Committees:	Dates:	Item no.
Streets and Walkways Sub-	09/07/2014	
Committee	22/07/2014	
Projects Sub Committee		
Subject:	Gateway 3	Public
Outline Options Appraisal	Options Appraisal	
(Gateway 3) - Fleet Buildings &		
Plumtree Court Highway		
Improvements		
Report of:		For Decision
Director of the Built Environment		

Summary

Project Status: Green

Timeline: Outline Options Appraisal
Total Estimated Cost: £2,230,619 million

Spend to Date: £N/A
Overall Project Risk: Low

In September 2013 a Gateway 2 report was approved by Members. This report outlined the Security & Public Realm improvements to be implemented via a Section 278 agreement in relation to the Fleet Buildings & Plumtree Court redevelopment (London Development) by Farringdon Street Partners Ltd. Within this report Members approved "The development of highways options for Shoe Lane, Stonecutter Street, St Andrews Street, and Plumtree Court". In line with the planning agreement a working group was established with the developer and key stakeholders.

Subsequent to this approval and objectives agreed with the established working group for this project officers undertook the following tasks:

- 1. To undertake area wide parking review to demonstrate net gain/loss of parking for weekday and weekend scenarios;
- 2. Investigations and recommendations for appropriate methods to reduce road danger on Shoe Lane i.e. raised carriageways, inset parking bays, carriageway material and colour variations;
- 3. Presentation of findings and options to the working group prior to seeking Member authority for proposed highway improvement options; and
- 4. Completion of Section 278 agreements with both Land Securities (1 New Street Square) and Farringdon St Partners Ltd (London Development) providing certainty of funding available for the proposed highways improvements scheme.

Points 1 and 2 described above were completed in November 2013 via the commissioning of specialist transport consultants, Steer Davies Gleave (SDG). SDG on behalf of the City produced the "City of London, Shoe Lane Quarter Road Safety and Public Realm Study Report November 2013".

Within the report conclusions were made after extensive traffic, behavioural and movement assessments were undertaken. At the request of the working groups assessments were undertaken for both weekday and weekend scenarios to account for

the differing nature of users for local businesses and attractors in the area i.e. City Temple, St Andrews Church.

Surveys Undertaken:

- Pedestrian Movements and Volumes
- Cycle Movements & Volumes
- Vehicle Speed & Classification
- Parking Usage and Capacity
- Conflict Point Identification

These surveys supplemented previous data and recommendations that were made within the Security & Public Realm Improvements report presented to Members (September 2013). The additional survey data enabled officers to further refine the highway improvement options that are presented within this report.

Results of Stakeholder consultation

In March 2014 officers reconvened the project working groups to present findings from the Shoe Lane Quarter Road Safety and Public Realm Study Report and seek approval for the final highway improvements options to be considered by Members at the Outline Options Appraisal stage (Gateway 3).

The 4 options outlined within this report were presented to the working groups along with proposed timeframes and the City's processes that will be required prior to delivery. Discussions within the working groups were very positive with all parties being able to express their views on each option and articulate their support for a preferred option to bring before Members at Gateway 3.

As a result of these discussions it was noted that all parties showed a strong preference for the following two options in order of preference:

- Full Shared Space (Raised Carriageway, No Signs/Lines Restricted Parking Zone)
- 2. Raised Carriageway Layout (Raised Carriageway, Signing and Lining Present)

It was felt by the working groups that the above options provide the greatest benefit in terms of road danger reduction and improvements to the public realm. The working groups were also of the opinion that these options would be able to better cope with future growth in pedestrian, and cycle numbers. Working with local businesses and the working groups, the Officers feel that these options would also help to drive down the number of unnecessary vehicle trips in the local as a result of lower traffic speeds and as a consequence of increased pedestrianisation/cycle use in the area. This would enable the creation of defined public realm for the area which would further reinforce pedestrian priority within the Shoe Lane Quarter.

Further to discussions on the preferred highways options Officers reiterated that the highways option approved by Members would be developed in conjunction with the Security & Public Realm proposals to reduce cost and avoid risks associated with the future implementation of utilities, drainage, and management of construction traffic for both the works elements of the project and the construction requirements for both

developments.

As a result of robust investigations and consultations with the project working groups, 4 clear options have been proposed.

Themes common to all options are:

- To create a legible scheme that will define the Shoe Lane Quarter as a coherent whole:
- Improve conditions for the predominant transport modes, notably pedestrians and cyclists;
- Support future pedestrian and cycle growth within the area through good design, and to manage vehicle and cycle speeds;
- Reduce road danger and conflict between modes; and
- Improve the street environment using high quality materials, street furniture and tree planting.

Proposed Options

Option 1: Full Shared Space Scheme

- Full shared surface, using one continuous surface material and completely removing delineation between footway and carriageway. A shared space design approach seeks to reduce the typical highways differentiation between vehicle traffic and pedestrians in order to reduce vehicle dominance and promote pedestrian priority.
- Parking bays are defined by a surface change and enforced by creating a
 restricted parking zone (RPZ) whereby vehicles can only park in designated bays
 and nowhere else within the zone unless otherwise directed by supplementary
 signage.
- Gateway entrance points are created on the boundary streets highlighting localised parking zone restrictions within the area. This greatly reduces the requirement for signage inside the RPZ and eliminates the requirement for lining within the zone.
- Provision of suitable gateway features will encourage a change in driver behaviour within the Shoe Lane Quarter.
- Pedestrian / cycle priority is greatly enhanced with little impact on vehicular movement

Option 2: Raised Carriageway Layout

- A raised carriageway approach seeks to reduce the typical highways differentiation between vehicle traffic and pedestrians in order to reduce vehicle dominance and promote pedestrian priority.
- This type of shared space which has successfully been used in London (including the City) provides a footway and carriageway at the same level with

different material finishes or with a flush kerb to subtly delineate between pedestrian and vehicle zones.

- Signs and lining are present to enforce parking and waiting & loading restrictions.
- Typically a raised carriageway layout is implemented in natural stone to highlight a change in priority whereby vehicles are expected to yield to pedestrians and cyclists.
- Pedestrian / cycle priority is greatly enhanced with little impact on vehicular movement

Option 3: Improved Carriageway Layout

- In this option the carriageway surface would be improved either by the provision of natural stone within the highway or by resurfacing.
- Parking is provided within inset bays in natural stone to increase the amount of pedestrian space available and reduce crossing distances for pedestrians.
- Natural stone contrasts with the asphalt highway and creates a clear delineation between movement zones for pedestrians and vehicles.
- Vehicular priority is retained however, pedestrian movement would be eased and crossing the highway made safer.

Option 4: Standard Carriageway Layout

- It is anticipated that this layout would be finished with an asphalt carriageway and natural stone footways and full height kerbs.
- In areas of the Quarter which already have natural stone within the carriageway this would be retained with repairs undertaken as required. Elsewhere, carriageway and footway resurfacing would refresh the area and produce a clean and consistent finish.
- On street parking bays can be provided throughout the area with the existing level of parking provision retained across the Shoe Lane Quarter.
- A clear and distinct delineation is retained between vehicle space and pedestrian space with carriageway sized to allow for on street waiting and loading where appropriate.
- Vehicular priority is retained with limited improvements to pedestrians, cyclists and the local environment.

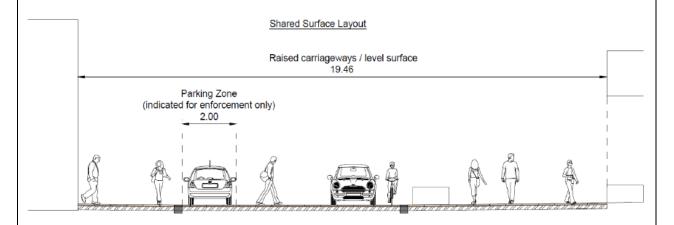
It is proposed that Members approve progression of Option 1 as outlined within this report to the detailed design stage (Gateway 4). The approved highways option is to be developed in conjunction with the Security & Public Realm proposals previously approved with both elements of the project being reported back to Members as a combined Gateway 4 report. It can be demonstrated from previous projects in Cannon

Street and St. Swithins Lane that Option 1 is the most effective method of delivery in this case.

Summary of Option 1: Full Shared Space Scheme

It is important to recognise the contribution that comprehensive public realm improvements could make to broader aspirations for greatly enhancing the attractiveness of the Shoe Lane Quarter, with benefits that go beyond improving pedestrian movement, and that are able to contribute to the creation of a highly distinctive 'place' with a marketable identity. Such an approach has been successful in promoting other improved areas, such as the Paternoster Square and New Change areas around St Pauls, and in the Regent Street Quadrant in Westminster. As an essentially enclosed area with little through traffic the Shoe Lane Quarter presents a unique opportunity to apply a comprehensive design approach that radically changes the nature of its streets and spaces to achieve similar results. In this regard a high quality shared space design approach would support such a level of change.

An example cross section for a raised carriageway / shared surface layout along Shoe Lane is shown below.



This layout provides a consistent level surface throughout the public realm, as either:

i) A full shared surface, with a continuous surface material and complete removal of delineation between footway and carriageway.

High quality natural stone or other special coloured surface dressings would be used in the carriageway and high quality paving materials would be introduced throughout. In areas of the Quarter which already have natural stone within the carriageway this would be retained with repairs undertaken as required. It is questionable whether the cost of raising these areas of carriageway is value for money or whether they should be retained at the current level which includes a raised kerb. Cost elements relating to these areas will be investigated during the detailed design (Gateway 4) phase of the project.

Parking bays would be delineated using changes in material, metal studs, or line markings rather than level differences. The delineation between vehicle space and

pedestrian space is minimised with the priority for vehicular traffic reduced.

Assessment against objectives:

- a) Legibility Achieved
- By applying a consistent treatment throughout the area a unique identity can be generated. Applying natural stone throughout the carriageway similar to that already installed in the campus will visually unify all streets in the area. This scheme would also enable the provision of courtesy crossings and gateway features at key access points.
- b) Pedestrian / cycle improvements Achieved
- The shared space option will improve pedestrian priority throughout the area. Provision of suitable gateway features will encourage a change in driver behaviour within the Shoe Lane Quarter.
- c) Support speed reduction Achieved
- There is evidence from existing sites within the City that use of special materials (e.g. natural stone or coloured asphalt) within the carriageway can reduce vehicle speed. This measure would therefore be complimentary to the proposed City 20mph limit due for implementation in 2014. Also minimising the delineation between pedestrian and vehicular space can generate a considerable reduction in vehicular speeds.
- d) Road danger reduction Partially achieved
- The provision of a shared space has the potential to reduce vehicle and cycle speeds and improve pedestrian priority. There are some accessibility groups who are concerned that a lack of clear delineation between user's cause's issues particularly for blind pedestrians and therefore a full safety review of this option would be required before implementation.
- e) Improvements to the street environment Achieved
- The enhancement to the highway and public realm offered by the provision of a
 full shared space or shared surface is a significant step change in quality
 compared to the other options considered. By taking a more comprehensive
 design approach a high quality exemplar scheme can be achieved that will be
 consistent with the high quality of proposed commercial developments in the
 area.

Due to suppliers already being involved with this project it is intended to raise a waiver for the continued use of the existing surveying and drainage consultants including the main specialist Transport and Landscape Architecture consultants, SDG and Gross Max.

The implementation of highway works will be undertaken by the City's highway term contractor (JB Riney & Co Ltd) in accordance with the Highway Term Contract. The

street trees and soft landscaping elements of the project will be implemented by the Open Spaces department.

The total costs for the project are estimated at £2,230,619 which is to be funded from (See Appendix A):

- Fleet Buildings & Plumtree Court LCEIW £1,636,475;
- 1 New Street Square LCEIW £457,034; and
- 1 New Street Square Transport £137,110.

The sums quoted above exclude indexation.

Table 1:

Budget Required				
Description	Amount (£)			
Fees	200,000			
Staff Costs	50,000			
Total Budget	250,000			

This will allow for Project Officer time to manage the project, Highways Officer time to audit the detailed designs produced by the appointed consultants, and Assistant Director involvement in his role as Senior Responsible Officer as detailed in table 1.

Table 2:

Funding Sources				
Description	Amount (£)			
1 New Street Square – Transport s106	137,110			
Fleet Buildings and Plumtree Court – LCEIW S106	112,890			
Total Funding	£250,000			

This will leave a balance of £1,980,619 available for future Gateway Stages and subsequent implementation of the approved option.

To date, the Section 106 contribution in relation to the planning approval for the Fleet Buildings & Plumtree Court redevelopment has not been received. However, the developer has indicated that the S106 payment outlined above (£1,636,475) will be received shortly.

Recommendations

It is recommended that Members approve:

- 1. Option 1 at a cost of £250,000 as outlined within this report and progression to the detailed design stage (Gateway 4) subject to the S106 contribution from the Fleet Buildings & Plumtree Court development being received (£1,636,475).
- 2. The merging of the approved S106 Highways option with the S278 Security & Public Realm proposals and that both elements of the project be reported back to Members as a single project via a Gateway 4 report.
- 3. Delegated authority be given to the Director of the Built Environment and Head of

Finance to adjust the budget between the elements listed in the fees, staff costs, and between the two (as indicated above), once more robust estimates have been established over the course of the detailed design stage.

Options Appraisal Matrix See attached.

Appendices

Appendix A	Budget Breakdown		
Appendix B	Outline Options Appraisal (Gateway 3) - Fleet		
	Building & Plumtree Court Public Realm and Security		
	Improvements		

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APPENDIX A - BUDGET BREAKDOWN

Breakdown of Budget Required			
Fees Budget	£		
Consultancy Fees	100,000		
Radar Surveys	50,000		
SuD's Design	50,000		
Total Fees Budget	200,000		
Staff Budget			
City Transportation	30,000		
Highways	15,000		
Open Spaces	5,000		
Total Staff Budget	50,000		
Total Project Budget	250,000		

Options Appraisal Matrix

		Option 1	Option 2	Option 3	Option 4
1.	Brief description	Full Shared Space Scheme	Raised Carriageway Layout	Improved Carriageway Layout	Standard Carriageway Layout
		Full shared surface, using one continuous surface material and completely removing delineation between footway and carriageway. Reduce the typical highways differentiation between vehicle traffic and pedestrians in order to reduce vehicle dominance and promote pedestrian priority. Parking bays are defined by a surface change. Creating a restricted parking zone (RPZ) whereby vehicles can	Reduce the typical highways differentiation between vehicle traffic and pedestrians in order to reduce vehicle dominance and promote pedestrian priority. Provides a footway and carriageway at the same level with different material finishes or with a flush kerb to subtly delineate between pedestrian and vehicle zones. Signs and lining are present to enforce parking and waiting & loading restrictions. Raised carriageway	Carriageway surface would be improved either by the provision of natural stone within the highway or by resurfacing. Parking is provided within inset bays in natural stone to increase the amount of pedestrian space available and reduce crossing distances for pedestrians. Natural stone contrasts with the asphalt highway and creates a clear delineation between movement zones for pedestrians and	Carriageway finished with an asphalt carriageway and natural stone footways and full height kerbs. In areas of the Quarter which already have natural stone within the carriageway this would be retained with repairs undertaken as required. On street parking will be retained at the existing level of provision across the Shoe Lane Quarter. A clear and distinct delineation is retained between vehicle space and pedestrian space with carriageway sized

Option 1	Option 2	Option 3	Option 4
only park in designated bays and now where else within the zone unless otherwise directed by supplementary signage.	layout is implemented in natural stone to highlight a change in priority whereby vehicles are expected to yield to pedestrians and cyclists.	vehicles. Vehicular priority is retained but with improved pedestrian permeability.	to allow for on street waiting and loading where appropriate. Vehicular priority is retained with limited improvements to
Gateway entrance points highlighting localised parking zone restrictions within the area to reduce the requirement for signage inside the RPZ and eliminates the requirement for lining within the zone.			pedestrians, cyclists and the local environment.
Provision of suitable gateway features will encourage a change in driver behaviour within the Shoe Lane Quarter.			
Pedestrian / cycle priority is greatly enhanced with little impact on vehicular movement.			

		Option 1	Option 2	Option 3	Option 4
2.	Scope and exclusions	Road danger reduction – Partially achieved	Road danger reduction – Partially achieved	Pedestrian / Cycle improvements – Partially achieved Support speed reduction – Partially achieved Road danger reduction – Partially achieved	Legibility - Partially achieved Pedestrian / cycle improvements – Not achieved Support speed reduction – Not achieved Road danger reduction – Partially achieved Improvements to the street environment – Partially achieved
Pre	oject Planning	Option 1	Option 2	Option 3	Option 4
3.	Programme and key dates	- July 2013: Approval at Gateway 3 Highway (S106) proposals;	- July 2013: Approval at Gateway 3 Highway (S106) proposals;	- July 2013: Approval at Gateway 3 Highway (S106) proposals;	- July 2013: Approval at Gateway 3 Highway (S106) proposals;
		- September 2014 – Begin detailed design of the approved highways option and the Security	- September 2014 – Begin detailed design of the approved highways option and the Security	- September 2014 – Begin detailed design of the approved highways option and the Security	- September 2014 – Begin detailed design of the approved highways option and the Security

	Option 1	Option 2	Option 3	Option 4
	& Public Realm proposals;			
	- Early 2015: Gateway 4 Report seeking approvals for the combined scheme;	- Early 2015: Gateway 4 Report seeking approvals for the combined scheme;	- Early 2015: Gateway 4 Report seeking approvals for the combined scheme;	- Early 2015: Gateway 4 Report seeking approvals for the combined scheme;
	- Mid 2015-2018: Development of the Security, Public Realm, and Highways construction packages;	- Mid 2015-2018: Development of the Security, Public Realm, and Highways construction packages;	- Mid 2015-2018: Development of the Security, Public Realm, and Highways construction packages;	- Mid 2015-2018: Development of the Security, Public Realm, and Highways construction packages;
	- Implementation: 2016- 2020 in line with the development programmes for 1 New St Square and the London Development	- Implementation: 2016- 2020 in line with the development programmes for 1 New St Square and the London Development	- Implementation: 2016- 2020 in line with the development programmes for 1 New St Square and the London Development	- Implementation: 2016- 2020 in line with the development programmes for 1 New St Square and the London Development
4. Risk implications	Medium There could be possible objections from the Guide Dogs Society as they have voiced concerns throughout London when a shared	Low	Low	Low

		Option 1	Option 2	Option 3	Option 4
		space scheme has been proposed. This will be taken into consideration and addressed through a robust detailed design and review process.			
5.	Benefits	Legibility – Achieved	Legibility – Achieved	Legibility – Achieved	Legibility - Partially achieved
		Pedestrian / cycle improvements – Achieved	Pedestrian / cycle improvements – Achieved	Pedestrian / Cycle improvements – Partially achieved	Improvements to the street environment –
		Support speed reduction – Achieved	Support speed reduction – Achieved	Support speed reduction – Partially achieved	Partially achieved
		Road danger reduction – Partially achieved	Road danger reduction – Partially achieved	Road danger reduction – Partially achieved	
		Improvements to the street environment – Achieved	Improvements to the street environment – Achieved	Improvements to the street environment – Achieved	
6.	Stakeholders and consultees	Preferred option for progression to detailed design (Gateway 4) by the project Working Group.	Approved as a secondary option by the project Working Group.	Rejected as on option to progress by the project Working Group.	Rejected as on option to progress by the project Working Group.
		TfL,London			

		Option 1	Option 2	Option 3	Option 4
		Development, Deloitte LLP St Andrews Church Knight Frank (Representing River Court Properties Ltd) City Temple Land Securities Hines, Morley House			
Resour Implica					
7. Tot	tal Estimated st	£2-2.25 million	£1.5 – 2 million	£500,000 – 1 million	£500,000 – 1 million
8. Fur	nding strategy	Section 106 Transport Improvement Contribution	Section 106 Transport Improvement Contribution	Section 106 Transport Improvement Contribution	Section 106 Transport Improvement Contribution
		1 New Street Square: £137,110k	1 New Street Square: £137,110k	1 New Street Square: £137,110k	1 New Street Square: £137,110k
		Fleet Buildings &	Fleet Buildings &	Fleet Buildings &	Fleet Buildings &

		Option 1	Option 2	Option 3	Option 4
		Plumtree Court: £112,890k	Plumtree Court: £112,890k	Plumtree Court: £112,890k	Plumtree Court: £112,890k
9.	Ongoing revenue implications	- A one off maintenance payment will be retained from the S106 contribution to cover the cost of soft landscaping over a 10 year period with further funds retained to cover the cost of long life materials i.e. natural stone finishes, carriageway surfaces.	- A one off maintenance payment will be retained from the S106 contribution to cover the cost of soft landscaping over a 10 year period with further funds retained to cover the cost of long life materials i.e. natural stone finishes, carriageway surfaces.	- A one off maintenance payment will be retained from the S106 contribution to cover the cost of soft landscaping over a 10 year period with further funds retained to cover the cost of long life materials i.e. natural stone finishes, carriageway surfaces.	- A one off maintenance payment will be retained from the S106 contribution to cover the cost of soft landscaping over a 10 year period with further funds retained to cover the cost of long life materials i.e. natural stone finishes, carriageway surfaces.
		- Costs will be confirmed at Gateway 4	- Costs will be confirmed at Gateway 4	- Costs will be confirmed at Gateway 4	- Costs will be confirmed at Gateway 4
10	. Affordability	The proposals are fully funded through the Section 106 agreements associated with the London and 1 New Street Square	The proposals are fully funded through the Section 106 agreements associated with the London and 1 New Street Square	The proposals are fully funded through the Section 106 agreements associated with the London and 1 New Street Square	The proposals are fully funded through the Section 106 agreements associated with the London and 1 New Street Square

	Option 1	Option 2	Option 3	Option 4
	developments.	developments.	developments.	developments.
11. Procurement strategy	- Raise a waiver for the continued use of the specialist Transport and Landscape Architecture consultants, SDG and Gross Max.	Raise a waiver for the continued use of the specialist Transport and Landscape Architecture consultants, SDG and Gross Max.	Raise a waiver for the continued use of the specialist Transport and Landscape Architecture consultants, SDG and Gross Max.	Raise a waiver for the continued use of the specialist Transport and Landscape Architecture consultants, SDG and Gross Max.
	- Highway works will be undertaken by JB Riney in accordance with the Highway Term Contract.	 Highway works will be undertaken by JB Riney in accordance with the Highway Term Contract. 	- Highway works will be undertaken by JB Riney in accordance with the Highway Term Contract.	- Highway works will be undertaken by JB Riney in accordance with the Highway Term Contract.
	- Street trees and soft landscaping will be implemented by the Open Spaces department.	- Street trees and soft landscaping will be implemented by the Open Spaces department.	- Street trees and soft landscaping will be implemented by the Open Spaces department.	- Street trees and soft landscaping will be implemented by the Open Spaces department.
12. Legal implications	Traffic management Orders; and	Traffic management Orders; and	Traffic management Orders; and	Traffic management Orders; and
	in developing the detailed design and programme, regard must	in developing the detailed design and programme, regard must	in developing the detailed design and programme, regard must	in developing the detailed design and programme, regard must

	Option 1	Option 2	Option 3	Option 4
	be had to the City's street works co- ordination duties and competing demands for highway space.	be had to the City's street works co- ordination duties and competing demands for highway space.	be had to the City's street works co- ordination duties and competing demands for highway space	be had to the City's street works co- ordination duties and competing demands for highway space
13. Recommendation	Recommended	Not recommended	Not recommended	Not recommended
14. Next Gateway	Gateway 4a - Inclusion in Capital Programme	Gateway 4a - Inclusion in Capital Programme	Gateway 4a - Inclusion in Capital Programme	Gateway 4a – Inclusion in Capital Programme
15.	Gateway 4b – Approval of the Court of Common Council. * This is required due to both the S106 and S278 projects being merged and estimated costs exceeding £5 million	Gateway 4b – Approval of the Court of Common Council. * This is required due to both the S106 and S278 projects being merged and estimated costs exceeding £5 million	Gateway 4b – Approval of the Court of Common Council. * This is required due to both the S106 and S278 projects being merged and estimated costs exceeding £5 million	Gateway 4b – Approval of the Court of Common Council. * This is required due to both the S106 and S278 projects being merged and estimated costs exceeding £5 million
16. Resource requirements to reach next Gateway	Staff Costs: 50k £30,000 – City Transportation £15,000 – Highways £5,000 – Open Spaces	Staff Costs: 50k £30,000 – City Transportation £15,000 – Highways £5,000 – Open Spaces	Staff Costs: 50k £30,000 – City Transportation £15,000 – Highways £5,000 – Open Spaces	Staff Costs: 50k £30,000 – City Transportation £15,000 – Highways £5,000 – Open Spaces

	Option 1	Option 2	Option 3	Option 4
	Fees:	Fees:	Fees:	Fees:
	£200,000 – Transport/Landscape Architect, Utilities, Topographic and Radar Survey Costs			
17. Funding source to reach next Gateway	Combination of Section 106 funding from the 1 New Street Square and London Developments	Combination of Section 106 funding from the 1 New Street Square and London Developments	Combination of Section 106 funding from the 1 New Street Square and London Developments	Combination of Section 106 funding from the 1 New Street Square and London Developments