Gateway 3/4: Options Appraisal

Committee(s):	Date(s):		Item no.
Streets & Walkways Sub-Committee	17 Septemb	per 2012	
Projects Sub-Committee	18 Septemb	per 2012	
Subject: Silk Street		Public	,
Report of: Director of the Built Environment		For Deci	sion

Overview

Context

This report is related to enhancements to Silk Street and the Silk Street and Beech Street junction, taking forward the delivery of the Barbican Streets & Walkways Enhancement Strategy ('Barbican Strategy'), in which both projects were ranked as high priorities. The proposals for Silk Street involve the southern footway, introducing widenina additional street trees and implementing a variety of measures to enhance the entrance to the Barbican Centre and the Guildhall School. The proposals for the Silk Street / Beech Street junction involve creating a direct east-west zebra crossing, by replacing the existing two crossings and removing the pedestrian island, and widening footways.

The Barbican Strategy was approved by Court of Common Council on 16th October 2008. The Strategy aims to improve the streets and spaces around the Barbican Estate by focussing on increased access to greenery and enhancing the quality of public space, as well as improving connections with the rest of the City. A number of projects contained in the strategy are now being taken forward including Moor Lane and Milton Court; a table listing these projects and their priority rating is shown in Appendix A.

This report details the design development of the project, which has been developed with input from facilities management at the Barbican Centre and Guildhall School.

Silk Street and Silk Street / Beech Street junction were both ranked as high priority projects in the Barbican Strategy, and remained so in the most recent Barbican Strategy update in September 2010 (a further update of the Barbican Strategy will be presented to Members in early 2013). The project boundary covers two main areas:

- **Silk Street** including the Barbican Centre entrance, and:
- The Silk Street / Beech Street junction.

Silk Street is a well used pedestrian route which connects Beech Street in the north and Moor Lane to the east, and serves the main entrance to the Barbican Centre. In line with the Barbican Strategy this street has been identified as having potential for wider footways and tree planting. The main entrance to the Barbican Centre and the entrance to the Guildhall School are not easily visible from the street and the area does not reflect the world-class standard of the Barbican Centre.

The Silk Street / Beech Street junction consists of three separate zebra crossings with a pedestrian island connecting all three. There are narrow footways around the junction, owing to the 'double' zebra crossing and pedestrian island. Many of the responses to the consultation on the Barbican Strategy in 2008 identified the need for better pedestrian facilities at this junction. The redevelopment of the Barbican cinema will also increase pedestrian usage in this location, adding to the need for wider footways.

The project is currently estimated to be delivered for between £601,160 and £691,334. It is proposed that the project be funded from the City's On Street Parking Reserve, as agreed in the Barbican Strategy. Funding has previously been allocated for scheme evaluation at Silk Street and the Silk Street / Beech Street junction (see 'Resources expended to date').

Brief description of project

The proposals described in this report were originally planned to be delivered as two separate projects, Silk Street and Beech Street / Silk Street junction. It is now proposed to merge these projects into one to ensure that the whole of Silk Street, including the junction with Beech Street, is improved in a consistent and coordinated manner. This approach will also reduce the duration of works, reduce the amount of disruption and

	reduce project management and design costs.
	It is proposed to improve Silk Street by planting new street trees, widening footways on the southern side of the street and more clearly defining the entrances to the Barbican Centre and the Guildhall School; a reduced carriageway width will also make it easier for pedestrians to cross the street. It is also proposed to create an inset parking bay to better accommodate the outside-broadcast vehicle which is used during major events, and which currently parks on the street creating an obstruction. Accessibility will be improved by providing a level surface outside the main entrance to the Barbican Centre, and signage in the area will be reviewed in order to improve the visibility of the Barbican Centre and the Guildhall School.
	The proposals for the Silk Street / Beech Street junction aim to create a more inclusive footway and direct crossing route by removing the pedestrian island and existing crossings, replacing them with a single crossing. This approach will also provide more waiting space on the footways. Plans of the preferred option and indicative montages of the scheme are shown in Appendix B, C and D.
Success Criteria	Wider footways on Silk Street;
	 Enhanced lighting and a safer, more pleasant environment, to be assessed by measuring luminance levels, and; Increased number of trees along Silk Street.
Notable Exclusions	It is not proposed to create a signalised junction at Beech Street / Silk Street due to cost implications and the additional noise created by the signals in a residential area.
Link to Strategic Aims	Aim 1: To support and promote 'The City' as the world leader in international finance and business services
	The project will enhance the built environment in the area, promoting the City as a desirable location for new and existing businesses.
	Aim 3: To provide valued services to London and the nation
	The project will create an enhanced entrance to

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	the Barbican Cer to one of the wor		-
Within which category does the project fit	Essential and Hec		
	Asset enhancem	ent / improvemer	nt (capital)
Resources Expended To Date	The Silk Street project was split into two phases following an initial committee report in October 2007, followed by a revised report in April 2008, which sought to undertake an initial phase involving a trial of reduced carriageway width, followed by a second phase to implement permanent changes to the street (assuming the trial was successful). A zebra crossing was installed at the eastern end of Silk Street as part of these proposals; the installation of the crossing was funded by Linklaters, a key local stakeholder. A total of £244,574 was previously allocated to Silk Street Phase 1 (as explained below). A summary of the resources expended to date are shown in the		
	Original budget	Expenditure to date	Remaining budget
	£244,574	000.001	
		£30,221	£214,353
	In addition, Silk St Beech Street ju allocated budge The resources exp	reet (Phase 2) an nction projects ts to undertake p pended to date o	nd the Silk Street / were previously reliminary design. are shown below:
	In addition, Silk St Beech Street ju allocated budge The resources exp - Silk Street Phase - Silk Street / Bee	reet (Phase 2) and Inction projects to undertake poended to date at 2 - £20,125 (of a second control of the con	nd the Silk Street / were previously reliminary design. are shown below:
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Options Appraisal Recommendation

List of options described

The development of the design for this project is based on the proposal that was included in the Barbican Strategy in 2008. The option that is presented below has since been developed and refined based on input from the Barbican Centre and Guildhall School, the Barbican Occupier User Group, and other local stakeholders. This section of the report outlines the design as it has been developed to this point, rather than setting out several options.

Option 1 (recommended)

Silk Street

- Widen the southern footway by approximately 1.5 metres and plant trees along Silk Street;
- Improve the entrances to the Barbican Centre and the Guildhall School by enhancing the paving and applying buff coloured anti-skid surfacing to the road surface;
- Maintain a neutral impact on Barbican Centre operations, and formalise the waiting area used by outside-broadcast vehicles.

Beech Street / Silk Street junction

- Retain the use of zebra crossings but enhance the layout to make the junction easier to use by creating single crossings;
- Remove the pedestrian island to create a single crossing across Silk Street;
- Widen the western footway to provide more pedestrian waiting space and reduce the total carriageway width to cross;
- Widen the footway on the north side of Beech Street in front of the new Barbican cinema entrance.

General

- Enhance lighting;
- Improve signage;
- Introduce Yorkstone footways in line with

	Barbican Strategy.
	Option 2
	Same as option 1, but with granite setts used on the
	carriageway to enhance the Barbican entrances.
Option recommended to progress to Authority to Start	Option 1.
Work stage	
Resource requirements to reach Authority to Start Work and source of funding	£45,000 comprising:
	 £25,000 of consultancy fees for design work, surveys, and transport assessments;
	• £20,000 for staff costs for project management and consultation.
	This project is to be funded from the agreed On Street Parking Reserve (OSPR) allocation of £1.5m for the Barbican Strategy, which was agreed by Court of Common Council in October 2008.
Plans for consultation prior to Authority to Start Work	It is proposed to continue to communicate with stakeholders directly affected by the project and other relevant parties including:
	Barbican Centre;
	Guildhall School;
	Heron (as provider of \$106);
	• Linklaters;
	London Borough of Islington;
	The City Surveyor;
	Access Team;
	Open Spaces.
Level of approval for Detailed Design (if required)	Chief Officer.
Procurement Strategy	The works will be carried out by the Highways Maintenance and Repair Term Contractor.
Tolerances	It is proposed to replace the existing planting in the large planter to the north of the Barbican Entrance with small trees. This element is does not require significant works and so will only be pursued upon completion of the other scheme elements depending on the remaining funds.

Detailed Options Appraisal

Option 1	
Description	Silk Street
	In line with the approved Barbican Strategy the aims of the project are to widen the footway of Silk Street and plant additional trees.
	It is proposed to surface the footways in Yorkstone, in line with the Review of Materials given that the Barbican Centre is a Grade II listed building.
	Barbican entrance
	 visual enhancement and improved pedestrian safety using buff anti-skid treatment to the carriageway;
	 the main entrance is located on a bend, which can be dangerous for pedestrians crossing the road and which will be improved with traffic calming measures;
	 better waiting space outside the Barbican Centre, and;
	 buff anti-skid is proposed on the carriageway as it is easy to maintain and hard-wearing.
	General
	 although the carriageway width will be reduced, there will be a neutral impact on vehicles;
	 the area used by the outside-broadcast vehicle is to be part-formalised – this will not impose any additional restrictions on the carriageway. Details relating to the location of trees in relation to the doors of the vehicle and the windows to the building will be resolved at detailed design stage.
	The Barbican Centre and Guildhall School were initially consulted on the Barbican Strategy in 2008 and their concerns have been fed in to the proposals. These included:
	 clearly marking the entrances to the Barbican Centre and Guildhall School;
	 having a neutral impact on traffic whilst creating a safer pedestrian environment;

Option 1	
	- improving signage, and;
	- enhancing lighting.
	Silk Street / Beech Street junction
	 removal of existing pedestrian island to widen footways, providing a single crossing at the north end of Silk Street, eliminating the need for pedestrians to wait on the island and increasing available footway space;
	 widen the western footway to reduce the width of carriageway to cross on the proposed single crossing on Silk Street;
	 widen the footway in front of the new Barbican cinema entrance to provide more space for the anticipated number of users of the facility;
	 the right turn from Silk Street to Chiswell Street is currently restricted with physical measures. It is proposed that this restriction will be formalised via a traffic order, and;
	- enhance lighting.
Benefits and strategy for	The main benefits of this option are as follows:
achievement	- enhanced pedestrian environment in accordance with the Barbican Strategy;
	- improved entrances to the Barbican Centre and Guildhall School;
	 increased coverage of green infrastructure and encouragement of biodiversity in line with the City's sustainability policies, and;
	 a highway layout that responds to the needs and demands of users.
	This approach is in line with the Barbican Strategy.
Scope and exclusions	The Barbican Centre have indicated that there may be a requirement to provide measures to mitigate the impact of a hostile vehicle at the main entrance on Silk Street, given that the Barbican Centre is regarded as a 'crowded place'. However, the required detail on the interventions that may be required has not yet been agreed, and so hostile vehicle mitigation measures are not included in this project at this stage. Should it be

Option 1	
	determined that such measures are required, the proposals will be put before Members as a separate report.
	The project does not propose any alterations to the northern footway on Silk Street, except for a minor realignment of the kerb line adjacent to the Barbican Centre main entrance.
Constraints and assumptions	A number of the proposed enhancements fall within the limits of the Barbican Centre and an agreement will be required with the Centre to undertake the project (see 'Legal implications').
	The precise location of trees will be agreed at the detailed design stage in consultation with the Barbican Centre, taking into consideration their requirements for occasional loading through the building windows and the footprint of the projections from the outside-broadcast vehicle.
	Works will need to be coordinated with the project at Milton Court in order to minimise disruption as far as possible.
	Further investigation will be required to determine the exact drainage requirements in the area; this will be included in the detailed design stage. The location of trees in the footway and exact locations of new kerb lines will be subject to the location of underground services and utilities.
	As mentioned above a traffic order will be required to ban the right turn at the north end of Silk Street.
Programme	Further detailed design work and communication will be carried out before the authority to start works stage. It is anticipated that detailed design will be progressed in autumn 2012.
	Authority to start works is anticipated to be sought in spring 2013.
Risk implications	Lack of stakeholder support
	This risk is being managed by ensuring all local stakeholders are engaged with at the appropriate stages. Any additional stakeholders that have not yet been identified and / or consulted will be considered before the next gateway stage.

Option 1	
	2. Project becomes delayed
	Close coordination is required with the adjoining project at Milton Court to ensure that the timeframes do not conflict and that disruption in the area is reduced as far as possible.
	3. Scheme designed over projected budget
	The projected implementation costs contained in this report are based on estimates provided under the previous term maintenance contractor. New estimates will be required for the new term maintenance contractor and it is likely that costs will reduce as a result, thereby reducing this risk.
	Any increase in the proposed project cost above that specified in the Barbican Strategy may have financial implications for the progression of other high priority schemes (shown in Appendix A). This element of the risk is to be reduced through the likely reduction in scheme costs and managed by exploring additional, alternative sources of funding to meet any potential shortfall.
Legal implications	Any necessary authorities will need to be obtained by / on behalf of the Barbican Centre. The Option is subject to a traffic order being made to ban the right turn at the north end of Silk Street. This will be subject to a separate statutory process.
HR implications	N/A
Anticipated stakeholders and consultees	Consultations are ongoing with the Barbican Centre, Guildhall School, Linklaters and Heron.
	Barbican residents were consulted on the proposals as part of the public consultation carried out on the Barbican Strategy in 2008 and have been updated on the current proposals.
	The Barbican Occupier User Group was consulted on the proposals in July 2012 to ensure that all requirements relating to the Barbican Centre and Guildhall School were taken into account.
	Beech Street, Whitecross Street and Chiswell Street share a border with the London Borough of Islington and so council officers will be informed of the proposals.

Option 1	
Results of consultation carried out to date	A Stage 2 Road Safety Audit was completed for the project in February 2012.
	Officers from the Barbican Centre and Guildhall School were consulted in early 2012. The following comments and observations were received:
	 the proposals to mark the entrances of the Barbican and School were supported;
	 the impact on the operations of the Centre (in particular on the parking of outside- broadcast vehicles) and general traffic of the scheme should be neutral – this has been confirmed through initial assessments, and;
	 the objective of creating a safer and more attractive pedestrian environment was supported.
	The following comments were received from the Barbican Occupier User Group, who were given a presentation from officers on 16 th July 2012:
	 taxis and residents regularly perform u-turns at the northern end of Silk Street and this capability should be retained, and;
	 additional foot traffic resulting from the new entrance to the Barbican Cinema needs to be taken into account.
	City officers have also met with representatives from Linklaters, a major City employer whose premises are on Silk Street, and who are broadly supportive of the proposals with assurance given that there will be no negative impact on traffic.
<u>Financial Implications</u>	
Estimated capital cost (£)	The project is estimated at a total of between £601,160 and £691,334 (inclusive of £45,000 to reach authority to start work, but not including resources expended to date) funded through the OSPR as agreed in the Barbican Strategy.
	Works: £480,393 - £551,630
	Staff costs: £63,515 - £73,434
	Fees: £47,000 - £54,214
	Maintenance: £10,252 - £12,056

Option 1	
	Total - £601,160 - £691,334
	The Barbican Strategy initially estimated the cost for the two individual schemes at a total of £700,000 (as shown in the table in Appendix A).
Source of capital funding	On Street Parking Reserve, as approved in the Barbican Strategy.
	With the addition of the expenditure to date to the above estimate, this would potentially increase the total cost of the project above the original estimate contained in the Barbican Strategy by approximately £73,000. However this will not impact on the delivery of the other high priority projects in the Barbican Strategy as all of the other projects have the required funding secured. A table showing the updated funding strategy and estimated costs of all the 'high priority' projects in the Barbican Strategy is shown in Appendix E.
Anticipated phasing of capital expenditure	2012/13 - £50,000
	2013/14 - £409,826 - £500,000
	2014/15 - £141,334
Estimated capital value/return (£)	N/A
Fund/budget to be credited with capital return	N/A
Estimated revenue implications (£)	It is anticipated that there will be some initial revenue benefits though the enhancement of the City's building assets in the public realm around the Barbican Centre, such as improved drainage and lighting. The scheme includes the addition of more planting.
	The scheme includes the addition of more planting to the area and the first five years establishment costs are included in the scheme. After these five years the ongoing maintenance costs will be borne by the Department of Open Spaces.
Source of revenue funding	The project costs stated above (funded through the OSPR) include provision to fund the maintenance of the planting for five years.
Fund/budget to be credited	N/A

Option 1	
with income/savings	
Anticipated life	N/A
Investment Appraisal	N/A
Benchmarks or comparative data	The City has implemented numerous similar enhancement schemes over the last eight years, including completed schemes at Cheapside, Aldermanbury Square and Mansion House gyratory.
Proposed procurement approach	Highways Maintenance and Repair Services Term Contract.
Affordability	The project is fully fundable through the On Street Parking Reserve funds as agreed in the Barbican Strategy.
<u>Recommendation</u>	It is recommended that:
	 Members approve the progression of Option 1 to authority to start works stage at a cost of £45,000 (staff costs and fees) to be funded from the On Street Parking Reserve allocated to the Barbican Strategy;
	The two existing projects are combined into a single project from this point onwards, and;
	The original Silk Street Phase 1 project is closed down and the remaining funds are transferred to this project.
Reasons	Silk Street is an important pedestrian route to the Barbican Centre and Guildhall School. This street does not currently meet the needs of the public and of the Barbican Centre, and is not a fitting environment for such an important City institution. These proposals address the needs of the public and the Centre to improve the function and appearance of the area.
	These proposals are in line with the approved Barbican Strategy.
Next Steps	Development of the detailed design and further communication with local stakeholders. The authority to start works report will be drafted for the

Option 1	
	approval of the Spending Committee in early 2013.

Appendices

Appendix A: Barbican Area Streets & Walkways Enhancement Strategy approved project priorities

Appendix B: Plan of the preferred option (blue hatched line shows the extent of works included in this project)

Appendix C: Detail of the proposals on Silk Street Appendix D: Indicative montages of the project

Appendix E: Updated funding strategy and estimated costs of all 'high priority' projects in the Barbican Strategy

Background Reports

Barbican Area Streets & Walkways Enhancement Strategy – adoption of strategy / strategic evaluation report (Court of Common Council, 16th October 2008).

Author

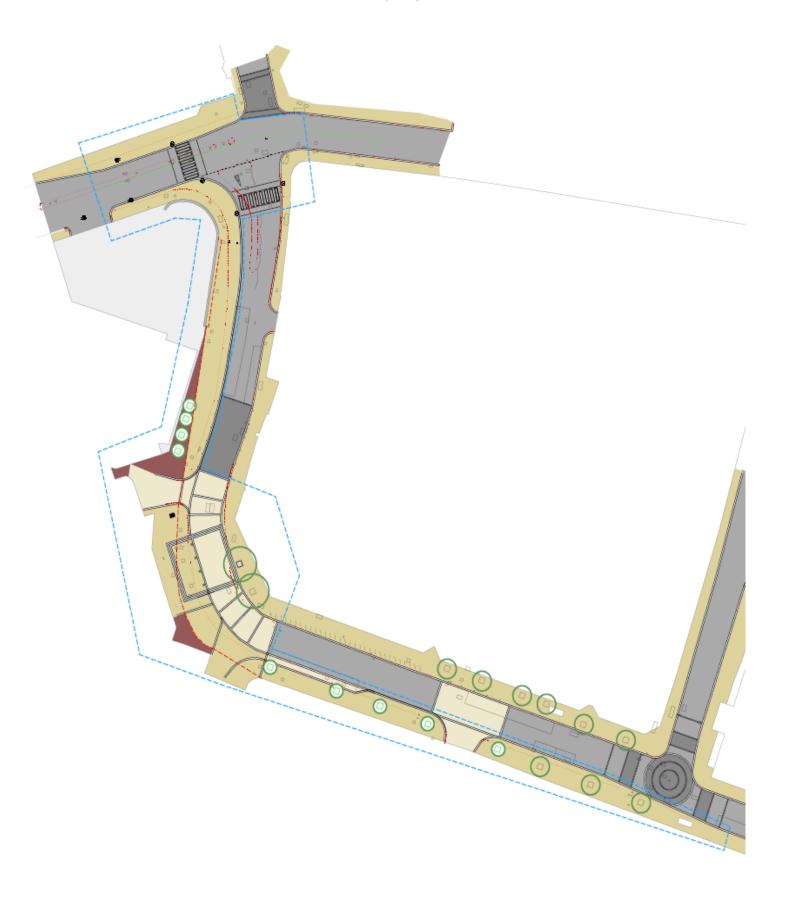
Tom Noble

Appendix A – Barbican Area Streets & Walkways Enhancement Strategy approved project priorities (as of September 2010)

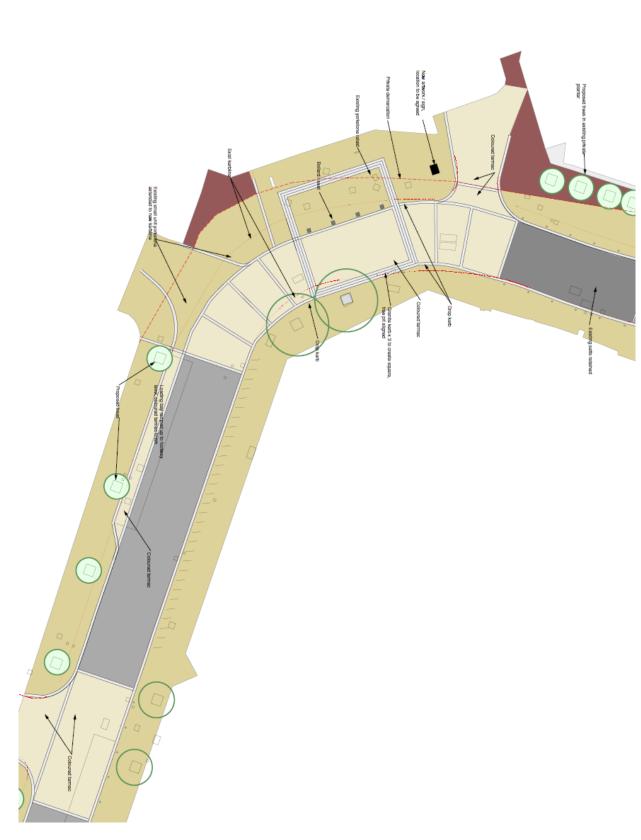
Priority	Scheme	Cost £	Funding strategy	Notional running total		
High	Moor Lane Creation of linear open space and associated enhancements	1,550,00 0 (including estimated £100,000 evaluatio n/design report costs).	S106 (Milton Ct) OSPR	1,550,000		
High	Milton Court Repaving	200,000	S106 (Milton Court)	1,750,000		
High	Silk Street Footway widening, tree planting and associated enhancements	400,000 (including estimated £25,000 evaluatio n/design report costs).	OSPR (£250,000 already committed for interim scheme) S106 (Milton Ct) S106 (other in area)	2,150,000		
High	Beech St / Silk St junction Improvements to junction to ease pedestrian movement	300,000 (including estimated £25,000 evaluatio n/design report costs).	S106 Milton Ct TfL S106 (other in area)	2,450,000		
High	Barbican Estate City Walkway Areas Various improvements to planters and seating	200,000 (including estimated £15,000 evaluatio n/design report costs).	OSPR	2,650,000		
High	St Giles Terrace Re-landscaping of terrace	200,000 (including estimated £15,000 evaluatio n/design report costs).	OSPR	2,850,000		
High	Junction Wood St and London Wall Improvements to pedestrian crossing facilities and associated adjustments to footways	300,000	S106 1 Coleman St (£148,000 subject to signing Variation) Other S106 TfL	3,150,000		

Medium	Beech St Tunnel Lighting improvements, possible widening footways and possible crossing point	350,000	S106 TfL OSPR	3,500,000
Medium	Baltic Street West Re-landscaping, tree planting and associated enhancements	350,000	S106 TfL OSPR	3,850,000
Medium	Fann Street De-cluttering, tree planting and associated enhancements	100,000	S106 TfL OSPR	3,950,000
Medium	Golden Lane Raised pedestrian table at Fortune Street Park and other enhancements to paving and lighting as well as tree planting	200,000	S106 TfL OSPR	4,150,000
Medium	Barbican Estate City Walkway Areas Various additional improvements to planters and seating	100,000	OSPR	4,250,000
Medium	Golden Lane Estate City Walkway Area Improvements to access to Leisure Centre and improvements to planters	200,000	OSPR	4,450,000
Medium	Barber Surgeons Gardens Improved access to the gardens	150,000	OSPR	4,600,000
Longer term/ dependant on development	Aldersgate Street / Goswell Road Tree planting, footway widening and possible new pedestrian crossing	500,000	S106 TfL OSPR	5,100,000
Longer term/ dependant on development	St Alphage Re-landscaping and access improvements	150,000	S106 TfL OSPR	5,250,000
Longer term/ dependant on development	Fore Street Widening footways and tree planting	300,000	S106 TfL OSPR	5,550,000
Longer term/ dependant on development	London Wall Widening footways and tree planting	500,000	S106 TfL OSPR	6,050,000

Appendix B – Plan of the preferred option (blue hatched line shows the extent of works included in this project)

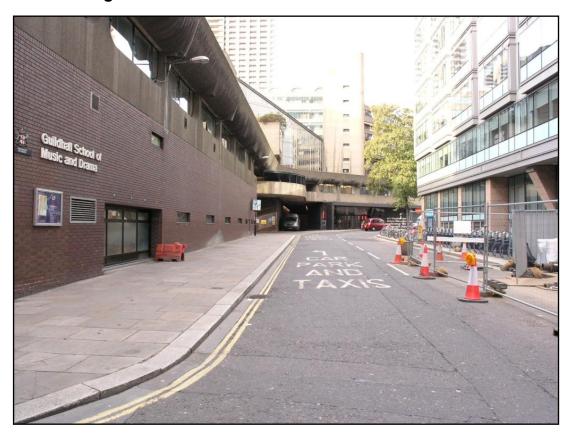


Appendix C – Detail of the proposals on Silk Street



Appendix D – Indicative montages of the project

Silk Street – existing



Silk Street – proposed



Silk Street, Barbican Centre entrance – existing



Silk Street, Barbican Centre entrance – proposed



Silk Street / Beech Street junction – existing



Silk Street / Beech Street junction – proposed



Appendix E – Updated funding strategy and estimated costs of all 'high priority' projects in the Barbican Strategy

Total Bar	medium p	Totals for		High	High F	(0	High		High J	0.7	High	High	High		Priority
Total Barbican Area Strategy Funding	medium priority schemes	Totals for High Priority Projects:	crossing facilities and associated adjustments to footways	Wood Street & London Wall Junction	of terrace	St Giles Terrace	Various improvements to planters and seating	Barbican Estate City Walkway	beech Street / Silk Street Junction Improvements to junction to ease pedestrian movement	planting and associated enhancements	Silk Street	Repaving Works	Creation of linear open space & associated enhancements	Moor Lane	Scheme
ling	medium priority schemes	£3,150,000		£300 000	d £15,000 port costs).	£200.000	(including estimated £15,000 evaluation/design report costs).	£200,000	£300,000 (including estimated £25,000 evaluation/design report costs)	(including estimated £25,000 evaluation/design report costs)	£400,000	£200,000	£100,000	£1 550 000	Original Estimate Cost
			Other S106 TfL	S106 (1 Coleman St) £148,000 subject to signing Variation	OSPR		OSPR		S106 (Milton Ct) TfL	S106 (Milton Ct)	OSPR (including £250,000 committed for interim scheme)	S106 (Milton Court)	S106 (Milton Ct)	Ocean	Original Funding Strategy
£3,300,000	£77,144	£3,222,856	£300,000		elements on St Giles Terrace and Ben Johnsons Court)	hack for planting	(including estimated £30,000 evaluation/design report	£400,000	implementation cost of £691,334)	evaluation/design report costs and based on	£772,856 (including estimated	£200,000	£1,550,000 (including £100,000 evaluation/design report costs)		Revised Cost
£1,500,000	£77,144	£1,422,856				£400,000				£722,856		1	£300,000		OSPR
£1,500,000		£1,500,000	ī			1				£50,000		£200,000	£1,250,000 (including £100,000 evaluation/design report costs)		Revised Funding Strategy
£148,000	r	£148,000	£148,000		1			1			1	i odieman oneer o 100	ling Strategy		
£152,000		£152,000	£152,000		1			1			T	T	TIL / Other Silve	TE - 242	