

Committee(s): Streets & Walkways Sub-Committee Projects Sub-Committee	Date(s): 22/04/2013 17/04/2013	
Subject: Issue Report – London Wall / Wood Street junction improvement scheme	Public	
Report of: The Director of the Built Environment	For Decision	

Summary

Dashboard

Project Status	Project Stage	Total Estimated Cost	Spend to Date	Overall project risk
RED	Options Appraisal	£300,000	£46,945	RED

Brief description of project

The London Wall / Wood Street project originally began as a junction improvement and footway widening scheme in 2004 and is identified by the Barbican Area Strategy as a location requiring improvement. The junction is a location of limited amenity for pedestrians and therefore the scheme aims to:

- widen the footway on the northern side of London Wall to the east of the junction;
- provide a signal controlled pedestrian crossing on the eastern arm of the junction;
- enhance the public realm in the vicinity of the junction.

The above measures will improve safety at the junction by reducing road danger and help deter pedestrians from walking in the carriageway.

The scheme is currently at the Options Appraisal stage, with draft proposals completed to date.

A budget of £201,300 was approved for the scheme by the Planning & Transportation, Finance and Policy & Resources Committees in November 2007. This is funded by the S106 contribution from the 1 Coleman Street development. In addition there is £33,400 of accrued interest available, giving a total available budget of £234,700. There are no time limitations on this S106 funding.

Issues

Project Risk

1. London Wall – Crossrail Works Holding Area

The offside lane of the London Wall eastbound carriageway (see Appendix 2) will continue to be used as a holding area for Crossrail construction vehicles accessing

the Moorgate and Bloomfield Street sites until approximately 2017/18. Unless the traffic management for the Crossrail holding area can be altered or temporarily relocated, the footway widening and pedestrian crossing elements of the scheme cannot be implemented prior to 2017/18.

It is proposed that the project continues to advance to Gateway 3/4 whilst further discussions with Crossrail take place to establish whether a suitable period can be agreed to implement the works. The outcome of these discussions is to be reported at Gateway 3/4.

2. London Wall Place Development (St. Alphage House)

Adjacent to the junction, the redevelopment of the St. Alphage House site (London Wall Place) is likely to require the closure of the northern footway on London Wall between Fore Street and Wood Street for a number of years. This will prevent the widening of the footway on London Wall until the development nears completion. This element of the scheme can be deferred and delivered with the developer of London Wall Place through a Section 278 Agreement, with the costs to be met by the developer. Although this agreement has not yet been drafted, the footway widening is part of the approved planning application and the Section 106 Agreement states that a Section 278 Agreement is required to deliver this. These works would occur as the development nears completion and Crossrail have departed from the area. The saving made by delivering the footway widening element through the S278 could be fully utilised in delivering the remainder of the scheme improvements.

It is proposed that the remaining elements of the scheme, as set out in the project description section above, be delivered by 2014 as this will facilitate the pedestrian diversion route that will be required due to the temporary footway closure. This is dependent on the discussions with Crossrail, detailed above.

Project Scope

3. JP Morgan Financial Contribution

Representatives of JP Morgan at 125 London Wall have approached the City, requesting that the scope of the junction improvement scheme be widened to include additional streetscape elements, which JP Morgan are willing to fund. JP Morgan request that these works be completed by mid 2014 to coincide with the re-letting of their premises.

4. Structural Constraints

The London Wall / Wood Street junction is located directly above the London Wall Car Park. As part of the options appraisal, several technical issues relating to increased loading on the structure have emerged and require resolution, for which a structural assessment of the car park roof will be required. This is estimated to cost £30,000.

5. Financial

The remaining pre-evaluation budget of £5,415 is insufficient to cover the car park structural assessment and staff costs necessary to progress the scheme through Gateway 3/4. To complete this stage it is estimated that the pre-evaluation budget will need to be increased by £55,205 to £107,565 (from £52,360). No overall increase in the overall project funding is being sought as sufficient funds have been identified from the available budget.

Therefore it is proposed that a budget adjustment be made to increase the pre-evaluation budget by drawing down on part of the £234,700 available for this project.

Recommendations

It is recommended that Members approve:

1. The footway widening element of the scheme on London Wall be deferred and delivered through the Section 278 Agreement for the London Wall Place Development;
2. The principle of an agreement between the City of London and JP Morgan to extend the scope of the project to include additional streetscape enhancements, to be fully funded by JP Morgan;
3. The undertaking of a structural assessment of the London Wall Car Park roof;
4. An increase in the pre-evaluation budget to the sum of £107,565.

Overview

1. Success Criteria	<ol style="list-style-type: none">a. New pedestrian crossing on the eastern arm of the junction;b. Improved cycling provisions;c. Improved safety resulting in reduced road danger;d. Enhanced public realm in the vicinity at the junction.
2. Project Scope and Exclusions	<p>The aim of the project is to provide a comprehensive junction improvement scheme to address the following issues:</p> <ul style="list-style-type: none">• Limited amenity for pedestrians;• Limited facilities for cyclists;• Road danger, particularly for vulnerable road users;• Poor quality public realm. <p>The scope of the project is to provide improved facilities</p>

	<p>for pedestrians by providing straight crossings to replace the existing staggered crossings and a new crossing on the eastern arm of the junction. These measures are expected to significantly improve pedestrian amenity and safety.</p> <p>In addition the project seeks to enhance cycle facilities to improve safety and convenience for cyclists.</p> <p>Specific interventions to reduce road danger at the junction, particularly for vulnerable road users, will be incorporated into the design.</p> <p>Measures to enhance the quality of the public realm include the use of high quality materials such as yorkstone, the removal of street clutter such as pedestrian guardrail and improving street lighting.</p> <p>Adjacent to the junction is the forthcoming redevelopment of the St. Alphage House site (London Wall Place), for which negotiations of the Section 278 agreement are yet to begin. However, the highway works required by the development prior to its opening include the widening of the footway on the northern side of London Wall between Fore Street and Wood Street. The widening of the footway is part of the approved planning application and referred to in the Section 106 Agreement (Annexure 10 – Public Realm Plan).</p> <p>These works will link directly with the junction improvement scheme, therefore the design of the scheme is to be managed with the Section 278 Agreement to ensure the two projects link together.</p> <p>Please refer to Appendix 1 for Location Map.</p>
3. Link to Strategic Aims	<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 enhance the streetscape amenity at the junction by:</p> <ul style="list-style-type: none"> • improving facilities for the growing numbers of pedestrians and cyclists and promoting the City as a desirable location for new and existing businesses; • Improving safety at the junction in accordance with the City's Road Danger Reduction Plan.

4. Within which category does the project fit	(4) Reimbursable and 7a) Asset enhancement / improvement (capital).												
5. What is the priority of the project?	B: Advisable												
6. Governance arrangements	Regular meetings with the senior responsible officer.												
7. Resources Expended To Date	<p>To date the following resources have been expended on the evaluation of the scheme:</p> <p>Table 1:</p> <table><tr><td>London Wall / Wood Street</td><td>Original Budget</td><td>Spend to date</td><td>Remaining</td></tr><tr><td></td><td>£</td><td>£</td><td>£</td></tr><tr><td>Pre-Evaluation</td><td>52,360</td><td>46,945</td><td>5,414</td></tr></table> <p>From the table above, it can be seen that there is £5,415 remaining within the original budget (£52,360).</p> <p>Of the £46,945 spent to date, £11,100 is for external fees to undertake the feasibility study and £35,845 is for staff costs. These costs are high due to the extra costs incurred because of the complex technical nature of the project, delays due to staff turnover and the subsequent need to revisit the feasibility study and traffic modelling as the length of time that has elapsed has made previous data redundant.</p> <p>It is anticipated that the pre-evaluation costs for future projects will be better controlled as a result of more efficient project management procedures now introduced including the use of Project Vision and improved case officer handover arrangements.</p>	London Wall / Wood Street	Original Budget	Spend to date	Remaining		£	£	£	Pre-Evaluation	52,360	46,945	5,414
London Wall / Wood Street	Original Budget	Spend to date	Remaining										
	£	£	£										
Pre-Evaluation	52,360	46,945	5,414										
8. Last Gateway Approval	<p>This project commenced prior to the introduction of the current project approval procedures and Project Vision. The <i>1 Coleman Street- S106 Variation and Various Improvements Evaluation Report</i> was considered and approved by the Planning & Transportation, Finance and Policy & Resources Committees in November 2007.</p>												

Issue

1. Issue Description	<p>1. The eastbound offside lane on London Wall is being used as a holding area for Crossrail construction vehicles until 2017/18. Crossrail have specific permission to use this part of the carriageway through the Crossrail Act. This means that it may not be possible to implement the footway widening and pedestrian crossing elements of the scheme prior to 2017/18.</p> <p>However, the demand for lorries in the holding area varies depending on activity at the Moorgate and Bloomfield Street sites. It may be possible, during periods of lower demand, to shorten the holding area so that the junction improvement works can be undertaken. This is dependent upon discussions with Crossrail, the results of which are to be reported to Members at Gateway 3/4.</p> <p>Please refer to Appendix 2 for a map of the Crossrail holding area.</p> <p>2. The London Wall Place development (St. Alphage House site) is likely to begin in the first half of this year. The traffic management plans for the demolition phase have been submitted by the Developer and are currently under discussion.</p> <p>The demolition and construction phases are likely to require the closure of the northern footway on London Wall between Fore Street and Wood Street for a number of years. This will prevent the widening of the footway on London Wall until the development nears completion. This element of the scheme can be deferred and delivered with the developer through a Section 278 Agreement, with the costs to be met by the developer. Although this agreement has not yet been drafted, the footway widening is part of the approved planning application and is referenced in the Section 106 Agreement.</p> <p>The closure of the northern footway is likely to require a temporary surface level diversion route for pedestrians along the south side of London Wall. It is proposed that the pedestrian crossing and other elements of the junction scheme be delivered in 2014 to facilitate this pedestrian</p>
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diversion route. This is dependent upon the discussion with Crossrail, detailed above.

3. A further issue is that the agent acting on behalf of JP Morgan at 125 London Wall met with City officers in October 2012 and expressed an aspiration for improvements to the public realm in the immediate area of 125 London Wall. A letter has been received from JP Morgan's agent, TP Bennet, to the effect that their client is willing to pay for the following improvements:

- Renew areas of footway paving;
- Improvements to lighting levels and quality;
- Remove pedestrian guardrail on the northwest corner of the junction;
- Upgrade tactile paving at the main entrance to 125 London Wall.

JP Morgan's aspiration is that these improvements be implemented by mid 2014 to coincide with the refurbishment of the building and re-letting of the premises by July 2014.

The cost for these streetscape improvements have not yet been estimated but would be in addition to the £300,000 for the core junction improvement scheme as they are outside the original scope of the project. The cost for these additional elements will be defined in the Gateway 3/4 Report following the completion of the feasibility study.

An agreement between the City of London and JP Morgan can be formalised by either entering into a Section 278 agreement, or by the exchange of letters (which is JP Morgan's preference). JP Morgan has also agreed to pay the City the £10,000-£15,000 required to formalise an agreement and this will be confirmed at Gateway 3/4.

In the event that the core junction improvement scheme cannot be implemented until after 2017/18 due to one or more of the constraints detailed in this report, a streetscape enhancement focussed scheme that encompass JP Morgan's aspirations could be developed and implemented by mid 2014. This is to be confirmed at Gateway 3/4.

4. The London Wall / Wood Street junction is located

	<p>directly above the London Wall Car Park. The evaluation work carried out to date has established that there are several technical challenges to overcome. This relates to the strength of the structure and the installation of traffic signal infrastructure. A structural assessment will therefore be required. Colleagues in the City Surveyor's Department have estimated that the structural assessment can be undertaken for £30,000. This is a cost that was not originally identified when the original pre-evaluation budget was set.</p> <p>Please refer to Appendix 3 for more detailed information on the structural issues.</p> <p>5. The remaining pre-evaluation budget balance of £5,415 is insufficient to cover the structural assessment and staff costs necessary to progress the scheme through Gateway 3/4. To complete this stage the pre-evaluation budget will need to be increased by £55,205 to £107,565 (from £52,360). This will cover the following tasks:</p> <ul style="list-style-type: none"> • £30,000 – structural assessment • £25,205 – staff costs <p>The funding for this increase has been identified and can be met from the available budget. It is anticipated that sufficient funds remain to implement the scheme.</p> <p>Please refer to Appendix 4 for more detailed information.</p>
2. Last Approved Limit	N/A
3. Tolerance Granted	N/A
4. Cause	<p>Issues described above are due to:</p> <ol style="list-style-type: none"> 1. The Crossrail holding area for the Moorgate and Bloomfield Street sites being located on London Wall until 2017/18. 2. The temporary footway closure required by the London Wall Place development; 3. City of London being approached by JP Morgan; 4. The London Wall Car Park structural issue identified as part of the pre-evaluation

	<p>investigation;</p> <p>5. Increase in pre-evaluation budget required to progress the project.</p>
5. Consequences	<p>The risks associated with not approving the recommended actions are:</p> <ul style="list-style-type: none"> • The scheme cannot progress to Gateway 3/4; • Facilities at the junction will continue to be limited in an area where pedestrian numbers are expected to grow; • Safety at the junction will not be improved; • Not meeting the needs of City businesses.
6. Options	<p>Option 1 (Recommended) – Proceed with the scheme by approving:</p> <ul style="list-style-type: none"> • deferring the footway widening element of the scheme; • a financial contribution from JP Morgan to fund the change in scope of the project; • undertaking a structural assessment; • the necessary financial changes to budgets. <p>Option 2 - Identify alternative uses for the funding. There are no time limitations on the allocated funding but an alternative scheme would require a renegotiation of the \$106 agreement with the 1 Coleman Street developer. This option is not recommended as:</p> <ul style="list-style-type: none"> • JP Morgan have requested, and offered to fund, streetscape improvements at the junction; • London Wall / Wood Street has been identified by the City as an area requiring improvement.
7. Recommendation	Option 1 – Proceed with scheme
8. Lessons	<p>Earlier recognition of the underlying structural issues would have allowed a more appropriate pre-evaluation budget to be set.</p>

Appendices

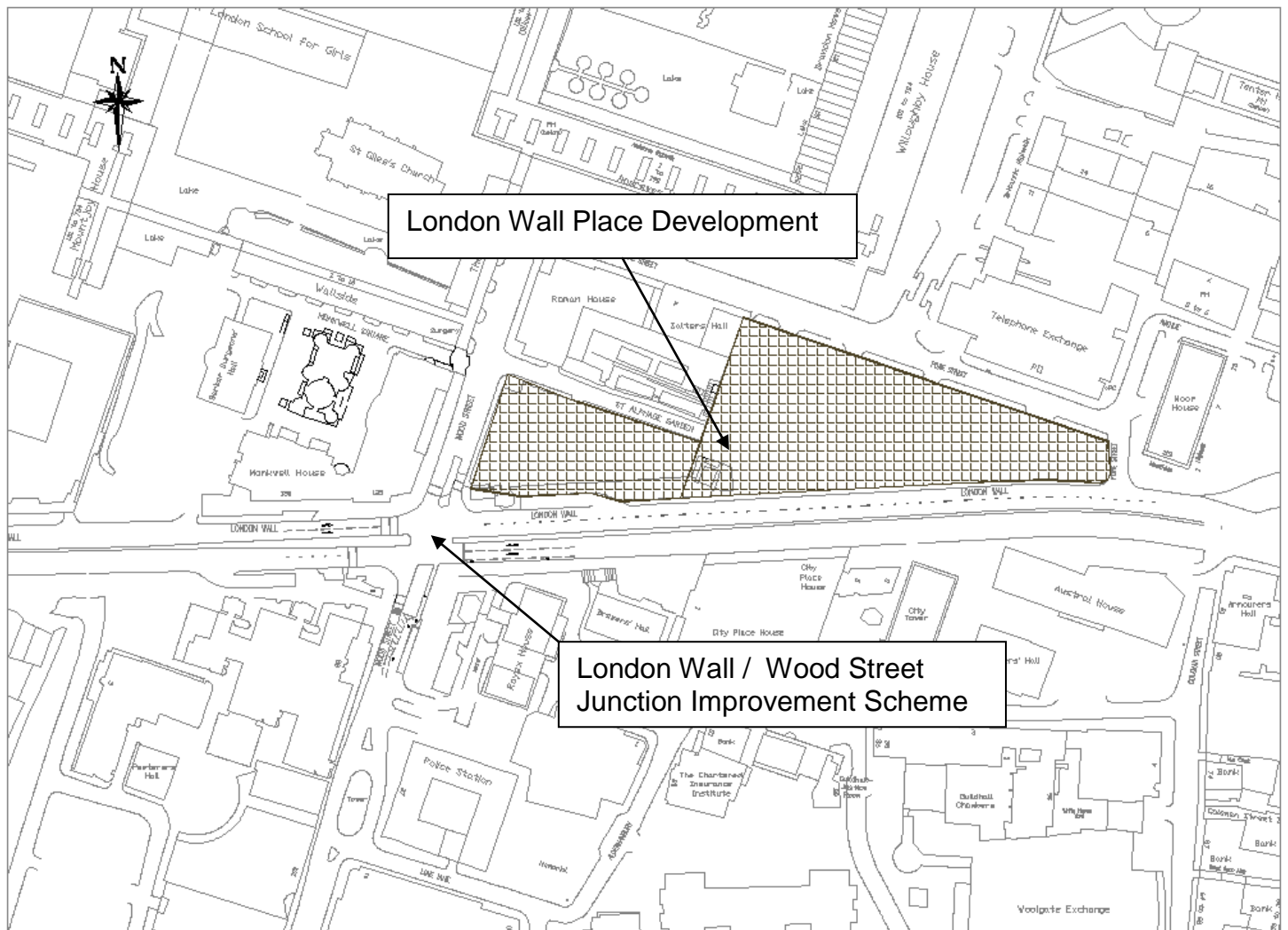
Appendix 1	Scheme Location Map
Appendix 2	Crossrail Holding Area Location Map
Appendix 3	Structural Issues in further detail
Appendix 4	Financial Tables

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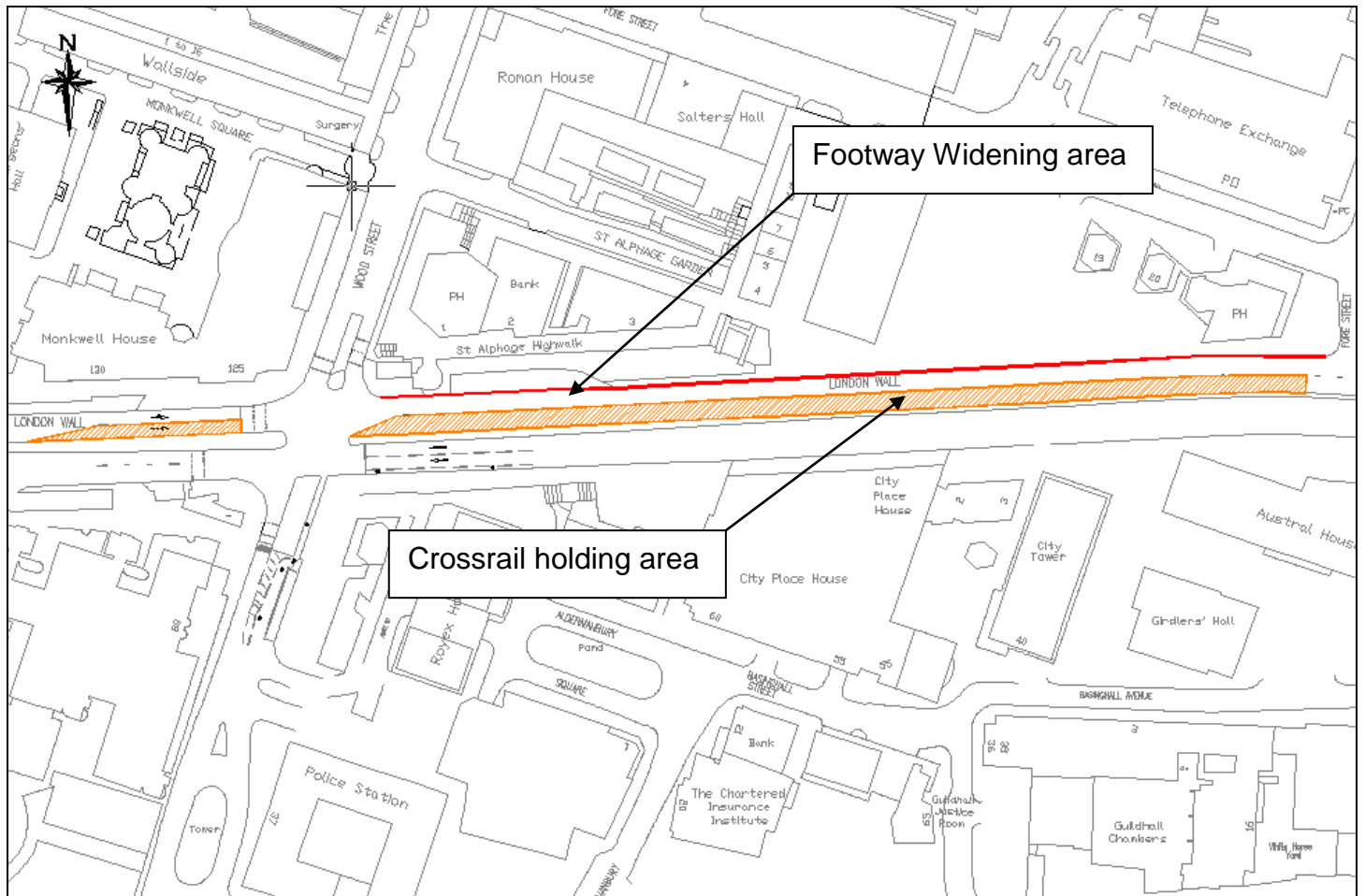
Appendix 1

Scheme Location Map



Appendix 2

Crossrail Holding Area Location Map – Eastbound Carriageway



Appendix 3

Structural Issues in further detail

The London Wall / Wood Street junction is located directly above the London Wall Car Park. This adds a level of structural complexity to the scheme due to the concrete slabs of the car park roof being just 60-80mm below the carriageway surface. This poses several technical challenges to be overcome with regards the strength of the structure and the modernisation of the traffic signals infrastructure for which a structural assessment will be required:

i. The widening of the footway at the junction is required to enable a footpath to be created. This involves narrowing the carriageway and moving the centre lane marking further into the middle of the road. Therefore vehicles and their loading would now be pushed towards the centre of the structure. This would change the load bearing characteristics of the structure. A structural assessment is therefore necessary to determine if the structure is capable of carrying the new load characteristics or what works would be required.

ii. The traffic signals at this junction have not been modernised since 1992. Traffic signals are normally connected together via a circuit of cables housed in plastic ducting linking the traffic signal posts to a central control box.

The cables here are believed to be “slot cut” into the road beneath the carriageway surface without any ducting. This allows the signals to operate, but presents difficulties with maintenance, correcting defects and allowing for the uptake of new technology.

The introduction of a new pedestrian crossing point will require the full modernisation of the traffic signals equipment. There is insufficient depth of coverage to the car park concrete slab to install the traffic signal cables in ducts to the current specifications.

It is therefore proposed to investigate the feasibility of passing the cable and ducting through the concrete slab, attached to the underside of the roof of the London Wall Car Park. Whilst this is a more expensive and challenging option, it will provide a more reliable set of traffic signals and allow future improvements to be made without this same issue recurring.

The alternative to this option would be to slot cut the cables into the carriageway surface as they currently are.

Appendix 4

Financial Tables

Funding for the various scheme elements as detailed in the 1 Coleman Street S106 Deed of Variation is summarised below. Two separate project codes were originally created, with one scheme to be delivered by the DES and the other by P&T.

Table 2: Existing and Proposed Schedule of Scheme Elements

Scheme Elements (1 Coleman Street S106)	DES Project Elements (16100202)	P&T Project Elements (16100127)	Current	
			Proposed P&T Project Elements (16100127)	
Upgrade to the car park barrier system	£130,000			
On-street signage for the car park	£10,000			
Minor highway re-alignment to car park approach	£20,000			
Widening Coleman Street / London Wall pedestrian crossing		£25,000*		£0
Widening north-side footway at London Wall / Wood Street junction including additional controlled crossing		£118,000		£118,000
Upgrade cycle facilities within London Wall	£10,000			
Cross-over to service yard	£76,700			
Works Subtotal	£246,700	£143,000		£118,000
Staff Costs	£10,500	£29,500		£54,705
Structural Survey				£30,000
Contingency (e.g. utilities)	£47,500	£28,800		£28,800
Available Accrued Interest		£33,439		£3,234
Totals	£304,700	£234,739		£234,739**
Grand Total		£539,439		

* Delivered with funding from Transport for London (London Cycle Hire Complimentary Measures programme)

** No overall change in budget

Table 3: Existing and Proposed Pre-Evaluation budget

Pre-Evaluation (16100127)	Current Budget	Proposed Budget	Variance
Pre-Evaluation Staff Costs (Planning)	£41,260	£66,465	£25,205
Pre-Evaluation Fees	£11,100	£41,100	£30,000*
Totals	£52,360	£107,565	£55,205

* Car Park Roof Structural Assessment