

<b>Committees:</b> Streets and Walkways - <i>for information</i> Projects Sub - <i>for information</i>	<b>Dates:</b> 15 October 2019 16 October 2019
<b>Subject:</b> Crossrail Reinstatement Projects – Update Report <b>Unique Project Identifier:</b> 10993, 11375 and 11381	<b>Gateway 5  Regular  Progress Report</b>
<b>Report of:</b> Director of the Built Environment <b>Report Author:</b> Leah Coburn – City Transportation	<b>For Information</b>
<h1>PUBLIC</h1>	

<b>1. Status update</b>	<p><b>Project Description:</b> Reinstatement of public highway areas following construction of Crossrail</p> <p><b>RAG Status:</b> Green</p> <p><b>Risk Status:</b> Low</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> Farringdon East Reinstatement: £2.5m; Liverpool Street Reinstatement: £2.4m; Moorgate Reinstatement: £2.3m. All projects entirely funded by Crossrail Ltd.</p> <p><b>Spend to Date:</b> Farringdon East: £1.75m; Liverpool Street: £0.9m; Moorgate: £1.1m.</p> <p><b>Costed Risk Provision Utilised:</b> N/A</p>
<b>2. Key points to note</b>	<p><b>Next Gateway:</b> Gateway 6 (Outcome Report)</p> <p><b>Key Points:</b></p> <ul style="list-style-type: none"> <li>• The three Crossrail highway reinstatement projects are under construction. Both Liverpool Street and Moorgate have been subject to delay, largely caused by overrunning Crossrail works. However, given the delayed opening of the Elizabeth line, officers remain confident that the reinstatement schemes will be complete prior to opening of the Elizabeth line.</li> <li>• All of the projects are on target to complete within the agreed budgets.</li> </ul>
<b>3. Reporting period</b>	February 2019 to September 2019 inclusive.

<p><b>4. Progress to date</b></p>	<p><b>Background</b></p> <p>4.1 City of London officers from the Department of the Built Environment have been working closely with Crossrail Ltd (CRL) to ensure that the reinstatement of highways surrounding the new Crossrail stations would reflect the City’s design standards.</p> <p>4.2 It was recognised at an early stage in this process that the new Crossrail stations would become key gateways to the City, and that the urban realm surrounding each station was in need of significant upgrade as a result. Consequently, with our guidance, CRL developed high-quality urban realm proposals at each of the three Crossrail entrances.</p> <p>4.3 In order to ensure that the quality of the build was completed to the standard that we expect, it was agreed that the City would take responsibility for the construction of each scheme. This was approved by Members in June 2017.</p> <p>4.4 Whilst it is normally our preference to undertake detailed design in-house, owing to resourcing restrictions, the City was only able to undertake the detailed design for the Farringdon East scheme. It was agreed that CRL would complete the detailed design for Liverpool Street and Moorgate – with the final designs to be approved by the City. The design and construction of each scheme was due to complete in time for Elizabeth Line services commencing on 9 December 2018.</p> <p>4.5 Although progress on Farringdon East proceeded in accordance with this target date, it became apparent that it would be extremely challenging to complete the other two schemes in time. This was primarily because CRL’s construction programme was dropping behind schedule and they were unable to release areas of highway in order for construction to proceed. In addition, CRL were also delayed in completing their detailed designs.</p> <p>4.6 In August 2018 CRL announced that they intended to delay the opening of the Elizabeth line until Autumn 2019. The current position is that the Elizabeth line is unlikely to open until October 2020 at the earliest; although some press reports suggest that the opening date may be pushed back significantly further.</p> <p>4.7 It should be noted that in parallel with the reinstatement schemes at Liverpool Street and Moorgate, the City is developing options for the areas immediately surrounding the reinstatement schemes. The aim of these schemes is to extend the pedestrian safety and quality benefits of the reinstatement schemes over a wider area. These wider-area schemes are reported on separately from the reinstatement schemes.</p> <p><b>Current Position</b></p> <p><b><u>Farringdon East Reinstatement – General Update</u></b></p>
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4.8 As reported in the previous update report, officers have been working over many years with both CRL and the oversight development's consultants to devise a reinstatement programme which i) would have allowed CRL to undertake their necessary works to the station; ii) would have provided sufficient reinstatement for the new station to re-open on the original Elizabeth Line opening date (December 2018); and iii) would allow the developer to construct the oversight development without damaging the newly installed enhancement works.

4.9 Consequently, whilst the works along Lindsey Street are complete (this being the area of reinstatement necessary for the station to open), the remainder of the site lies behind hoarding and is not accessible. Given the developer's programme, we expect to be able to return on-site in Spring 2020 and complete the remainder of the works within a 6-8 month period. Thus, the entire reinstatement project will be completed in time for the Elizabeth Line opening. A construction phase diagram for Farringdon East is given in Appendix 1.

### **Emerging Risks and Issues**

#### ***1. Lindsey Street Interface with Basement Structure***

4.10 Recent investigations have suggested that the building which houses the Crossrail station and the over-site development may not have been constructed in accordance with specific guidance issued by the City with respect to i) the need for an expansion gap between the building basement and the structures supporting the highway; and ii) taking care to ensure that the supporting structures are appropriately waterproofed. There is a risk that this issue may also have been replicated on Hayne Street.

4.11 CRL have provided a proposed solution to this problem and there have been meetings with the City's Structures team. Provided that this solution can be agreed, and the works initiated soon, it should be possible for CRL to fix this problem with minimal impact upon the City's reinstatement programme.

4.12 This is considered a low-level risk. Whilst this has potential to delay the full reinstatement of both Hayne Street and Lindsey Street, it will not affect Long Lane; therefore it will not prevent CRL from opening Farringdon East station in time for the Elizabeth Line. Also, CRL have accepted full responsibility for the issue, and thus will fully fund any rectification that proves necessary.

#### **Liverpool Street Reinstatement – General Update**

4.17 Like Farringdon East, the Liverpool Street reinstatement is also affected by third party construction activities. In this case, the neighbouring 100 Liverpool Street redevelopment will prevent the City from reinstating both the Eldon/Blomfield Street and the Old Broad Street sections of the scheme until at least January 2020. An added complication is the presence of the bus station at the

northern end of Old Broad Street, which restricts the window in which the City is able to undertake some of our works on Old Broad Street.

4.18 Outside of the complications caused by third party activities, the reinstatement of Liverpool Street has been significantly affected by delays to CRL's programme at that site. Although the City was able to undertake some initial enabling works early in 2019, we only properly commenced our reinstatement works in June 2019 as CRL were unable to release the site to us. As a consequence, we have significantly revised our reinstatement programme at this site. However, given the considerable delay to the Elizabeth Line opening, officers remain confident that the reinstatement will be completed in time of opening of the Elizabeth Line.

### **Emerging Risks and Issues**

#### **1. Old Broad Street Signage and Enforcement**

4.24 Prior to its closure to facilitate the construction of the Crossrail station, Liverpool Street east was commonly used for picking up and dropping off passengers for Liverpool Street station. When Liverpool Street was originally closed, much of this pick-up/drop-off activity was displaced to Old Broad Street. This was problematic, as drivers picking up/dropping off on Old Broad Street are forced to undertake a U-turn manoeuvre in order to get out of Old Broad Street. Many of these drivers did their manoeuvre at the northernmost point on Old Broad Street, which caused disruption to buses accessing the station on Liverpool Street, and created a safety concern as vehicles were undertaking an awkward manoeuvre in an area of very high pedestrian footfall.

4.25 As a consequence, officers wished to prohibit general traffic from entering the northern end of Old Broad Street, whilst still allowing buses and cyclists to travel on this part of the street. The City's preferred solution to this issue would have been to use a No Entry sign, but with an exemption for buses and loading. In normal circumstances the Department for Transport would not permit the City to use this signing variant, but given the special circumstances, the City was granted permission to use this signage – but only for the duration of the Crossrail works. This permission was requested in 2012, with November 2019 being selected as the date on which the permission would expire.

4.26 It is extremely important that the City imposes a successful long-term restriction on the use of Old Broad Street, as past experience at this location indicates that any signage that is either unclear, or unenforceable, will lead to widespread non-compliance.

4.27 To that end, the City is proposing to install a variable message sign (VMS) which will act as a No Entry sign (with buses and cycles exempted), which will turn off overnight to allow access

by all vehicles. This will be enforced with an advanced number plate recognition (ANPR) camera. The ANPR camera is currently being procured, whilst officers are in discussion with a number of manufacturers about the VMS signage. The traffic orders which will allow us to enforce these arrangements have already been advertised, and no objections were received. The orders will be made closer to the full re-opening of Liverpool Street / Old Broad Street.

4.28 Whilst officers are confident that the camera and signage will be installed by November 2019, officers have also applied to the DfT for a short-term extension to the existing signage arrangement. Officers consider this to be a low-risk item.

### **Moorgate Reinstatement – General Update**

4.29 The Moorgate reinstatement has been comparatively unaffected by third-party development although, as will be explained later in this report, some new issues have emerged in recent months.

4.30 The City's reinstatement project at Moorgate commenced in January 2019. The reinstatement of Moorfields will be substantially complete by November '19. Although progress on the site has been reasonably good, it has been hampered by the fact that Crossrail are still fitting out their station, meaning that we have had to occasionally amend/delay certain workstreams to allow CRL to access the station. The project will be substantially complete well in advance of the Elizabeth Line opening.

4.31 As was noted in previous reports, there are specific issues related to utilities on Moorgate; progress on this issue is explained in the next section of this report.

### **Emerging Risks and Issues**

#### **1. 21 Moorfields**

4.33 In parallel with the on-going City reinstatement works, and CRL's continuing works on the station building, the developer of 21 Moorfields is keen to push ahead with the construction of the main building (i.e. the over-site development above the Crossrail Station).

4.34 In order to achieve this, the developer requires a large gantry to be installed on the Moorfields frontage. This gantry will accommodate welfare facilities for the coming building construction phases – probably spanning a period of 18-24 months. Having reviewed alternatives, officers have accepted that given site constraints, all other potential options to avoid this gantry are either impractical, or would have even greater impacts.

4.35 This gantry will jut out significantly from the building. As a result, it has been recognised that it will not be possible to install the artwork on Moorfields until the gantry is removed. The

developer has committed (via a legal agreement) to pay the full costs of storage for the artwork until the City is finally in a position to install the artwork.

4.36 Although this outcome is less than desirable, it is recognised that given the constraints of the site, the developer has little option other than to install a gantry over Moorfields. This gantry will not affect the City from doing the bulk of our reinstatement and so Moorfields will be largely operational in time for the Elizabeth line opening. As such this is considered a low risk item.

## **2. Moorgate Utilities**

4.42 As set out in the Gateway 5 report for the Moorgate reinstatement project, whilst the City was happy to approve the Moorfields and Moor Place elements of the Crossrail reinstatement proposals, we were not happy to approve the Moorgate element until some further work had been done to assess the impacts of the scheme upon utilities on Moorgate. It was agreed by both parties that the City was best placed to carry out this utilities assessment.

4.43 The City is nearing completion of this assessment. In the event that our assessment reveals that the utility allowance made in our original scheme costing was insufficient, CRL is legally bound to provide funding to make up for any shortfall. Officers expect to be able to appraise Members with the results of this assessment in the next 6-monthly update report.

4.44 Subject to CRL supplying the required additional funds, the City will submit a report seeking final approval of the design of Moorgate, and the revised project budget.

## **Finance – Reinstatement Projects**

### ***Farringdon East Reinstatement***

Description	Approved Budget (£)	Expenditure (£)	Balance (£)
Env Servs Staff Costs	208,368	116,660	91,708
P&T Staff Costs	114,849	73,690	41,159
P&T Fees	62,473	59,916	2,557
Highway Construction	1,099,381	647,851	451,530
Security Bollards	310,000	304,448	5,553
Utilities	672,815	553,356	119,459
Works Contingency	128,132	-	128,132
<b>TOTAL</b>	<b>2,596,018</b>	<b>1,755,920</b>	<b>848,098</b>

4.45 In terms of area, roughly one third of the reinstatement project has been completed – specifically the southern section of the scheme immediately outside the station entrances. As this area is the most expensive part of the scheme (it is the only section that contains security bollards) the overall expenditure is

on-track for this stage of the project. It should also be noted that the utilities diversion works for the entire project have been procured, so we do not anticipate any further utilities costs.

**Liverpool Street Reinstatement**

Description	Approved Budget (£)	Expenditure (£)	Balance (£)
P&T Staff Cost	261,551	212,352	49,199
Highways Staff Cost	174,569	117,271	57,298
P&T Fees	113,983	66,878	47,105
Consultants Fees	84,530	84,530	-
Highway Construction	1,176,705	388,952	787,753
Utilities	720,000	56,302	663,698
Works Contingency	176,505	-	176,505
<b>TOTAL</b>	<b>2,707,843</b>	<b>926,286</b>	<b>1,781,557</b>

4.46 The Liverpool Street reinstatement has been subject to repeated delay, largely owing to CRL being significantly delayed in releasing the site to the City. As a result, a relatively small part of the construction stage budget has been expended so far.

4.47 It should be noted that the staff budgets included in this table are, higher than might be expected as they include time spent over a number of years advising CRL’s design team on detailed design issues (costs incurred by the City through scheme design were fully re-charged to CRL).

**Moorgate Reinstatement**

Description	Approved Budget (£)	Expenditure (£)	Balance (£)
P&T Staff Cost	280,245	197,307	82,938
Highways Staff Cost	204,318	123,618	80,700
P&T Fees	138,317	66,805	71,512
Consultants Fees	98,222	98,222	0
Highway Construction	1,134,793	527,227	607,566
Utilities	455,000	119,128	335,872
Works Contingency	152,007	-	152,007
<b>TOTAL</b>	<b>2,462,902</b>	<b>1,132,306</b>	<b>1,330,596</b>

4.48 The construction works at Moorgate are roughly 50% complete, which is borne out by the percentage of the construction budget that has been spent.

4.49 As with Liverpool Street, the staff budgets include staff time spent over the months last providing design advice to CRL (costs which were re-charged to CRL).

**Artwork Projects – Update**

4.50 In June 2019, Policy & Resources Committee granted approval for the City to enter into legal agreements with relevant parties to deliver the artworks. These legal agreements, when

signed, will cover a range of responsibilities (e.g. fabrication and installation of the artworks), and crucially will trigger the release of funding to the artists in order that the artworks can be produced. The details of these agreements are currently being finalised and it is anticipated that they will be completed during autumn 2019.

#### Liverpool Street artwork

4.51 Officers are working closely with Crossrail and Victoria Miro Gallery to agree a final scope and cost for the artwork at Liverpool Street, with the details of the Artist Appointment being finalised. Full costings for fabrication and installation will be available in autumn 2019.

#### Moorgate artwork

4.52 The design of the Conrad Shawcross artwork at Moorgate is well advanced, and the Artist Appointment contract is expected to be signed imminently.

4.53 Once the funding is released and the artist has been engaged it is anticipated that it will take around 12 months for the artwork to be manufactured. However, it is highly likely that the installation of the artwork will be deferred until the construction work associated with the 21 Moorfields development is complete. The additional costs of storage resulting from this deferral will be met by the developer of 21 Moorfields, Land Securities

#### **Communications**

4.54 The Crossrail reinstatement projects are unusual in that they are taking place in areas that have already been construction sites for many years. Indeed, much of our work will take place in areas that have been hoarded off for many years.

4.55 As a consequence, our communications activity is primarily focussed upon areas of work which are outside the Crossrail hoarding. Construction in these areas tends to have very local impacts, felt over a relatively short time period. In these instances, our preferred means of communication is to undertake localised letter-drops, followed up by personal visits by the project manager if any specific concerns are raised.

#### **Finsbury Circus Update**

4.56 Design proposals were developed to RIBA stage 3 following which it was recommended that the design process be halted due to uncertainty over Crossrail's (CRL) departure from site. No further progress has been made and no further funding has been spent since November 2018.

2.43 The project was put on hold pending the Fundamental Review as it does not fulfil the essential criteria, leaving no guarantee of access to the central funding required to contribute to the project as originally anticipated.

	<p>4.57 The impact of the above means that the project cannot recommence until;</p> <p>i) Funding sources (CIL and CRL compensation) have been confirmed;</p> <p>ii) there is certainty of CRL’s departure date from Finsbury Circus; and</p> <p>iii) Members agree recommencement of the project.</p> <p>4.58 It is worth noting in respect of point i above that that the landscaping compensation claim has been agreed, and that payment is imminent. However, other heads of claim remain on-going.</p> <p>4.59 The result of this will mean that the project scope will need to be re-evaluated in line with the new project budget. The timeline for the project will be re-drafted once the above items are in place and therefore the milestones and completion date previously reported (April 2021) will not be met. In the interim, CRL will be installing a simple landscape, as agreed by Members.</p>
<p><b>5. Next steps</b></p>	<p><b>Farringdon East</b></p> <ol style="list-style-type: none"> <li>1. Await completion of over-site development, then complete reinstatement project.</li> <li>2. Advertise and make any remaining Traffic Orders.</li> <li>3. Agree final design of Charterhouse Street / Lindsey Street junction.</li> <li>4. Resolve basement structure issue on Lindsey Street.</li> </ol> <p><b>Liverpool Street</b></p> <ol style="list-style-type: none"> <li>5. Continue on-going reinstatement of Liverpool Street.</li> <li>6. Make any remaining Traffic Orders.</li> <li>7. Procure and install ANPR camera and VMS signage for Old Broad Street.</li> </ol> <p><b>Moorgate Reinstatement</b></p> <ol style="list-style-type: none"> <li>8. Complete on-going reinstatement of Moorfields and Moor Place.</li> <li>9. Complete utilities assessments on Moorgate and agree any necessary additional budget with CRL.</li> </ol>

**Contact**

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