

Committees:	Dates:
Streets and Walkways Sub-Committee Planning and Transportation Committee Projects Sub-Committee Open Spaces and City Gardens Committee	11 January 2016 12 January 2016 26 January 2016 01 February 2016
Subject: Gateway 4 Detailed Options Appraisal: London Wall Place Section S106/278 Highway and Public Realm Improvements	Public
Report of: Director of the Built Environment	For Decision

Summary

Dashboard

- Project Status: Green
- Timeline: Gateway 4
- Project estimated cost: Circa £ 4.8M
- Spent to date: £342,924 of approved budget of £388,000
- Overall project risk: Green
- Importance to Cultural Hub: Medium

1.0 Progress to date including resources expended and any changes since previous gateway

1.1 Planning permission for the London Wall Place development at the former St. Alphage House site was granted in June 2011. This project relates to the highway changes (Section 278 funded) and public realm improvements (Section 106 funded) required to integrate the development into the public highway and must be delivered in time for the building's practical completion in May 2017. The first Section 278 Agreement was signed in September 2014.

1.2 The project involves a wide range of measures on the highway around the development that: enables access to the new buildings for people and vehicles; enables and enhances provision for pedestrians by providing improved footways and crossings; and enhances the public realm in St. Alphage Gardens to provide an improved environment for the high number of workers, residents and visitors expected in the area.

1.3 The Gateway 3 report for this project was approved in March 2015 where approval was given for the development of detailed options.

1.4 The project objectives for the highway changes and public realm improvement proposals have been developed in conjunction with key stakeholders who make up the London Wall Place Working Party (see Appendix 10 for Working Party members).

1.5 Of the **31** project objectives (see Appendix 11):

- **23** are delivered by the proposals for highway change and public realm improvements in this project;
- **4** relate to building management issues which do not involve highway

- interventions (and can be addressed through other processes); and
- **2** are outside the scope of this project and will be addressed by other programmes.

- 1.6 The two remaining objectives that are not met by the project proposals relate to issues regarding the location and nature of building protection measures on London Wall for London Wall Place; and how these could be integrated with measures to improve the quality of the public realm (i.e. landscaping or “greening”) along London Wall.
- 1.7 It is noted that a number of Working Party members (including the tenant, the Barbican Association and the Alderman for the Ward of Bassishaw) feel that further public realm improvements should be made on London Wall, where feasible and subject to funding.
- 1.8 As reported in the last Gateway 3 report; the City, developer and tenant are working jointly to resolve the above issue which sits outside the scope of this (primarily) s278 project. The results of this parallel work stream will be reported separately to Members.
- 1.9 Briefing sessions on the highway and public realm proposals have been held, with the Ward Members of Aldersgate, Bassishaw, Coleman Street and Cripplegate invited to attend.
- 1.10 Since the project commenced in September 2013, a total of £342,924 of an approved budget of £388,000 has been expended as shown in Appendix 1.

2.0 Overview of options

- 2.1 The proposed highway changes and public realm improvements, which have been developed in consultation with the London Wall Place Working Party, consist of three main work streams:
- (i) Highway changes to accommodate the development (s278 developer obligation) on Fore Street, Fore Street Avenue, London Wall and Wood Street; and
 - (ii) Kerbside provision and public realm improvements on Fore Street and Wood Street - split funding between s278 (essential works) and s106 (enhancements)
 - (iii) Public realm improvements on St. Alphage Garden (the street) and in St. Alphage Gardens -split funding between s278 (essential works) and s106 (enhancements)
- 2.2 The recommended changes to the highway required to accommodate the new buildings are detailed in Appendix 2:
- Widening of the footway on the northern side of London Wall between Wood Street and Fore Street Avenue;
 - Repaving of footways around the development in York stone;

- A courtesy crossing on Fore Street Avenue;
- Renewal of structural joints and waterproofing on London Wall;
- An informal crossing point for pedestrians on London Wall;
- Lighting works at various locations around the development;
- Upgrading the London Wall / Wood Street junction*.

These highway changes are presented as a single option as they have been influenced by the form of the development and are supported by the Working Party.

*As part of upgrading the London Wall / Wood Street junction, the feasibility of removing the right turn ban into Wood Street north will be explored as part of the detailed design stage.

2.3 In addition there are two highway proposals that are presented as options:

- 3 options to change the highway layout on London Wall eastbound between Wood Street and Fore Street Avenue; and
- 2 options to change kerbside provision on Fore Street and Wood Street.

Highway Layout Options on London Wall (between Wood Street and Fore Street Avenue)

2.4 The modelling of projected pedestrian demand on the north side of London Wall provides a robust case for the need to widen the footway. Widening of the footway entails the subsequent narrowing of the eastbound London Wall carriageway. Due to the underlying structural constraints of the London Wall Car Park it is not practically feasible to move or remove the central reservation. With the remaining 6.4m of carriageway, the following three options have been drafted for changing the highway layout on London Wall (eastbound), see Appendix 3:

Option 1 – two traffic lanes (removal of cycle lane);

Option 2 – one traffic lane and one cycle lane (removal of 1 traffic lane); and

Option 3 – one bus lane and one traffic lane (converting 1 traffic lane to a bus lane that can be used by buses and cyclists)

2.5 The cost implications between the 3 options is negligible as the primary cost difference relate to signing and road markings.

2.6 Members are asked to note that proposals are emerging from Transport for London to re-route a number of bus services along London Wall as a result of the change that the arrival of Crossrail will make to London travel patterns.

2.7 Therefore, as the design and cost implications between the options are negligible, a decision on the highway layout for London Wall eastbound (between Wood Street and Fore Street Avenue) can be taken at Gateway 5 (in about 6 month's time) when more detail on the bus route proposals will be available.

2.8 An equalities impact assessment has been undertaken and the design proposals, providing improved pedestrian crossings, widened footways and courtesy crossings will provide a safer area for all users, including the visually impaired and less ambulant pedestrian or wheelchair user.

Options for Kerbside provision on Wood Street and Fore Street

- 2.9 In response to the locations of the new buildings' service bays, changes must be made to the locations of parking bays, a cycle hire docking station and yellow lines on Fore Street, Fore Street Avenue, St. Alphage Garden and Wood Street. Two options have been considered to achieve the change required. See Appendix 4 for details of Options A and B.
- 2.10 Option A represents the minimum intervention required to meet the needs of the development which involves the reorganisation of parking bays, cycle hire site and yellow lines. Option B delivers the same function but with additional public realm enhancements in the form of widened footways on Fore Street and Wood Street (and potentially trees). Option B has a higher cost but more closely aligns with the project objective of making Fore Street and Wood Street a pedestrian friendly environment.
- 2.11 In a briefing to Barbican Association residents (the St. Alphage sub committee), both options had varying degrees of support. Therefore both Options should be consulted on, with the design, cost and funding source of the preferred option to be reported at the next Gateway.
- 2.12 A preferred option to improve the public realm in St. Alphage Gardens was agreed unanimously by the Working Party. This will see the gardens widened and enhanced to provide a more pleasant and flexible space. This improvement will be split between S278 funding (on public highway) and S106 funding (in the gardens).

Public realm improvements on St. Alphage Garden and St. Alphage Gardens

- 2.13 The London Wall Place Working Party established seven clear objectives for the enhancement of St Alphage Garden (the street) and St Alphage Gardens (the open space) set out in Appendix 5. These objectives were approved by Streets and Walkways and Projects Sub Committees at Gateway 3 and have formed the basis of the design proposals for the space.
- 2.14 The site is bounded by the historic London Wall and Salters' Hall Gardens to the north, the development of London Wall Place to the east and south, and Wood Street to the west. It is a multi-level space which includes the public highway of St Alphage Garden, the raised space owned by the Parish of St Giles' Cripplegate Church, and the sunken space owned by the City of London (see Appendix 6).
- 2.15 Whilst there are significant opportunities associated with the site context, there are also a number of key constraints. St. Alphage Gardens is a sensitive historical and archaeological location, enclosed to the north by a section of the Roman and medieval City wall and with the potential for burials and medieval remains, including the foundations of the church. Therefore much of the site is designated as a scheduled monument, which will necessitate careful design and planning of the implementation.
- 2.16 The significant level changes mean that creating step free access into the

lower space will not be feasible within the site; however level access will be provided via the new publicly accessible landscape at London Wall Place and Salters' Hall Gardens.

2.17 In order to address the objectives set by the project Working Party, two distinct design options were developed following Gateway 3 approval (see Appendix 7). The two design approaches were presented back to the Working Party and unanimous support was given to the open design approach where redundant carriageway space is utilised to extend the gardens and create greater connection with the new landscape at London Wall Place.

2.18 The preferred option as shown in Appendix 8 is based around the concept of creating three interconnected yet distinctive spaces with the historic London Wall as the backdrop, providing continuity and a strong sense of place. The key proposals include:

- A new reoriented staircase into the sunken garden;
- Extension of the upper area into the public highway in the form of stepped seating;
- New accessible seating throughout the area;
- Partial removal of the carriageway of St Alphage Garden to be paved with York stone;
- Raised carriageway east of vehicle loading entrance, to be paved in granite setts;
- New lighting to complement emerging proposals at London Wall Place;
- Retention or replacement of existing trees where appropriate;
- Interpretation of the history of the site integrated within the landscape;
- Minimising opportunities for skateboarding in the design approach.

2.19 The preferred option has been progressed with the involvement of key stakeholders, including local Ward Members, the church, the developer and residents from the Barbican Association and Roman House.

2.20 Whilst the original driver for this project was the works to the public highway through the Section 278 Agreement, the level of intervention through the emerging proposals goes beyond the scope of functional Section 278 works. It is therefore recommended that the funding for these works are divided between the Section 278 and Section 106 Agreements associated with the development. The s278 funding would cover works on the public highway and the s106 funding would cover works in the gardens.

3.0 Proposed way forward and summary of recommended option

3.1 It is proposed the project now progresses to detailed design including further investigation on the details of the car park structures and other infrastructure.

3.2 As part of the detailed design process, consultation will be undertaken with local residents, businesses and the wider public on the measures proposed.

3.3 The highway works required have positive impact on the Cultural Hub by improving connections and conditions for pedestrians along London Wall

which is one of the key approach routes for the area. Any of the highway options proposed are forecast to have minimal traffic impact and will not compromise the possibility for future change at the western end of London Wall.

4.0 Procurement approach

4.1 The design drawings and construction package will be produced by our in-house design team. Other external suppliers will be procured in compliance with City Procurement Regulations.

4.2 The works will be implemented by the City of London's Term Highway Contractor. These will be delivered in phases and coordinated with the developer's programme and the operational needs of the local key stakeholders, such as Crossrail.

5.0 Financial implications

5.1 The table below shows the total estimated costs of the recommended highway changes in Appendices 2, 3 and 4.

Total Estimated Project Costs s106/s278

Description	Estimated Cost – Recommend Options + Option A (kerbside provision)	Estimated Cost – Recommend Options + Option B (kerbside provision)
Works Costs	£3,627,225	£3,927,225
Commuted Maintenance sum	£185,000	£185,000
Fees	£370,000	£400,000
Staff Costs	£630,000	£650,000
Hospitality	£2,000	£2,000
Total Estimated Costs	£4,814,225	£5,164,225*

* in the event that Option B becomes the recommended option for the kerbside provision on Fore Street and Wood Street (following the results of the public consultation) and the projected project costs exceed £5M, a Gateway 4b report will be sent for consideration by the Court of Common Council.

5.2 The table below summarises the current funding strategy for the project.

Funding Strategy

Funding Source	Amount
London Wall Place - s278	£ 3,723,825
London Wall Place - s106 Local Community and Environmental Improvement Works Contribution	£ 1,094,420*
Total	£ 4,814,225

* s106 Local Community and Environmental Improvement Works Contribution plus any accumulated interest

6.0 Recommendations

6.1 It is recommended that Members of the Streets and Walkways and Projects Sub Committees:

- Approve the proposed highway changes shown in Appendix 2 to be progressed to detailed design;
- Note that public consultation on the proposals for Options A and B (kerbside provision) follows this report;
- Agree an increase in budget of £583,300 to complete detailed design as shown in Appendix 9;
- Delegate authority for any adjustments between elements of the £971,300 required budget to the Director of the Built Environment in conjunction with the Chamberlain's Head of Finance provided the total approved budget of £971,300 is not exceeded; and
- Authorise Officers to enter into any legal agreements required to progress as proposed.

6.2 It is recommended that Members of the Open Spaces and City Gardens Committee and Projects Sub Committee:

- Approve the recommended option for St. Alphage Gardens to be progressed to detailed design.

6.3 It is recommended that Members of the Planning and Transportation Committee:

- Approve the undertaking of detailed design on the structural elements of the project proposals.

Options Appraisal Matrix

See attached.

Appendices

Appendix 1	Expenditure Incurred to Date
Appendix 2	Recommended Highway Changes
Appendix 3	London Wall Highway Layout Options
Appendix 4	Wood Street / Fore Street Kerbside Provision Options
Appendix 5	St. Alphage Gardens Working Party Objectives
Appendix 6	St. Alphage Gardens Existing
Appendix 7	St. Alphage Gardens Design Options
Appendix 8	St. Alphage Gardens Recommended Option
Appendix 9	Estimated Cost to Complete Detail Design
Appendix 10	London Wall Place Working Party members
Appendix 11	London Wall Place Project Objectives

Contact

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Options Appraisal Matrix – London Wall

The Options Appraisal Matrix below is presented as a single recommended option as the majority of the highway changes are required for the development and are agreed by the Working Party. There are two areas for which separate options are presented but these are relatively minor in the wider project scope.

	<i>Recommended Option</i>
1. Brief description	<p>The recommended highway changes are shown in Appendix 2 and consists of:</p> <ul style="list-style-type: none">– The widening of the footway on the northern side of London Wall between Wood Street and Fore Street Avenue;– Repaving of footways around the development in York stone;– Upgrading the London Wall/Wood Street junction;– A courtesy crossing on Fore Street Avenue;– Renewal of structural joints and waterproofing on London Wall;– An informal crossing point for pedestrians on London Wall;– Lighting works at various locations around the development. <p>Two highway changes are presented as options, shown in Appendices 3 and 4:</p> <ul style="list-style-type: none">• 3 options to change the highway layout on London Wall; and• 2 options to change kerbside provision on Fore Street and Wood Street. <p>The recommended design option for St Alphage Gardens will utilise redundant carriageway space to extend the gardens and create greater connection with the new landscape at London Wall Place. A new reoriented staircase along with new seating, lighting, hard and soft landscaping will deliver a significantly improved public space for workers, visitors and residents in the area.</p> <p>The London Wall Place landscaped private realm is of a very high quality, hence the streets and spaces surrounding the development need to match this high standard. The use of high quality material such as York stone and granite setts (at crossovers, where feasible) is therefore proposed at the request of the developer.</p>

	<i>Recommended Option</i>														
2. Scope and exclusions	<p>The project involves the evaluation, design and implementation of the recommended option if approved by Members.</p> <p>A notable exclusion is the works to the highwalks through the development which are covered by a separate Section 106 Agreement.</p>														
<i>Project Planning</i>															
3. Programme and key dates	<table border="1"> <thead> <tr> <th>Date</th> <th>Task</th> </tr> </thead> <tbody> <tr> <td>January 2016</td> <td>Gateway 4 (as submitted)</td> </tr> <tr> <td>March 2016</td> <td>Public Consultation</td> </tr> <tr> <td>June 2016</td> <td>Enter into second Section 278 Agreement</td> </tr> <tr> <td>July 2016</td> <td>Gateway 5</td> </tr> <tr> <td>Nov-2016 onwards</td> <td>Construction begins for about 12-18 months</td> </tr> <tr> <td>Mid-2018</td> <td>Gateway 7</td> </tr> </tbody> </table>	Date	Task	January 2016	Gateway 4 (as submitted)	March 2016	Public Consultation	June 2016	Enter into second Section 278 Agreement	July 2016	Gateway 5	Nov-2016 onwards	Construction begins for about 12-18 months	Mid-2018	Gateway 7
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4. Risk implications	<p>Overall project risk: Low</p> <p>Risk breakdown:</p> <ul style="list-style-type: none"> • Damage to reputation of the City of London from non-delivery or delayed delivery. • Securing design approvals from external parties such as Transport for London. • Risk to project programme from development contractor releasing the highway back for s278 works. • Risk to project programme from possible archaeological finds at St. Alphage Gardens. 														
5. Benefits and disbenefits	Not applicable as no other real options exists for the purposes of comparison.														
6. Stakeholders and	Anticipated external stakeholders are already engaged as part of the London Wall Place Working Party.														

	<i>Recommended Option</i>															
consultees	<p>Internal stakeholders are represented on the Senior Officer group and on the joint design meetings that are held internally and with the developer.</p> <p>Crossrail will be a key consultee in the development of the implementation programme and during the works as their Lorry Holding Area is on London Wall.</p> <p>Other internal stakeholders such as the Access Team, Planning and Chamberlains will be consulted as necessary.</p> <p>St. Alphage Garden is a sensitive historic and archaeological location and all stakeholders, including the City Development Division and Historic England, will be consulted as necessary.</p>															
<i>Resource Implications</i>																
7. Total Estimated cost	<p>The total estimated costs for the recommended option will be in the order of £4.8M inclusive of staff costs, professional fees and construction costs as shown below.</p> <p>This cost includes the costs of structural works to the roof of the London Wall car park which has not yet been formally agreed by the developer. The status of this will be confirmed at Gateway 5.</p> <table border="1" data-bbox="719 906 1854 1302"> <thead> <tr> <th data-bbox="719 906 1093 1066">Description</th> <th data-bbox="1093 906 1473 1066">Estimated Cost – Recommend Options + Option A (kerbside provision)</th> <th data-bbox="1473 906 1854 1066">Estimated Cost – Recommend Options + Option B (kerbside provision)</th> </tr> </thead> <tbody> <tr> <td data-bbox="719 1066 1093 1118">Works Costs</td> <td data-bbox="1093 1066 1473 1118">£3,627,225</td> <td data-bbox="1473 1066 1854 1118">£3,927,225</td> </tr> <tr> <td data-bbox="719 1118 1093 1198">Commuted Maintenance sum</td> <td data-bbox="1093 1118 1473 1198">£185,000</td> <td data-bbox="1473 1118 1854 1198">£185,000</td> </tr> <tr> <td data-bbox="719 1198 1093 1251">Fees</td> <td data-bbox="1093 1198 1473 1251">£370,000</td> <td data-bbox="1473 1198 1854 1251">£400,000</td> </tr> <tr> <td data-bbox="719 1251 1093 1302">Staff Costs</td> <td data-bbox="1093 1251 1473 1302">£630,000</td> <td data-bbox="1473 1251 1854 1302">£650,000</td> </tr> </tbody> </table>	Description	Estimated Cost – Recommend Options + Option A (kerbside provision)	Estimated Cost – Recommend Options + Option B (kerbside provision)	Works Costs	£3,627,225	£3,927,225	Commuted Maintenance sum	£185,000	£185,000	Fees	£370,000	£400,000	Staff Costs	£630,000	£650,000
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9. Estimated capital value/return	Not applicable as no other real options exists for the purposes of comparison.											
10. Ongoing revenue implications	There is a revenue implication to maintain the improved footways which are requested by the developer. A commuted sum has been estimated for to maintain the York stone paving for the anticipated lifecycle of the building. This will be funded through the Section 278 Agreement.											
11. Investment appraisal	Not applicable as no other real options exists for the purposes of comparison.											
12. Affordability	The extent of the recommended option that will be implemented is subject to funding and will be confirmed at Gateway 5.											
13. Procurement strategy	The detail design and construction package will be undertaken by the in-house Highways Team. Other external suppliers will be used for technical surveys and investigations such as utility searches and radar surveys. These will be procured in compliance with the City Procurement Regulations.											

	<i>Recommended Option</i>
	Construction will be undertaken by the City of London's Term Highway Contractor.
14. Legal implications	<p>There are no known legal implications resulting from this proposal aside from the need for a legal agreement should any voluntary contribution be forthcoming from the developer.</p> <p>The s106 Agreement pertaining to London Wall Place was concluded on 26th August 2011, followed by the s278 Agreement on 9th September 2014.</p>
15. Corporate property implications	There are no known corporate property implications at this time although it is acknowledged that the City of London is also the owner and of the London Wall Car Park.
16. Traffic implications	<p>Whilst this location on London Wall is not part of the Strategic Road Network (SRN), the SRN is nearby to the east at Moorgate and to the west at the Rotunda, therefore the appropriate co-ordination will be done with Transport for London.</p> <p>Traffic analysis and modelling of the pedestrian and cycling improvements at the London Wall / Wood Street has demonstrated that the current proposals can be achieved with minimal impact to the movement of motorised vehicles on the local traffic network. The traffic modelling results at this junction demonstrates:</p> <ul style="list-style-type: none"> • That whilst degree of saturations will increase in general on the approaches, the junction will continue to operate within capacity and less than the practical maximum operating capacity of 90 percent. • The proposal will also cause traffic queue lengths to increase slightly. However, these increases will only vary between one and six cars from existing at peak times and is not expected to affect the operation of the remainder of London Wall. <p>For the remainder of London Wall there will be negligible traffic impact as the proposals do not cause any change to the operation of the Moorgate junction which is the main constraint on traffic in the area.</p>
17. Sustainability and energy implications	It is anticipated that all materials will be sustainably sourced where possible and be suitably durable for the design life of the asset.

	<i>Recommended Option</i>																																				
18. IS implications	There are no known IS implications at this time.																																				
19. Equality Impact Assessment	The Access Team has been consulted throughout the project and will continue to be consulted throughout the detailed design process.																																				
20. Recommendation	Recommended																																				
21. Next Gateway	Gateway 5 - Authority to Start Work																																				
22. Resource requirements to reach next Gateway	<p>The budget required to reach the next Gateway is £971,300, of which £760,500 is s278 funded and £210,800 is s106 funded.</p> <table border="1"> <thead> <tr> <th colspan="4">London Wall Place Section 278</th> </tr> <tr> <th>Description</th> <th>Approved (£)</th> <th>Increase (£)</th> <th>Revised Budget (£)</th> </tr> </thead> <tbody> <tr> <td>Pre-evaluation Fees</td> <td>173,000</td> <td>97,000</td> <td>270,000</td> </tr> <tr> <td>Pre-evaluation P&T Staff Costs</td> <td>179,000</td> <td>109,500</td> <td>288,500</td> </tr> <tr> <td>Pre-evaluation Highways Staff Costs **</td> <td>31,000</td> <td>149,000</td> <td>180,000</td> </tr> <tr> <td>Pre-evaluation Open Spaces Staff Costs **</td> <td>3,000</td> <td>0</td> <td>3,000</td> </tr> <tr> <td>Pre-evaluation DBE Structures Staff Costs **</td> <td>0</td> <td>17,000</td> <td>17,000</td> </tr> <tr> <td>Hospitality *</td> <td>2,000</td> <td>0</td> <td>2,000</td> </tr> <tr> <td>Total</td> <td>388,000</td> <td>372,500</td> <td>760,500</td> </tr> </tbody> </table> <p>* Revenue item ** After budget adjustment in Appendix 1</p>	London Wall Place Section 278				Description	Approved (£)	Increase (£)	Revised Budget (£)	Pre-evaluation Fees	173,000	97,000	270,000	Pre-evaluation P&T Staff Costs	179,000	109,500	288,500	Pre-evaluation Highways Staff Costs **	31,000	149,000	180,000	Pre-evaluation Open Spaces Staff Costs **	3,000	0	3,000	Pre-evaluation DBE Structures Staff Costs **	0	17,000	17,000	Hospitality *	2,000	0	2,000	Total	388,000	372,500	760,500
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Recommended Option

St. Alphage Gardens Section 106*

Description	Approved (£)	Increase (£)	Revised Budget (£)
Pre-evaluation Fees	0	99,400	99,400
Pre-evaluation P&T Staff Costs	0	63,045	63,045
Pre-evaluation Highways Staff Costs	0	46,355	46,355
Pre-evaluation Open Spaces Staff Costs	0	2,000	2,000
Total	0	210,800	210,800

*Funded by the s106 Local Community and Environmental Improvement Works Contribution from London Wall Place

Appendix 1 – Expenditure Incurred to Date

Appendix 2 – Recommended Highway Changes

Appendix 3 – London Wall Highway Layout Options

Appendix 4 – Wood Street / Fore Street Kerbside Provision Options

Appendix 5 – St. Alphage Gardens Working Party Objectives

Appendix 6 – St. Alphage Gardens site

Appendix 7 – St. Alphage Gardens Design Options

Appendix 8 – St. Alphage Gardens Recommended Option

Appendix 9 – Estimated Cost to Complete Detailed Design

Appendix 10 – London Wall Place Working Party Members

Appendix 11 – London Wall Place Project Objectives