Committees:	Dates:	Item no.
Streets and Walkways Sub-	09/07/2014	
Committee		
Project (Policy and Resources) Sub-	22/07/2014	
committee		
Subject:	Gateway 3	Public
EE96 Liverpool Street: Crossrail	Outline Options	
Urban Integration	Appraisal	
Report of:		For Decision
Director of the Built Environment		Yes

Dashboard:

Project status: GreenTimeline: Gateway 3

• Project estimated cost: £2-3.5 million (excluding value of remediation by Crossrail)

Spent to date: £20,513Overall project risk: Green

Summary

Background:

The project was approved at Gateway 2 in November 2013, to develop proposals for Liverpool Street, which is identified as a High Priority project in the Liverpool Street Area Strategy, adopted by the Court of Common Council in July 2013. The project includes areas of public highway and private land (owned by British land), and land in both these categories that sits within the Crossrail works area, as set out in the Crossrail Act 2008. This is set out in the plan included as Appendix 1. Since the project initiation, officers have been negotiating with Crossrail and British Land on a detailed brief for the project, which all parties with a land interest are now happy to support through to implementation. This brief is attached as Appendix 2. Officers are content that this brief meets the objectives set out in the approved Liverpool Street Strategy and on that basis are seeking Member approval to move the project forward towards Gateway 4. Officers are working to having this Gateway 4 report ready for Member consideration before December 2014. This is a deadline for design to be agreed with Crossrail, that will enable them to develop the design for the area of land that they currently occupy in Liverpool Street, and have to re-landscape at their cost. This land is to be re-instated in line with Schedule 7 of the Crossrail Act, to a design agreed with the City as Highway Authority, and British Land as owners of private land also affected. This will allow all parties to move forward on a co-ordinated basis. Crossrail will be looking to submit their application to the City for this work in early 2015, in order for them to plan for the final station landscaping and integration works ahead of the Crossrail service going live in 2018.

The proposal for Liverpool Street outside of the Crossrail site reinstatement area is expected to have an estimated cost of up to £3.5m, with £1,575,926 already having been identified towards delivery of the project through the 5 Broadgate Section 106 Agreement, all of which has been received by the City. The remaining funding will be externally provided via funding applications to Transport for London through the Crossrail Integration Funding procedures and any available Section 106, Community Infrastructure Levy (CIL) contributions.

Progress to date:

An area of primary interest for the project is shown in Appendix 1. It includes areas of public highway and private land (owned by British land) in addition to the Crossrail worksite.

Crossrail require proposals for their work site to be agreed by December 2014 to allow them to submit an application to the City in early 2015 to approve worksite reinstatement. This project is now at a critical point and needs to move forward to ensure proposals in the Liverpool Street Area Strategy are developed to a level of detail that can be agreed with Crossrail and British Land. Timely approval will allow the proposals to be included by Crossrail in their application and implemented ahead of the service going live in 2018.

Officers have developed and negotiated an understanding of what the project will address with Crossrail and British Land as delivery partners. The agreed project scoping brief is attached as Appendix 2 and all parties are now happy to support the project through to implementation. The need to agree a way forward in close collaboration with delivery partners has meant that an outline options appraisal has not been appropriate for developing the design to this stage.

To allow Crossrail to plan their site reinstatement on programme, it is important to ensure that there is an agreed deign developed that is consistent with the level of detail previously submitted to the City and Design Council: CABE in 2011, but which did not take account of the wider area and scope set out in the subsequent Liverpool Street Area Strategy. To achieve this, officers propose reporting Gateway 4 in two stages.

Gateway 4 (stage 1) will be reported in December 2014 and will consist of a single proposal that is consistent in detail with Crossrail's 2011 design proposals. Proposals are unlikely to be ready before the last committee meeting dates for the year. But agreement will still be needed in order to allow Crossrail to proceed with their application for worksite remediation in early 2015. For this reason, this report seeks authority to delegate approval of Gateway 4 (stage 1) proposals to the Director of Built Environment, in consultation with the Chairmen and Deputy Chairmen of both Streets and Walkways and Projects (Policy and Resources) Sub-committee. Timely approval will also allow all parties to move the project towards Gateway 4 (stage 2) in a consistent and cohesive manner.

Gateway 4 (stage 2) will involve more technically detailed assessment of the area of primary interest and result in a set of detailed design proposals being developed in line with the agreed brief and presented to members in early to mid-2015.

A summary of estimated costs to Gateway 4 (stage 1) are shown in Table 1 with a more detailed breakdown for the completion of Gateway 4 (stage 1 and stage 2) provided in Appendix 3.

Table 1 : Summary of estimated costs to reach Gateway (stage 1)		
Item description:	Estimated cost (£)	
Estimated consultants fees	£ 70,000	
Estimated staff costs	£ 45,000	
Total	£ 115,000	

Recommendation:

Officers recommend approval is given for £115,000 to allow for design proposals to be progressed in line with the project funding estimates as set out in Table 1.

Officers also recommend approval is given for decision making authority over the Gateway 4 (stage 1) report to be delegated to the Director of the Built Environment, in consultation with the Chairman and Deputy Chairman of the Streets and Walkways Subcommittee.

Option description:	
1. Brief description	The project will deliver public realm and transport interchange improvements to an area in the vicinity of the proposed Crossrail entrance on Liverpool Street.
2. Scope and exclusions	The area of primary interest in Appendix 1 represents the minimum area to be addressed by the project. If broader impacts on traffic movement are identified outside the area, the extent may be modified.
	The scope includes the Crossrail worksite but excludes the design of the station entrance and security measures. These will be addressed through separate planning approval processes.
Project Planning	
3. Programme and key dates	A set of milestones is provided in Table 2. Officers are anticipating a three month window for the production of detailed design proposals and it is unlikely proposals will be ready by the last meetings of Streets and Walkways or Project Sub-committees in 2014. Agreement of detail design proposals is still needed by December 2014 however.
	For this reason, this report seeks authority to delegate approval of Gateway 4 (stage 1) proposals to the Director of Built Environment, in consultation with the Chairmen and Deputy Chairmen of both Streets and Walkways and Projects (Policy and Resources) Sub-committee.

Table 2: Estimated milestones			
Milestone:	Date:		
Streets and Walkways Sub committee	9 Jul		
Project Sub committee	22 Jul		
Procurement of consultants	Mid-Aug		
Project steering group meeting to confirm scope, governance and points of contact.	Late Aug		
Baseline information gathering, background document review and assessment	Late Aug – late Sept		
Commence draft design options	Late Sept - late Nov		
Internal circulation for comment (2 weeks)	Late Nov – early Dec		
Delegated approval of Gateway 4 (stage 1)	mid Dec		

4. Risk implications

1. Key stakeholders oppose proposed enhancement works.

Officers will provide detailed information and briefings to all stakeholders throughout the evaluation and design stages.

2. Opposition to removal of the taxi ranks in Liverpool Street.

Officers will liaise with and brief taxi representatives, network rail and key stakeholders throughout the evaluation and design stages.

3. TfL opposes restricted access for buses on Liverpool Street.

Officers will approach TfL ahead of an application for Complimentary measures funding to discuss planning for buses can be discussed in context of broader interchange benefits. Officers will also invite a representative from TfL to sit on the working party to ensure regular and ongoing liaison.

4. Crossrail's revised figures may require the area of primary interest to be broader than originally anticipated.

Officers will allow for the figures within the scope of work once they become available and make refinements as necessary.

Lack of available funding for Gateway 5 and implementation.

Officers will develop and implement proposals to match funding available once confirmed. The funding strategy set out in Section 9 provides further detail.

6. Benefits and disbenefits

Creating a seamless, welcoming and enhanced public realm that supports effective transport interchange for public transport users.

7.	Stakeholders and consultees	The following organisations have been identified as key external stakeholders and will be invited to join with the City in the Liverpool Street Working Party that will oversee the development of the detailed design options: - Crossrail - British Land - Andaz Hotel - Transport for London - Network Rail Other key consultees will include: - Local business owners/occupiers (including UBS) that are not included on the working group - English Heritage - Taxi representatives - Coach industry - Local residents - City workers and visitors Stakeholder liaison and consultation will be initiated by the City.	
Re	Resource Implications		
8.	Total Estimated cost	£2-3.5 million (excluding value of remediation by Crossrail)	
9.	Funding strategy	Crossrail will be funding the reinstatement of their worksite under Schedule 7 of the Crossrail Act 2008. Officers estimate the value of their works to be around £2 million. Remaining City Highway within the area of primary interest but outside Schedule 7 will be covered by the City through section 106, section 278 or CIL funding. Table 3 sets out confirmed and potential funding sources to take the project through to implementation: 1) A total of £390,000 is anticipated to take the project through to the end of Gateway 4. This will be covered by £1,575,926 currently available from 5 Broadgate development contributions (refer to Appendix 3). This will leave £1,185,926 available for Gateway 5 and implementation costs.	

Table 3 – Confirmed and potential funding sources beyond Gateway 5		
Confirmed sources:		
Remaining 5 Broadgate development contributions	£1,185,926	
2) 34-37 Liverpool Street	£115,238	
Potential sources:		
3) River Plate House	£145,260	
 201 Bishopsgate development contributions (subject to renegotiation with the developer on diverting all or some of the funding to the Aldgate project) 	£2,300,000	
 Transport for London Complimentary Measures funding or Local Implementation Plan funding (subject to successful applications) 	£700,000	
6) Transport for London Local Implementation Plan funding (in the event that all applications to TfL are unsuccessful but remains subject to the City receiving a planning application)	£700,000	
Total:	£5,146,424	

9. Funding strategy (cont.)

- 2) A small amount of funding is potentially available from development at 34-37 Liverpool Street specifically for use on Crossrail.
- 3) A small amount of funding is also potentially available from River Plate House, on Finsbury Circus. Priority for use is to be given to Finsbury Circus but it could be made available for Crossrail, in consultation with the land owner.
- 4) Discussions are currently taking place with developers British Land to use £2,300,000 in development contributions from 201 Bishopsgate to fund Aldgate Gyratory. The outcome of these negotiations will dictate if this funding can be utilised to fund Liverpool Street.
- 5 and 6) An application for up to £700,000 TfL Complimentary Measures funding will be made by officers. If the application is unsuccessful, officers intend to apply to TfL for Local Implementation Plan funding instead.

	Other potential development sites in the area include 100 Liverpool Street over site development and were this to be redeveloped it is expected CIL funding may become available. If a planning application is received in time, CIL funding could be used to cover unsuccessful applications to TfL for Complimentary Measures or Local Implementation Plan funding. Officers will otherwise match the implementation of this project to funding as it becomes available.	
10. Ongoing revenue implications	Officers anticipate the project will be largely revenue neutral as Liverpool Street is already cleansed and maintained by the City. There would be revenue implications for any proposed soft landscaping however it is unlikely that any planting other than some trees will be appropriate given the demands of transport interchange and below ground infrastructure. Maintenance responsibilities will need to be agreed. This will be identified as the design develops and is reported at Gateway 5.	
11. Procurement strategy	The area covered by Schedule 7 works will be procured by Crossrail. For areas outside Schedule 7, mainly on public highway, the implementation works will be carried out by the City's term contractor for highways. The term contractor is currently JB Riney.	
12. Legal implications	None at this stage.	
13. Corporate property implications	None.	
14. Traffic implications	Officers have identified several transport issues related to taxis, buses, loading and vehicle access that will need to be taken into account in the development of options. Officers propose to carry out transport studies as part of the development of options.	
15. Sustainability and energy implications	More efficient pedestrian access and circulation from the station to surrounding destinations for pedestrians. More efficient pedestrian access to public transport.	
16. IS implications	None.	

17. Equality Impact Assessment	Officers will carry out an assessment as part of detail design proposals at the next Gateway.	
18. Recommendation	Recommended Officers recommend approval is given for £115,000 to allow for design proposals to be progressed in line with the project funding estimates as set out in Table 1. Officers also recommend approval is given for decision making authority over the Gateway 4 (stage 1) report to be delegated to the Director of the Built Environment, in consultation with the Chairman and Deputy Chairman of the Streets and Walkways Subcommittee.	
19. Next Gateway	Gateway 4 (stage 2)	
20. Resource requirements to reach next Gateway	£390,000 will be required to reach the end of Gateway 4 and will be covered by development contributions (refer to Appendix 3).	

Appendices

Appendix 1	Area of primary interest
Appendix 2	Project scoping brief
Appendix 3	Funding sources and estimated project costs for Gateway 4

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APPENDIX 1 – AREA OF PRIMARY INTEREST



APPENDIX 2 - PROJECT SCOPING BRIEF

CROSSRAIL LIVERPOOL STREET URBAN REALM IMPROVEMENTS SCOPING BRIEF - JUNE 2014

1.0 Introduction

- 1.1 The purpose of this brief is to provide an agreed scope between the City of London (the City), Crossrail (CRL) and British Land for improvements proposed to Liverpool Street.
- 1.2 An Area of Interest for the project is shown in Appendix 1.
- 1.3 The detail design proposals will be based on the principles, proposals and recommendations set out in the Liverpool Street Area Strategy published by the City of London in 2013.
- 1.4 Detail design proposals will include Crossrail's work site. The station entrance building design and security proposals will be excluded from the scope of this brief as they which have been agreed previously but the design should take account of the proposals.
- 1.5 The project will involve the delivery of detail design proposals to Stage E of the Landscape Institute's Landscape Consultants Appointment and include a preliminary costing.
- 1.6 The level of detail contained in the proposals will be consistent with what would be otherwise expected in planning application.
- 1.7 Crossrail and the City will be responsible for collaborating on the development of detail design proposals but will each be responsible for the following aspects of design delivery:

The City will be responsible for:

- Procuring and appointing design consultants
- Liaising with stakeholders
- Convening a working group to guide the project
- Reporting to elected members
- Ensuring that development contributions are spend
- Granting planning approvals, permits and licensing where relevant.
- Implementing all other works outside the work site area defined under Schedule 7 of the Crossrail Act 2008.
- 1.8 Crossrail will be responsible for:
 - Producing a work package for their contractors that will cover works under Schedule 7 of the Crossrail Act 2008.
 - Collaborating with the City to ensure the quality of any worksite reinstatement carried out by Crossrail is consistent with quality proposed by the City in the Liverpool Street Area Strategy.
- 1.9 British Land will be responsible for providing feedback on consistency of proposals with the s106, attending working group meetings, ensuring any funding is spent as agreed and providing timely feedback on proposals.

2.0 AIMS OF THE PROJECT

- 2.1 The urban design proposals are intended to support the following aims:
 - Delivering the aspirations and principles set out in the 2013 Liverpool Street Area Enhancement Strategy.
 - Delivering a beautifully simple, safe and spacious space, free from vertical obstructions where possible and capable of providing a setting for a piece of public art.

These aims have been based on the following studies:

- 2.2 In 2013, the City of London published the *Liverpool Street Area Enhancement Strategy*. The study set out a strategic context for physical improvements within the area around Liverpool Street. A copy of the *Liverpool Street Area Enhancement Strategy* is available to download from the Environmental Enhancement section on the City of London website¹.
- 2.3 In 2011, CRL completed the RIBA Work Stage D urban integration designs for the reinstatement areas around the Moorgate and Liverpool Street Crossrail station entrances. Both sets of designs were reviewed by CABE in 2010/11 and have been included in the main contracts for the station works. The designs have not been updated since the last round of consultation in 2010/2011.
- 2.4 In 2009 Transport for London (TfL) Interchange team and the City of London co-published the *Liverpool Street Interchange Study*. The study aims were to prepare and assess a series of options to improve the efficiency, usability and quality of surface based interchange activity within the surrounding area. It provides a useful pre-Crossrail performance baseline across all transportation modes in the vicinity of the station. However the study lacked a review of accident statistics.

3.0 DESIGN QUALITY:

- 3.1 The following considerations and constraints will be considered as part of the development of design proposals for the Area of Interest. It should be noted that the list is not intended to be exhaustive. Further constraints may arise during the course of the study, as a result of the continuous review process by the Client Group and other technical interfaces with stakeholders.
- 3.2 The design proposals are expected to achieve the following broad objectives:
 - To improve the attractiveness, accessibility and functionality of the public space around the new Crossrail Liverpool Street entrance, after station construction has been completed.
 - Reduce other conflicts between existing user activities in the Area of Interest as far as possible and avoid creating new conflicts where increased in pedestrian activity have been identified.
 - Provide a safer and more accessible environment for all interchange users. Special consideration should be given to locations where

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¹ http://www.cityoflondon.gov.uk/services/environment-and-planning/environmental-enhancement/strategies/Pages/default.aspx

- pedestrian priority areas meet bus routes and the impact of increased pedestrian activity on junctions.
- Make the area more attractive and inviting for all members of the public both during the day and in the evening.
- Assist an informed and transparent decision-making process between representatives of the project steering group and City of London members on how best to address issues and opportunities.
- Provide members of the public and key stakeholders with a tangible indication of the client group's aspirations for the area.
- Consistency with current City policy and design guidance, including the Streetscene Manual.

The following considerations relate specifically to areas of technical interest:

- 3.3 Built Environment Considerations: Any detail design proposals will consider the following principles for built environment, contained in the 2013 Liverpool Street Area Strategy:
 - Revaluate the use and character of Liverpool Street, along its entire length.
 - Develop a design for the whole space from Bishopsgate to Blomfield Street
 - Ensure the selection of materials is consistent with the City of London Street Scene Manual.
 - Review the design of Hope Square.
 - Upgrade White Hart Court.
- 3.4 The City supports the key principles of pedestrianisation and security arrangements proposed by CRL in their 2011 design.
- 3.5 Transportation Considerations: Design proposals will need to be consistent with the following principles for transportation, contained in the 2013 Liverpool Street Area Strategy:
 - Consideration should also be given to effects, resulting from any changes to taxi or delivery, on pedestrians using Old Broad Street.
 - Restrict vehicle access generally, while exploring options to protect vehicular access for deliveries, and a potential taxi drop-off for the Andaz Hotel.
 - Specifically consider restrictions that force deliveries to switch from times of peak pedestrian and cyclist activity to out of hours deliveries.
 - Assume the bus station will not be closing but bus access along the western half of Liverpool Street will be removed.
 - Take account of the finished at grade levels following construction of the Crossrail station and future redevelopment of 100 Liverpool Street.
 - Security arrangements for the Crossrail station entrance.
 - Review the locations of taxi ranks and loading bays. Taxi ranks should be relocated to the station with a number of "micro ranks" distributed within the study area.

- Provide new way-finding signage, compliant with the current City way finding system, to direct pedestrians to and from public transport.
- Provide a quality of accessibility that caters for a full range of pedestrian mobility requirements.
- Provide more public space for pedestrians with clear sight lines across the street.
- 3.6 Discussions have been held with TfL over the future of the bus station on Sun Street Passage. While the bus station is now temporarily closed due to Crossrail construction, TfL has not indicated that it intends to remove the station permanently.
- 3.7 British Land is considering developing the property at 100 Liverpool Street, currently occupied by UBS. Currently, proposals involve refurbishment of the offices, with retail on the ground floor and any design proposals should consider this future development with timely consultation. This is subject to planning permission being obtained.
- 3.8 A planning application is expected for planning permission to redevelop 1 Liverpool Street above and adjoining the Crossrail Blomfield Street Service Shaft with a 10 storey office and retail building. This has been the subject of an EIA scoping opinion.
- 3.9 Planning permission was granted in March 2012 for the redevelopment of 34-37 Liverpool Street and 117-121 Bishopsgate with an office and retail building (application number 09/00192/FULMAJ). There is a current application to amend this scheme (13/01199/FULMAJ). This redevelopment includes closure of part of White Horse Court and improvements to Alderman's Walk.
- 3.10 Community, Culture and Heritage Considerations: Design proposals will need to be consistent with the following principles for heritage, contained in the 2013 Liverpool Street Area Strategy:
 - The potential for the inclusion of public art within the broader streetscape
 - Upgrade the historic arcade on Liverpool Street.
- 3.11 Consideration shall be given to designated and undesignated heritage assets affecting the area. Liverpool Street largely falls within the Bishopsgate Conservation Area and Bloomfield Street is within the Finsbury Circus Conservation Area.
- 3.12 There are listed buildings and other buildings of significance fronting Liverpool Street, including Liverpool Street Station, 50 Liverpool Street, the Andaz Hotel, a Police Telephone Box, 15 Liverpool Street and the Metropolitan Arcade. The City has published a Draft Character Summary and Management Strategy for the Bishopsgate Conservation Area (March 2014).

4.0 TIMESCALES:

4.1 The outcomes from the update to members need to be reported and agreed by the City by December 2014. The following milestones have been proposed to accommodate that deadline:

Milestone:	Date:	
Milestone:	Date:	
Streets and Walkways Sub committee	9 Jul	
Project Sub committee	22 Jul	
Procurement of consultants	Late Aug	
Project steering group meeting to confirm scope, governance and points of contact.	Late Aug	
Baseline information gathering, background document review and assessment	Late Aug – Sept	
Commence draft design options.	Late Sept- late Oct	
Internal circulation for comment (2 weeks)	Late Oct – early Nov	
Streets and Walkways subcommittee for approval of delegations.	17 Nov	

4.2 CRL's programme will revisit design proposals that cover their work site reinstatement areas at the end of 2014 and submit for Schedule 7 consent in early to mid-2015. The mid November deadline for delivery of proposals is not flexible.

PROCESS:

1.0 GOVERNANCE:

- 1.1 City of London member committees provide the first point of reference for any formal position by the City on the relative merits of design proposals.
- 1.2 Decisions on this project will be made by the Streets and Walkways and Projects Sub-committees, who are principally concerned with agreeing schemes affecting the function and appearance of the City's highways and walkways. The subcommittees will also be responsible for ensuring the terms of any relevant s106 agreements are adhered to.
- 1.3 A project steering group will be convened for this project to help direct and oversee progress by the consultants. The group will consist of:
 - City of London local ward member
 - City of London project officer
 - City of London Development Division officer
 - Crossrail
 - British Land
 - Network Rail
 - Transport for London
 - Andaz Hotel
 - Aviva
 - A local business representative
- 1.4 The first meeting of the project steering group will be held in July 2014 at a location to be confirmed; either at the Andaz Hotel or at the Guildhall, City of London.
- 1.5 Due to the lack of a December meeting, it will be necessary for the Director of the Built Environment to seek powers of delegation from the subcommittee on November 17.

2.0 LIAISON:

- 2.1 Any stakeholder liaison and consultation will be initiated by the City officers.
- 2.2 Topographical surveys, accident statistics, crime statistics, estimated utilities locations, policy related objectives, local strategies, details of related projects (including Crossrail's station construction details) and OS base plans will be supplied by Crossrail and the City where available.

APPENDIX 3 – FUNDING SOURCES AND ESTIMATED PROJECT COSTS

Appendix 3: Funding sources and estimate of costs for Gateway 4			
Funding sources	5 Broadgate Development contributions (£)		Subtotal (£)
	Transport	Env. Enhancement	
Total available	543,504	1,032,422	1,575,926
Estimate of funding for Gateway 4 (stage	<u> </u>		
Consultants costs			
Urban design/landscape architecture design services	0	30,000	30,000
Baseline transport information gathering	30,000	0	30,000
Transport planning assessment	10,000	0	10,000
Sub total consultants costs	40,000	30,000	70,000
Staff costs			
Environmental Enhancement project management	0	25,000	25,000
City Transportation Planning project management	20,000	0	20,000
Sub total staff costs	20,000	25,000	45,000
Subtotal project costs	60,000	<u>55,000</u>	115,000
Estimate of funding for Gateway 4 (stage	2)	T	
Consultants costs			
Urban design /landscape architecture	0	30,000	30,000
Structural engineering	0	15,000	15,000
Transport planning assessment/modelling	60,000	0	60,000
Topographical/utilities survey/below ground structural surveys	45,000	0	45,000
Archaeological watching brief	0	10,000	10,000
Lighting design	0	30,000	30,000
Sub total consultants costs	105,000	85,000	190,000
Staff costs			
Environmental Enhancement project management	0	25,000	25,000
City Transportation Planning project management	30,000	0	30,000
Highways project management	0	10,000	10,000
Consultation	10,000	10,000	20,000
Sub total staff costs	40,000	45,000	85,000
Subtotal costs after December 2014	145,000	130,000	275,000
Total: Gateway 4 costs		390,000	