

<b>Committees:</b> Corporate Projects Board Projects Sub Committee [ <i>for decision</i> ] Streets and Walkways sub Committee [ <i>for decision</i> ]	<b>Dates:</b> 28 June 2019 19 July 2019 22 July 2019
<b>Subject:</b> Moorgate Crossrail Urban Integration  <b>Unique Project Identifier:</b> <i>PV Project ID – 11381</i>	<b>Gateway 4  Regular  Issue Report</b>
<b>Report of:</b> Director of the Built Environment  <b>Report Author:</b> Maria Curro; City Transportation	<b>For Decision</b>
<h1>PUBLIC</h1>	

<b>1. Status update</b>	<p><b>Project Description:</b> Phase 2: To explore design changes to the public realm across the wider Moorgate area to enhance the pedestrian environment. Changes will also facilitate the expected pedestrian uplift resulting from the opening of Crossrail in 2020/2021 and other adjacent developments.</p> <p><i>We are seeking to rename Phase 2 of Crossrail Moorgate to “Moorgate Crossrail Station Links” – (MCSL).</i></p> <p><b>RAG Status:</b> Green (Green at last report to Committee on Phase 1)</p> <p><b>Risk Status:</b> Low (Low at last report to committee on Phase 1)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> £3.6million (Phase 1 and 2)</p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b> £1.058 million increase to include Phase 2 (MCSL) in the overall project/programme</p> <p><b>Spend to Date:</b> £1,092,026 (on Phase1)</p> <p><b>Costed Risk Provision Utilised:</b> N/A</p> <p><b>Slippage:</b> Approximately four years slippage from last report (on Phase 2). Details relating to causes of this slippage can be found in Section 4 of this report.</p>
<b>2. Requested decisions</b>	<p><b>Next Gateway:</b> To return to a Gateway 3/4 - Options Appraisal (Regular) from the existing Gateway 4 position.</p> <p><b>Requested Decisions:</b></p>

**That Members of Streets and Walkways and Projects Sub Committees:**

1. Note the next steps for Phase 2 of the Moorgate Crossrail Urban Integration project.
2. Approve that a new name of 'Moorgate Crossrail Station Links' is allocated to the currently called 'Phase 2' project to clearly distinguish this work from the existing Crossrail reinstatement work (Phase 1).
3. Approve project objectives for Phase 2 (MCSL) to align to the adopted Corporate Plan (in Table 4).
4. Approve the funding programme as set out in Section 3 and Appendix 6, including any financial interest accrued on the S106 funds (subject to the approval of the DBE Prioritisation report at the other relevant committees)
5. Approve a budget of £1,173,062 for Phase 2 – (MCSL). This budget is made up of the following:
  - £114,876 from the Phase 1 pre-evaluation budget (outlined in Section 3)
  - £1,058,186 to be funded from S106 contributions (outlined in Section 4, paragraphs 30 to 32)

Approve the use of £182,952 of the Phase 2 MCSL budget to reach Gateway 3/4.

6. Agree to increase the scope of the Phase 2 (MCSL) project to include the Wilson Street/South Place junction to facilitate cycling and pedestrian improvements.
7. Agree to increase the scope of the Phase 2 (MCSL) project to include the whole of the Finsbury Circus western arm.
8. Delegate authority to the Director of the Built Environment to approve budget adjustments between budget lines if this is within the approved total project budget amount.

Subject to the approval of recommendation 6:

9. Approve the increase in scope to facilitate the potential opportunity to formally link Cycle Superhighway 1 through Moorgate into the City.

Subject to the approval of recommendation 7:

10. Approve the investigation of an interim measure of the western arm of Finsbury Circus as an early deliverable (Phase A) of the Phase 2 (MCSL) project;

11. Request an allocation of £80,000 from the overall project budget for the investigation of the delivery of the interim measure, subject to the outcome of the traffic-order making process; and

12. Request that a Gateway 4/5 report specifically on this interim measure on Finsbury Circus western arm, be delegated to the Chief Officer for subsequent approvals (as explained in Section 4, paragraph 28).

### 3. Budget

#### Expenditure to date:

Table 1 sets out how much has been spent to date on the overall Moorgate Crossrail Urban Integration project (described as Phase 1 in this report).

**Table 1: Expenditure to Date (Phase 1)**

<b>16800284 – Moorgate Crossrail integration (pre-evaluation)</b>			
<b>Description</b>	<b>Approved Budget (£)</b>	<b>Spend to Date (£)</b>	<b>Balance (£)</b>
Highways Staff Costs	£818	£818	£0
P&T Staff Costs	£114,982	£94,085	£20,897
Fees and surveys	£192,200	£98,222	£93,978
<b>TOTAL Evaluation</b>	<b>£308,000</b>	<b>£193,124</b>	<b>£114,876</b>

<b>16100284 – Moorgate Crossrail integration Phase 1 (immediate area) Post G5</b>			
<b>Description</b>	<b>Approved Budget (£)</b>	<b>Spend to Date (£)</b>	<b>Balance (£)</b>
Highways Staff Costs	£203,500	£101,324	£102,176
P&T Staff Costs	£186,160	£84,992	£101,168
Fees and surveys	£138,317	£66,105	£72,212
Work	£1,589,793	£646,481	£943,312
Contingency	£152,007	£0	£152,007
<b>TOTAL Implementation</b>	<b>£2,269,777</b>	<b>£898,903</b>	<b>£ 1,370,874</b>

<b>Total Phase 1</b>	<b>£2,577,777</b>	<b>£1,092,026</b>	<b>£ 1,485,751</b>
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#### New budget allocations

Table 2 then sets out how the associated funding and development of Phase 2, which is requested to be called Moorgate Crossrail Station Links project (MCSL), is proposed.

It is requested to reallocate the remaining £114,876 from the pre-evaluation code (Table 1 above) to MCSL. This will be used to progress this project's pre-evaluation work.

The remaining funding for MCSL is proposed to be from S106 funds and future S278 agreements (complete funding strategy in Appendix 6 – Table 3).

A total of £1,058,186 s106 funding is requested to be included in the budget for MCSL at this time. This is from S106 funds which have been identified through the DBE Project Prioritisation report (also on this agenda for Projects Sub Committee and the 9 July agenda for Planning and Transportation Committee).

However, to reach the Gateway 3/ 4 report in January 2020, only £68,076 from this S106 funding is requested to be allocated to the pre-evaluation stage at this time.

At this stage, the project is intended to be solely funded from S106 and possible S278 funds. No central funding is intended to be sought.

It is expected that external TfL funding may be provided for the delivery of the Cycle Superhighway 1 link through Moorgate. This funding will be released through TfL’s Cycleways fund and will be allocated towards the design and build of cycle infrastructure, as well as officer time as a contribution to the MCSL project, if agreed.

A new project code will be set up for MCSL for future ease of reporting. This new code is proposed to be set up as detailed in Table 2. This will enable future financial reporting to be made at both the Phase and overall Moorgate Crossrail Urban Integration project/programme level.

**Table 2: Phase 2 Allocation**

Description	Resource requested to next gateway (G3/4)	Source
Highways Staff Costs	£16,800	S106
P&T Staff Costs	£96,152	S106
Fees and surveys	£70,000	S106
<b>Total</b>	<b>£182,952</b>	<b>S106</b>

For MCSL, the Highways staff cost will fund an Engineer for approximately 170 hours to undertake early design options for the London Wall/Moorgate and Moorgate/Ropemaker Street junctions. As described above, external funds for the Cycle Superhighway 1 link through Moorgate will include funds to review the Wilson Place/South Street junction.

The P&T staff cost will fund a project manager for 670 hours and a principal project manager for approximately 280 hours. This will include stakeholder communication and liaison, including with Transport for London, Crossrail and surrounding developers and occupiers.

The fees and survey work envisaged includes updated traffic and pedestrian counts at the key junctions, traffic modelling consultancy support and ground radar survey of the key junctions. Standard City procurement routes will be followed when procuring this work (Appendix 7 for PT3 form).

Early delivery of Phase A

Lastly, as explained in more detail in Section 4, paragraphs 21-29, funding is sought to deliver an early phase of the MCSL project in Finsbury Circus western arm. This is a proposed interim improvement, and is to be called Phase A. If approved, a funding request from the identified S106 deposits of £80,000 is requested and can be seen in Table 3.

**Table 3: Finsbury Circus Western arm allocation (Phase A)**

(Finsbury Circus Western arm)	Resource requested to G4/5	Source
Highway staff cost	£8,000	S106
P&T staff cost	£7,000	S106
Fees	£15,000	S106
Works	£50,000	S106
<b>Total</b>	<b>£80,000</b>	<b>S106</b>

**4. Issue description**

Introduction

1. Crossrail, or the Elizabeth Line as it will be known, is expected to be operational by late 2020/early 2021 and will result in a significant increase in pedestrian movements across the Moorgate area. New commercial developments within the area and City of London led schemes, such as Culture Mile, will contribute to an increase in pedestrians.
2. Changes to date have focussed on delivering public realm and security improvements in the area immediately adjacent to the Crossrail station (Phase 1) in time for the planned opening date of the Elizabeth line.
3. The Moorgate Crossrail Station Links project aims to enhance the public realm and ease of moving in and around Moorgate Station. The project is aligned with the objectives set in the Corporate Plan, as shown in Table 4.
4. The project also links to the recently adopted Transport Strategy, focusing on putting the needs of pedestrians first, improving pedestrian accessibility and enabling safe cycling throughout the City. The project could also help to facilitate the expected increase in pedestrians attending Culture Mile activities, with Moorgate/Liverpool Street serving as the eastern 'gateway' to the Culture Mile.

5. In 2015/2016 preliminary designs were undertaken for the Phase 2 area of the Moorgate Crossrail urban integration project. This programme of works progressed to Gateway 4 in February 2015. These works were paused in 2016 to concentrate on the Phase 1 work in the immediate area of the station. Also, at this stage, there was uncertainty around the number of development sites, their ambitions and their impact in the area.
6. It is now an opportune time to restart this wider area work and focus on the links away, to, in and around the station ensuring that increased numbers of pedestrians can safely disperse into the wider city area.

Moorgate Crossrail station links (Previously Phase 2)

7. It is requested that the renamed Moorgate Crossrail Station Links (MCSL) project look into the wider design changes needed to facilitate the uplift of pedestrian movements and their onward travel. It will take into consideration the impacts from new developments in the area and City led schemes, such as Culture Mile, that have occurred since 2015, or are proposed.
8. The MCSL project objectives are listed in Table 4 and outline how they relate to the Corporate Plan.

Table 4: Project Alignment to Corporate Plan

<b>MCSL Project Objectives</b>	<b>Corporate Plan Aim</b>	<b>Corporate Plan Outcome</b>	<b>Corporate Plan High-level activity</b>
Improve the pedestrian and cyclist environment to provide for enhanced accessibility and connectivity	Contribute to a flourishing society	1 – People are safe and feel safe.	C – Protect consumers and users of building, streets and public spaces.
Reduce collisions between motor vehicles and pedestrians and cyclists through improved junction design	Contribute to a flourishing society	1 – People are safe and feel safe.	C – Protect consumers and users of building, streets and public spaces.
Improve pedestrian comfort levels on the footways and crossings	Shape outstanding environments	9 – We are digitally and physically well-connected and responsive	D – Improve the experience of arriving in and moving through our spaces.

**9.** Reviewing the wider design provides an opportunity to align with the proposals set out in the recently adopted Transport Strategy and Corporate Plan outcomes.

**10.** The MCSL project will investigate the following:

- What area wide design changes are required to facilitate onward pedestrian movements including improving comfort levels;
- How to improve the safety of vulnerable road users across the area;
- Review suitability of the junction designs at the Moorgate junction with London Wall and also Moorgate with Ropemaker Street with additional pedestrian and cycling crossing movements;
- Review suitability of the junction design at Wilson Street/South Place for the Cycle Superhighway 1 link to Moorgate;
- Moorfields (northern end) local servicing needs;
- Opportunities for greening; and
- Provision for cyclists in the area and the potential to deliver part of the Transport Strategy's proposed cycle network.

**11.** The scope of the previous defined project area is shown in Appendix 3.

#### Development in the area

**12.** Moorgate station has four large developments near to the station exits, including 101 Moorgate, 21 and 45 Moorfields, and 20 Ropemaker Street. These developments are planned to be completed between 2020 and 2022. These developments will result in additional growth around the Crossrail station, meaning that the previous Phase 2 preliminary designs will need to be reassessed. The location of the developments and completion dates can be found in Appendix 4.

**13.** The MCSL project will also need to take into consideration the ongoing development of other City work streams such as Culture Mile, Beech Street and St. Paul's Gyratory (subject to Fundamental Review outcomes). These have the potential to change traffic patterns in the area and will influence pedestrian and cyclist movements.

#### Next Steps:

**14.** It is proposed that following a review and revision of the previous preliminary designs, a Gateway 3/4 report will be presented in January 2020 for consideration. This will look at the options for the key highway junctions around Moorgate station. It is seen as appropriate to take a step back in the gateway process to ensure that the options presented best

meet the needs of the area and align with the adopted Corporate Plan and Transport Strategy.

- 15.** In order to bring back a Gateway 3/4 report in January 2020, the following tasks will be undertaken:
- a. Review of pedestrian and traffic movements within the area taking into consideration the uplift of Crossrail and new developments;
  - b. Review of junction design at Moorgate with London Wall and Moorgate with Ropemaker Street;
  - c. Identification of interested stakeholders and setting up of a project working group; and
  - d. Analysis of the traffic impacts from other proposed projects, such as Beech Street and St. Paul's Gyratory.
- 16.** A working group will be set up with all interested stakeholders within the Moorgate project area to map out stakeholder aspirations and ensure highway impacts are properly mitigated.

#### Cycle Superhighway 1 Moorgate Connection

- 17.** There is the opportunity to link Cycle Superhighway 1, located north of the MCSL project, with Moorgate and the City. The proposed link will allow for cycling access from Wilson Street/South Place to Moorgate/London Wall, onwards.
- 18.** To facilitate this cycle link within the design of the MCSL project, the Wilson Street/South Place junction will need to be included within the scope. This would allow for Wilson Street/South Place junction and its link to be reviewed alongside the Moorgate junctions with London Wall and Ropemaker Street holistically.
- 19.** This increase in scope to Wilson Street/South Place is shown in Appendix 5.
- 20.** Officers are in discussion with TfL regarding the funding for this potential route and any infrastructure. It is believed that contribution funding could be made available from TfL's Cycleways fund for this extended link. If this were the case, an Issues Report would be submitted for approval.

#### Finsbury Circus Western Arm (Phase A)

- 21.** Crossrail construction offices have been located at the Finsbury Circus western arm since 2013 and vehicular traffic has been unable to access the street. The Crossrail offices are expected to vacate the western arm in September 2019.
- 22.** In January 2019, a resolution came from the Open Spaces and City Gardens Committee to the Planning and Transportation Committee. This requested that the western arm remain closed



to vehicular traffic in order to create some pedestrian amenity. It was agreed that this be investigated by Planning and Transportation Committee.

**23.** Officers are processing the required traffic orders to prevent vehicular access via delegated powers. The traffic orders are expected to be in place, subject to the statutory processes, by September 2019 when the Crossrail Site offices vacate the space.

**24.** A small increase in scope of the MCSL project is requested to accommodate the whole of the Finsbury Circus western arm. This is shown in Appendix 5.

**25.** In order to improve the pedestrian amenity, it is proposed that the closed arm be activated and enhanced on an interim basis. This will then be treated as an early deliverable of the MCSL project, referred to as Phase A. The long-term design of the space will form part of the station links project and will link into the Open Spaces plans for the Finsbury Circus Gardens.

**26.** It is suggested that the western arm in the interim, considers design options such as:

- a. Raised tables for ease of pedestrian movement at either end of the street;
- b. green infrastructure such as parklets, planting or seating, and
- c. enforcement bollards to prevent vehicular access.

These design elements for the street will be investigated further if Members agree to an interim proposal.

**27.** As the traffic orders are planned to be in place for when Crossrail vacate the site, it is recommended that the enhanced pedestrian amenity for the whole of the western arm should be delivered as soon as practicably possible after this. Activating the space on an interim basis will assist in determining the appropriate long-term design for the arm to see how the space is used by people and what may or may not work in this location.

**28.** Meeting these autumn deadlines will require work to be undertaken quickly. It is therefore requested that Phase A be delegated to the Chief Officer for subsequent approval via a Gateway 4/5 report to ensure pace in a short programme. An early estimate has indicated that costs should be roughly £80,000 if all the elements described in paragraph 19 were implemented. An indicative programme of works for the western arm can be found in Appendix 7.

**29.** For clarity the north carriageway of Finsbury Circus is not part of the western arm scope increase. It is not intended to include this within the project scope and will sit within the Liverpool Street Crossrail project.

#### Funding

**30.** During July 2019 there is a Department of the Built Environment Prioritisation report proceeding through Resource Allocation Sub-Committee. Within this report it recommends £1,058,186 of S106 funding be allocated to the Moorgate Crossrail Urban Integration programme. A breakdown of the S106 contributions can be found in Appendix 6 (Table 4).

**31.** It is requested that these S106 funds be allocated to the MCSL project (including Phase A) budget. Allocations to reflect those proposed in Table 2 and 3 in Section 3 of this report, are requested to reach Gateway 3/4 for the MCSL project and Gateway 5 for Phase A. This is all subject to the approval of the prioritisation report at all of the relevant committees regarding these funds.

**32.** The remaining unallocated balance, £910,110, of the project budget will then be requested at a subsequent approval stage for detailed design or delivery of the station links project. It is expected that there may be some further contributions to be allocated to this project in the form of potential S278 funds or any other local funding. If this is the case it will be reported to Members at the next available reporting stage.

#### Programme

**33.** A high-level programme, with the aim of completing work at the key junctions and their key links around Moorgate station by late 2020 early 2021, can be found in Appendix 8. The Moorfields (northern section) link is likely to be delivered post opening of the Crossrail Moorgate station because of the timings of the surrounding developments which are using this street for construction access.

**34.** Included within the programme are the anticipated timeframes for Finsbury Circus western arm interim scheme (Phase A), as well as the anticipated timeframes for the cycle enhancements at Moorgate.

**35.** A more detailed programme will be presented within the next Gateway report at the end of the calendar year. This programme may be impacted by uncertainties arising from the new developments and City led projects. All efforts will be undertaken to ensure programme milestones are developed as thoroughly as possible.

<b>5 Options</b>	<ol style="list-style-type: none"> <li>1. To restart the previous Phase 2 work, to be referred to as Moorgate Crossrail station links project, utilising the identified S106 funds; or not.</li> <li>2. To extend the scope of the Phase 2 project to include the Wilson Street/South Place junction to enhance cycle links to Moorgate; or not.</li> <li>3. To allow for the inclusion of future Cycleways funding to be used for the enhanced cycle links to Moorgate; or not.</li> <li>4. To extend the scope of the Phase 2 project to include the whole of the western arm of Finsbury Circus and to agree an interim measure be progressed as an early deliverable in this space; or not.</li> </ol>
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### **Appendices**

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Risk Register
<b>Appendix 3</b>	Original project scope area
<b>Appendix 4</b>	Development Locations and Completion Dates
<b>Appendix 5</b>	Increased project scope areas
<b>Appendix 6</b>	Funding programme
<b>Appendix 7</b>	PT3 form
<b>Appendix 8</b>	Programme

### **Contact**

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