

Committee(s):	Date(s):
Open Spaces and City Gardens Project Sub-committee	8 April 2014 7 May 2014
Subject: Options Appraisal - St Olave's Churchyard, Hart Street, EC3	Public
Report of: Director of Open Spaces	For Decision

Summary

Dashboard

- Project Status: Green
- Timeline indicating the stage at which the project is: Subject to G3/4 approval, delegated G5 approval by end May 2014; main works on site to take place between 21st July for completion by 12th September 2014. Other landscape works such as planting to take place before end of 2014.
- Total Estimated Cost: £66k
- Spend to Date: £8k
- Overall project risk: Low

Context

St Olave's churchyard at Hart Street EC3 is a quiet garden available for use by the public during the day and for which the City has an obligation under the provisions of the Burial Act 1855 to refund maintenance costs expended by Church in maintaining it.

The garden paving has become uneven over time, the lawn is worn and now life expired and the planting in need of renewal. There is also a need for additional seating in the churchyard.

The City is in receipt of S.106 monies that are provided for improvements to the churchyard and the Church has raised money locally also.

2014 marks a significant anniversary for the Church, the 400th anniversary of the death of the eminent physician and botanist Peter Turner who was buried on the site, and therefore it is opportune to consider works of improvement to the garden.

Brief description of project

Redesign and refurbishment of the garden including additional seating, improvements to the paving to provide better access, lighting and improved planting. A paving maze provides a contemplative feature of the redesign.

Options

City officers worked closely with the Church authorities to investigate options for the refurbishment of the Churchyard based on a joint understanding of the need to improve lighting and access, provide additional seating and improve the general appearance of the site with good quality materials. Two options were identified.

Description	Option 1 £	Option 2 £
Works Costs	50,400	64,500
Fees	10,900	10,900
Staff Costs	4,700	6,200
Total	66,000	81,600
Funding Strategy		
Mariner House S106	20,000	20,000
10 Trinity Square S106	10,000	10,000
Funds raised by the Church	36,000	36,100
City Fund		15,500
Total Funding Requirement	66,000	81,600

NB Full details of all of the options are available in paragraph 10 below.

Recommendations

Option recommended to develop to next Gateway

It is recommended that Option 1 is approved for City officers to develop to Gateway 5.

Next Steps

- In accordance with the Project Procedure officers will develop the approved option to seek a delegated Gateway 5 (Authority to Start Work) approval in May 2014;
- the Parish will seek a faculty from the Diocese for the necessary garden works to be undertaken;
- hard landscaping works to take place on site between 21st July for completion by 12th September 2014 as requested to accommodate the calendar of events at the Church;
- other landscape works such as planting to take place before end of 2014.

Resource requirements to reach next Gateway and source of funding

The scale of the project has meant that sufficient design work has been carried out to date to be able to bring the project to Gateway 5 without incurring additional design fees. (The remainder of the fees will be required for an archeological consultant to have a watching brief during the works.) The amount of officer time required is not significant and will be achieved from local risk budgets.

Plans for consultation prior to the next Gateway report

Further consultation will take place with the Church and colleagues in the Department of the Built Environment, including Planning officers, to develop the recommended option. Heritage Estate Officers of the City Surveyor's will be consulted, as the paving affects the setting of a number of historic graves.

Procurement strategy

The hard landscaping will be procured through the Department of the Built Environment's term contract with JB Riney and the soft landscaping will be carried out in-house by the City Gardens team.

Tolerances

A budget tolerance is not included as the project scope will be adjusted to deal with any variance.

Overview

1. Evidence of Need	<p>St Olave's churchyard at Hart Street EC3 is a quiet garden available for use by the public during the day and for which the City has an obligation under the provisions of the Burial Act 1855 to refund maintenance costs expended by Church in maintaining it.</p> <p>The garden paving has become uneven over time and is prone to ponding, the lawn is worn and life expired and the planting is in need of renewal. There is also a need for additional seating in the churchyard.</p> <p>St Olave's churchyard garden is attracting greater use, following the temporary closure of the City's nearby Seething Lane garden for the development of 10 Trinity Square.</p> <p>The development of a number of large hotels in the area means an increase in the number of visitors to the Churchyard. The City is in receipt of S.106 monies provided for improvements to the Churchyard, from two local hotel developments.</p> <p>2014 marks a significant anniversary for St Olave's Church, the 400th anniversary of the death of the eminent physician and botanist Peter Turner who was buried on the site. Therefore it is opportune to consider works of improvement to the garden.</p>
2. Success Criteria	<ul style="list-style-type: none">- Improvement of the appearance and amenity of the garden.- Provision of safe public access to the garden.- Increased opportunities for seating.
3. Project Scope and Exclusions	<p>The works are to refurbish the Churchyard by improving the paving, adding lighting and additional seating and redesigning the planting.</p> <p>Most of the paving across the site is composed of rectangular York stone flags. However some areas, particularly around the semicircular sunken steps leading to the Church doorway, are currently laid in an uneven 'crazy-paving' pattern which includes pieces of concrete. In addition this area is one of the areas liable to ponding. It is intended to replace the paving adjacent to the semicircular steps with new York stone cut in a</p>

	<p>radial pattern and laid to improve the drainage in this area.</p> <p>The paving on the path from the entrance leading to the doorway is narrow and also poorly drained. It is proposed to widen this area and raise it slightly to improve the drainage falls.</p> <p>A pavement maze is proposed to provide a contemplative feature in the south west corner of the garden. This will be formed from contrasting dark and light granite setts.</p> <p>Lighting will be provided as a series of bollard lights adjacent to the pathways, to facilitate public access to the site between dusk and when the Church closes. An LED strip light is proposed as feature lighting under a ledge running along the south and part of the west perimeter walls of the site. This will provide a ‘wash’ of light to the walls in this area without causing a nuisance regarding surrounding windows. In addition a power supply will be available in the Churchyard to facilitate seasonal lighting of a Christmas tree.</p> <p>Additional seating will be provided in keeping with the existing seating which will be re-installed.</p> <p>The existing trees will not be altered but the under planting is in need of replacement. This gives an opportunity to increase the biodiversity of the site and create a new feature area of planting representative of the historic botanists who have been associated with the Church. An opportunity has been identified to engage with volunteers to assist in the maintenance of this area.</p> <p>Works to the Church building, railings and other structures are excluded from this project, other than accessing a power supply from the building.</p> <p>Future maintenance costs of the existing hard landscaping and the proposed areas to be renewed are to be no more onerous than the current arrangements. The improvements such as LED lighting which the Church have requested, should be maintained at the Church’s expense. In this connection, a suitable Maintenance Agreement is separately being considered to clarify the City obligations into the maintenance of churchyards generally.</p>
<p>4. Link to Strategic Aims</p>	<p>This Project links to the City’s Strategic Aim 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>

	<p>It supports the City Together Theme of ‘A World Class City which protects, promotes and enhances our environment.’</p> <p>This project would increase the benefit and use of the churchyard as a garden accessible to the public in line with the City’s Open Spaces Strategy and Planning policies. Specifically it links to the redevelopment of hotels at 10 Trinity Square and the former Mariner House site, to the Aldgate and Tower Area Enhancement Strategy and to the draft Trinity Conservation Area Management Strategy.</p> <p>It also links to the Open Spaces Department Strategic Aim of providing safe, secure and accessible Open Spaces and services for the benefit of London and the Nation.</p>
5. Within which category does the project fit	Fully reimbursable.
6. What is the priority of the project?	Advisable.
7. Governance arrangements	A Project Board was not recommended at Gateway 2 given the scale and nature of this project. Project team meetings continue to be held with the Rector and parish officers at St Olave’s Church as well as with a representative of the Archdeaconry of London. Regular discussions are held with the Senior Responsible Officer for the project, the Superintendent of Parks & Gardens.
8. Resources Expended To Date	£8,350 has been spent to date in order to carry out a site survey and develop the design.
9. Results of stakeholder consultation to date	<p>Consultations were held with the the Rector and staff at St Olave’s Church, the Archdeaconry of London, City planning officers, the Access Officer, the City Solicitor and the Department of the Built Environment (DBE) officers responsible for paving and lighting. Other local stakeholders have been consulted directly through the Church.</p> <p>The DBE commented that the proposals may disturb archaeological remains including burials and advised arranging for an archaeological watching brief to record the groundworks.</p> <p>The views of all the consultees have been taken into consideration in developing the designs to date and further consultation will be held on the detail of the design and working arrangements.</p>

10. Commentary on the options considered

Option 1

Option 1 is the recommended option.

Most of the paving across the site is composed of rectangular York stone flags. However some areas, particularly around the semicircular sunken steps leading to the Church doorway, are currently laid in an uneven 'crazy-paving' pattern which includes pieces of concrete. In addition this area is one of the areas liable to ponding. It is proposed to replace this area of poor quality paving with new York stone cut in a radial pattern and laid to improve the drainage. Other than the area around the semicircular sunken steps, the rest of the existing paving will not be replaced with new paving in Option 1.

About 7m length of path leading from the entrance gate, is narrow and also poorly drained. It is proposed to widen this area and raise it slightly to improve the drainage falls, reusing the existing paving and salvaging stone from other areas of the site to widen the path.

A new pavement maze is proposed to provide a contemplative feature in the south west corner of the garden. This will be formed from contrasting dark and light granite setts.

Lighting will be provided as a series of bollard lights adjacent to the pathways, to facilitate public access to the site between dusk and when the Church closes. An LED strip light is proposed as feature lighting under a ledge running along the south and part of the west perimeter walls of the site. This will provide a 'wash' of light to the walls in this area without causing a nuisance regarding surrounding windows. In addition a power supply will be available in the Churchyard to facilitate seasonal lighting of a Christmas tree.

Additional seating will be provided in keeping with the existing seating.

The existing trees will not be altered but the under planting is in need of replacement. This gives an opportunity to increase the biodiversity of the site and create a new feature area of planting representative of the historic botanists who have been associated with the Church. An opportunity has been identified to engage with volunteers to assist in the maintenance of this area.

Option 2

This option is the same as Option 1 except that all the existing paving and its foundations would be removed and replaced with new York stone laid on a new

	<p>bedding layer. This has the advantage that it gives a consistent quality of paving across the site and potentially has a longer servicable life. The disadvantages are that in addition to costing significantly more than Option 1, it alters some of the historic character of the site and is seen as somewhat wasteful of the existing paving which is servicable in many areas. As the site has no vehicle traffic the life of the paving is expected to be in excess of twenty years for either options. The Rector and Parish Council do not support Option 2 and it is not recommended.</p>
<p>11. Consequences if project not approved</p>	<p>If the S.106 monies that are available for the churchyard garden improvements are not spent the money will need to be refunded to the developers and the opportunity to improve access, provide additional seating and upgrade the landscape will be lost, which will detract from the public benefit of the garden.</p> <p>The Church is primarily responsible for maintenance of the churchyard but under provisions of the Burial Act 1855 it can recharge the City for the reasonable maintenance costs.</p> <p>If the opportunity to undertake improvements utilising S.106 monies is not taken, the City could be faced at some future date with paying for the same garden maintenance costs from its local risk expenditure.</p>

Information Common to All Options

<p>12. Key benefits</p>	<p>The key benefits of the recommended option are:</p> <p>Improved access and amenity value of the Churchyard as a publicly accessible garden for the benefit of City workers, visitors and residents.</p> <p>Improvement works to be implemented using external funding and carried out to a quality which will ensure maintenance of the pathways will not be recharged to the City in the foreseeable future.</p>
<p>13. Programme and key dates</p>	<ul style="list-style-type: none"> • Gateway 5 (Authority to Start Work) approval in May 2014; • hard landscaping works to take place on site from 21st July for completion by 12th September 2014 as requested to accommodate the calendar of events at the Church; • other landscape works such as planting to take place before end of 2014.
<p>14. Constraints and assumptions</p>	<p>An Equality Impact Assessment was carried out as part of the Options Appraisal and found to have a positive impact.</p>

	There is not expected to be any archaeology or human burials remaining on site within the depth of the works. However an archaeological watching brief will be engaged for the course of the works.
15. Risk implications	<p>Overall the project is low risk. The following risks have been identified:</p> <p>1) If the project does not go ahead with the funding currently available, the City is likely to be required to fund the reasonable costs of maintenance of the garden in the foreseeable future from local risk budgets.</p> <p>2) The Parish will need to obtain a faculty from the Diocese for the necessary garden works to be undertaken. Faculty must be obtained prior to entering into an agreement with the City to carry out the works. The agreement is being drafted in advance and takes the form of an exchange of letters which can be finalised at short notice.</p> <p>3) The lead-in time for materials could result in a delay which would make it difficult to meet the Church's timetable for completion of the works. £6k of the project funding is being underwritten by the Archdeaconry of London subject to the project being completed by 12th September 2014, except in the case of unforeseen circumstances such as the discovery of human remains or archaeology during the works. Early discussions with officers in DBE indicate it is possible to meet this timetable if we achieve Gateway 3/4 approval at this time and delegated Gateway 5 approval in May 2014.</p>
16. Stakeholders and consultees	<p>External stakeholders:</p> <ul style="list-style-type: none"> - Church of St Olave, Hart Street - Local owners/occupiers <p>Internal consultees:</p> <ul style="list-style-type: none"> - Ward Members - Department of the Built Environment - Finance - City Solicitor - City Surveyor's Heritage Estate Section
17. Legal implications	Legal implications are contained within the body of the report.
18. HR implications	N/A
19. Benchmarks or comparative data	N/A

<p>20. Funding strategy</p>	<p>The intended source of funding the recommended option, is a mixture of S106 previously approved by Members for use on this site and funding raised by the Church.</p> <table border="1" data-bbox="608 331 1453 663"> <thead> <tr> <th>City Funding</th> <th>£</th> </tr> </thead> <tbody> <tr> <td>Mariner House S106</td> <td>20,000</td> </tr> <tr> <td>10 Trinity Square S106</td> <td>10,000</td> </tr> <tr> <th>Church Funding</th> <td></td> </tr> <tr> <td>Church Funds</td> <td>14,500</td> </tr> <tr> <td>Donations to the Church for the project</td> <td>21,500</td> </tr> <tr> <td>Total</td> <td>66,000</td> </tr> </tbody> </table> <p>The developer of the former Mariner House site has written to agree that the surplus £20,000 from the Local Community and Environmental Improvement Works contribution, from the s106 agreement for that site, can be used for the churchyard. This reallocation of the s106 funding was approved by the Streets and Walkways Subcommittee on 11th December 2012. A variation of the Mariner House s106 agreement will be required.</p> <p>It is anticipated that the project will be revenue neutral. The City Gardens team already carry out the garden maintenance on the site. The running costs and maintenance for the proposed lighting would be the responsibility of the Church for the life of the installation.</p>	City Funding	£	Mariner House S106	20,000	10 Trinity Square S106	10,000	Church Funding		Church Funds	14,500	Donations to the Church for the project	21,500	Total	66,000
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<p>21. Affordability</p>	<p>The works are to be completed within the available budget. Officers will monitor expenditure via the City of London CBIS system and liaise with the Church authorities to ensure expectations for the improvements are met within the budget.</p> <p>It is proposed that the works are partly forwarded funded by the City and recharged to the Church as appropriate.</p>														
<p>22. Procurement approach</p>	<p>The recommend procurement strategy for the works is for the hard landscaping to be procured through the Department of the Built Environment's contract with JB Riney and the soft landscaping to be carried out in-house by the City Gardens team.</p>														

Options Appraisal Matrix

See separate document.

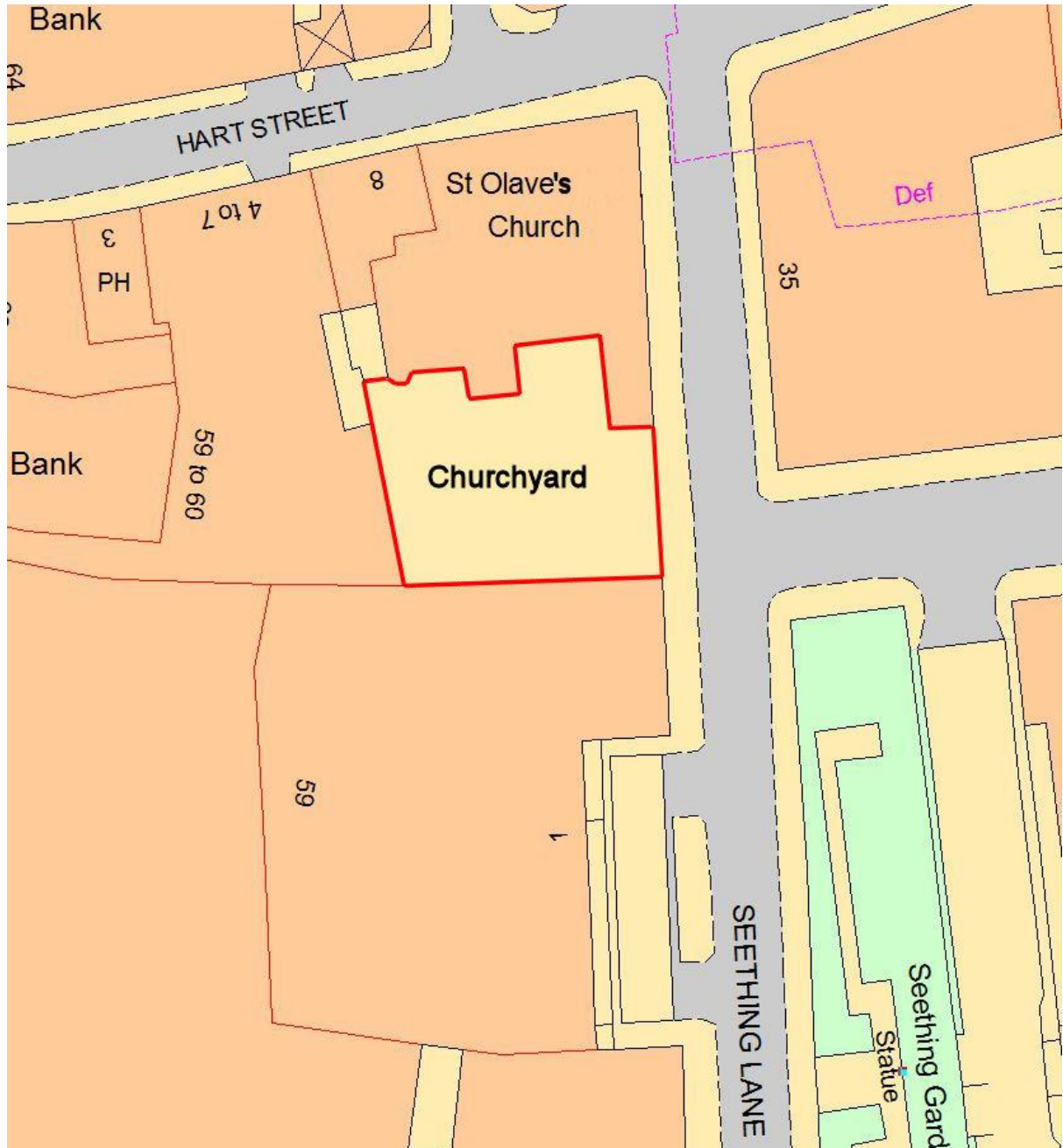
Appendices

<p>Appendix 1</p>	<p>Site location</p>
<p>Appendix 2</p>	<p>Photograph of the existing site</p>
<p>Appendix 3</p>	<p>Landscape proposals</p>

Contact

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Appendix 1 – Site location



Appendix 2 – Photograph of the existing site



Appendix 3 – Landscape proposals



Key

- ① Labyrinth
- ② Proposed radial paving
- ③ Proposed seating
- ④ Improved planting
- ⑤ 'Wilderness' area
- ⑥ Perennial herb borders
- ⑦ Christmas tree socket
- ⑧ Extended paving
- ⑨ Feature lighting around perimeter wall
- ⑩ Lights
- ⑪ Information panel
- ⑫ Historic marker post
- ⑬ Water tap

St Olave's Churchyard Design drawing

Scale: 1:100@A3