 1 is progressed on a trial basis for a period of 12 months. This will allow Officers to monitor the performance of the signalised crossing and the results will be reported back to Members in due course.

**Next Steps**

Should the preferred option be approved, Officers will progress with a design for a temporary layout of a signalised crossing. The City of London has a statutory duty

under the Road Traffic Regulation Act 1984 (S.23) to consult with various bodies, including the City of London Police, on the proposals; therefore it is requested that Members approve the project as outlined above, subject to this consultation and the delegated consideration of the responses.

Once installed, the crossing will be monitored for a period of 12 months to assess the impact of the new layout on all users of the area. The results will then be analysed and reported back to Members, at which time a decision will be taken on whether to deliver permanent changes.

#### Resource requirements to reach next Gateway and source of funding

The current approved budget is £63,000, with an actual spend to date of £17,652 (as of 19 August 2013). This spend has been used to develop the initial options appraisal and determine the extent of the trial crossing.

A total of £116,000 is requested to progress the project to the next Gateway, which equates to an additional £70,652 on top of the current approved budget. This will allow for management of the detailed design process and associated fees for the design elements; it will also allow for the removal of the temporary infrastructure (approximately £16,000).

#### Plans for consultation prior to the next Gateway report

The trial crossing will be monitored by Officers for a period of 12 months. The impact on all users, including pedestrians, cyclists and vehicles, will be assessed to determine how people respond to the changes and to understand the benefits and drawbacks of a signalised crossing in comparison to the existing zebra crossing.

#### Tolerances

It is recommended that the following tolerances be agreed in order to reach the next Gateway:

- Cost – a tolerance of 10% is recommended in order to cover potential increases in works costs relating to utility services (see Section 14);
- Time – a tolerance of three months is recommended in order to allow for additional time to assess the results of the temporary crossing should this be required.

## **Main Report**

### **Overview**

|                            |  |
|----------------------------|--|
| <b>1. Evidence of Need</b> | A key finding of the 2011 study was that, in addition to the zebra crossing, traffic flow on Ludgate Hill is affected by other factors such as servicing, bus operations, interaction with traffic from side roads and queuing traffic at the Ludgate Circus and New Change junctions. This study also found that pedestrian volumes on either side of the crossing are significant, |
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|   | <p>with over 4,500 pedestrians per hour between 1200-1300. Pedestrians also made up the highest modal share (58%) during the midday peak period.</p> <p>The perceived delay to vehicles arising from the priority afforded to pedestrians under the current layout is a key consideration of this report. The previous studies have suggested that either a signalised crossing or a signalised junction would provide journey time benefits to vehicles, but that pedestrians would be disadvantaged by having to wait to cross. However, localised footway widening would mitigate this impact, and would tie-in with the emerging proposals for the wider Fleet Street to St Paul's corridor.</p> <p>The pedestrian flow on this corridor, the key route between the West End and St Paul's, will increase in importance and volume due to its prominence as the main pedestrian link between the City and the West End and its designation as a Principal Shopping Centre in the City's Local Plan. Therefore, developing options for an enhanced environment on this key section of the wider corridor will act as a catalyst for change.</p> |
| <p><b>2. Success Criteria</b></p>             | <ul style="list-style-type: none"> <li>• Improved balance between all modes on Ludgate Hill, including pedestrians, cyclists and vehicles;</li> <li>• An enhanced environment in the vicinity of St Paul's Cathedral.</li> </ul>   |
| <p><b>3. Project Scope and Exclusions</b></p> | <p>The project will assess the option to introduce a signalised crossing facility immediately east of the junction with Ludgate Hill and Ave Maria Lane, in order to improve conditions for vehicular traffic.</p> <p>Any changes should be considered in the context of the wider Fleet Street to St Paul's Major Project, which seeks to enhance the environment and reconfigure the operation of the entire corridor.</p>   |
| <p><b>4. Link to Strategic Aims</b></p>       | <p><i>Aim 1: To support and promote 'The City' as the world leader in international finance and business services</i></p> <p>The project at Ludgate Hill will seek to smooth the traffic flow on Ludgate Hill and St. Paul's Churchyard whilst minimising any potential impacts on pedestrians.</p> <p><i>Aim 2: To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</i></p> <p>The City's working population is expected to grow by 89,000 from 2007 to 2026. The improvements will</p>   |

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|   | provide more accessible routes between offices and public transport interchanges, destinations for workers at lunchtime and cultural and leisure facilities.   |
| <b>5. Within which category does the project fit</b>  | Fully reimbursable.<br>Asset enhancement / improvement (capital).  |
| <b>6. What is the priority of the project?</b>        | Advisable.   |
| <b>7. Governance arrangements</b>                     | Regular design team meetings and progress meetings with the Senior Responsible Officer.  |
| <b>8. Resources Expended To Date</b>                  | Fees: £3,600<br>Staff costs: £14,052<br><b>Total: £17,652</b><br><br>The resources expended thus far have allowed for the initial assessment of options and exploring the feasibility of undertaking a trial of the signalised crossing. |
| <b>9. Results of stakeholder consultation to date</b> | Ward Members have been briefed on the proposals and are supportive of the investigation of options to improve the function of the crossing.  |
| <b>10. Consequences if project not approved</b>       | The existing zebra crossing will remain in place with no additional improvements made, and the perception of delays to vehicles will remain.   |

### Outline Options Appraisal

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| <b>11. Commentary on the options considered</b> | <p>A signalised crossing is expected to see journey time benefits realised for eastbound traffic. Although the journey time benefits may not be significant, the preferred option would reduce the perception that traffic is continuously held-up by pedestrians using the zebra crossing. Likewise, it would bring a disbenefit for pedestrians compared to the existing situation as they would lose the priority status afforded them by the zebra crossing; therefore the trial will include widening footways.</p> <p>Taking these factors into account, there is a strong case for footway widening and the relocation of kerbside activity in the vicinity of the crossing. In terms of the form of control (i.e., zebra crossing or signalised crossing), a signalised crossing would offer greater flexibility in terms of allocating capacity and priority</p> |
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|  | <p>between different modes, primarily through adjustments to the ‘green man’ phase for pedestrians and ‘green signal’ phase for vehicles, to achieve an optimum balance.</p> <p>On the basis that previous proposals to introduce permanent change have not been approved, it is now proposed to undertake a trial of a signalised crossing to fully assess the impacts. This proposal is set out below.</p> <p><b><u>Option 1</u></b></p> <p>The introduction of a signalised crossing, replacing the existing zebra crossing in roughly the same location. This will require the widening of the footways in the vicinity of the crossing in order to provide sufficient space for pedestrians to wait to cross.</p> <p>It is proposed to undertake a trial of this proposal should it be approved, using high-quality temporary materials in keeping with the setting of the crossing relative to the Cathedral. These materials are to be determined, but are likely to consist of granite kerbs, asphalt footways in the widened areas and ‘full’ traffic signals (instead of poles cased in barrels). A trial arrangement would allow officers to assess the impact of the changes and determine if it is the optimum solution for all users.</p> <p>This proposal will involve the introduction of traffic signals to this section of Ludgate Hill; this may have an impact on the setting of the Cathedral as it is ‘framed’ in view from further west on Ludgate Hill. This proposal will also involve alterations to the carriageway and so consideration will need to be given to the impact on the processional route, particularly the Lord Mayor’s Show. This will be factored into the detailed design stage.</p> |
|--|--|

**Information Common to All Options**

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| <b>12. Key benefits</b>                      | <ul style="list-style-type: none"> <li>• An enhanced environment for pedestrians resulting from improved condition of footways;</li> <li>• Improved accessibility in the vicinity of the crossing.</li> </ul>                                       |
| <b>13. Estimated programme and key dates</b> | <ul style="list-style-type: none"> <li>• Design of the trial crossing: October 2013 – February 2014</li> <li>• Trial crossing installed: March – April 2014</li> <li>• Trial crossing monitoring &amp; assessment: May 2014 – April 2015</li> </ul> |

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|  | <ul style="list-style-type: none"> <li>• Detailed option appraisal (Gateway 4/5): June 2015</li> <li>• Implementation: October 2015 – March 2016</li> </ul>   |
| <b>14. Potential risk implications</b>             | <p>Overall project – low risk</p> <p>Risk breakdown:</p> <p><i>1. Design does not achieve positive results</i></p> <p>It is proposed to undertake a trial of the preferred option in order to assess the performance of the new layout.</p> <p><i>2. Presence of utilities requires diversion of services</i></p> <p>A survey of utilities in the area will be undertaken should permanent works be progressed. Utilities are not expected to present a major risk for the trial option, although there may be some minor adjustments required.</p> <p><i>3. Objections are received relating to the visual impact of the additional signal equipment on the view and setting of St Paul's Cathedral</i></p> <p>Comments will continue to be monitored during the trial period and will be taken into account when considering any permanent changes.</p> |
| <b>15. Anticipated stakeholders and consultees</b> | <ul style="list-style-type: none"> <li>• City Surveyors</li> <li>• Chamberlains</li> <li>• Comptroller &amp; City Solicitor</li> <li>• Access Team</li> <li>• Local residents and occupiers</li> <li>• St Paul's Cathedral</li> <li>• Transport for London</li> </ul>   |
| <b>16. Legal implications</b>                      | <p>It is proposed to install the trial crossing under S.23 of the Road Traffic Regulation Act 1984. Therefore the implementation of the trial crossing is subject to successful consultation with the Chief Officer of Police and a statutory notice to the public.</p> <p>Members should note that the City of London has duty, under S.122 of the Road Traffic Regulation Act 1984 to secure the expeditious, convenient and safe movement of traffic, including pedestrian traffic (as far as practicable).</p> <p>The City of London also has a duty, under S.16 of the Traffic Management Act 2004 to secure the efficient use of the road network avoiding congestion and disruption.</p>   |
| <b>17. HR implications</b>                         | Not applicable.   |
| <b>18. Anticipated source(s) of</b>                | The project is fully funded through the Section 106   |

|                                      |   |
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| <b>funding – capital and revenue</b> | agreement relating to the development at 30 Old Bailey.   |
| <b>19.Affordability</b>              | Both options are affordable within the existing Section 106 allocation.   |
| <b>20.Next steps</b>                 | <p>Should the proposal be approved the details of the materials and layout of the crossing will be finalised, and a methodology for monitoring the impacts will be determined. The trial crossing will then be installed in early 2014 for a period of 12 months.</p> <p>The Traffic Management team will be closely involved during the detailed design stage to ensure that the proposals are compatible with the requirements of the processional route, particularly the Lord Mayor’s Show.</p> |

**Outline Options Appraisal Matrix**

See attached.

**Appendices**

|                   |  |
|-------------------|--|
| <b>Appendix 1</b> | Summary of a fully signalised junction |
|-------------------|--|

**Contact**

|                         |                               |
|-------------------------|-------------------------------|
| <b>Report Author</b>    | Tom Noble                     |
| <b>Email Address</b>    | tom.noble@cityoflondon.gov.uk |
| <b>Telephone Number</b> | 020 7332 1057                 |



|  | <i>Option 1</i>  |
|--|--|
| <b>21. Brief description</b>   | This option involves the introduction of a signalised crossing, replacing the existing zebra crossing in roughly the same location. This option will require the narrowing of the carriageway in the vicinity of the crossing in order to provide sufficient pedestrian space, particularly on the southern footway. |
| <b>22. Scope and Exclusions (where different to section 3)</b>                     | N/A  |
| <b>23. Key benefits (where different to section 12)</b>                            | <ul style="list-style-type: none"> <li>• Smoother traffic flow on Ludgate Hill by removing the zebra crossing, giving clear periods of priority to both pedestrians and vehicle;</li> <li>• A better balance between all modes, including pedestrians, cyclists and vehicles.</li> </ul>                             |
| <b>24. Estimated Programme (where different to section 13)</b>                     | N/A  |
| <b>25. Potential risk implications (where different to section 14)</b>             | N/A  |
| <b>26. Anticipated stakeholders and consultees (where different to section 15)</b> | N/A  |
| <b>27. Legal implications (where different to section 16)</b>                      | N/A  |
| <b>28. HR implications (where different to</b>                                     | N/A  |

|                    |                 |
|--------------------|-----------------|
|                    | <b>Option 1</b> |
| <b>section 17)</b> |                 |

|  |   |
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| <b>Financial Implications</b>  | <b>Option 2</b>   |
| <b>29. Total Estimated cost (£)</b>  | <p><b>£116,000*</b></p> <p>Staff costs - £34,000</p> <p>Fees - £19,000</p> <p>Works - £63,000</p> <p>This figure includes provision for the implementation and monitoring of the temporary arrangement. It should be noted that this figure is based on the temporary installation. The cost of permanent implementation will be set out at the next Gateway if required.</p> |
| <b>30. Anticipated source of project funding (where different to section 18)</b> | N/A   |
| <b>31. Estimated capital value/return (£)</b>                                    | N/A   |
| <b>32. Fund/budget to be credited with capital return</b>                        | N/A   |
| <b>33. Estimated ongoing revenue implications (£)</b>                            | <p>The cost of monitoring the trial crossing is estimated to be approximately £16,000; this is included in the costs shown above.</p> <p>There would be some nominal additional costs associated with maintaining the traffic signal infrastructure. This will be fully assessed at the next Gateway.</p>   |
| <b>34. Anticipated source of ongoing revenue</b>                                 | N/A   |

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| <b>funding (where different to section 18)</b>            |  |
| <b>35. Fund/budget to be credited with income/savings</b> | N/A  |
| <b>36. Affordability (where different to section 19)</b>  | N/A  |
| <b>37. <u>Recommendation</u></b>                          | <i><b>This option <u>is recommended</u> for progression to the next Gateway.</b></i>   |
| <b>38. Reasons</b>  | This option will allow for the changes to be fully assessed during a 12 month monitoring period. The outcome of the monitoring will be reported at the next Gateway. |

## **Appendix 1 – Summary of a fully signalised crossing**

In October 2011 Streets & Walkways Sub Committee approved the use of TfL funding to investigate the removal of the zebra crossing and the full signalisation of the Ludgate Hill / Ave Maria Lane junction (including signalised crossing facilities on each arm of the junction). This study sought to assess wider impacts such as: traffic movement on the entire Ludgate Circus to New Change corridor; the impact of on-street loading activity; and the impact of narrowing the carriageway.

Traffic modelling was undertaken and kerbside activity was assessed. The study found that a signalised junction has potential to significantly reduce eastbound traffic queuing and moderately reduce westbound queuing. The modelling also showed improved eastbound journey times on the entire corridor, although there was negligible difference westbound. However, the introduction of a signalised junction presents disadvantages in terms of pedestrian movement as they would face excessive wait times to cross, in contrast to the priority they currently have using the zebra crossing. This disadvantage is magnified under this option as it would include pedestrians crossing the Ave Maria Lane arm, who currently benefit from uncontrolled movement. To mitigate this, localised footway widening would have to be provided to ensure that there is sufficient space for pedestrians to wait.

This option would also not have a significant impact on vehicle journey times when compared to the single signalised crossing, and would require an longer signal cycle owing to the inclusion of an additional 'arm' to the junction. This option would also require additional measures such as footway widening and relocation of nearby bus stops and servicing activity (which may not prove practicable) in order to allow sufficient clearways on the approaches to the junction. It would also be necessary to convert Creed Lane to a left turn only exit on to Ludgate Hill owing to its proximity to the junction.

Taking all of these factors into consideration, it is concluded that a fully signalised junction is not feasible in the absence of a comprehensive review of the function of the entire corridor, the timescale for which is not compatible with the immediacy of the work to investigate options for the existing zebra crossing.

# Agenda Item 6

| Committee(s):  | Date(s):   | Item no.            |
|--|--|---------------------|
| <b>Streets &amp; Walkways<br/>Projects Sub</b>   | <b>16<sup>th</sup>September 2013<br/>25<sup>th</sup>September 2013</b> |                     |
| <b>Subject:</b><br>Outline Options Appraisal (Gateway 3) – Fleet Building & Plumtree Court<br>Public Realm and Security Improvements |  | <b>Public</b>       |
| <b>Report of:</b> Director of the Built Environment  |  | <b>For Decision</b> |

## Summary

### Dashboard

**Project Status:** Green  
**Timeline:** Outline Options Appraisal  
**Total Estimated Cost:** £8.7 million  
**Spend to Date:** £49,323  
**Overall Project Risk:** Low

### Context

The developer of the Fleet Building & Plumtree Court (Farringdon Street Partners Limited) has asked the City for outline option approvals for the public realm and security elements presented within this report. The Section 106 (Highways & Public Realm) and Section 278 (Security & Public Realm) will provide the funding mechanism for the project which relate to security, public realm, and highways improvements in the vicinity of the development, which is bounded by Shoe Lane, Plumtree Court, Stonecutter Street, and Farringdon Street. The Section 106 and Section 278 funding and works boundaries as approved at the planning stage can be found in Appendix 1 (application number 12/01225/FULEIA).

Member approvals for the security and public realm elements will enable the developer and the City to enter into Section 106 and Section 278 legal agreements, with the confidence that the Security standoff and proposed kerb line locations for the project have been approved, prior to the progression of both the development and project. This will ensure that no costly abortive work is carried out.

This Gateway 3 report seeks approval for the design development that has taken place in relation to the security and public realm enhancement proposals, presented to Members at Gateway 2 (February 2013). The report has combined the highways, public realm and security elements. It can be demonstrated from previous projects in Cannon Street and St. Swithins Lane that this is the most effective method of delivery.

The proposed public realm enhancement aspects of the scheme are in line with the City's strategies for creating safe sustainable streets and increasing the biodiversity of the City, climate change mitigation and air quality improvements. Meetings have been had with key local stakeholders, with the scheme being well received by all concerned. The design proposals are attached as Appendix 2 to this report.

The future highways design elements will be presented to Members at Gateway 4 and will also

further assist the delivery of the City's Road Danger Reduction Plan. Road Danger has already been reduced through the closure of Stonecutter Street to vehicular traffic, at its junction with Farringdon Street.

#### Brief description of project

The primary aim of the project is to deliver public realm improvements around the perimeter of the development, which integrates a British Standard PAS 68/69 rated security scheme. The security and associated public realm improvements are to be delivered via a Section 278 agreement, whereby the developer is to fund all evaluation, design, and implementation costs at no financial risk to the City. The proposed security scheme will provide a secure perimeter around the Fleet Building & Plumtree Court development on all frontages thus enabling protection from vehicle borne improvised explosive devices. To meet the developer's security requirements, certain benches, planters and bollards that form the protective perimeter are to be specified as security rated and to the appropriate British Standard. This will provide a 'stand-off' perimeter around the building that will withstand the impact of, and restrain vehicles impacting at speed. This design will also need to be submitted for approval under conditions 16a, 20, and 23 of the draft planning permission for the development.

The security and public realm enhancement proposals also include the management of 'Access Only' streets in Stonecutter Street and Plumtree Court. Traffic Management Orders (TMO's) have already been made, which restrict vehicular access to only those requiring access. The current intention for managing access is for rising bollards to be placed at the western end of Stonecutter Street and Plumtree Court. Bollards in Stonecutter Street are to generally remain in the "down" position, being raised under circumstance defined by the City Police, with the proposed bollards in Plumtree Court being maintained in the "up" position. This will meet the developer's requirement for a secure perimeter around the development and assist with the safe management of vehicles servicing adjacent properties on Plumtree Court. It is proposed that access would be managed by a designated agent on behalf of the City as Highway Authority. The full costs of the installation of the bollards and access management is to be met by the developer under the conditions of the Section 278 agreement. Similar contractual arrangements are already in place in Shoe Lane and St Swithins Lane, for the management of access on behalf of the City as Highway Authority.

A secondary aim linked to this project (to be funded via a Section 106 agreement) is to deliver a revised highway layout on Shoe Lane, Stonecutter Street, St. Andrews Street and Plumtree Court. The revised layout will involve taking excess carriageway space to create widened footways, tree and other planting, repaving with York Stone, replacing and possibly raising the carriageway surface and providing seating on specially designed sculptural and accessible benches including general seating around the development. All proposals will ensure that the street environment is improved and that designs will cater for the predicted growth in cycling and pedestrians, and make effective use of the local streets for local needs, without detrimental impact on the operation or safety of the surrounding highway network. It is proposed that options regarding the layout and design of the highways around the development would continue to be developed through local stakeholder working group meetings and be presented to Members at Gateway 4.

## Options

Only one scheme option for the area covered by the Section 278 is being presented, as this option is the one being put forward by the developer and is the one that they are prepared to fund. This scheme is illustrated in Appendix 2 of this report. Three options for the wider highway improvements within the Section 106 area are

1. Raised carriageways surrounding the development with inset parking bays with the potential creation of a shared space at the junction of Shoe Lane and Stonecutter Street;
2. Carriageways at existing levels with inset parking bays; and
3. Carriageways and parking bays to remain at existing levels, without inset parking

The funding is summarised in the table below:

|                         | <b>Security &amp; Public Realm Improvements<br/>£</b>   | <b>Highways Improvements<br/>£</b>  |
|-------------------------|---|---|
| Total Estimated Cost    | *£5 to £7 million   | *£1,636,476 - Options estimates to be provided at Gateway 4               |
| Likely Funding Strategy | To be fully funded by the developer via a S278 agreement related to the Fleet Building & Plumtree Court development | S106 agreement related to the Fleet Building & Plumtree Court development |

Note: Full details of all of the funding boundaries are available in Appendix 1 of this report.

\*Detailed utilities diversion costs have not been included in the total estimated Section 106 and Section 278 scheme costs. Costs will be established in relation to the final scheme and building design(s) and associated utility relocation estimates provided by Utility companies (Gateway 5) prior to implementation 2018-2020.

## **Recommendations**

### Option(s) recommended to develop to next Gateway

It is recommended that Members approve:

1. The proposed security and public realm design contained within this report (Appendix 2) and progression to the detailed design stage (Gateway 4) (implementation to be subject to the making of any necessary Traffic Management Orders);
2. The development of highways options for Shoe Lane, Stonecutter Street, St Andrews Street, and Plumtree Court; and

3. The Comptroller and City Solicitor entering into legal agreements, under Section 106 & 278 of the Town and Country Planning Act 1980, with Farringdon Street Partners Limited.

### Next Steps

Should the recommendations within this report be approved, the City and the developer will enter into a combined Section 106 and 278 agreement. Upon signing of the combined Section 106 and 278 agreements the City will progress to the detailed design stage for the recommended security and public realm design, with highways design options being developed and presented to Members at the next Gateway;

Consultation on highways design options is to be carried out in conjunction with the already established local stakeholder working group, prior to reporting back to Members at Gateway 4 with the detailed design for the security and public realm improvements and options, as agreed by the stakeholder working group relating to highways design and improvements.

### Resource requirements to reach next Gateway and source of funding

The current total approved budget is £100,000 (fully funded by Farringdon Street Partners Limited) with an estimated expenditure of £49,323 as of 27 August 2013, as per the breakdown in the table below. This has included the appointment of independent transportation consultant to act on behalf of the City, and Project Officer and Assistant Director time to lead and manage the project.

| Project Name                                   | Budgets         | Spend to Date  | Remaining      |
|--|-----------------|----------------|----------------|
| Fleet & Plumtree Court Public Realm & Security |                 |                |                |
| Project Number - 16800075                      |                 |                |                |
|  |                 |                |                |
| PreEv P&T Staff Costs                          | £40,000         | £19,749        | £20,251        |
| PreEv Highways Staff Costs                     | £5,000          | £1,169         | £3,831         |
| PreEv Open Spaces Staff Costs                  | £5,000          | £455           | £4,545         |
| PreEv P&T Fees                                 | £50,000         | £27,950        | £22,050        |
|  |                 |                |                |
| <b>Total</b>                                   | <b>£100,000</b> | <b>£49,323</b> | <b>£50,677</b> |

Taking into account the transfer of the estimated underspend on the approved budget (detailed in the table above) to the Section 278 and detailed design stage, the additional budgetary requirement to reach the next Gateway is a total of £116,000. This is set out in the table below. This requirement will be fully met through the Section 278 (£5 to 7 million) agreements, related to the Fleet Building & Plumtree Court development. This will allow for expenditure of fees on appointed Landscaping and Transportation consultants, Project Officer time to manage and lead the design process, Highways Officer time to manage the detailed design elements, and Assistant Director involvement in his role as Senior Responsible Officer.



| Fleet & Plumtree Court Public Realm & Security | Budgets         |
|--|-----------------|
| PreEv P&T Staff Costs                          | £50,000         |
| PreEv Highways Staff Costs                     | £5,000          |
| PreEv Open Spaces Staff Costs                  | £5,000          |
| PreEv P&T Fees                                 | £56,000         |
|  |                 |
| <b>Total</b>                                   | <b>£116,000</b> |

### Plans for consultation prior to the next Gateway report

It is proposed to continue with the local stakeholder working group which was established at Gateway 2. This will enable highways design options to be developed in the best interests of the Shoe Lane area as a whole and for the detailed design of the security and public realm to be completed. This is expected to consist of meetings to outline proposals, taking into account any concerns or issues raised. Any comments or feedback will be considered for inclusion in the detailed design process and will be reported at the next Gateway.

### Tolerances

All costs are to be funded by the developer including any excess of the Section 278 estimate should they be necessary. The Section 106 funded highway improvements are within a set budget. More detail will be set out on the tolerances and risk management relating to those tolerances in the Gateway 4 report.

## **Main Report**

### Overview

|                                   |  |
|-----------------------------------|--|
| <p><b>1. Evidence of Need</b></p> | <p>This project is being delivered in order to:</p> <p>Provide security measures along the perimeter of the development at the developer's request and in line with the scheme shown when the development was approved by Committee</p> <p>The project will accommodate the forecast increase in pedestrian and cycle flows through the area. Coupled with the reduction of through traffic achieved by the recent the closure of Stonecutter Street, it will deliver a reduction in road danger for the area whilst also enhancing the quality of the streetscape.</p> <p>By securing Member approvals for the security and public realm elements at this Gateway, it will enable both the developer and the City to enter into Section 106 and Section 278 legal agreements with the</p> |
|-----------------------------------|--|

|                                   |   |
|-----------------------------------|---|
|                                   | <p>confidence that no costly abortive design works will take place. Key risks (i.e. Security standoff, Kerb line locations) of the project will also have been accounted for prior to the progression of both the development the project as a whole.</p> <p>The Section 106 and 278s agreement between the developer and the City is currently in draft format and is to be refined and finalised should this report be approved.</p> <p>As shown in the funding boundaries plan (Appendix 1) the legal agreements will state that the Section 106 contributions (Shown in Appendix 1 via the red line – boundary - Costs to be reported at Gateway 4) will be directed towards highways and public realm enhancement works on Shoe Lane, Stonecutter Street, St.Andrews Street, Plumtree Court with the required security and public realm improvements being funded via the Section 278 agreement (Shown in Appendix 1 via the blue line – boundary) and being focused around the perimeter of the development (estimated to be in the region of £5 to £7 million).</p> <p>Note: Section 106 and 278 funding for works to Farringdon Street fall outside of the scope of this project and are to be negotiated separately between TfL and the developer.</p> |
| <p><b>2. Success Criteria</b></p> | <ul style="list-style-type: none"> <li>• Deliver a British Standard PAS 68/69-rated security scheme around the perimeter of the development;</li> <li>• Deliver a revised highway layout that integrates security measures and public realm improvements, as well as catering for all users of the public highway;</li> <li>• Ensure that the security and highway changes are incorporated into a wider environmental enhancement design that improves the appearance and function of the area as a whole;</li> <li>• Accommodate the safe and efficient movement of all road users;</li> <li>• Reducing road danger;</li> <li>• Tree planting as climate change mitigation;</li> </ul>  |

|  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>• Improved street environment (above the neutral impact benchmark set for schemes that install security infrastructure on street;</li> <li>• Securing Farringdon Street Partners Limited commitment to this City location.</li> </ul>  |
| <b>3. Project Scope and Exclusions</b>               | <p>The project area is split along a boundary with Transport for London (TfL). The current demarcation point is the eastern end of Stonecutter Street and Plumtree court at their junction with Farringdon Street.</p> <p>All elements on Farringdon Street fall outside the scope of this project.</p> <p>The project will deliver a security scheme for all City frontages except Farringdon Street for which TfL are the highway authority. Highway, security and public realm improvements on Farringdon Street are however subject to separate negotiations between TfL and the developer, with the City being a key stakeholder and forming part of the consultation and approvals process for all proposed measures.</p>   |
| <b>4. Link to Strategic Aims</b>                     | <p><i>Aim 1: To support and promote ‘The City’ as the world leader in international finance and business services</i></p> <p>The project will improve the public realm in the vicinity of the Fleet Building &amp; Plumtree Court development in one of the City’s primary business clusters.</p> <p><i>Aim 2: To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</i></p> <p>The City’s working population is expected to grow by 89,000 from 2007 to 2026. The improvements will provide more accessible routes between offices and public transport interchanges (including Crossrail), destinations for workers at lunchtime and cultural and leisure facilities.</p> |
| <b>5. Within which category does the project fit</b> | Fully reimbursable.   |
| <b>6. What is the priority of the project?</b>       | Desirable   |
| <b>7. Governance</b>                                 | Following Committee approval at Gateway 1-2 a project   |

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| <p><b>arrangements</b></p>                                   | <p>working group was set up to provide high level direction and governance for the project. The project working group is made up of representatives from the City, Farringdon Street Partners Limited, and Transport for London. This allows a far higher degree of transparency for security, public realm, and highways designs and their development than would otherwise be possible.</p> <p>Subsequent to the establishment of the project working group with the developer, a local stakeholder working group was established to act as an active consultation body for area wide improvements. This group is led by the City of London and includes representatives from TfL, the developer, Deloitte LLP, St Andrews Church, Knight Frank (Representing River Court Properties Ltd), City Temple, Land Securities, Hines, and Morley House. The stakeholder working group will be maintained under the conditions of the Section 278 agreement for the purpose of establishing and ensuring the needs of local businesses, residents and key stakeholders are met.</p> |
| <p><b>8. Resources Expended To Date</b></p>                  | <p>Fees - £27,950<br/>Staff costs - £21,373<br/><b>Total - £49,323</b></p> <p>All costs so far have been met entirely by the developer.</p> <p>The fees costs incurred to date are in relation to consultants being appointed to develop the highways and transportation elements of the project.</p> <p>The staff costs incurred to date primarily relates to design input for the security and public realm proposals and preliminary consultation meetings with local stakeholders and businesses and progressing with the various aspects of the transport assessments and highways designs.</p> <p>A breakdown of the resources expended to date is shown above.</p>  |
| <p><b>9. Results of stakeholder consultation to date</b></p> | <p>In order to ensure local stakeholders and businesses were engaged from the inception of the project the City made initial contact and arranged meetings to discuss the current position, decision making process, and overall aims and objects for the project. Subsequent to the initial stakeholder meetings, the developer, at their own risk, undertook a design review of the security and public realm designs in conjunction with City officers. Changes were made to those presented at Gateway 2</p>   |

and the planning stage with a view to making significant improvements for the benefit of the local community and the development . Following the design development undertaken by the developer, two working group meetings were arranged in early August to present revised designs based on stakeholder comments and to seek in principal approvals for the revised designs presented in this report.

The information presented at the inception meetings was well received by all parties who commented that they could see the major benefits that the project will bring to the area in terms of public realm and highways improvements, and were happy that they would have a continued involvement in the design development and decision making process. One of the main points that was communicated and noted by the City was that businesses and stakeholders would like to see a continued and coordinated approach to improvements, not only in the vicinity of the development but to the wider area.

Businesses and Stakeholders that constitute the Stakeholder Working Group:

- Transport for London
- Farringdon Street Partners Limited (developer)
- Deloitte LLP
- St Andrews Church
- Knight Frank (Representing River Court Properties Ltd)
- City Temple
- Land Securities
- Hines
- Morley House
- Highways Team (DBE)

Conclusions from the Stakeholder Working Group Meetings:

In principle agreements for the following (Subject to detailed design):

- Security elements i.e. standoff, bollard type (CoL Spec), planters;
- Proposed public realm improvements around the development (Section 278);
- Rising bollard and access protocols; and
- Proposed improvements to road safety, parking, and cycle hire parking locations.

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|  | <p>Conditions set by the working group that will require further information to be provided prior to Gateway 4:</p> <ul style="list-style-type: none"> <li>• Area wide parking review to demonstrate net gain/loss of parking for weekday and weekend scenarios;</li> <li>• Investigations and recommendations for appropriate methods to reduce road danger on Shoe Lane i.e. raised carriageways, inset parking bays, carriageway material and colour variations; and</li> <li>• Presentation of findings and options to the working group prior to seeking Member authority for proposed highway improvement options.</li> </ul> |
| <p><b>10. Consequences if project not approved</b></p> | <p>Should the recommendations within this report not be approved there is the possibility that the developer would review their City accommodation strategy, risking their long term presence in the City. The environmental improvements and investment provided by the developer in improved streets around their building would also be lost.</p>  |

**Outline Options Appraisal**

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| <p><b>11. Commentary on the options considered</b></p> | <p>This section sets out and explains the design development that has taken place for the Section 278 area and the on-going options development for the Section 106 area. Proposals for both the Section 106 &amp; 278 have developed through stakeholder consultation and assessments of the impact they will have on the local area. This process will continue through to detailed design</p> <p>The design process for the security and public realm improvements has been fully funded by the developer and can be seen as a significant improvement from the proposals presented to Members at Gateway 2 (Appendix 1).</p> <p>All security, public realm, and highways improvement proposals have placed a priority on enhancing the pedestrian environment, whilst maintaining or improving the existing functionality of the streets. This includes the retention of current levels of taxi and pay &amp; display parking. All proposals include the provision of new street trees on Shoe Lane and Stonecutter Street. However, trees are not proposed on Plumtree Court due to the narrow nature of the street where it would</p> |
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prove impractical to propose such features.

The design to date has been led by security, landscape architecture and highway consultancies instructed and paid for by the developer. The City engaged its own transport consultant to ensure that the proposals meet the needs of the City, both aesthetically and practically. The security scheme consists of bollards and planters, both of which are required to comply with British Standard PAS68 (Impact test specifications for vehicle security barriers) and British Standard PAS 69 (Guidelines for the specification and installation of vehicle security barriers).

The bollards follow the kerb line and form of the building around the perimeter of the development. PAS68 security rated planters are proposed to be interspersed with the bollards and will contain planting in order to provide a balance between function and place. Following the development of an appropriate security scheme it was necessary to identify a new carriageway alignment based on the required stand-off distance between the security elements and the building; this distance was identified following the developers consultation with the Centre for the Protection of National Infrastructure and the City of London Police. The maintenance of all security infrastructure and associated planting (including a full irrigation system) will be paid for by the developer through provisions in the S.278 agreement.

The highways improvement scheme will form the basis for the development of options to enhance the environment around the development and in the wider area. The highways design will be developed in relation to the proposed security standoff and public realm features and in line with recommendations from the stakeholder working group. The area with the greatest change taking place will be Stonecutter Street, where the design will focus on pedestrian and cycle use, with only vehicles that have legitimate access purposes being accommodated. Changes to Stonecutter Street can be seen in Appendix 2.

The highways improvement scheme will be led by City with specialist input from an independent transport consultancy instructed by the City. Highways design options are to be presented in detail to Members at Gateway 4. To date extensive pedestrian, cycle, and traffic surveys have been undertaken which will enable the City to develop and successfully integrate all elements of the project.

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|  | <p>Note: Surveys were taken prior to the closure of Stonecutter Street, post Stonecutter Street closure, and pre Holborn Circus works. Surveys included classified traffic counts (including cyclists), pedestrian counts and desire lines, speed surveys and kerbside activity.</p> <p>As a result of preliminary investigations and consultations, three clear options have come to the fore that will be investigated in conjunction with an area wide parking survey and presented in detail to Members at Getaway 4. These are:</p> <ol style="list-style-type: none"> <li>1. Raised carriageways surrounding the development with inset parking bays with the potential creation of a shared space at the junction of Shoe Lane and Stonecutter Street;</li> <li>2. Carriageways at existing levels with inset parking bays; and</li> <li>3. Carriageways and parking bays to remain at existing levels, without inset parking.</li> </ol> <p>Evaluation of the options will also include quality aspects of the scheme and the choices of materials that are deliverable within the budget and appropriate to the area.</p> <p>Detailed design development will take in to account the access issues presented by the slopes and steps and street furniture etc. This will be undertaken to ensure an accessible design is presented at Gateway 4.</p> <p>Note: Improvements to parking in the wider area and the pedestrianisation of Stonecutter Street (except for cycles and other vehicles which have legitimate access purposes) are common to all options. Each option will be considered within the context of an area parking survey.</p> <p>Future decisions relating to above options, road safety improvements and material types on Shoe Lane, Plumtree Court, and Stonecutter Street will be as a result of robust assessments of pedestrian flows, desire lines, and the traffic and speed calming effect this will have on both cyclists and vehicles in the area.</p> |
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**Information Common to All Options**

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| <p><b>12.Key benefits</b></p> | <ul style="list-style-type: none"> <li>• A revised kerb layout that facilitates the inclusion of security measures (i.e., bollards and planters) along the perimeter of the development;</li> <li>• Improved carriageways on Shoe Lane, Plumtree Court, and Stonecutter Street which meets current cycle and pedestrian desire lines and</li> </ul> |
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|   | <p>future pedestrian/cycle forecasts;</p> <ul style="list-style-type: none"> <li>• Improved carriageways on Shoe Lane, Plumtree Court, and Stonecutter Street;</li> <li>• Improved traffic calming traffic</li> <li>• Improved pedestrian crossing points to improve safety and accessibility;</li> <li>• The introduction of new street trees on Shoe Lane and Stonecutter Street;</li> <li>• A consistent street scene throughout the area using high quality materials, and</li> <li>• An accessible environment for all users.</li> </ul>  |
| <p><b>13. Estimated programme and key dates</b></p> | <ul style="list-style-type: none"> <li>• September 2013: Approval at Gateway 3 for Security &amp; Public Realm (S106 and 278) proposals;</li> <li>• 2013-Early2014: Working in conjunction with the Working Group - Development of Highways options and detailed design of S278 proposals;</li> <li>• Mid 2014: Gateway 4 Report seeking approvals for Highways proposals;</li> <li>• Late 2014-2018: Development of the Security, Public Realm, and Highways construction packages</li> <li>• Implementation: 2018-2020</li> </ul>  |
| <p><b>14. Potential risk implications</b></p>       | <p><i>Should Members not approve the recommendations within this report there is a possible risk to corporate reputation:</i></p> <p>The developer would review their City accommodation strategy, risking their long term presence in the City. The environmental improvements and investment by Farringdon Street Partners for improved streets around their building would be lost.</p> <p><i>The design does not meet the needs of all stakeholders:</i></p> <p>Continued local stakeholder engagement through a formal Working Group will take place following approval of the preferred option(s) and will be maintained until the estimated completion of the project in 2018. It is envisaged that by undertaking this process the City will be able to provide a design that meets the needs of local businesses, stakeholders and users.</p> <p><i>Utilities relocation costs may exceed the allocation secured under Section S106 of the Town and Country Planning Act:</i></p> <p>Existing utility installations below highway are likely to</p> |

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|   | <p>conflict with locations needed for foundations for preferred tree planting positions. The design will be amended where possible to avoid/minimise utility diversions. However extensive relocation costs may lead to S106 design elements preferred by the City not being implemented.</p> <p><i>Highways Improvement costs may exceed the allocation secured under Section S106 of the Town and Country Planning Act:</i></p> <p>Costs may lead to S106 design elements preferred by the City not being implemented. The City will utilise S106 funds from local developments to ensure that the area as a whole receives a coordinated approach to the implementation of a high quality public realm.</p> <p><i>Bespoke Security planters do not conform to PAS 68/69 standards:</i></p> <p>The special security rated planters and benches being proposed will need to pass crash rating tests and be certified to BS PAS 68 before installation. Failure will require a redesign of the proposal to specify rated infrastructure.</p> <p><i>Implementation is subject to Traffic Management Orders:</i></p> <p>TMO's are subject to a separate statutory process including consultation, the outcome of which cannot be prejudged.</p> <p><i>Highway structures protection needs to be maintained.</i></p> <p>The layout of the Plumtree Court/ Farringdon Street Junction will to reflect the new layout of the Farringdon Street Bridge protection installed recently.</p> <p>The security bollards and planters in shoe lane will need to be designed to avoid the Pipe Subway and lateral connections to the development.</p> <p>Tree planting will require root barriers and also need to avoid the laterals to the Pipe Subway.</p> |
| <p><b>15. Anticipated stakeholders and consultees</b></p> | <ul style="list-style-type: none"> <li>• Transport for London</li> <li>• Farringdon Street Partners Ltd (developer)</li> <li>• Deloitte LLP</li> <li>• St Andrews Church</li> <li>• Knight Frank (Representing River Court Properties Ltd)</li> <li>• City Temple</li> </ul>   |

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|  | <ul style="list-style-type: none"> <li>• Land Securities</li> <li>• Hines</li> <li>• Morley House</li> <li>• Chamberlain</li> <li>• Access Team</li> <li>• Local businesses</li> <li>• Cyclist groups</li> </ul>  |
| <p><b>16. Legal implications</b></p>                                     | <p>In order to ensure that the City can continue to fulfil its statutory duties, the City retains full discretion to consider the introduction of alternative traffic arrangements (either temporary or permanent) on the affected public highway should this be necessary in the future, in the event of changed circumstances, giving rise to the need for it to properly exercise its relevant functions as the traffic and highway authority.;</p> <p>In exercising its highway and traffic functions the City must have regard, inter alia, to its duty to assert and protect the rights of public use and enjoyment of public highway (S.130 Highways Act 1980); its duty to secure the expeditious, safe and convenient movement of traffic (having regard to effect on amenities) (S.122 Road Traffic Regulation Act 1984); its duty to secure the efficient use of the road network avoiding congestion and disruption (S.16 Traffic Management Act 2004), and the co-ordination of street works (S.91 New Roads and Street Works Act 1991).</p> <p>The design for the security measures will also need to be submitted for approval under conditions 16a, 20, and 23 of the draft planning permission for the development.</p> <p>All other legal implications are included in the body of the report</p> |
| <p><b>17. HR implications</b></p>  | <p>None.</p>  |
| <p><b>18. Anticipated source(s) of funding – capital and revenue</b></p> | <p>The proposals are to be fully funded through the Section 106 and Section 278 agreements associated with the development. The funding of the project is split between the two agreements.</p> <p>The aspects which are proposed to be funded through the Section 106 agreement (indicatively shown in Appendix 1 are:</p> <ul style="list-style-type: none"> <li>• Widened footways and raised carriageways on Plumtree Court, Shoe Lane, St. Andrews Street and Stonecutter Street;</li> <li>• Trees, planting and associated material within planters.</li> </ul>   |

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|                                | <ul style="list-style-type: none"> <li>• Carriageway and road safety improvements and resurfacing on Stonecutter Street, Shoe Lane, and Plumtree Court;</li> <li>• Major public realm improvements on Stonecutter Street;</li> <li>• Additional paving and lighting in the above locations; and</li> </ul> <p>The aspects of the project that are proposed to be funded through the Section 278 agreement are:</p> <ul style="list-style-type: none"> <li>• PAS 68 security bollards and planters around the perimeter of the development;</li> <li>• Trees, planting and associated material within the planters;</li> <li>• Creation of an access only area in Plumtree Court and minor footway realignment ;</li> <li>• Creation of an access only area in Stonecutter Street;</li> <li>• Widened footways (including security bollards) on Stonecutter Street; and</li> <li>• Additional paving and lighting in the above locations.</li> <li>• Adjustments to the security checkpoint in St.Andrews Street</li> </ul> <p>To ensure a coordinated approach is taken to area wide improvements the project would be coordinated closely with the environmental improvements envisaged around the Land Securities development at 75-76 Shoe Lane, funded from the associated Section 106. A full cost breakdown will need to be agreed with the developer and will form part of the Gateway 4 report</p> |
| <p><b>19.Affordability</b></p> | <p>Section 278 - The security and public realm improvements costs outlined in this report are to be met in full by the developer at no risk to the City.</p> <p>Section 106 – Costs and risks to be reported at the next Gateway. Officers are also considering how this coordinates with other developments and associated Section 106 &amp; 278 agreements in the area.</p>  |
| <p><b>20.Next steps</b></p>    | <p>Should the recommendations within this report be approved the City and the developer will enter into a combined Section 106 and 278 agreement with the City;</p> <p>Upon signing of the combined Section 106 and 278 the City will progress to the detailed design stage of the recommended security and public realm design with highways design options being presented to Members at the next Gateway;</p>   |

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|  | <p>Consultation on highways design options is to be carried out with the Working Group concurrent with the early stages of the detailed design for the approved security and public realm enhancement proposals; and</p> <p>Report back to Members at Gateway 4 with the detailed design for the security and public realm improvements and options, as agreed with the Working Group relating to the highways design.</p> |
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**Appendices**

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| <b>Appendix 1</b> | Section 106 and Section 278 Initial Design Inclusive of Funding/Works Boundaries |
| <b>Appendix 2</b> | Improved Security & Public Realm Proposals                                       |

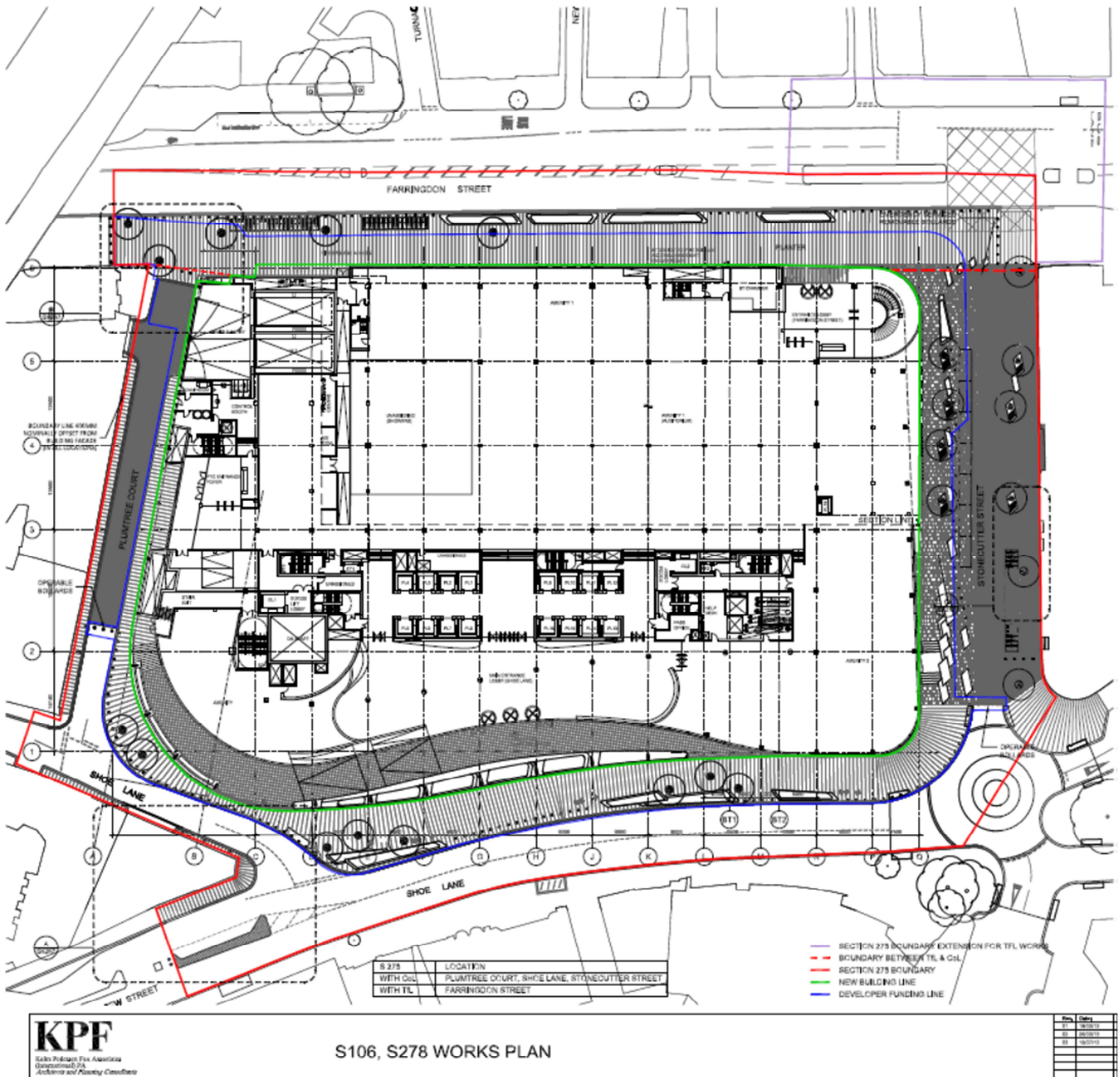
**Contact**

|                         |  |
|-------------------------|--|
| <b>Report Author</b>    | Aaron Banfield   |
| <b>Email Address</b>    | <a href="mailto:aaron.banfield@cityoflondon.gov.uk">aaron.banfield@cityoflondon.gov.uk</a> |
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# Appendix 1.

## Development site and Section 106/ Section 278 Areas



**KPF**  
 Kohn Pedersen Fox Associates  
 International P.A.  
 Architects and Planning Consultants

S106, S278 WORKS PLAN

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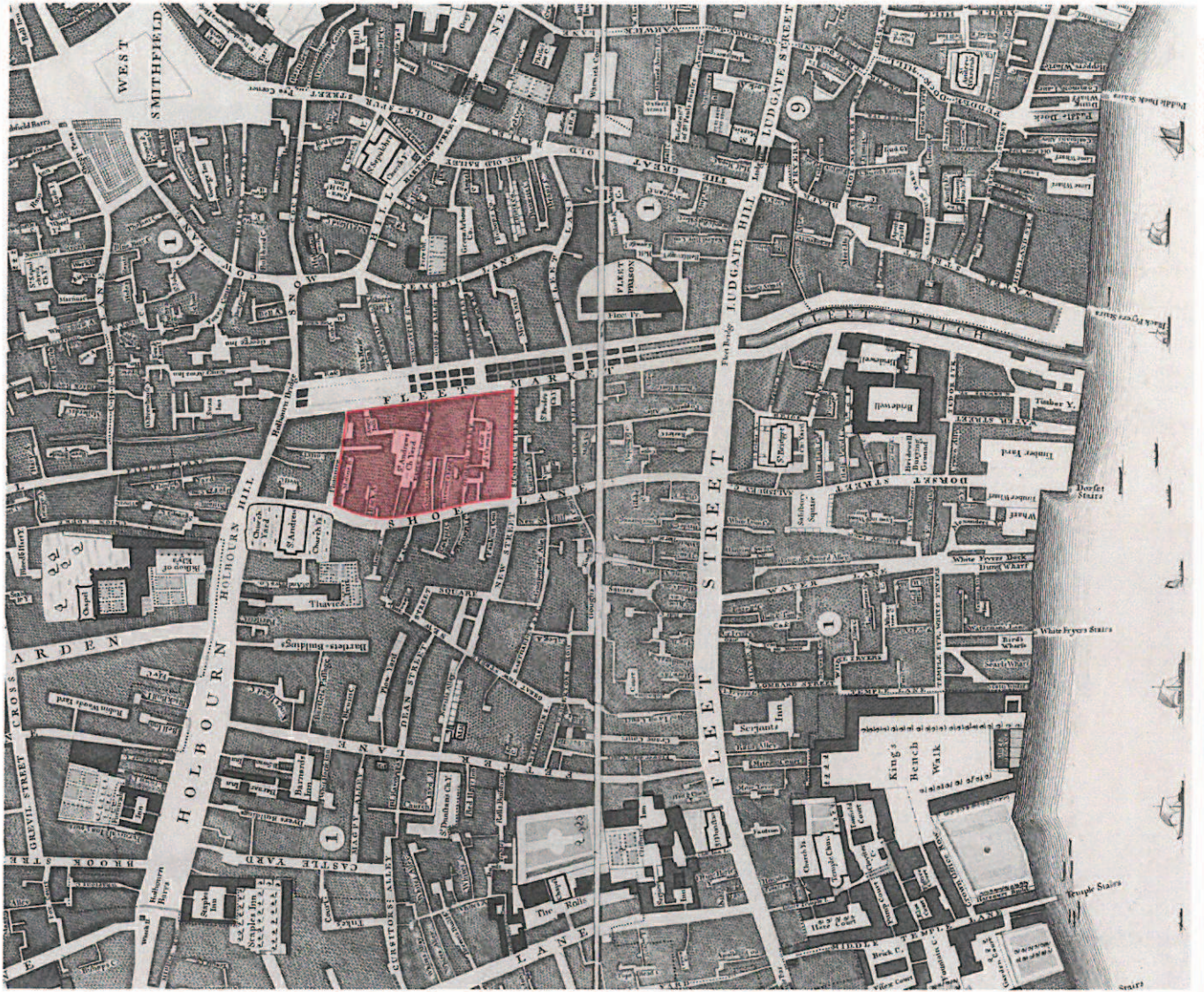
The London Development

GROSS . MAX .

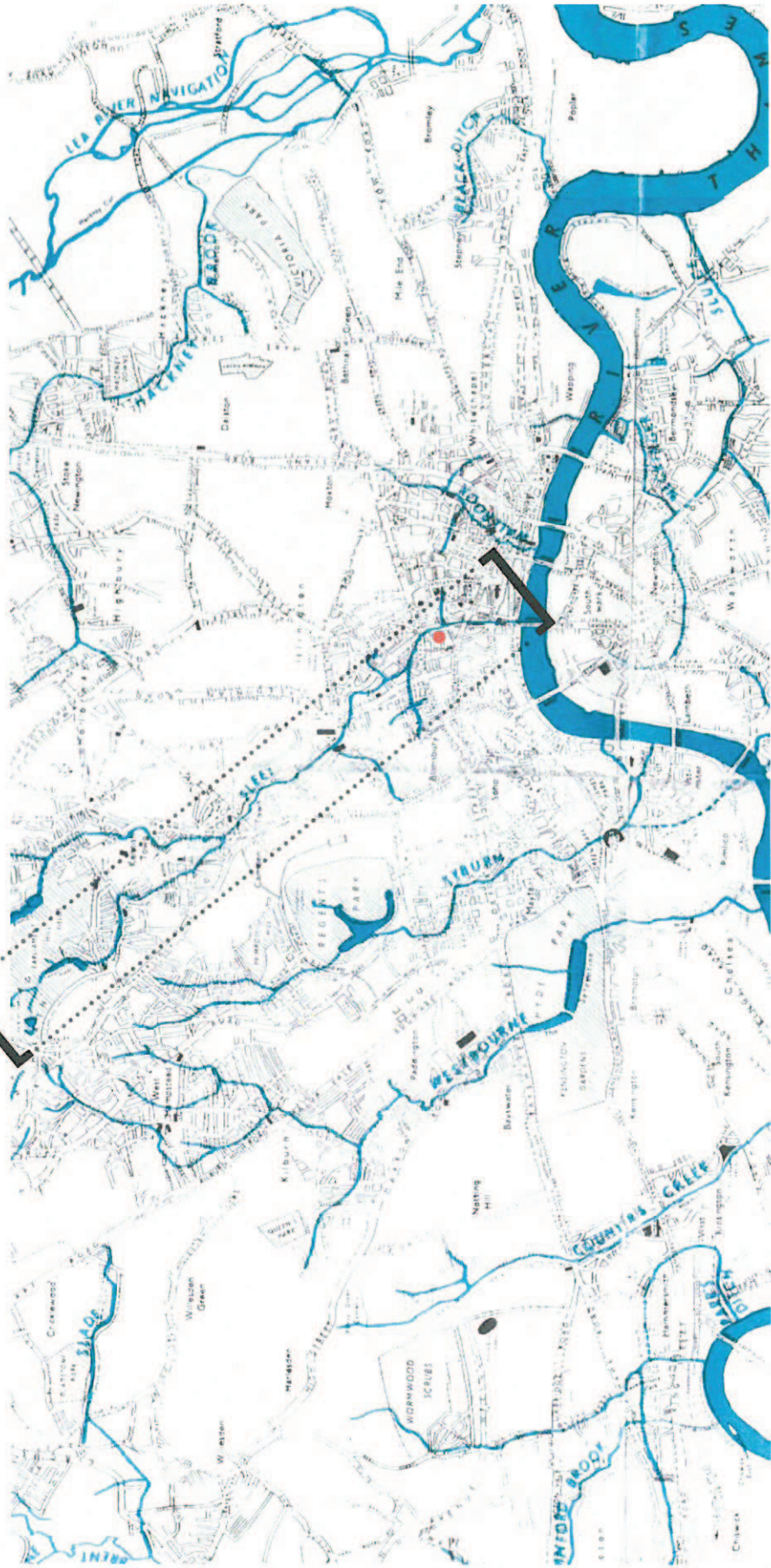
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“Sir, if you wish to have a just notion of the magnitude of this city, you must not be satisfied with seeing its great streets and squares, but must survey the innumerable little lanes and courts. It is not in the showy evolutions of buildings, but in the multiplicity of human habitations which are crowded together, that the wonderful immensity of London consists”.

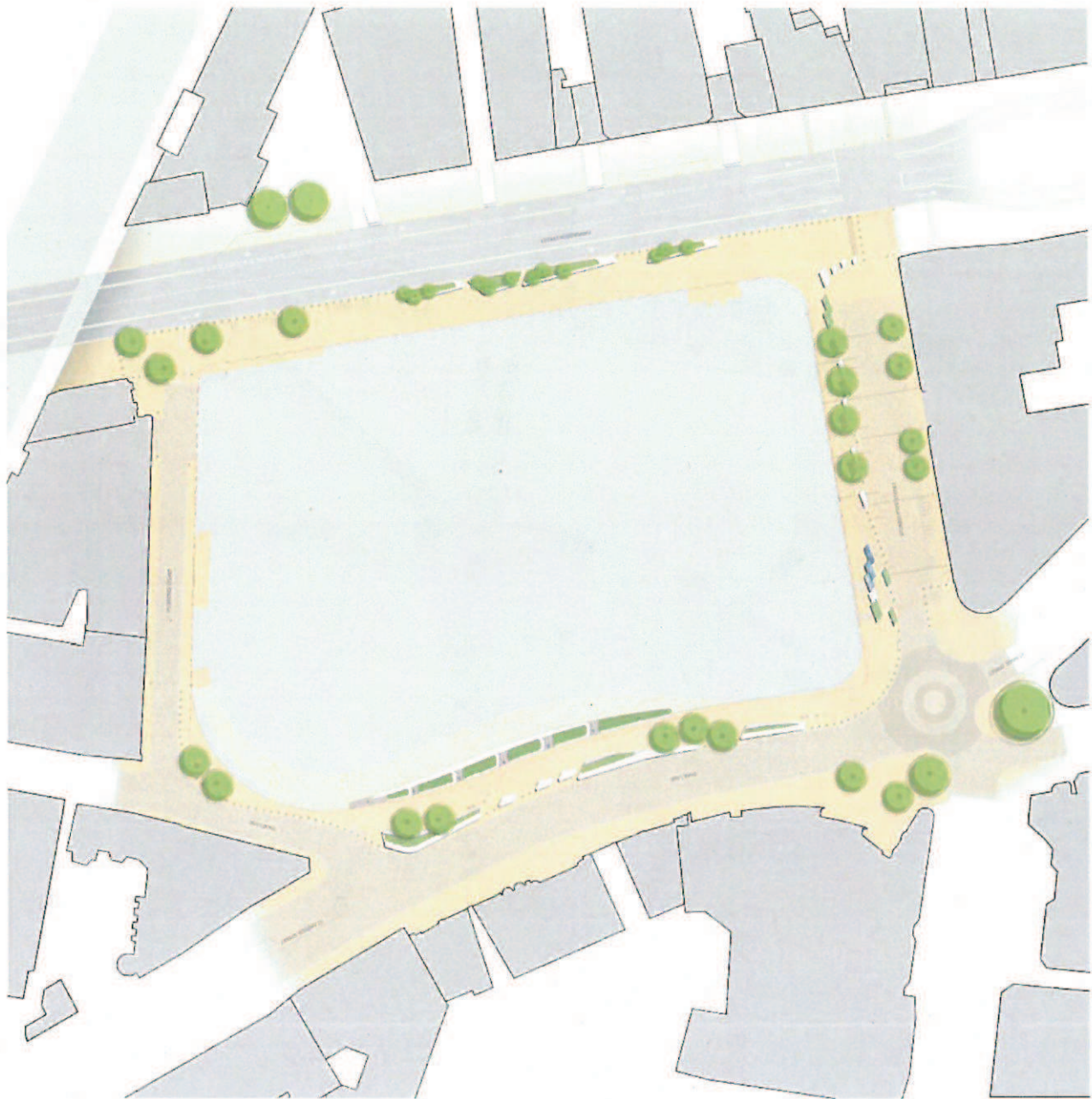
Dr. Johnson



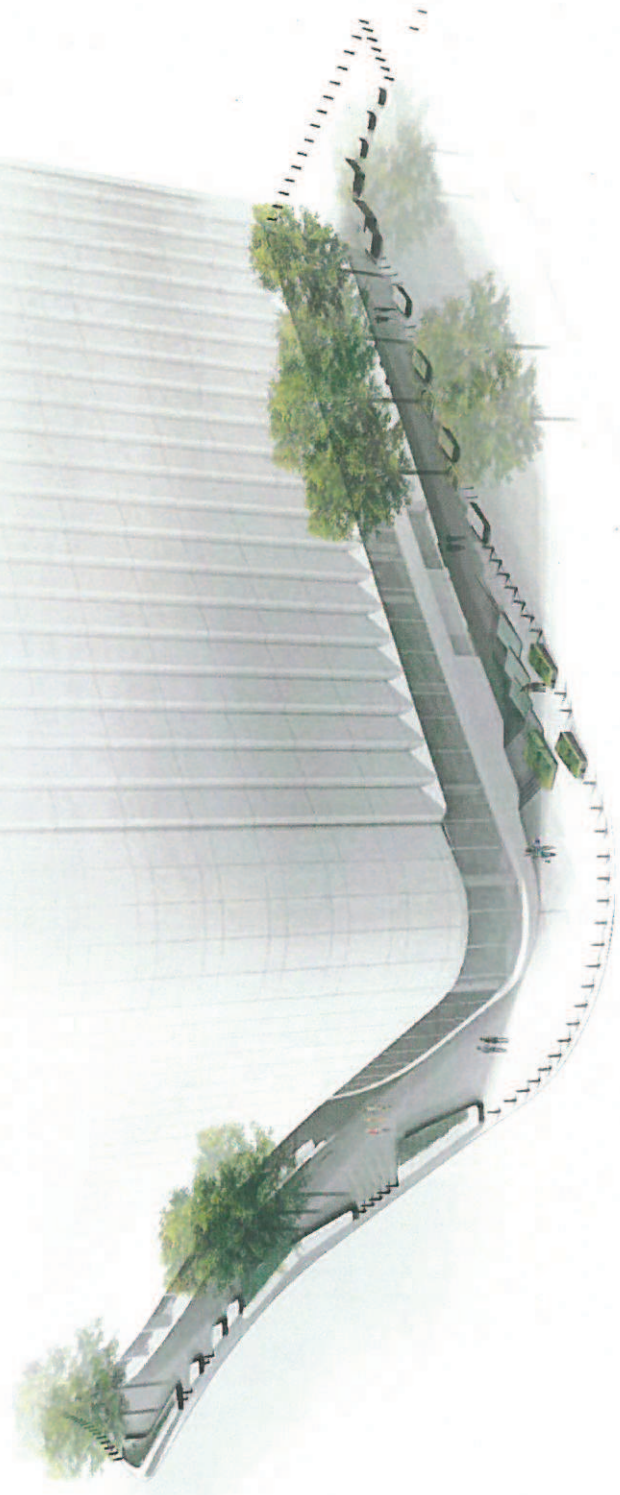
River fleet



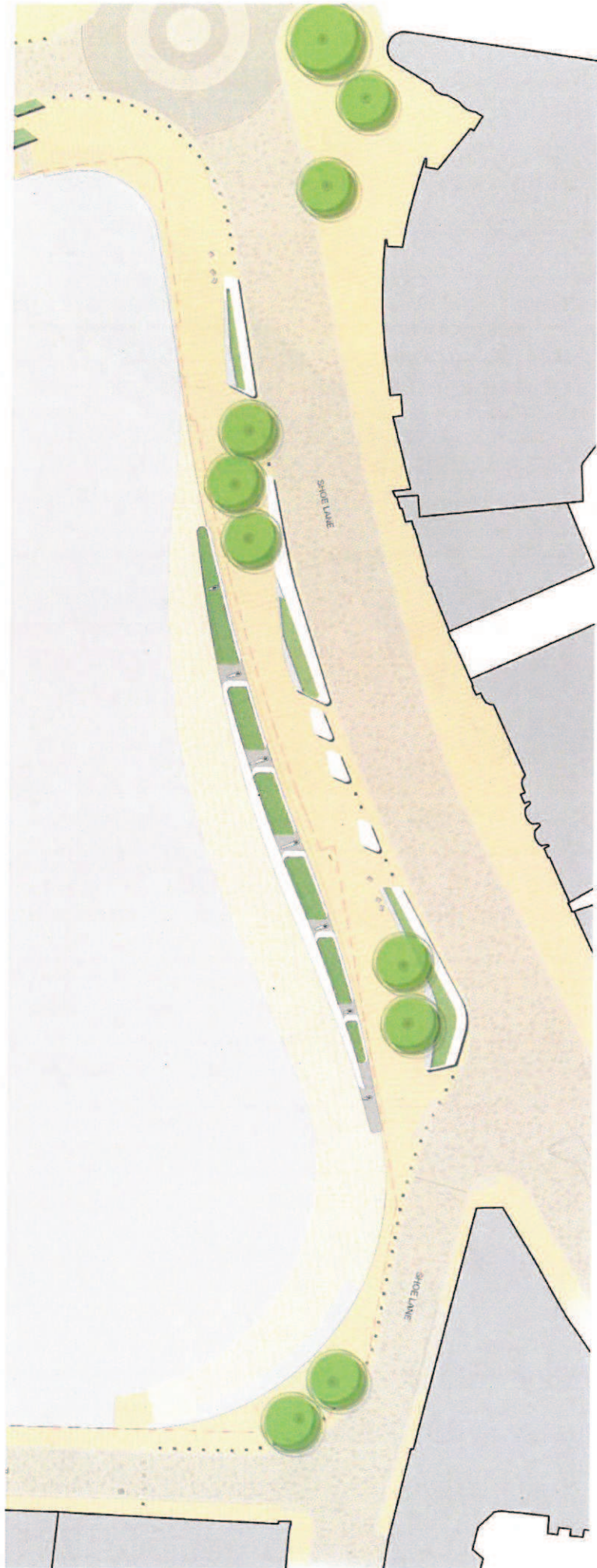


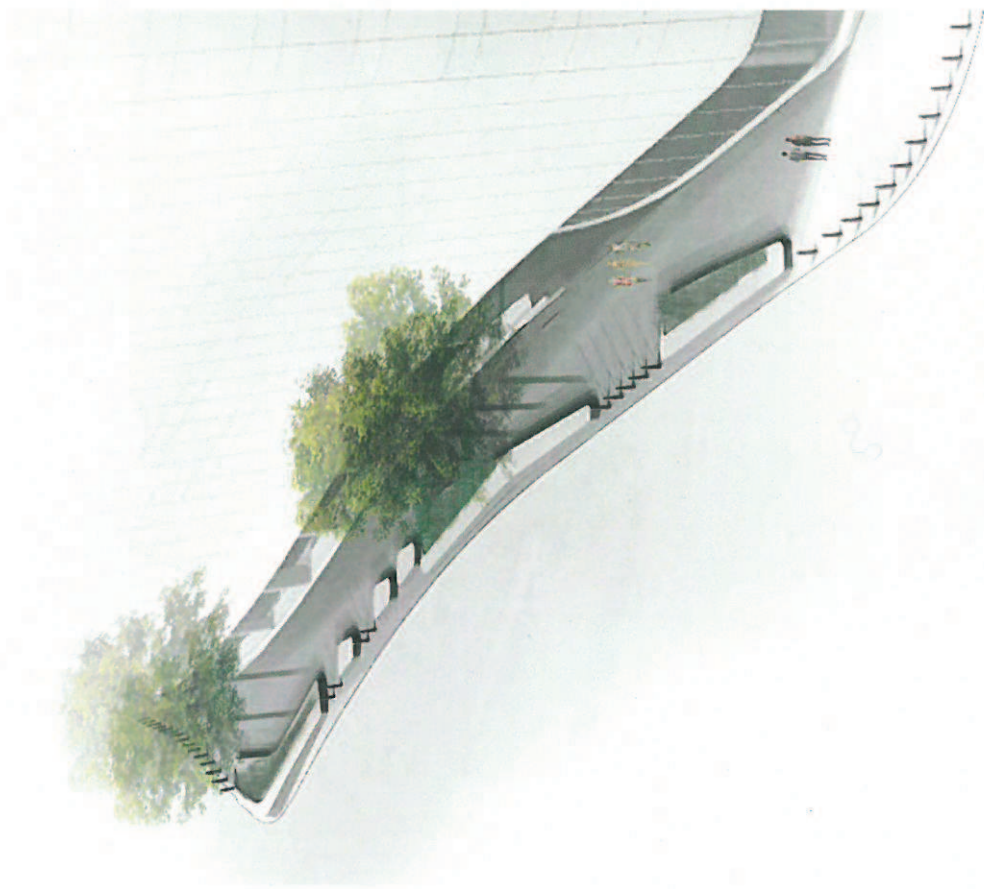


The approach to the public realm design is to firmly integrate the proposed new building into the existing urban context, creates visual coherence and provides for (pedestrian) connectivity with the wider city.



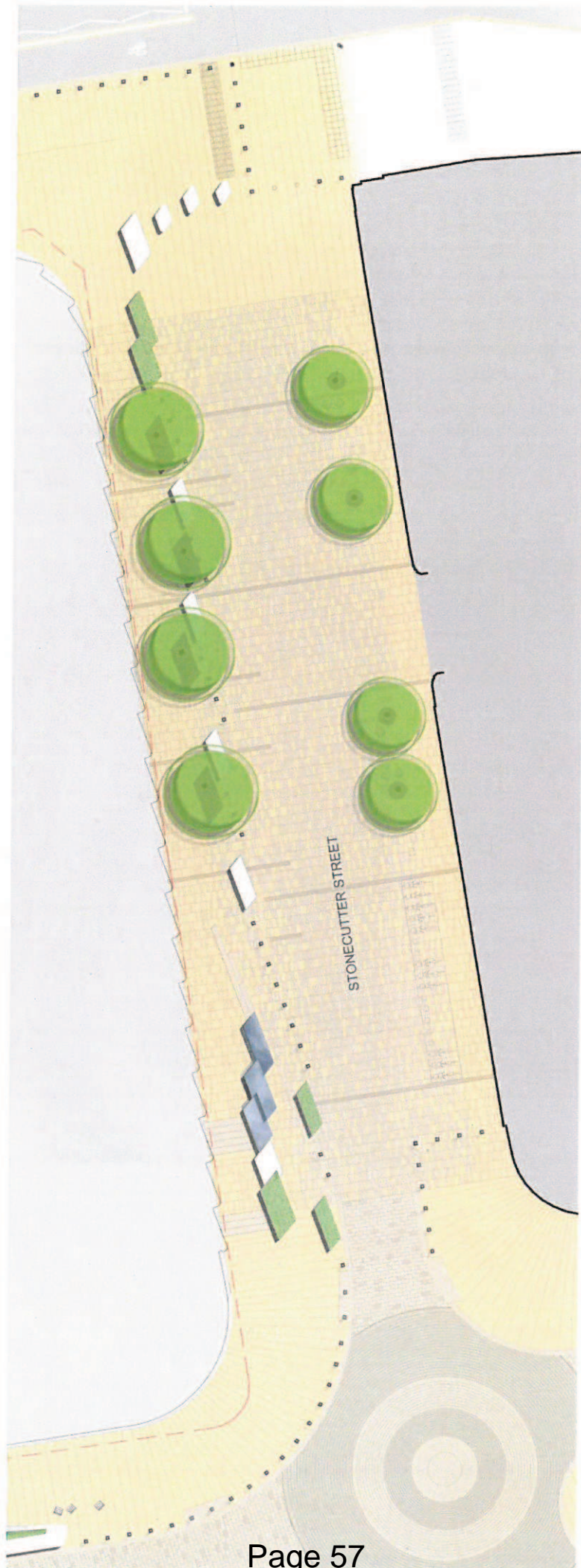














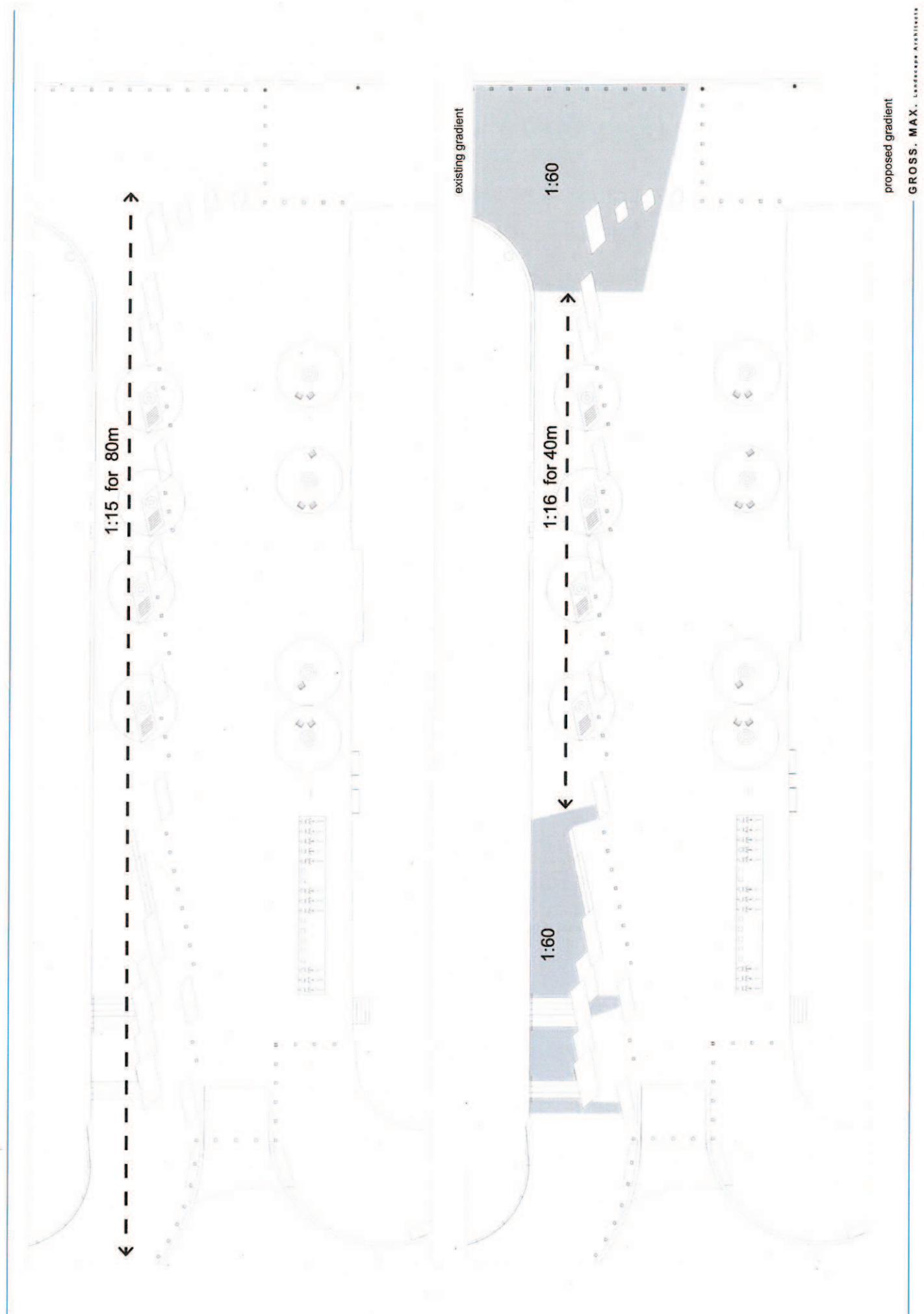




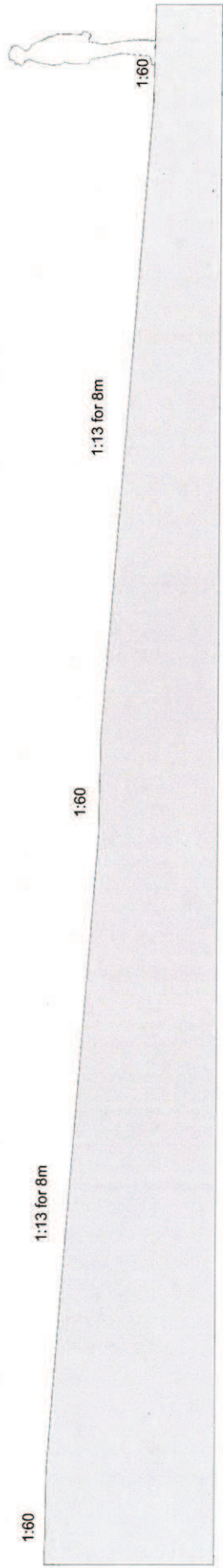




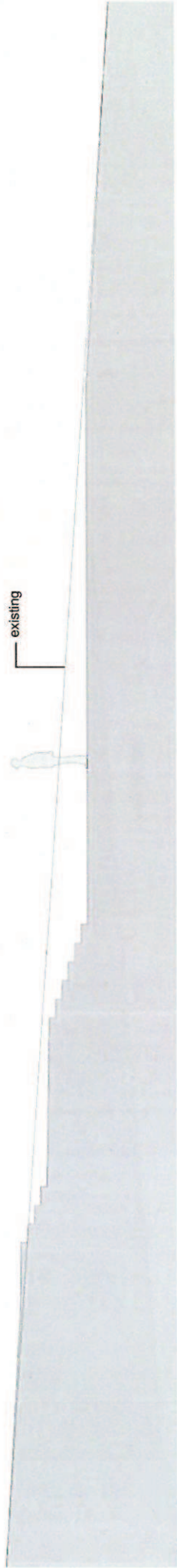








Stonecutter west access



proposed section



water feature precedents





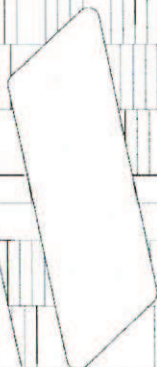
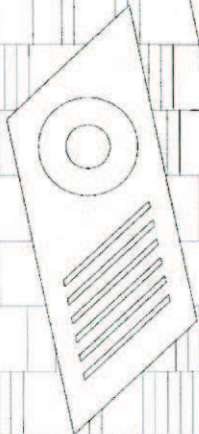
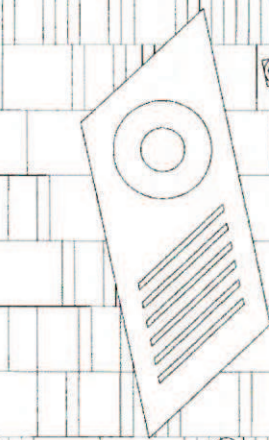


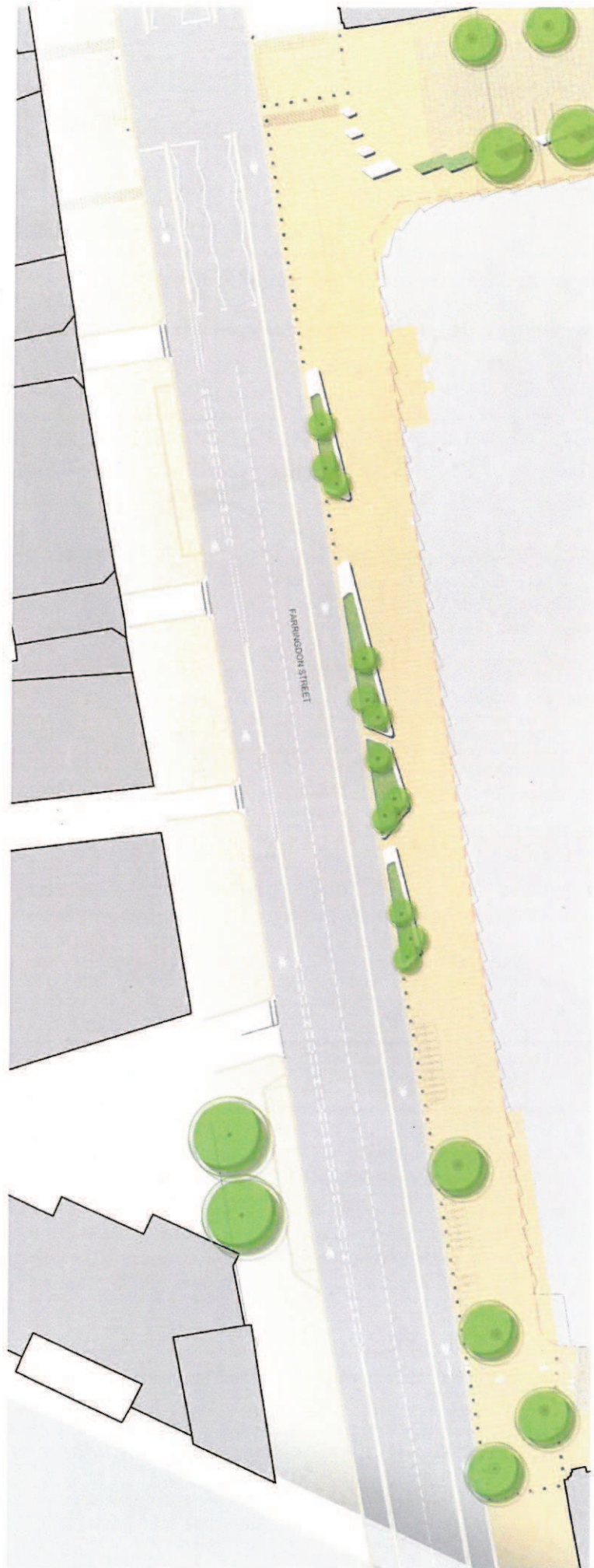
stonecutter

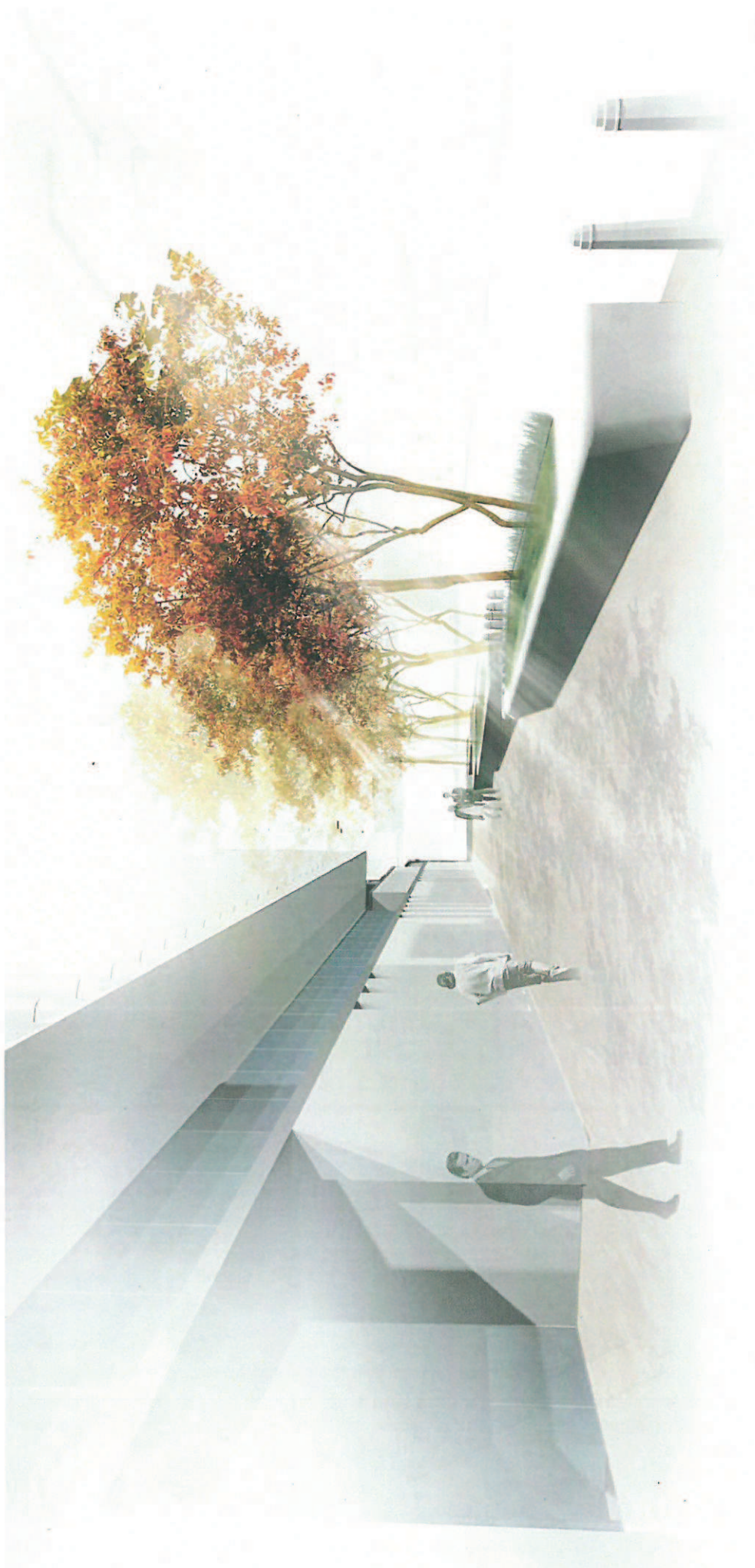


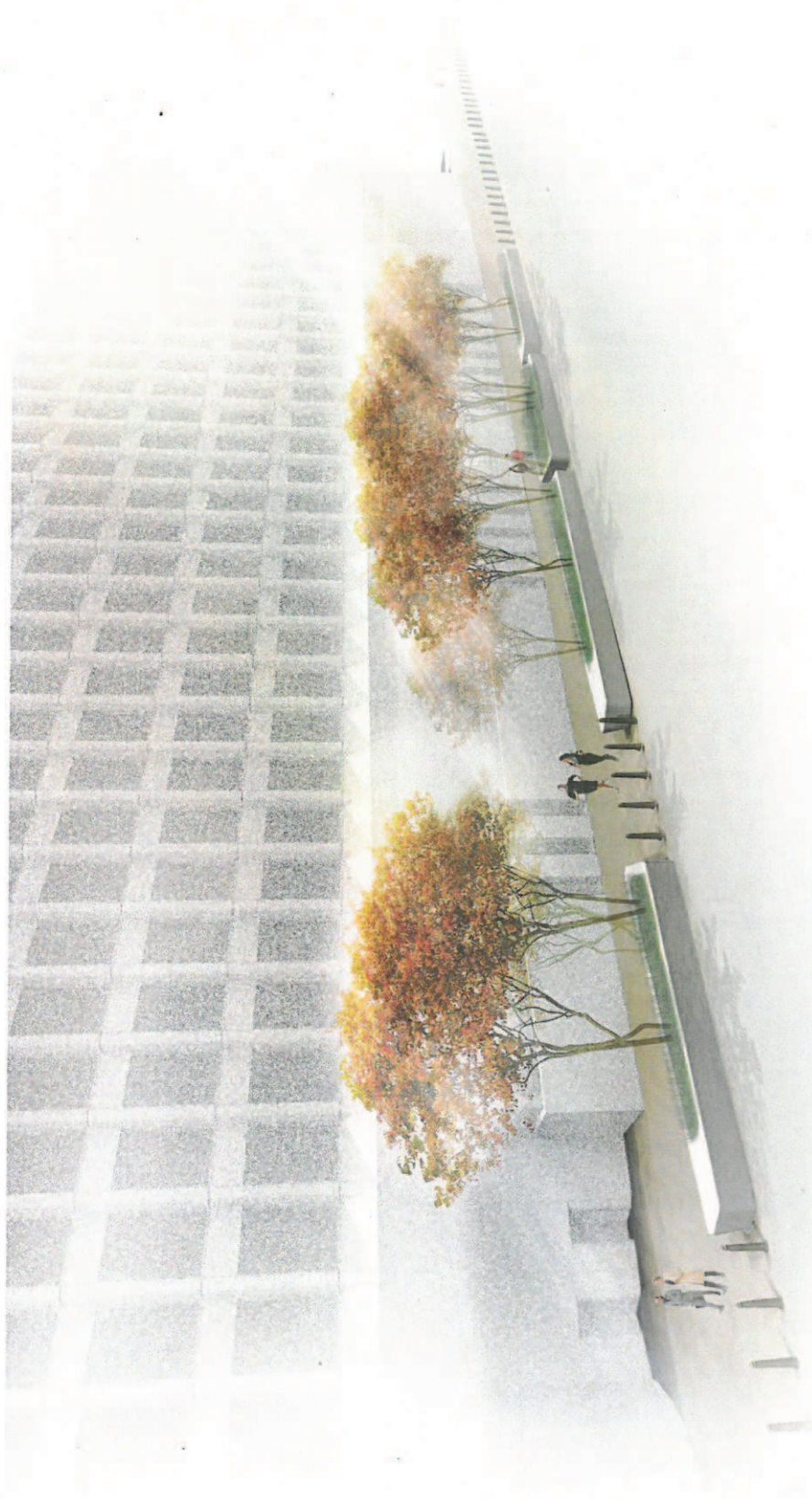


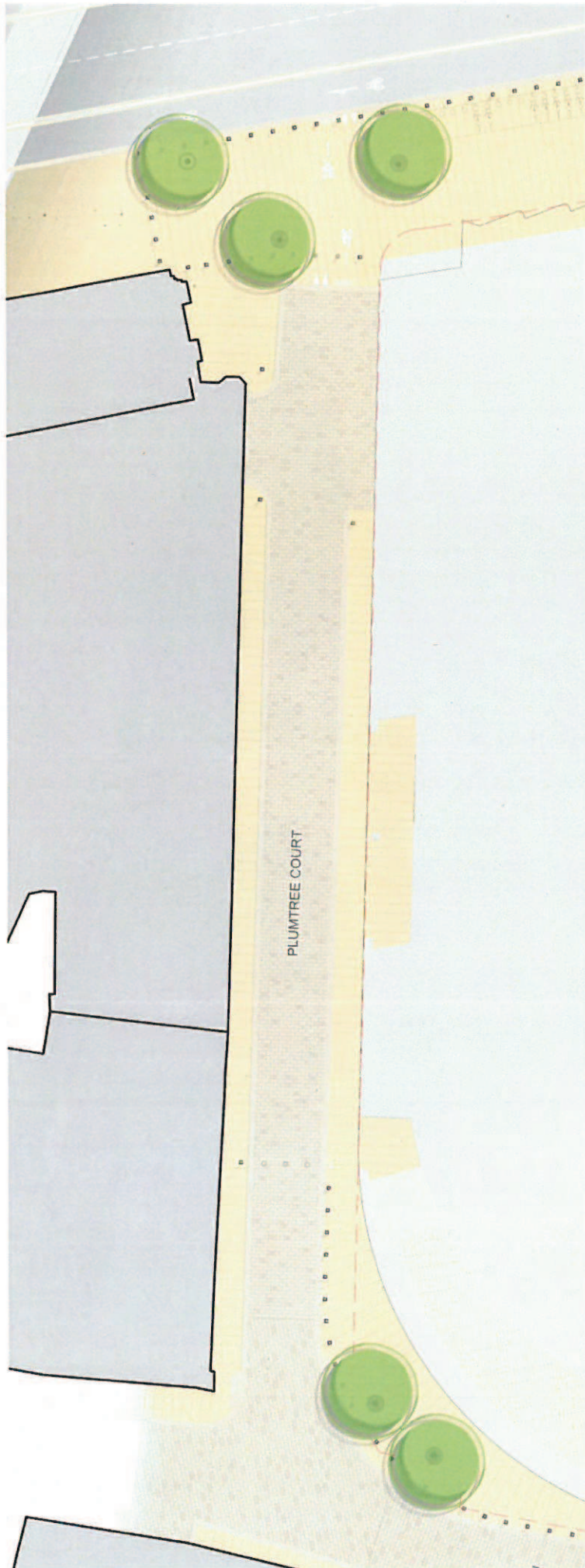






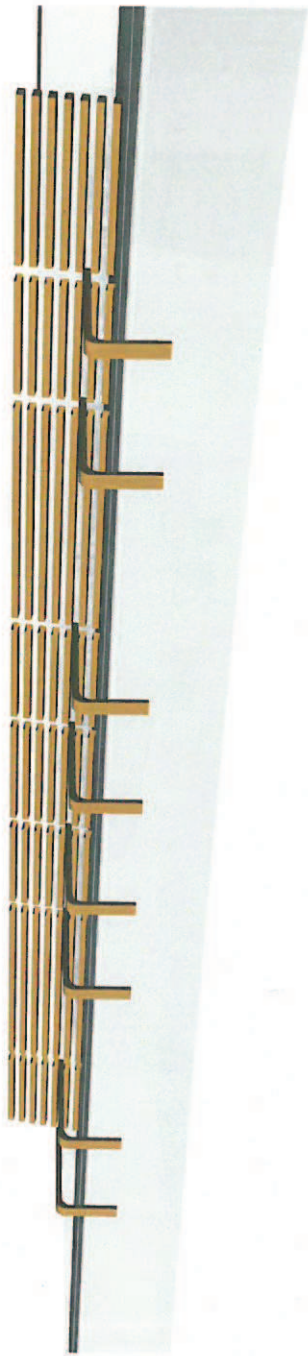












# Agenda Item 10

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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