

Committee(s):	Date(s):	
Streets and Walkways Sub Projects Sub	13 January 2014 22 January 2014	
Subject: Gateway 4: Detailed Options Appraisal – 8-10 Moorgate Area Improvements		Public
Report of: The Director of the Built Environment		For Decision

Summary

Dashboard

Project Status	Green
Timeline	Detailed Options Appraisal – Gateway 4
Total Estimated Cost	£306,152 (Section 106)
Spend to Date	£32,296 – comprising of: £22,201 (staff costs) and £10,095 (consultant fees) to undertake surveys and prepare design material.
Overall project risk	Medium

Context

In November 2012 Members of the Streets & Walkways and Projects Sub-Committees approved a Gateway 3 (Outline Options Appraisal) report proposing improvements to the environment of streets and spaces in the vicinity of the 8-10 Moorgate redevelopment. See Appendix A (Site Location Plan of Project Area).

This project is funded from a Section 106 contribution of £306,152 from the 8-10 Moorgate development. The development is within the Bank conservation area which is typified by a series of narrow courts and lanes of medieval origin. Under the terms of the agreement the type of works to be carried out is limited to works to improve the pedestrian environment of the alleys, courts and lanes within this area. Completion of Enhancements to be timed with the completion of the development in summer 2014.

Members considered five outline options in November 2012 in order to determine the area with the greatest need of improvement. Members determined that Option 1 which concentrated on Telegraph Street and Tokenhouse Yard was their preferred option and would be taken forward to the next gateway. This current report presents Members with a detailed appraisal of options for improvements to Telegraph Street and Tokenhouse Yard. (See Appendix C for Images of the existing project area).

Since the approval of the Gateway 3 report, officers have developed designs for these two streets and have consulted on the proposals with the local occupiers in the area. Two options are now considered in more detail in this report.

Brief description of project

Tokenhouse Yard (eastern arm)

It is proposed to raise the carriageway to footway level and introduce seating to create a much-needed new public space. The existing motorcycle parking spaces that dominate the street will be relocated to Basinghall Street where there is space under the footbridge.

Telegraph Street

Telegraph Street, on the north side of the 8-10 Moorgate redevelopment, is part of a busy east-west pedestrian route that runs from the Guildhall through the Eastern City Cluster to Aldgate

(see Appendix B). Although it is not a through-route for vehicles, it is used for the servicing of local businesses, particularly the public house.

Both options propose raising the carriageway to footway level in Telegraph Street. The footways on Telegraph Street are particularly narrow with typical widths of between approximately 0.6metres (southern footway) and approximately 1metre (northern footway). This is an important consideration as they are not readily accessible for people with reduced mobility. Raising the carriageway will enable easier access for pedestrian movement especially for wheelchair users and pushchairs. It is also proposed to restrict vehicle access to the street to enhance the pedestrian environment and reduce conflict. Two options for this restriction are put forward in this report:

- Option 1 (recommended) is for the pedestrianisation of the eastern part of the street and a timed closure to vehicles of the remainder of the street.
- Option 2 is for the full pedestrianisation of the street.

Options

Description	Option 1 (£)	Option 2 (£)
Pre-Evaluation Expenditure	32,296	32,296
Post Evaluation/Implementation		
Works Costs	218,058	218,058
Fees	15,000	15,000
Staff Costs	37,799	37,799
Establishment (Trees)	2,999	2,999
Total	306,152	306,152
Funding Strategy		
Source S106	306,152	306,152
Total Funding Requirement	306,152	306,152

Note: - Full details of all of the options are available in paragraph 10.

- Project Costs will be refined further at Gateway 5 inclusive of any indexation and accrued interest.

Recommendations

Option recommended to develop to next Gateway

Option 1

Next Steps

Develop detailed design and finalise traffic management plan. Consult on the traffic management order. The approval of the Gateway 5 report would be delegated to the Town Clerk.

Resource requirements to reach next Gateway and source of funding

£18,000 funded from the S106 contribution (Local Environment Improvement Works and Transport) for the 8-10 Moorgate redevelopment: Breakdown:

£8,000 (fees) for design work and Traffic Order

£10,000 (staff costs) for project management and formal consultation associated with the traffic orders.

Plans for consultation prior to the next Gateway report

Further consultation would be carried out with local occupiers and a Traffic Management Order consultation will be undertaken.

Procurement strategy

The works are to be implemented by the Highway maintenance term contractors (JB Riney)

Tolerances

Cost: Desirable elements of the scheme (additional lighting and access improvements) will be held back and then implemented when full costs are known. See Paragraph 12: Other Improvements – desirable elements.

Time: The works are proposed to be undertaken to coincide with the completion of the development (anticipated summer 2014) and cannot be implemented sooner due to the site compound restricting access. The works are expected to take around 4 months.

Overview

1. Evidence of Need

This area is typified by narrow courts and lanes of medieval origin and is heavily used by pedestrians, particularly in peak hours. The East-West lanes operate as important routes for pedestrians avoiding the busy areas in and around Bank Junction. The new Crossrail Station at Moorgate and various redevelopments in the area, including 8-10 Moorgate will result in an increase in pedestrian numbers which will put further pressure on the streets and lanes. There is a need and benefit to improving the walking routes in the area, creating more space for pedestrians, including space to rest and improving access for all. According to demographic and economic projections contained within the City's Core Strategy, it is estimated that both population and employment figures will increase by approximately 15% and 25% respectively in the period from 2011 to 2026.

It is therefore reasonable to expect that primary pedestrian routes will have to accommodate the needs of an increasing number of workers, visitors and residents.

Telegraph Street

Telegraph Street, on the north side of the development, is part of a busy east-west pedestrian route that runs from the Guildhall through the Eastern City Cluster to Aldgate (see Appendix B). Telegraph Street links Masons Avenue and Great Bell Alley to Copthall Buildings and Austin Friars. Although Telegraph Street is not a through-route for vehicles, it is used for servicing of premises, primarily the Telegraph Public House. Servicing in Telegraph Street conflicts with it constantly used by pedestrians, who normally walk in the carriageway due to the narrowness of the footways which are also not accessible for wheelchair users. The local environment is particularly unfriendly to pedestrians, especially those with ambulant disabilities, the elderly or those

with prams or buggies.

Traffic Analysis of Telegraph Street

A vehicle activity survey of Telegraph Street was undertaken over 24 hours for a duration of five days in August 2013. This showed that 67 vehicles used the street over that five day period, averaging approximately 13 vehicles per day, which is very low usage. Of these 67 vehicles, two thirds were using Telegraph Street for loading and unloading activities to the pub and other premises in the wider area. The majority of the unloading activity took place in the morning period. The remaining third used it as a parking place, in contravention of the existing waiting (parking) restrictions.

The detailed survey information is included in Appendix F.

Servicing requirements of the Public House on Telegraph Street

As the Public House was identified as a key user, the operators have been consulted on the proposals and have expressed their support for an enhanced pedestrian environment in Telegraph Street. However, they have also stated that they have specific servicing requirements, which means that their weekly deliveries from the brewery (every Thursday at about 6am) needs to take place as close as possible to their entrance in Telegraph Street. It would be impractical for them to do this from nearby Copthall Avenue or Moorgate because they need to move heavy barrels from the vehicle into their premises.

The Public House have confirmed that most of their other servicing needs can be accommodated from nearby Copthall Avenue as is the current arrangement. They have also expressed support for the proposed arrangements in Telegraph Street which would improve the space outside the Public House.

Tokenhouse Yard

The eastern arm of Tokenhouse Yard is to the east of the development. It is a quiet cul-de-sac that is currently used as a designated parking area for motorcycles. This is the only location in this area where public motorcycle parking has been provided. This street has potential for the creation of a 'pocket' space with an enhanced street environment to provide seating and potentially tree planting also (subject to feasibility). This is an area of the City with proportionately the least provision of open space for its local community. The City has adopted an open spaces strategy that seeks to maintain the current proportion of open space to meet the needs of a growing daytime population. This can only be achieved through the creation of new open space, particularly small open spaces, in this manner.

2. Success Criteria

- Improve accessibility of the streets and provide more much-needed space for pedestrians, including those with

	<p>ambulant disabilities, wheelchair users, the elderly or those with prams or buggies</p> <ul style="list-style-type: none"> Improved walking routes and adapting Lanes to accommodate increasing numbers of pedestrians possible introduction of tree planting to improve local biodiversity in an area lacking green coverage (subject to feasibility) Enhance the environment and make a positive contribution to the character and appearance of the Bank Conservation Area 																
3. Project Scope and Exclusions	The project covers Telegraph Street and Tokenhouse Yard. Associated access and lighting improvements are also proposed in adjacent routes as part of the desirable elements of the scheme.																
4. Link to Strategic Aims	<p>This project has links to the following strategic aim:</p> <ul style="list-style-type: none"> 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 <p>This project will provide a more accessible, green and attractive street environment that has benefits for walking which is a sustainable mode of transport with other health related outcomes</p>																
5. Within which category does the project fit	Fully Reimbursable																
6. What is the priority of the project?	Desirable																
7. Governance arrangements	Regular meetings with Senior Responsible Officer																
8. Resources Expended To Date	<table border="1"> <thead> <tr> <th></th> <th>Gateway 3 Budget</th> <th>Spend to Date*</th> <th>Difference</th> </tr> </thead> <tbody> <tr> <td>Fees</td> <td>£10,095</td> <td>£10,095</td> <td>£0</td> </tr> <tr> <td>Staff Costs</td> <td>£18,491</td> <td>£22,201</td> <td>+£3,710</td> </tr> <tr> <td>Total</td> <td>£28,586</td> <td>£32,296</td> <td>+£3,710</td> </tr> </tbody> </table> <p>£32,296 has been spent to date. This figure represents an increase in the approved Gateway 3 budget of £3,710. The reasons for the increase are as follows: Additional officer time was required to manage traffic surveys and analyse findings. Further officer time was also required to carry out additional consultation with the Telegraph Public House and their main</p>		Gateway 3 Budget	Spend to Date*	Difference	Fees	£10,095	£10,095	£0	Staff Costs	£18,491	£22,201	+£3,710	Total	£28,586	£32,296	+£3,710
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	<p>suppliers to agree the options for Telegraph Street. This increased cost has been reflected in the revised estimate in Appendix E.</p>
<p>9. Results of stakeholder consultation to date</p>	<p>Officers have consulted with Local Ward Members, local occupiers and City Departments.</p> <p>Local Ward Members have been consulted on these proposals and are in support of the project. They have also expressed the importance of ensuring that wheelchair users are catered for within the design.</p> <p>The developer of 8-10 Moorgate is in favour of these proposals and believes they would complement the new development.</p> <p>Owners of the serviced offices in Tokenhouse Yard are very much in favour of these proposals citing improvements to the safety of both their employees, licencees and other visitors to the area.</p> <p>The Telegraph Public House is in favour of efforts to ensure wheelchair mobility and an improved local environment. They would like to maintain the open feel of Telegraph Street to encourage visitors (customers). However the public house has also stated that servicing the public house from Telegraph Street is essential and they would struggle to use surrounding streets for larger deliveries from their main brewery.</p> <p>Other local offices have also expressed a desire to make the streets more accessible for wheelchair users as several of their staff use wheelchairs.</p>
<p>10. Commentary on the options considered</p>	<p>Option 1: (Recommended)</p> <ul style="list-style-type: none"> • Raising the carriageway and pedestrianisation of the eastern arm of Tokenhouse Yard to create a new public space. • Raising the carriageway and pedestrianisation of the eastern end of Telegraph Street, with retention of vehicular access to the western end, via a timed closure of the street. <p>This option has been brought forward to address the evidence of need highlighted above and would provide a greatly enhanced and accessible environment and improved walking routes for pedestrians.</p> <p><u>Tokenhouse Yard proposals</u></p>

Improvements will involve raising a section of the carriageway in Tokenhouse Yard to footway level, paving in York stone and introducing seating. The existing motorcycle bay would be relocated to Basinghall Street. Once this bay has been relocated, the nearest available public motorcycle parking facility will be in Old Jewry or in Basinghall Avenue. Alternative motorcycle parking can also currently be found in the London Wall car park.

The design will also address the change in level along the alleyway link from Telegraph Street to Tokenhouse Yard to improve accessibility particularly for wheelchair users and pushchairs.

Tree planting may be possible in Tokenhouse Yard. However, the feasibility of this element will be confirmed at detailed design stage, prior to Gateway 5. Constraints include the narrow width, the shady location and access for watering and maintenance.

Telegraph Street proposals

It is proposed that, rather than a full pedestrianisation of the street that would restrict vehicles completely, a partial pedestrianisation (of the eastern end of the street) and a timed closure of the remainder of the street is introduced. This would close the western end of the street to vehicles between the hours of either 8am and 6pm Monday to Friday or 7am to 7 pm Monday to Friday, and Saturday 7am – 11am. The nature of the closure will also be determined in consultation with the City's Environmental Health Service to ensure that any arrangement is in keeping with standard practices related to noise and associated activities.

Due to the narrowness of the street, it is recognised that delivery vehicles restrict pedestrian movements, who are the primary users. Therefore, in order to minimise the impact on pedestrians, a timed closure of the western end of the street will enable deliveries to take place in the very early mornings and later evenings when there are fewer people in the area. This accords with the delivery requirements identified and set out earlier in paragraph 1 of this report. The remaining eastern section will be pedestrianised to provide maximum benefit.

This proposal will also mean that the street is less likely to be used for illegal parking or non-essential vehicles and will enable the street to be more accessible for those with ambulant disabilities, the elderly or those with prams or buggies. In relation to cyclists, the proposals will not have a significant impact, as both Telegraph Street and Tokenhouse Yard are not through-routes for cyclists.

It is proposed to use York stone to match surrounding paving for the pedestrianised (eastern) end of the street and retain a double granite kerb in the western end where vehicles wheels will track, in order to protect the paving from damage. The

	<p>remainder of the western end of the street would be paved in smaller module York stone (300X200) which is also more resistant to vehicle loading.</p> <p>Bollards will also be installed as appropriate and their layout will be specified at the next stage of detailed design ahead of Authority to Start Work. The use of these materials is appropriate for this conservation area location and will provide a pedestrian emphasis for the street, in keeping with its primary use as a walking route.</p> <p>It should be noted that vehicles that currently service premises from Telegraph Street will no longer be able to do so during the timed closure. Instead they will have to use nearby streets such as Moorgate or Cophall Avenue. This could result in some impacts, however, based on the survey, the number of vehicles likely to be displaced will be minimal and therefore no significant adverse impacts are envisaged.</p> <p>Plans are set out in Appendix D</p> <p>Option 2: (Not Recommended)</p> <ul style="list-style-type: none"> • Raising the carriageway and pedestrianisation of the northern section of Tokenhouse Yard to create a new public space • Raising the carriageway and full pedestrianisation of Telegraph Street. <p>This option would provide an enhanced and accessible walking environment for pedestrians as it would completely remove vehicles from Telegraph Street. However, the pub have expressed a need to continue to use Telegraph Street to service their premises, particularly early morning deliveries, for which they use a large vehicle. Therefore, this option is not recommended.</p> <p>Whilst this option would provide greater benefit for the majority of users (pedestrians), the recommendation not to take it forward recognises the specific needs of the public house. Therefore, on balance Option 1 is proposed to be implemented.</p>
<p>11. Consequences if project not approved</p>	<p>If not approved, the opportunity to enhance the pedestrian environment would be missed. The streets would still need to accommodate increased numbers of pedestrians as a result of the developments nearby and the Crossrail station. Existing deficiencies would therefore be exacerbated and walking routes would not be improved.</p>

Information Common to All Options

<p>12. Key benefits</p>	<p><u>Tokenhouse Yard</u></p> <p>This area of the City has a low level of open space for its local community. Therefore, the creation of a new public space with seating will provide a valuable amenity for local workers, residents and visitors.</p> <p>Frontages consulted in developing this scheme have commented on the lack of greenery in the area and have communicated the need to improve both the appearance and pedestrian access for all users including wheelchair users and pushchairs. The feasibility of tree planting will be explored at the detailed design stage.</p> <p><u>Removal and Relocation of Motorcycle Parking</u></p> <p>As part of the proposal, the motorcycle parking bay (18 spaces) will be removed from its current location and relocated to the northern arm of Basinghall Street, under the footbridge (approximately 300 metres away). A traffic order will be required to enable this relocation. The proposed location has been selected because there was previously motorcycle parking here and it is not adjacent to any building frontages.</p> <p><u>Telegraph Street</u></p> <p>It is proposed to raise the carriageway to footway level in the western end of Telegraph Street. Footways on both sides of the street are very narrow and are not accessible for wheelchair users or pushchairs and raising the carriageway would considerably improve pedestrian movement.</p> <p>The eastern end of the carriageway is not required for vehicle access and so it is proposed to pedestrianise this section of the street.</p> <p><u>Other Improvements – desirable elements</u></p> <p>It is clear that there is a need to improve pedestrian movement and access in this area which is typified by narrow streets. Therefore, it is also proposed to introduce a series of associated access improvements including dropped kerbs or raised pedestrian tables, particularly at the King’s Arms Yard entry point with Moorgate. It may be possible to plant additional trees in Copthall Close or Whalebone Court and this will also be investigated if feasible and if funds are available.</p>
<p>13. Programme and key dates</p>	<p>A Gateway 5 report is planned to be submitted for Chief Officer / Town Clerk’s approval in spring 2014.</p> <p>The implementation of the works is intended to coincide with the completion of the construction of the main building works at 8-10 Moorgate which is scheduled for summer 2014. Works are likely to take around 4 months.</p>
<p>14. Constraints and assumptions</p>	<p>There is sufficient evidence from ground condition surveys to suggest that the planting of trees is feasible in Tokenhouse Yard. However, the Yard is narrow and shady and therefore, its suitability for tree planting will be fully assessed at the detailed design stage.</p> <p>A Traffic Order will be required to carry out the highway changes. If</p>

objections are received these will be reported to the Chief Officer who will then determine whether, in the light of objections, the orders should be made.

15. Risk implications	Key risk	Risk value	Risk response
	Objections from local occupiers/stakeholders	medium	Consult with local occupiers on traffic management order.
	Tree planting not feasible	medium	Feasibility will be assessed at detailed design stage in consultation with Open Spaces Department
	Project costs exceed budget	low	Ensure design is developed that fits available budget.
	Developer's Programme Over - Runs	medium	Maintain contact with the Developer to ensure that changes in the programme are anticipated and communicated to other stakeholders
	Utilities impact upon project	medium	Anticipate this by utilising the Design Team to establish where further survey work or liaison with utility companies is required.

16. Stakeholders and consultees	<p>Internal</p> <ul style="list-style-type: none"> • Local Ward Members • City Highways Division • Local Transportation Division • The Built Environment Development Division • City Access Service • City Cleansing Division • Department of Open Spaces • The City Surveyor • The Comptroller and City Solicitor • City Police <p>External</p> <ul style="list-style-type: none"> • Developer of 8-10 Moorgate • The Telegraph Public House • Other Local Occupiers • Emergency Services • Utilities Services
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17. Legal implications	In exercising its highway and traffic functions the City must have regard, amongst other things, to its duty to assert and protect the rights of the public to use and enjoyment of the public highway (S.130 Highways Act
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	<p>1980); its duty to secure the expeditious, safe and convenient movement of traffic (having regard to effect on amenities) (S.122 Road Traffic Regulation Act 1984); its duty to secure the efficient use of the road network avoiding congestion and disruption (S.16 Traffic Management Act 2004), and the co-ordination of street works (S.91 New Roads and Street Works Act 1991).</p> <p>The proposals are contingent on the necessary traffic orders being made. These are the subject of separate statutory processes which cannot be prejudged.</p>
18. Funding strategy	The scheme will be fully funded from the S106 contribution (Local Environment Improvement Works and Transport) for the redevelopment of 8-10 Moorgate, inclusive of any indexation and accrued interest.
19. Affordability	Detailed cost estimates have been produced and a summary of these is set out in Appendix E.
20. Procurement approach	The works are to be implemented by the City's highway maintenance term contractor (JB Riney)

Appendices

Appendix A	Site Location Plan of Project Area
Appendix B	Plan of Guildhall to Aldgate Walking Route
Appendix C	Images of the Existing Project Area
Appendix D	Appendix D: Proposals/Plans
Appendix E	Project Finance Estimates
Appendix F	Vehicle Activity Survey - L0431 Telegraph Street Results

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