

Committees:	Dates:	Item no.
Streets and Walkways Sub-Committee Projects Sub-Committee	11/01/2016 26/01/2016	
Subject: Breams Buildings – EE067	Gateway 3 Outline Options Appraisal	Public
Report of: Director of the Built Environment		For Decision

Summary

Dashboard

Project status: Green

Timeline: Gateway 3

Project estimated cost: £250,000 – £1m (over two phases)

Spend to date: £2,687 (as of 8 December 2015)

Overall project risk: Green

Progress to date

In July 2014 Members approved the initiation of a project to enhance the public realm in the vicinity of Breams Buildings. The project ties into the redevelopment of 25-32 Chancery Lane and the associated Section 106 agreement. The Chancery Lane Association, a business representative group with whom the City has a long and prosperous relationship, has for several years been focussing on enhancing the central area of Chancery Lane and surrounding streets, with the intention of creating a retail 'hub' and a 'campus' for the legal profession. Workers in this industry in particular rely on a high number of pedestrian movements to transport people and documents between offices and courts. Breams Buildings is a key link through the area, as well as a place for business and social interaction; an enhanced Breams Buildings support the general trend towards 'agile working' and the future needs of the City.

A workshop involving local stakeholders has been held to develop a set of guiding objectives for the project. The workshop process has identified a desire amongst stakeholders to extend the scope of the project to the length of Breams Buildings, rather than being constrained to the area adjacent to the development site. For this reason, it is proposed to split the project into two phases of delivery; more detail of the phasing is contained in the main body of this report. This also means that the estimated project cost has increased. The first phase of the works will be developer funded from S106 and S278 contributions. The second phase is yet to have funding identified but is envisaged will be funded from S106 or TfL funding.

Owing to the need to work with stakeholders in this way and to establish an early understanding to define the scope of the project, it was not considered appropriate to produce design options at this stage, but rather to provide a clear agreement with all parties on what the project should seek to achieve. Design options that deliver on the agreed objectives will therefore be developed for consideration at Gateway 4.

Proposed way forward

The objectives for the project have been agreed by the stakeholders involved with

the workshop. The scope of the survey and design work required in order to progress the project has also been established. Members' agreement of these is now sought in order to move forward.

Once options have been drafted a wider public consultation is planned to ensure that stakeholders in the wider area are given an opportunity to consider and comment on the proposals. This will be carried out ahead of a Gateway 4 report being presented to Members.

It is further proposed to split the project into two phases of delivery, owing to the timescales relating to the development and also to the available funding for the project. Phase 1 roughly equates to the streets adjacent to the development site, whilst Phase 2 would incorporate the remainder of Breams Buildings; further details of the proposed split are contained in the main body of the report.

Procurement Approach

The consultants required to progress the next stage of the design process will be appointed through the City's competitive tendering process. Moving forward, the preferred approach for implementation of the works is to utilise the City's highways term contractor, who was appointed under a competitive tendering process. However, this will be confirmed at the next gateway.

Financial Implications

To date, £2,687 of staff costs have been incurred; this has involved initial consultation with local stakeholders, and the coordination of the workshop and subsequent drafting of the schedule of issues.

It is anticipated that the costs for Phase 1 of the project will be met through the Section 106 agreement related to the development at 25-32 Chancery Lane, and also through an associated Section 278 agreement (yet to be agreed). Funding for Phase 2 has yet to be identified, but may be drawn from sources such as Transport for London (TfL) or the Community Infrastructure Levy (CIL).

Recommendation

It is recommended that Members:

- Approve the Scheme Objectives as detailed in Appendix 1;
- Authorise the progression of the project and the release of funds amounting to £32,687, as set out in Section 16 and Appendix 4 of this report;
- Authorise officers to enter into a Section 278 agreement with the developer.

Appendices

Appendix 1	Scheme Objectives and Next Steps agreed by the Project Working Party
Appendix 2	Gateway 2 Project Proposal Report
Appendix 3	Plan of the project area
Appendix 4	Financial summary

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<i>Proposal</i>											
<p>1. Brief description</p>	<p>Design options are to be developed based on the project objectives that have been agreed with local stakeholders (see Appendix 1). Following initial consultation with local stakeholders, the scope of the project has been extended to the entire length of Breams Buildings, including the existing pedestrianised section at the western end adjacent to the development site (initially identified as part of the earlier Gateway 2 report, shown in Appendix 2 for reference).</p> <p>The broadened scope of the project is likely to mean that delivery will be split into two phases (see Appendix 3). The first phase will involve works adjacent to the development site, tying into the practical completion of the building, and will be fully funded through the associated Section 106 & 278 agreements. The second phase will cover the remainder of the street, and will be progressed once additional funding has been identified.</p> <p>The overall design will be coordinated to ensure a consistent public realm that is sympathetic to the character of the area; this approach will be developed further and presented at the next Gateway. The street partially lies within the Chancery Lane conservation area, and contains an undesignated heritage asset in the form of the former burial ground of St Dunstan-in-the-West; these and other considerations will be taken into account during the design process.</p> <p>The next steps to reach Gateway 4 include a transport assessment that will assess existing and future needs, design development that will address key objectives, and further consultation with local stakeholders.</p>										
<p>2. Scope and exclusions</p>	<ul style="list-style-type: none"> • The core design proposals are restricted to the areas of public highway within the area shown in Appendix 3; • Any remedial or reparation works, or those which are required to facilitate the development, will be funded through a Section 278 agreement with the developer of 25-32 Chancery Lane. This will be supplemented by funding from the existing Section 106 agreement, which covers enhancement works above and beyond those agreed in the Section 278 agreement. 										
<i>Project Planning</i>											
<p>3. Programme and key dates</p>	<table border="1"> <thead> <tr> <th>Task</th> <th>Target date</th> </tr> </thead> <tbody> <tr> <td>Design development</td> <td>4th Quarter 2015/16</td> </tr> <tr> <td>Public consultation</td> <td>Spring 2016</td> </tr> <tr> <td>Gateway 4</td> <td>Spring 2016</td> </tr> <tr> <td>Detailed design</td> <td>Summer 2016</td> </tr> </tbody> </table>	Task	Target date	Design development	4 th Quarter 2015/16	Public consultation	Spring 2016	Gateway 4	Spring 2016	Detailed design	Summer 2016
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Design development	4 th Quarter 2015/16										
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	Gateway 5	Autumn 2016
	Start on site	Winter 2016
4. Risk implications	<ul style="list-style-type: none"> • Objections from local occupiers and residents Mitigate by developing design options that take account of local needs and carry out public consultation. Continue to liaise with local stakeholders. • Design options do not meet the needs and aspirations of local stakeholders Mitigate through development and agreement of design options with local stakeholders. • Relevant Traffic and Parking Orders cannot be made Mitigate by discussing any necessary Orders during the next stage of design. 	
5. Stakeholders and consultees	<p>The City of London held a workshop with local stakeholders, in order to agree a set of guiding objectives for the project. The workshop was facilitated with the assistance of the Chancery Lane Association, with whom the City has developed a long and productive relationship.</p> <p>As part of the next stage of design work, and before the next Gateway report, stakeholders in the wider area will be consulted on the emerging proposals through a public consultation exercise.</p>	
Resource Implications		
6. Total Estimated cost	<p>Phase 1 – £250,000 - £300,000</p> <p>Phase 2 – £300,000 – £700,000</p>	
7. Funding strategy	<p>It is the intention that Phase 1 of the project is to be entirely funded through the relevant Section 106 and Section 278 agreements. A total of £105,641 is available from the current Section 106 agreement relating to the development at 25-32 Chancery Lane; the balance will be met from the S278 agreement relating to the same development.</p> <p>Funding for Phase 2 has yet to be identified. Sources including TfL and CIL will be investigated; however, it should be noted that the use of CIL funding would require the establishment of a separate project for Phase 2 in order to comply with financial regulations.</p>	
8. Ongoing revenue implications	To be confirmed at the next Gateway.	
9. Affordability	The estimated cost of Phase 1 of the project will be fully funded under the terms of the existing Section 106 agreement and the associated Section 278 agreement. Funding for Phase 2 has yet to be identified.	
10. Procurement strategy	The City's highways term contractor is likely to be recommended to implement the scheme. This is to be confirmed at the next gateway.	

	Any other consultants that are deemed to be necessary shall be appointed by competitive tender (where appropriate) through the City of London Procurement Service.
11. Legal implications	There are no specific legal implications at this stage. Any emerging implications will be reported at the next Gateway.
12. Transport implications	Several transport issues related to parking, loading and vehicle access have been identified. These will need to be taken into account in the development of options, as set out in Appendix 1. It is proposed that a transport and pedestrian study is carried out as part of the development of options in order to ensure that the design meets local needs, both existing and future.
13. Equality Impact Assessment	Officers have carried out an initial equalities impact assessment as part of the project initiation.
14. <u>Recommendation</u>	It is recommended that Members approve the Scheme Objectives as set out in Appendix 1. It is also recommended that Members approve the resources required to reach the next Gateway as set out in section 16 of this report, and authorise officers to enter into a Section 278 agreement with the developer.
15. Next Gateway	Gateway 4 – Detailed Options Appraisal
16. Resource to reach next Gateway	<p>Total - £40,000</p> <p>Staff costs (Environmental Enhancement / City Transportation) - £15,000 (S106 / S278*)</p> <p>Staff costs (Highways) - £3,000</p> <p>Fees - £22,000 (S106)</p> <p>The staff cost allocation will be used for management of consultants, negotiations to agree the S278 agreement*, coordination of consultation with stakeholders, and day-to-day project management (including report writing). There are a number of ‘fixed’ costs relating to staff time (project management activities, report writing etc.) that are broadly similar across all projects, regardless of their size. Therefore, for smaller projects such as this, this figure is proportionally higher, given the lower overall project cost. This proportion can be expected to be lower on larger projects.</p> <p>The fees allocation will be used to undertake radar surveys, a street user survey, and the appointment of a landscape architect to deliver design options.</p> <p>Any unspent budget will be rolled over as part of the next Gateway report. A full breakdown of the project costs to-date is shown in Appendix 4.</p> <p><i>*It is envisaged that negotiations to agree the S278 agreement will be claimed back against the S278 contribution.</i></p>

Appendix 1 - Scheme Objectives and Next Steps agreed by the Project Working Party

Breams Buildings public realm objectives			
ID	Issues	Outcome / objective	Next steps
Transport / Access			
T1	Better east-west walking connections	TO1: To cater for current and future pedestrian levels and movement patterns	Commission a street user survey to understand the current levels of walking, cycling, parking and servicing in the street. Discuss existing and future utilities requirements with the relevant Corporation departments.
T2	Partial pedestrianisation		
T3	Future increased pedestrian movement		
T4	Location of Cycle Hire docking station	TO2: To provide appropriate facilities for cyclists	
T5	Potential for 'segregated' cycle route		
T6	More on-street cycle parking		
T7	Utilities access	TO3: To reduce the impact of utilities on the public realm	
T8	Future-proofing utilities supplies prior to works		
T9	Need to retain some vehicular access	TO4: To provide adequate opportunities for servicing of businesses in the area	
T10	Servicing of offices		
T11	Potential for consolidated servicing		
Environment			
E1	Potential for level surface	EO1: To produce a design which enhances the street and its character, and improves public safety, whilst continuing to meet the needs of local businesses and residents	Commission a landscape architect to develop design options for the street.
E2	Consistent and quality surface materials		
E3	Better street lighting		
E4	Possible architectural / feature lighting		
E5	Better highlighting of existing trees		
E6	Potential for new trees / greenery	EO2: To enhance existing greenery and / or introduce additional greenery	
E7	'Artificial' planting / maintained planting		
E8	Lack of Sustainable Urban Drainage	EO3: To ensure the design is consistent with a robust waste management and street cleaning strategy	
E9	Reduction in litter / food waste		
E10	Impact of cigarette butts		
E11	Impact of chewing gum		

Activity			
A1	Need for consistent / discrete signage	AO1: To achieve a consistent and coherent wayfinding system	Commission a landscape architect to develop design options for the street. Liaise with the Corporation's Heritage Team to develop understanding of the history of the street and surrounding area.
A2	Better signage of local landmarks		
A3	Improved wayfinding		
A4	Potential for 'electronic' wayfinding		
A5	Maintaining residential amenity	AO2: To provide a suitable level of activity and amenity in the street, creating dwell opportunities and facilitating social and business interaction	
A6	More seating		
A7	Potential for public art		
A8	Mobile coffee / food stall		
A9	Improved Wi-Fi facilities		
A10	Interpretation of local history	AO3: To create an attractive destination that is sympathetic to the history of the area	
A11	Chance to create an attractive destination		
Safety / Security			
S1	Safety of pedestrians	SO1: To deliver a safe and secure environment, reducing conflict between users of the space as far as possible	Commission a landscape architect to develop design options for the street. Liaise with City of London Police to ascertain CCTV requirements and potential improvements.
S2	Pedestrian / cyclist conflict		
S3	Wider CCTV coverage		
S4	Better location for existing CCTV camera		

Appendix 2 - Gateway 2 Project Proposal Report – FOR INFORMATION ONLY

Project Gateway 1 & 2	
Project: Breams Buildings – EE067	Public
Report of: Director of the Built Environment	For Decision

Overview

<p>1. Spending Committee Streets & Walkways Sub-Committee.</p>
<p>2. Project Board A Project Board is not recommended given the scale and nature of this project. However, it is proposed to establish a Working Party comprising representatives of the Developer, City Corporation, the Chancery Lane Association and other relevant local stakeholders. Ward Members will be made aware of the details of the Working Party meetings.</p>
<p>3. Area Strategy Authorising Committee and date of Authorisation The project area sits within the Chancery Lane Area Strategy (approved by Court of Common Council in 2009).</p>
<p>4. Brief description of project The project will involve public realm enhancements to Breams Buildings, a locally significant east-west pedestrian route. The opportunity to deliver the project has arisen as a result of the redevelopment at 25-32 Chancery Lane. The scheme is fully externally funded through the Section 106 Agreement connected to this development. The project is not considered to have an impact on the resilience of the highway network. The project objectives are:</p> <ul style="list-style-type: none"> - To deliver an enhanced public realm on Breams Buildings; - To find a suitable location for the existing Cycle Hire docking station, and to look to increase the number of docking points if possible; - To reflect the character of the Chancery Lane Conservation Area, in line with the objectives set out in the Chancery Lane Area Strategy; - To ensure that the required functions of the street are maintained, and; - To improve accessibility for all throughout the area. <p>The project scope (derived from the Chancery Lane Area Strategy) will include:</p> <ul style="list-style-type: none"> - Creation of an enhanced public space following the partial closure of the street to motor vehicles (existing situation); - Using appropriate materials throughout, reflecting the character of the Conservation Area; - Introducing street tree planting where feasible, and; - Providing cycle parking provisions where possible.
<p>5. Do materials used comply with ‘material review’ approved use? Yes. The choice of materials will reflect the status of the street within the Conservation Area, likely to be York stone and walkable granite setts.</p>
<p>6. Success Criteria</p> <ul style="list-style-type: none"> • Enhancement of the public realm, creating a dwell space whilst maintaining the movement function of the street; • Improve the quality and consistency of surface materials in the local area with

- the introduction / extension / retention of appropriate paving treatments;
- Show a clear design link with previous improvements at Chancery Lane and Cursitor Street;
- Improving accessibility for all people and particularly those with mobility impairment, and;
- Increasing the sense of health and wellbeing for people using the area.

7. Key options to be considered

The key options to be considered will include:

- The potential relocation and extension of the existing Cycle Hire docking station;
- The potential introduction of street trees or other greenery, and;
- The provision of seating and cycle parking.

These options and their prioritisation will be developed at the options appraisal stage and will be in accordance with the relevant area strategy.

8. Links to other existing strategies, programmes and/or projects

The project will link with the Chancery Lane Area Strategy as noted above, taking into consideration the design aspirations set out in the Strategy document. The design will also consider the previously completed projects at Chancery Lane and Cursitor Street.

9. Within which category does this project fit?

Fully reimbursable.

Asset enhancement/ improvement (capital).

10. What is the priority of the project

Advisable.

Financial Implications

11. Likely capital/supplementary revenue cost range

Under £250k (estimated project cost of between £100k - £150k)

12. Potential source (s) of funding

The project will be fully funded through the relevant planning obligation (section 106 agreement). The agreement stipulates that the total Local Community & Environmental Improvement Works (LCEIW) contribution of £125,641 be split as follows:

- No more than £20,000 for air quality projects;
- At least £80,000 for Environmental Improvement Works;
- No more than £25,641 for the provision of other works or facilities for the benefit of the local community.

There is also a total of £37,692 allocated for transport improvements. The full LCEIW and transport contributions have been received.

The City of London has received written confirmation from the developer that, should the total cost of the preferred enhancement option be greater than the above allocation, they would be prepared to make a further financial contribution to cover the shortfall.

13. On-going revenue requirements and departmental local risk budget (s) affected

The area is currently maintained as City highway. The design options are unlikely to result in an increase in maintenance costs, however any potential increases will be carefully assessed, steps taken to minimise these increases where possible and funding sought within the project to cover these additional costs, particularly in relation to Highways, Open Spaces and Cleansing. Any specific additional revenue costs over a five year period will be identified and considered at the options appraisal stage and built into the project implementation budget

14. Indicative Procurement Approach

It is anticipated that all works will be undertaken by the City's term contractor, J.B. Riney. The use of J.B. Riney will be confirmed in future Gateway reports.

15. Major risks

Overall Project - Low Risk

Risk breakdown:

1. Full cost of works unknown

As the design options are identified the likely cost of the scheme will be established. The scope of the project will be tailored to ensure delivery within the available funding.

2. Project exceeds budget

Monitor costs closely and phase expenditure based on essential and optional elements of the scheme to ensure the budget is not exceeded.

3. Key stakeholders oppose the proposed enhancement works

Officers will provide detailed information and briefings to stakeholders throughout the design and evaluation stages, including wider consultation with local residents. A stakeholder Working Party is also proposed to guide the design development between project gateways.

16. Anticipated stakeholders and consultees

Anticipated external stakeholders:

- Developer of 25-32 Chancery Lane
- Chancery Lane Association
- Local residents
- City of London Police
- Owners / occupiers of adjacent buildings
- Ward Members

Internal stakeholders will include:

- Highways
- Cleansing
- Open Spaces

17. Sustainability Implications

It is anticipated that all materials will be sustainably sourced where possible and be suitably durable for construction purposes. This will be confirmed as design options are refined.

18. Resource requirements to reach next Gateway

Total - £10,000.

Staff allocation - £10,000. This will allow the City to progress the project to Options Appraisal at Gateway 3, conduct consultation work including liaison with local stakeholders and to prepare necessary reports back to Members. This represents around 125 hours, including input of the Assistant Director.

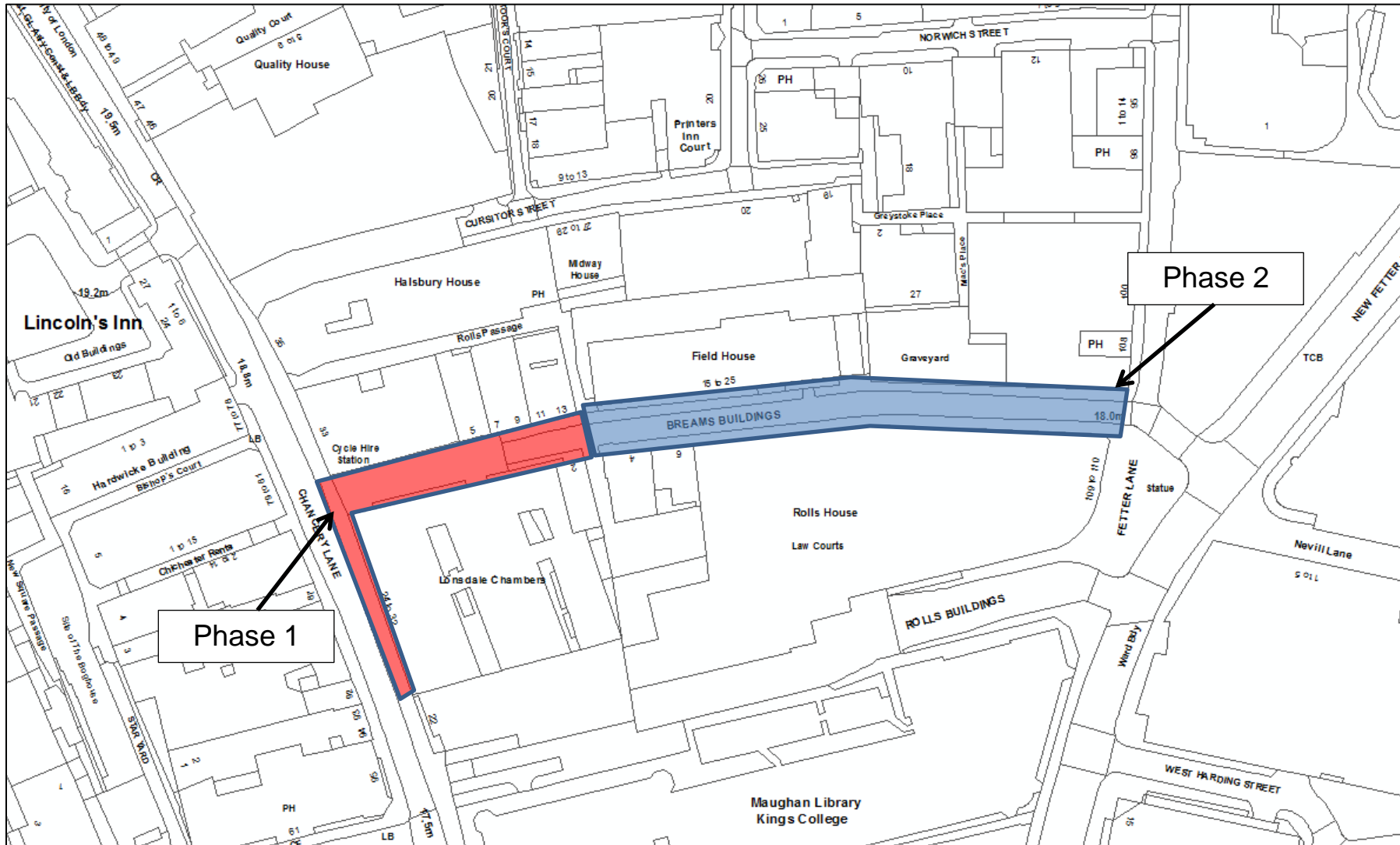
All costs and will be funded from the Local Community and Environmental Improvement Works contribution and the Transport contribution from the 25-32 Chancery Lane S106 agreement.

19. Approval track

Light.

FOR INFORMATION ONLY

Appendix 3 - Plan of the project area



Appendix 4 – Financial summary

Description	Previously approved	Spend to date	Proposed increase	Revised total
Fees	----	----	£22,000	£22,000
P&T staff cost	£10,000	£2,687	£7,687	£15,000
Highways staff cost	----	----	£3,000	£3,000
Total	£10,000	£2,687	£32,687	£40,000