

Committees:		Dates:
Streets and Walkways Sub-Committee		22/02/2016
Projects Sub-Committee		25/02/2016
Subject: 11-19 Monument Street Environmental Enhancement Project	Gateway 3 Outline Options Appraisal	Public
Report of: Director of the Built Environment		For Decision

Summary

Dashboard

Project Status – Green
Total Estimated Cost – £600,000 - £750,000
Spend to Date – £22,604
Overall project risk – Low

Progress to Date

Located within the Fenchurch & Monument area, the redevelopment of 11-19 Monument Street is now in its final stages, with practical completion scheduled in May 2016. An enhancement for the area comprising Pudding Lane, Fish Street Hill, Monument Street and the Monument Yard (Appendix 1) received Gateway 2 approval at Planning and Transportation Committee in February 2015. This project aims to enhance Fish Street Hill as a key arrival point from Monument Underground Station; facilitate increased pedestrian numbers associated with the growing Eastern City Cluster; deliver an enhanced public realm on Pudding Lane; and secure public realm improvements to the Monument Yard.

This project will be jointly funded by the Section 106 and Section 278 Agreements associated with the development, but there has been a significant delay between Gateways 2 and 3 due to lengthy negotiations on the Section 278 Agreement. The first of two Section 278 Agreements has now been signed (8 January 2016), with the sum of £100,000 paid for the pre-evaluation and design works. The total estimated project cost has increased from the previous Gateway due to an increase in the amount of potential Section 278 works, this will be determined once the pre-evaluation stage is complete, and reported at the next Gateway.

A Working Party has been established to guide the project, containing key stakeholders including the developer (Skanska), Transport for London and City of London officers. The Working Party has established a series of objectives that are set out in Appendix 2 and form the basis of the project direction and the Gateway 3 approval. The scope of the works is likely to include the raising of the southern section of Fish Street Hill outside of the station entrance and removal of parking, re-surfacing of Pudding Lane, creating a level surface in the Monument Yard and the relocation or introduction of street furniture (set out in section 1 of this report).

Proposed Way Forward

Given the delays incurred, it is unlikely that the project can be implemented in full ahead of a public event planned by the City to commemorate the 350th anniversary of the Great Fire of London in September 2016. However there is still an opportunity to complete a first phase of work in advance of this event. In order to achieve a first phase of delivery before September 2016 it is recommended that Gateway 4/5 approval is delegated to Chief Officer.

Recommendations

It is recommended that Members:

- Approve the project objectives set out in Appendix 2;
- Authorise the release of funds to cover staff costs and fees as outlined in Section 16 of this report;
- Authorise approval for Gateway 4/5 to be delegated to Chief Officer.

Proposal	
1. Brief description	<p>Within the Fenchurch & Monument Area Enhancement Strategy enhancements to Fish Street Hill and Pudding Lane are identified as medium and low priority projects respectively. The opportunity to deliver these enhancements was identified through the development of 11-19 Monument Street and Gateway 2 approval was obtained in February 2015.</p> <p>The development is now close to completion (May 2016) and there is a pressing need to commence works in order to ensure delivery of the enhancements in advance of a City of London event to commemorate the 350th anniversary of the Great Fire of London in September 2016.</p> <p>It is essential to determine the full scope of the Section 278 works in order to establish the functional changes required, compared with the enhancement works funded through the Section 106 Agreement. Approval of the recommendations set out in this report will enable officers to establish the scope of the Section 278 works, carry out negotiations with the developer and bring forward a programme of works to deliver the necessary functional requirements of the development in conjunction with public realm enhancements to the area.</p> <p>The likely scope of the works are as follows: <u>Section 278</u></p> <ul style="list-style-type: none">• Relocation of existing and new street furniture• New street lighting• Removal of parking, increasing vehicle restrictions or improving pedestrian movement on Fish Street Hill• Removal or relocation of loading bay on Pudding Lane• Resurfacing Pudding Lane• Raising the carriageway at the southern end of Fish Street Hill• Undertake sub-surface works to areas adopted as public highway* <p>*Areas of land to the south, east and west of the new development have been adopted as public highway</p>

Proposal	
	<p>through a Stopping Up of Highways Order (5 December 2014). The developer will be required, through the Section 278 process, to undertake below ground works to ensure that the sub-surface level is adequate to support the public highway.</p> <p><u>Section 106</u></p> <ul style="list-style-type: none"> • Creation of a level surface across Monument Yard to enhance access for all • Providing permanent and/or managed seating within Monument Yard • Introduction of street trees or other greenery • Provision of cycle parking • Enhancing the setting of the designated heritage assets (The Monument and 2a Eastcheap) • Enhancing the historic route of Fish Street Hill • Enhancement of the visitor experience of the Monument by improving locations of historic interest** <p>**The Working Party has identified the potential to improve signage or interpretation of the site where Great Fire started on Pudding Lane (Appendix 2). There is currently a plaque that was erected in 1986 in conjunction with the Bakers' Livery Company. City officers have undertaken initial discussions with the Bakers' about possible options to enhance the visitor experience in this location through the incorporation of markers in the paving or public art works.</p> <p>Given the potential scope of the works and the likely timescales involved in delivering the various elements, the project will be broken down into a number of phases. The initial phase will focus on the immediate interface with the building, the historically significant Pudding Lane and Fish Street Hill with the latter's key arrival point, whilst any works that may affect the operational capacity of the Monument will be programmed to commence directly after the commemoration event. This will ensure that the Monument as a visitor destination is not directly affected in the months leading up to the event. The exact details of the phased approach will be presented at the next Gateway.</p>
<p>2. Scope and exclusions</p>	<p>Scope:</p> <ul style="list-style-type: none"> • The core design proposals for this project are restricted to the areas of public highway within the boundary of the plan in Appendix 1.

Proposal	
	<p>Exclusions:</p> <ul style="list-style-type: none"> • An external visual screen, displaying live images from the top of the Monument, is proposed in Monument Yard as part of making the building more accessible, which is a separate project currently at Gateway 5 stage being implemented by the City Surveyor for the Culture Heritage & Libraries department.
Project Planning	
<p>3. Programme and key dates</p>	<p>Design Development – January-March 2016 Gateway 4/5– April/May 2016 11-19 Monument St Practical Completion – May 2016 Implement phase 1 public realm works – May-Aug 2016 Great Fire commemoration event – 2-5 September 2016 Implement phase 2 public realm works – Sept-Feb 2016/17 Gateway 7 – April 2017</p>
<p>4. Risk implications</p>	<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 use the project Working Party already established. • Works associated with the development delay the delivery of public realm works Liaise closely with developer to establish a clear programme of works that enables the phased delivery of public realm enhancements. • Public realm works overrun and impact on the delivery of the commemoration event A risk averse programme of works will be developed with internal departments responsible for the staging of events and where any risk of overrun is identified these works will be postponed until after the event. • Design options do not meet the aspirations of the Working Party members Mitigate through agreement of design options by the Working Party. • Other works in the area impact on the project programme Manage by liaising closely with colleagues, assessing site access requirements and sharing relevant programmes. • Relevant Traffic and Parking Orders cannot be made Mitigate by discussing any necessary Orders during the next stage of design.

Proposal	
5. Stakeholders and consultees	<ul style="list-style-type: none"> • The Working Party is chaired by the City of London, and comprises representatives from the developer, Transport for London and City of London officers. • As part of the next stage of design work, and before the next Gateway report, Ward Members, residents and other stakeholders will be consulted on the emerging proposals.
Resource Implications	
6. Total Estimated cost	£600,000-750,000. It is anticipated that this cost will be met by the developer through the Section 106 or Section 278. In the event of a shortfall funding may be sought from the 2016/17 TfL allocation.
7. Funding strategy	<p>For the enhancement of the project area a total of £177,387 is available through the s106 agreement for 11-19 Monument Street (23 September 2013) comprising:</p> <ul style="list-style-type: none"> • Local Community & Environmental Improvement Works (LCEIW) contribution of £136,452. • Transport Improvements Works (TIW) contribution of £40,935. <p>It is also recommended that any accrued interest and indexation funding from these payments be utilised for the purposes of this project.</p> <p>The scope of the Section 278 works is currently being determined but is currently estimated to be in the order of £450,000-500,000. Once the full scope of the Section 278 and developer reparations has been established, design proposals will be developed to ensure the best possible use of the available Section 106 monies.</p> <p>Additional funding may be sought for the public realm enhancement works associated with this project from sources including TfL and other Section 106 Agreements and confirmed at the next Gateway.</p>
8. Ongoing revenue implications	To be confirmed at the next Gateway.
9. Affordability	Once a cost has been established for the preferred design solution, additional funding may be sought, but in the event that no additional funding is available, the design will be tailored to suit the available funding under the terms of the existing Section 106 Agreement and the associated Section 278 Agreement.
10. Procurement strategy	The City's highways term contractor has been appointed as Principal Contractor for this project. Any other consultants that are deemed to be necessary shall be appointed by competitive tender (where appropriate) through the City of London Procurement Service.

Proposal																									
11. Legal implications	A second Section 278 Agreement is to be entered into prior to the practical completion of the development. A Section 106 Agreement has already been signed and funds received.																								
12. Traffic implications	The removal of car parking spaces and introduction of timed vehicle restrictions on Fish Street Hill are being explored as well as the relocation of the loading bay on Pudding Lane.																								
13. Equality Impact Assessment	Officers have carried out an Equalities Impact Assessment, with results indicating that the project could deliver positive impacts for a number of user groups, particularly those with access needs.																								
14. Recommendation	It is recommended that Members: <ul style="list-style-type: none"> • Approve the project objectives set out in Appendix 2; • Authorise the release of funds to cover staff costs and fees as outlined in Section 16 of this report; • Authorise approval for the Gateway 4/5 report to be delegated to Chief Officer. 																								
15. Next Gateway	Gateway 4/5 Authority to Start Work																								
16. Resource requirements to reach next Gateway	<p>Table 1 - Total project costs to Gateway 4/5 (including spend to date)</p> <table border="1"> <thead> <tr> <th>Item</th> <th>Section 106</th> <th>Section 278</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>P&T Staff Costs</td> <td>£29,304</td> <td>£45,000</td> <td>£74,304</td> </tr> <tr> <td>Highways Staff Costs</td> <td>£21,626</td> <td>£36,937</td> <td>£58,563</td> </tr> <tr> <td>Open Spaces Staff Costs</td> <td>£2,000</td> <td>-</td> <td>£2,000</td> </tr> <tr> <td>Fees</td> <td>£6,800</td> <td>£18,063</td> <td>£24,863</td> </tr> <tr> <td>Project total</td> <td>£59,730</td> <td>£100,000</td> <td>£159,730</td> </tr> </tbody> </table> <p>The £100,000 paid by the developer through the Section 278 Agreement process may not be spent in full at this stage. In the event of an underspend any remaining funding will be utilised for the works budget. See Appendix 3 for a detailed breakdown of the total estimated cost.</p>	Item	Section 106	Section 278	Total	P&T Staff Costs	£29,304	£45,000	£74,304	Highways Staff Costs	£21,626	£36,937	£58,563	Open Spaces Staff Costs	£2,000	-	£2,000	Fees	£6,800	£18,063	£24,863	Project total	£59,730	£100,000	£159,730
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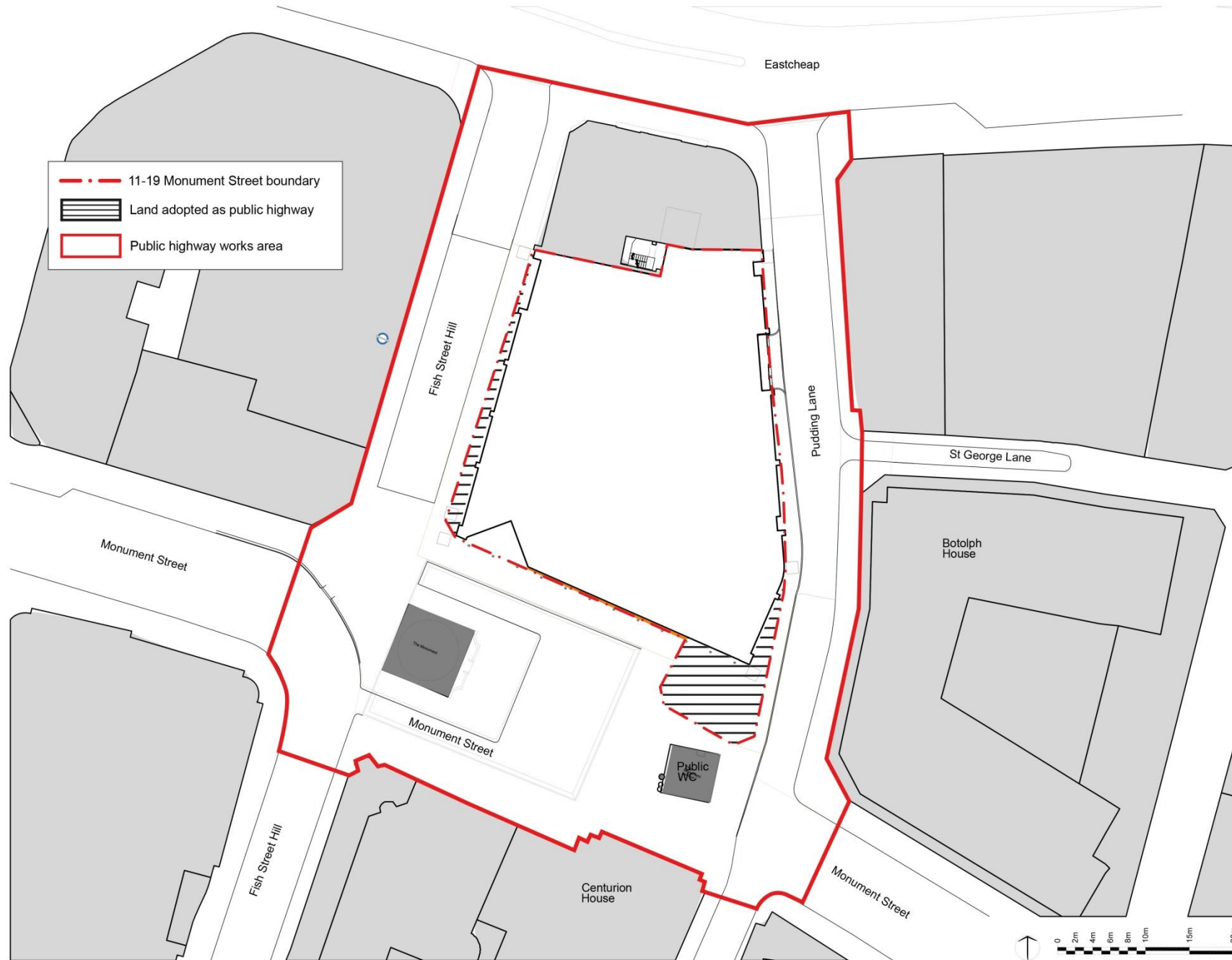
Appendices

Appendix 1	11-19 Monument Street Works Area
Appendix 2	Scheme Objectives and Next Steps agreed by Working Party
Appendix 3	Finance Tables

Contact

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Appendix 1 – 11-19 Monument St Works Area



Appendix 2 - Scheme Objectives and Next Steps agreed by Working Party

11-19 Monument Street public realm objectives			
ID	Movement & Arrival	Outcome / objective	Next steps
M1	Large (and increasing) numbers of pedestrians using Monument station at peak time	MO1 To enhance the pedestrian environment on Fish Street Hill to facilitate increasing pedestrian numbers associated with the growing Eastern City Cluster and tourists visiting the Monument.	Establish visitor numbers to monument Passenger flows to station TfL (GS) Survey information (face to face)
M2	Role of the station – commuters vs tourists		
M3	Narrow Footway widths		
M4	Accessibility should be improved for all user groups	MO2 To develop an inclusive design that supports universal access.	Liaise with CoL Access team on aspirations for the area
M5	Steps into station – access to be improved but potential flooding issues		
M6	Kerb line around Monument restricts accessibility		
M7	Potential conflict between pedestrians and vehicles servicing/parking	MO3 To reduce the impact of vehicles using Fish Street Hill whilst enabling necessary access including emergency vehicles and station works.	Details of requirements for access/staff equipment, materials & tools Details of emergency vehicle access requirements Parking/loading/kerb side activity review
M8	Vehicle access – engineers working at night to be accommodated		
M9	Emergency access necessary		
M10	2A Eastcheap – fire escape		
M11	Operational railway – vent shaft and shallow bridge structures on Fish Street Hill		
M12	Connections with other modes of transport		

M13	Location/amount of cycle parking	MO4 To facilitate interchange from Monument Station to other modes of transport, with particular emphasis on improved cycle facilities.	Site visit with City Transportation to discuss Cycle survey of parking – area strategy
M14	Cycle hire docking stations <u>and</u> general cycle parking		
ID	Visitor Experience & Wayfinding	Outcome / objective	Next steps
V1	Potential to increase presence of site where Great Fire started on Pudding Lane	VO1 To enhance the visitor experience by improving locations of historic interest in an appropriate and sensitive manner	Discuss with Bakers Livery company – unveiling during event Data on Great Fire - reports
V2	High profile of area throughout 2016 due to Great Fire commemoration event		
V3	Length of monument – location of where fire started		
V4	Roman Bath House to be opened august – dec sat & sun		
V5	Sensitive treatment of Monument Yard to avoid detracting from the historic building		
V6	Desire to improve pavilion offer – new hatch for ticket sales	VO2 To develop a design that integrates with other associated projects to enhance the visitor offer in this location	To establish exact parameters/requirements for screen and aspirations for the pavilion
V7	New screen for viewing from Monument (part of improved building access to also include integral seating)		
V8	Event Space – noise levels – areas for performers. Infrastructure	VO3 A flexible space with the necessary infrastructure to facilitate a range of activities and accommodate the varying needs of a wide range of user groups.	Establish the requirements for infrastructure for events – power supply etc.
V9	Educational role of the space – school trips		
V10	Limited number of visitors able to directly access the monument (necessary measure to protect historic		

	building)		
V11	Lack of public seating	V04 To provide an appropriate level of formal and informal seating that can accommodate the increasing number of visitors to the Monument.	Make to explore options for seating in the space
V12	Kerbs used as informal seating (children)		
V13	Café spill out into the space		
V14	Antisocial behaviour	V05 To create a place where people want to be, that encourages appropriate use of the space and discourages opportunities for antisocial behaviour to occur.	Concept options to consider reducing potential for antisocial behaviour to occur
V15	Possible relocation of fountain and wayfinding signage	V04 Clear and appropriately located signage, facilities and information	Make to explore options for the clustering and relocation of signage and infrastructure
V16	Legible London signage or fingerpost signage		
V17	Wayfinding to Bank station and other locations		
V18	Impact of works on visitor numbers – engagement with design on hoardings	V05 To improve visitor information and signage in the short term	Liaise with Skanska regarding interim improvements to the site hoardings
V19	App development – signage/hoardings		
ID	Design features	Outcome / objective	Next steps
D1	Need to respond to the important historic setting	D01 A design that is commensurate with the setting of a Scheduled Ancient Monument and a number of Listed buildings.	Establish all of the parameters surrounding the historic environment and the implications for public realm
D2	Heritage/design quality of station		

			design in this location
D3	Cluster of infrastructure – fountain, screen, lighting, seating	D02 A simple design with appropriate selection and location of street furniture or soft landscaping	Make to explore options for the clustering and relocation of signage and infrastructure
D4	Need to prioritise to ensure not too much clutter		
D5	Potential to add greenery in area		
D6	Responding to adjacent land uses	D03 A design which enables and encourages more ground level activity from adjacent buildings	
D7	Need for appropriate lighting of Monument and space	D04 A design solution with a combination of functional highways lighting and feature lighting to the Monument and yard space.	Review lighting strategy for area with CoL lighting team. Lighting study for Monument Yard
D8	Responding to lighting projects/schemes in wider area.		
D9	TfL design idiom & station public realm guidance	D05 A design that is informed by the CoL Public Realm Design Guide as well as relevant TfL guidance	Commission surveys Supply information from TfL on underground structures
ID	Materials & Maintenance	Outcome / objective	Next steps
MM1	Poor quality surface treatment on Pudding Lane	MM01 A design that delivers an appropriate palette of materials in line with the functional requirements of each location	Make to explore appropriate materials for each of the key locations and demonstrate how this works as a cohesive design
MM2	Need to respond to high quality materials around Monument		

MM3	Reasonable quality surface treatment to Fish Street Hill		
MM4	Potential drainage issues due to level change	MM02 To deliver a design solution that carefully considers the necessary drainage requirements and below ground conditions	Undertake surveys and liaise with CoL drainage team
MM5	Utilities & archaeology in monument yard		
MM6	Building maintenance requirements	MM03 To ensure that the necessary access for maintenance to buildings is facilitated through the design	

Appendix 3 Finance Tables

Table 1 - Spend to date (18/12/15)

16800314 - 11-19 Monument Street Enhancement			
Description	Approved Budget (£)	Spend to Date (£)	Balance (£)
P&T Staff Costs	15,000	15,830	- 830
Highways Staff Costs	5,000	4,974	26
Fees	5,000	1,800	3,200
Project total	25,000	22,604	2,396

Table 2 – Additional resources now required to reach next Gateway (4/5)

Item	Section 106	Section 278	Total
P&T Staff Costs	£13,474	£45,000	£58,474
Highways Staff Costs	£16,652	£36,937	£53,589
Open Spaces Staff Costs	£2,000	-	£2,000
Fees	£5,000	£18,063	£23,063
Project total	£37,126	£100,000	£137,126