

Committee(s):	Date(s):	
Streets & Walkways Sub Committee Projects Sub Committee	18 November 2013 5 December 2013	
Subject: Detailed Option Appraisal & Authority to Start Work – 5 Broadgate	Public	
Report of: Director of the Built Environment	For Decision	

Summary

Dashboard

Project Status: Green

Timeline: Authority to Start Work

Total Estimated Cost: £1,879,817

Spend to Date: £191,577

Overall Project Risk: Low

Context

This report sets out the details of a project to enhance the environment of the streets and spaces in the vicinity of the redevelopment at 5 Broadgate. The associated Section 278 and Section 106 agreements both relate to works in the vicinity of the development.

A Project Proposal (Gateway 2) was approved by Members on 18th September 2012, with the following Gateway 3 report approved on 19th June 2013. The preferred design option, which is described in more detail below, has been developed with the involvement of the project Steering Group (see below), and the design is now presented in this report.

Brief description of project

The primary aim of the project is to deliver a British Standard PAS 69 rated security scheme that will provide the northern perimeter of the 5 Broadgate development (on the south side of Sun Street) with protection from vehicle borne improvised explosive devices. A secondary aim linked to this is to deliver a revised highway layout on Sun Street and Appold Street which incorporates the security measures whilst at the same time ensuring that the street functions safely and efficiently. The highway design incorporates a new pedestrian crossing to meet local desire lines and a raised table to reduce vehicle speeds and improve accessibility; this design has been agreed with project stakeholders and is recommended by the project Steering Group which includes representatives from the London Borough of Hackney, British Land (developer) and UBS (lead tenant).

A further aim of the project is to enhance the public realm on Sun Street and Appold Street, including an improved pedestrian environment and new street trees whilst retaining existing levels of taxi and pay & display parking. The combined package of enhancements seeks to improve the key pedestrian routes between the City of London, the London Borough of Hackney and Broadgate estate. Widened footways on Sun Street and Appold Street, incorporating inset parking bays, will cater for current and future pedestrian movements in the area whilst maintaining a carriageway that will meet the needs of all road users.

A full public consultation has been undertaken on the proposals which, in addition to the feedback from the project Steering Group, indicated approval of the proposals from local stakeholders.

Option selected at previous Gateway

Three options were set out at the previous Gateway, with the main difference relating to the parking provision and associated kerb line on the eastern side of Appold Street. The preferred option retained on-street parking (as opposed to inset parking) but with the inclusion of a build-out and raised table at the junction of Appold Street and Earl Street. This feature is included to improve safety and accessibility whilst the existing kerb lines and on-street parking will avoid conflicts with kerb lines to the immediate north and south on Appold Street.

Recommendations

Authority to Start Work recommendation

It is recommended that Members:

- Approve the design as detailed in the main body of the report and in Appendix 1;
- Approve the budget and associated tolerances as set out in the main body of the report;
- Approve the commencement of the project in line with the outline programme as detailed in section 15 of this report, and;
- Authorise the Director of the Built Environment to agree arrangements for the land shown in Appendix 3 to be dedicated and accepted as public highway and to instruct the Comptroller & City Solicitor to complete any necessary deeds.

Project Success Criteria

The project will be assessed against the following criteria:

- Provision of a PAS 69-rated security scheme for the 5 Broadgate development;
- An enhanced environment for pedestrians through the provision of a new crossing and two raised tables;
- An increase in green infrastructure in the area through the introduction of new trees;
- A consistent street scene throughout the area using high quality materials, and;
- An accessible environment for all users.

Progress Reporting

It is proposed that a Gateway 6 (Progress report) will be presented to Members during the implementation phase to provide an update to Members and to address any issues which may arise. Further updates will be provided through the monthly project reporting on Project Vision.

Tolerances

A budget tolerance of £160,000 relates to the works contingency items in respect of utilities.

Overview

1. Evidence of Need	<p>On 19th April 2011 the Planning & Transportation Committee approved a planning application for a new 13 storey building at 5 Broadgate. The associated Section 106 agreement, signed on 29th July 2011, allocated a total of £1,815,948 for Local Community & Environmental Improvement Works (LCEIW). The agreement stipulates that works should be directed towards enhancement works on Sun Street and Appold Street in the first instance, and which would be in addition to any required Section 278-funded works and works not funded by contributions from redevelopment schemes in the London Borough of Hackney.</p> <p>In accordance with the Section 106 Agreement the developer has entered into an agreement under Section 278 of the Highways Act 1980 to meet the cost of the highway works that are necessary to accommodate and mitigate the impact of the development. This agreement was signed on 20th March 2012.</p> <p>The Section 278 agreement identifies a specific requirement to provide Hostile Vehicle Mitigation measures around the perimeter of the development, some of which are contained on the public highway. These measures are required in order to facilitate practical completion of the development.</p> <p>The Section 278 agreement also set out an indicative highway layout, including the removal of the existing signalised crossing and replacement with a new crossing to align with new pedestrian desire lines. This has been included in the design and agreed with the developer.</p>
2. Project Scope and Exclusions	<p>The project area is split along the boundary with the London Borough of Hackney (LBH). It is proposed that the City of London delivers the works on the LBH side of the boundary, subject to obtaining LBH authority and any necessary additional approvals.</p> <p>The project scope does not include proposals to alter the function of the junctions of Sun Street / Wilson Street or Appold Street / Primrose Street.</p> <p>It is proposed to include a 'second phase' to the works which incorporates the footway around the Crown Place site. The design for this element of the project has been agreed in principle by the project Steering Group (see Appendix 2); however, the development proposals and timescales are not currently known for this site and it is therefore proposed to deliver these works at a later</p>

	stage as part of the development of the site.	
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 improve the public realm in the vicinity of the Broadgate estate, one of the City's primary business clusters, and will deliver security benefits to a key City business.</p> <p><i>Aim 2: To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</i></p> <p>The City's working population is expected to grow by 89,000 from 2007 to 2026. The improvements will provide more accessible routes between offices and public transport interchanges (including Crossrail), destinations for workers at lunchtime and cultural and leisure facilities.</p>	
4. Within which category does the project fit	Fully reimbursable.	
5. What is the priority of the project?	Essential, in order to comply with the security requirements of the development.	
6. Governance arrangements	The project is governed by a Steering Group, led by the City of London and including representatives from the London Borough of Hackney, British Land (developer) and UBS (lead tenant). The Steering Group was established under the terms of the Section 106 agreement, "...for the purpose of establishing proposals for the detailed designs and specifications for the Highway Enabling Works and for any Local Environmental Improvement Works related to the highway in the vicinity of the site".	
7. Resources Expended To Date	5 Broadgate S106	Expenditure
	Fees	£10,957
	Staff costs - Highways	£773
	Staff Costs - P&T	£30,773
	Sub Total	£42,503
	5 Broadgate S278	Expenditure
	Fees	£81,801
	Staff costs - Highways	£10,239
	Staff Costs - P&T	£56,994
	Staff Costs - Open Spaces	£40
	Sub Total	£149,074

	Total	£191,577
<p>8. Results of stakeholder consultation to date</p>	<p>The fees incurred to date include consultants to develop the highway and environmental enhancement designs, a security consultant to advise on the suitability of the proposals, the completion of relevant surveys and a full public consultation.</p> <p>The staff costs incurred to date primarily relate to initiating and managing the project, leading Design Team and Steering Group meetings, progressing with the various aspects of the design and facilitating the public consultation exercise.</p> <p>Communication with local stakeholders to date has been successful. The Steering Group has ensured that the main stakeholders involved with delivering the project (City of London, London Borough of Hackney, British Land and UBS) were involved from inception and have agreed the design elements at key points in the project. The Steering Group will continue to direct the project as it progresses.</p> <p>An initial circulation via email and letter informed local businesses of the intention to design and deliver the works in the area. Stakeholder groups including cyclists and the City's Access Team were also consulted on the initial design proposals and were satisfied with the scheme.</p> <p>This was followed by a full public consultation exercise which consisted of a display panel located in the Broadgate Welcome Centre and accompanying leaflets outlining the key aspects of the project, and an associated letter drop and email circulation to local businesses.</p> <p>The consultation ran for one month between August and September 2013. No formal responses were received which reflects the level of early engagement with local stakeholders and their support of the proposals.</p>	
<p>9. Consequences if project not approved</p>	<p>Should the project not be approved, security measures will not be provided along the perimeter of the development, leading to the associated Planning Condition not being met. This will in turn delay the practical completion of the development.</p>	

Authority to Start Work

<p>10. Design summary</p>	<p>As noted above the project is being funded through two different sources (Section 106 and Section 278 contributions); however, approval was granted in June</p>	
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2013 to deliver the project as a single entity given the many overlaps between the two designs. The design is therefore being taken forward as a single project.

The security features around the perimeter of the development consist of British Standard PAS 68-rated City of London bollards and six PAS 68-rated planters. The bollards follow the kerb line from the western edge of the zebra crossing (see below) up to the security point located on the private land on Broad Lane. The planters are proposed to intersperse with the bollards; the planters will contain small trees in order to provide a visual focus at the point where Sun Street and Appold Street meet.

The layout of these features has been delivered to a PAS 69 design rating in liaison with specialist security consultants and the Centre for the Protection of National Infrastructure (CPNI). Two of the bollards will be removable in order to facilitate access to Broadgate Estate; this does not affect the security rating. London Fire Brigade have confirmed that they do not require access to Finsbury Avenue Square from Sun Street.

In order to accommodate the security features it has been necessary to realign the carriageway on Sun Street and Appold Street. This has presented an opportunity to widen the footways throughout the area to improve the pedestrian environment whilst maintaining the existing functions of the street. The footways will be surfaced in York stone throughout to provide a consistent street scene.

The former signalised pedestrian crossing has now been removed, and will be replaced by a new zebra crossing roughly aligned between Crown Place and the main through route to the Broadgate Estate. This has been identified as the main pedestrian desire line in the area, and the decision to use a zebra crossing (rather than a signalised facility) is based on a detailed assessment of pedestrian and traffic levels, and is designed to reflect the expected balance between pedestrians and other users of the street.

The surveys showed that a total of 1,014 pedestrians crossed at this location during the morning peak hour (0800-0900), while traffic levels are relatively light on these streets (a total of 404 vehicles during the busiest peak period, 0900-1000, the majority of which were taxis) and so it is not anticipated that vehicles will experience delays to their journey, whilst pedestrians will have priority to cross. Additionally a raised section of carriageway, surfaced in buff-coloured anti-skid, will be installed on the crossing and the adjacent sections of

	<p>carriageway in order to improve accessibility for pedestrians and to calm traffic speeds.</p> <p>A raised table is also proposed at the junction of Appold Street and Earl Street, also surfaced in buff-coloured anti-skid. This is also primarily to act as a traffic calming measure, but the footway build-out in this location will additionally serve to improve pedestrian sightlines between parked cars; the only serious accident in the area in the last three years was as a result of a pedestrian stepping into the highway between parked cars in this location. The pedestrian movement in this location is also the third highest along Sun Street and Appold Street.</p> <p>The existing levels of car parking in the area will be maintained, although the majority of the bays will be 'inset', as on Cheapside, to maximise the available footway width. These bays will be constructed using granite setts to distinguish them from the main carriageway whilst at the same time encouraging pedestrians to use them. The only area where fully on-street parking will be retained is on the eastern side of Appold Street, as it is not possible to provide inset parking owing to existing kerb lines at either end of the street.</p> <p>The entry points to Broad Lane will be raised to carriageway level to improve accessibility. These will be surfaced with buff-coloured anti-skid and will be separated by a small island which will contain two trees; these trees will be funded and installed by the developer as part of their works on Broad Lane.</p> <p>It is proposed to introduce six new street trees on Sun Street, which will serve to replace three existing trees which are in poor condition. A plan of the proposals is shown in Appendix 1.</p>
<p>11. Proposals for delivery of the project</p>	<p>The project will be delivered by the City's term contractor, JB Riney, under the terms of their existing agreement. JB Riney will be responsible for the procurement of materials and for the main construction work. ATG and Securescape will be subcontracted through JB Riney for the supply and installation of the security rated bollards and planters respectively.</p> <p>Utility companies will undertake the necessary diversion works to accommodate the proposed enhancements. The Open Spaces Department will assist with the installation of the trees. Minor traffic signal repositioning on Sun Street will be undertaken by Transport for London contractors.</p> <p>A Construction & Design Management Coordinator has</p>

	<p>been appointed to oversee the health and safety aspects of the design and implementation of the project.</p>
<p>12. Benefits and details of how they will be achieved</p>	<p>The key benefits of this project are:</p> <ul style="list-style-type: none"> • A revised kerb layout that facilitates the inclusion of security measures (i.e., bollards and planters) along the perimeter of the development; • A new pedestrian crossing on Sun Street which meets current pedestrian desire lines and future pedestrian forecasts; • A raised table on the approaches to the crossing which calms traffic and provides options for informal pedestrian crossing movements and improves accessibility; • A raised table adjacent to Earl Street to improve safety and accessibility for pedestrians crossing Appold Street; • The introduction of new street trees on Sun Street; • A consistent street scene throughout the area using high quality materials, and; • An accessible environment for all users.
<p>13. Scope and exclusions</p>	<p>The main scope of the project and the key exclusions are contained in section 2 of this report.</p> <p>A plan detailing the proposed 'Phase 2' of the project, which is expected to be delivered at a later date once the future of the Crown Place site is confirmed, is shown in Appendix 2.</p>
<p>14. Constraints and assumptions</p>	<p>The construction of the development site will continue whilst the highway works set out in this report are implemented. This will potentially lead to a complex traffic management arrangement whilst both works are undertaken simultaneously. Discussions are underway between the City's Traffic Management Team, LB Hackney and the developer to ensure that the logistics of both projects are fully understood and considered, and can be implemented with minimal disturbance to local occupiers.</p>
<p>15. Programme</p>	<p>Procurement of materials: December 2013 – March 2014</p> <p>Main construction works: April 2014 – October 2014</p>
<p>16. Risk implications</p>	<p><i>Utilities issues result in additional time and cost on the project</i></p> <p>Although significant preliminary investigations have identified the extent of utilities works that will be required, there remains a residual risk which will exist until works commence. A contingency sum is included in</p>

	<p>the project to account for this risk.</p> <p><i>Conflicts of access between development works and highway works</i></p> <p>The highway works are programmed to be delivered whilst construction of the development is taking place, which is necessary to complete works in advance of the development reaching completion. This will require detailed traffic management arrangements between the City of London and the developer.</p>
<p>17. Legal implications</p>	<p>Legal implications are outlined in the body of the report.</p> <p>There is a requirement for adequate security measures to be provided on the north side of the development in order to meet Planning Condition 6 associated with the 5 Broadgate planning application (10/00904/FULEIA).</p> <p>This is also the key requirement of the Section 278 agreement.</p> <p>The Section 278 agreement also requires the provision of a new pedestrian crossing and associated raised table, and any other measures which are deemed necessary to facilitate the safe and expedient movement of all users of the area. Traffic Regulation Orders will be required and will be subject to a separate statutory process.</p> <p>Part of the land where the Section 278 works are to be carried out is not currently public highway, but the land should have public highway status to ensure the highway measures can be put in place and maintained by the highway authority to facilitate the safe and expedient enjoyment of public rights. Therefore the land will need to be dedicated as public highway; the relevant area is shown in Appendix 3.</p> <p>The City of London and the London Borough of Hackney will enter into an agreement under Section 8 of the Highways Act (1980) to allow the City to deliver that part of the highway works which falls within the London Borough of Hackney (LBH).</p>
<p>18. HR implications</p>	<p>None.</p>
<p>19. Communications strategy</p>	<p>The Steering Group, which has ensured that the main stakeholders involved with delivering the project were involved from an early stage, will continue to direct the project as it progresses.</p> <p>Wider communication commenced at an early stage and sought the views of local stakeholders on the design elements. It is proposed to continue informing these stakeholders of the progress of the project via email and</p>

	<p>letter, particularly as the construction period approaches.</p> <p>During construction works it is proposed to circulate regular bulletins informing affected businesses of forthcoming works that will impact on them. Advance notice of road closures, restricted access etc. will be circulated as far in advance as possible. This will be done via letter and email, with the continued assistance of Broadgate Estates who hold a substantial occupier database.</p>																
<p>20. Results of consultation carried out to date</p>	<p>The project Working Party includes representatives from London Borough of Hackney, British Land (developer) and UBS (tenant), which has meant that their views have been considered throughout the development of the project.</p> <p>The Town Clerk, Chamberlain, Comptroller & City Solicitor, City Surveyor and City Planning Officer have all been consulted at various stages throughout the project to date and their comments and observations have been taken into account.</p> <p>Details of the wider public consultation carried out to date are contained in section 8 of this report.</p>																
<p>21. Quality control arrangements</p>	<p>The project is being directed by an established Steering Group which is made up of the key stakeholders involved in the project. All major design decisions have been taken through this Group to ensure continued support for the proposals.</p>																
<p><u>Financial Implications</u></p>																	
<p>22. Total estimated cost (£)</p>	<p>£1,879,817.</p>																
<p>23. Breakdown of capital expenditure</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td rowspan="6" style="text-align: center; vertical-align: middle;">S278</td> <td style="padding: 5px;">Works</td> <td style="text-align: right; padding: 5px;">£431,376</td> </tr> <tr> <td style="padding: 5px;">Security works</td> <td style="text-align: right; padding: 5px;">£326,000</td> </tr> <tr> <td style="padding: 5px;">Utilities</td> <td style="text-align: right; padding: 5px;">£275,000</td> </tr> <tr> <td style="padding: 5px;">Staff costs</td> <td style="text-align: right; padding: 5px;">£106,960</td> </tr> <tr> <td style="padding: 5px;">Fees</td> <td style="text-align: right; padding: 5px;">£32,650</td> </tr> <tr> <td style="padding: 5px;">S278 total</td> <td style="text-align: right; padding: 5px;">£1,171,986</td> </tr> <tr> <td style="padding: 5px;">S106</td> <td style="padding: 5px;">Works</td> <td style="text-align: right; padding: 5px;">£507,311</td> </tr> </table>	S278	Works	£431,376	Security works	£326,000	Utilities	£275,000	Staff costs	£106,960	Fees	£32,650	S278 total	£1,171,986	S106	Works	£507,311
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	<table border="1"> <tr> <td>Utilities</td> <td>£75,000</td> </tr> <tr> <td>Staff costs</td> <td>£105,226</td> </tr> <tr> <td>Fees</td> <td>£2,650</td> </tr> <tr> <td>Maintenance</td> <td>£17,644</td> </tr> <tr> <td>S106 total</td> <td>£707,831</td> </tr> <tr> <td>Project total</td> <td>£1,879,817</td> </tr> </table>	Utilities	£75,000	Staff costs	£105,226	Fees	£2,650	Maintenance	£17,644	S106 total	£707,831	Project total	£1,879,817
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Project total	£1,879,817												
	N.B. These costs include current estimates for utilities diversion works.												
24. Contingency	<p>A total of £160,000 (approximately 9% of the total project cost) is proposed to be included as works contingency. This contingency is considered necessary for the project to reduce the level of financial risk that the City is exposed to regarding cost overruns, primarily related to utility services based on experience from previous projects.</p> <p>The contingency figure is considered adequate to cover potential eventualities, such as unexpected statutory services or subterranean structures, given the investigative works completed to date.</p> <p>Any contingency not spent would be returned or reapplied in accordance with the respective source e.g. Section 278 agreement or the Section 106 agreement.</p>												
25. Source of project funding	As noted above the project is fully funded through a combination of Section 278 and Section 106 funding relating to the 5 Broadgate development, the split of which is outlined in section 23 above. The approach to combine the designs for the separate funding sources was agreed by Members in June 2013.												
26. Phasing of project expenditure	<p>£5,000 – Q3, 2013/14</p> <p>£670,000– Q4, 2013/14</p> <p>£903,750 – Q1, 2014/15</p> <p>£241,000 – Q2, 2014/15</p> <p>£60,067 – Q3, 2014/15</p>												
27. Anticipated capital value/return (£)	Not applicable.												
28. Fund/budget to be credited with capital return	Not applicable.												

<p>29. Estimated revenue implications (£)</p>	<p>It is anticipated that the project will be revenue neutral. A five year grant to Open Spaces will be provided for maintenance of the new trees on Sun Street, and a five year grant for cleansing will be provided to cover the additional footway space and associated street furniture (bollards etc.).</p> <p>Once the maintenance contributions from the developer have ceased, the maintenance costs would revert to the City programmes/budgets as existing. Open Spaces have confirmed acceptance of this additional soft landscaping maintenance element within their local budget.</p> <p>The developer will be obliged to maintain the security features, including the bollards, the new planters and the trees contained therein as well as the associated irrigation and drainage systems, as per Clause 2.1.7 of the Section 278 agreement. This agreement will exist in perpetuity.</p> <p>The lighting costs will be reduced via the use of low energy, higher output LED lighting replacing the existing lighting, which will have positive revenue implications.</p>
<p>30. Source of revenue funding</p>	<p>The revenue funding relating of the new trees on Sun Street is fully met from the Section 106 contribution. This funding covers the establishment for a period of five years.</p>
<p>31. Fund/budget to be credited with income/savings</p>	<p>The Highways budget is expected to benefit from reduced costs for lighting the space.</p>
<p>32. Anticipated life</p>	<p>At least 20 years, with the maintenance of the street trees provided for the first five years to ensure establishment.</p>
<p>33. Budgetary control arrangements</p>	<p>The Project Officer will monitor expenditure via the City of London CBIS system and provide adequate reporting via Project Vision on a monthly basis.</p>

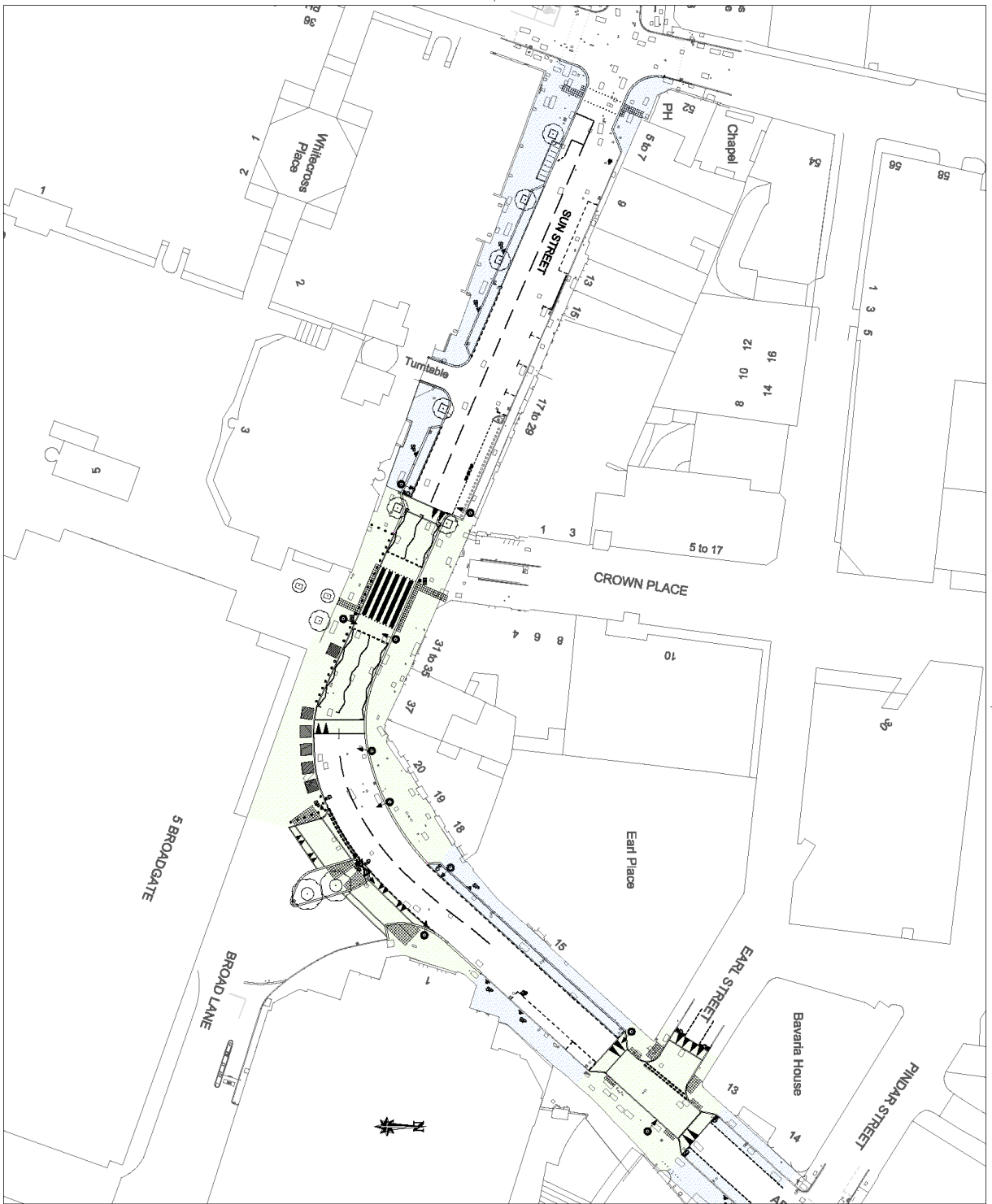
Appendices

<p>Appendix 1</p>	<p>Plan of the proposals</p>
<p>Appendix 2</p>	<p>Indicative 'Phase 2' of the project on Sun Street</p>
<p>Appendix 3</p>	<p>Proposed area of dedicated public highway</p>

Contact

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

Appendix 1 – Plan of the proposals



- KEY:**
- Proposed Section 106 Works
 - Proposed Section 278 Works

No.	Date	Revision	By

5 Broadgate
SZ78/S106 Enhancement
(Sun Sitapodd St)

General Layout

HIGHWAY DESIGN AND CONSTRUCTION

DEPARTMENT OF TRANSPORT
 HIGHWAYS DIVISION
 1, WHITEHALL PLACE
 LONDON WC1A 9PL
 TEL: 020 7799 3000

CITY OF LONDON

STREET LIGHTING
 1, WHITEHALL PLACE
 LONDON WC1A 9PL
 TEL: 020 7799 3000

PROJECT INFORMATION

Project No: **CSL/16800068/G/L/S3**

Sheet: **1 of 1**

Date: **Aug 13**

Author:

Checker:

Drawn:

Scale:

Project Manager:

City Engineer:

City Surveyor:

City Surveyor (Electrical):

City Surveyor (Mechanical):

City Surveyor (Civil):

City Surveyor (Highways):

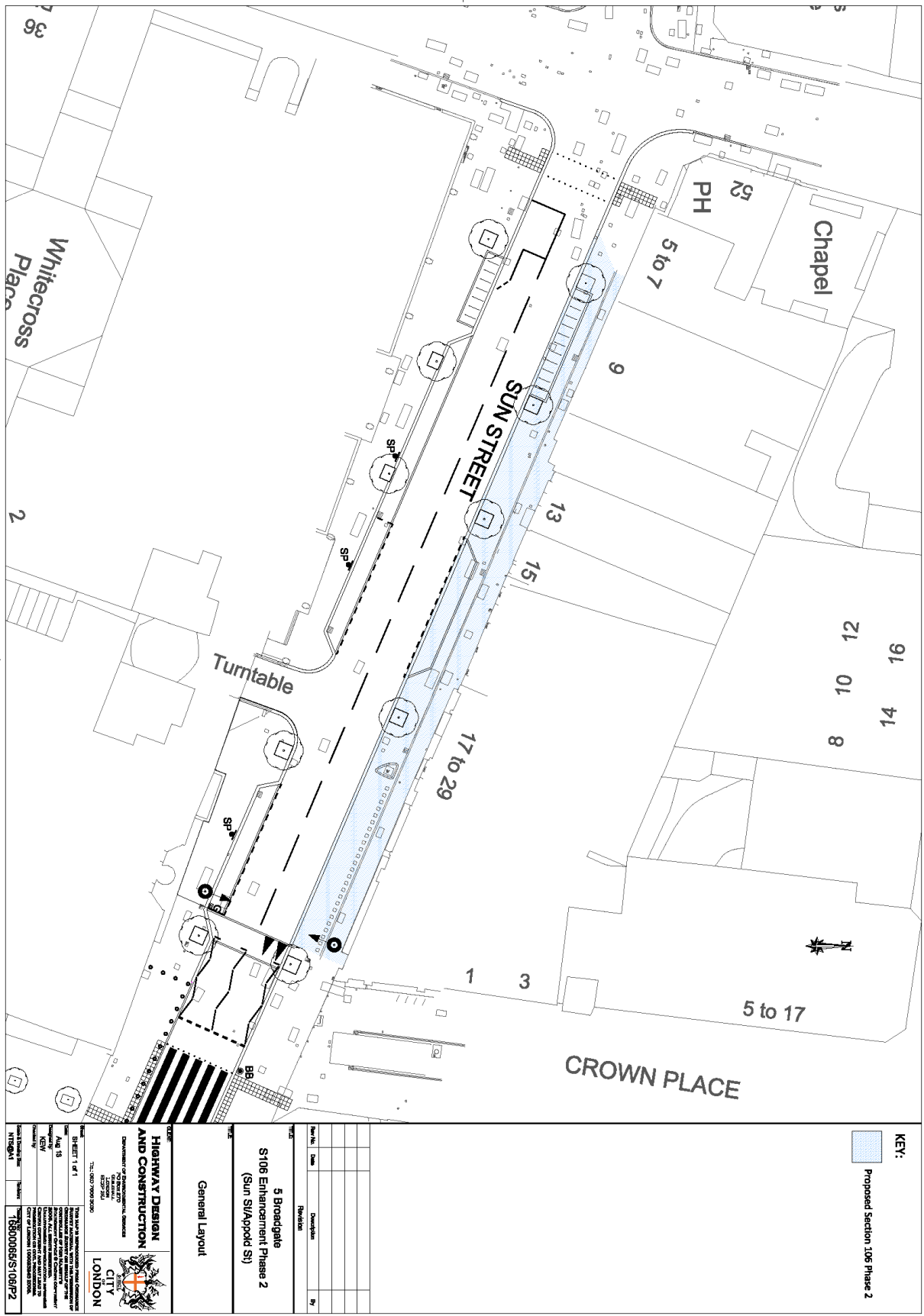
City Surveyor (Transport):

City Surveyor (Water):

City Surveyor (Waste):

City Surveyor (Other):

Appendix 2 – Indicative ‘Phase 2’ of the project on Sun Street



Appendix 3 – Proposed area of dedicated public highway

