

<b>Committees:</b>	<b>Dates:</b>
Streets and Walkways Sub-Committee Projects Sub-Committee	14 February 2016 17 February 2016
<b>Subject:</b> Gateway 4 Detailed Options Appraisal: Shoe Lane Quarter Public Realm Enhancements – Phase 2	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Decision</b>

### Summary

#### **Dashboard**

- Project Status: Green
- Timeline: Gateway 4
- Project estimated cost: Circa £8M
- Spent to date: £316,970 of approved budget of £466,000
- Overall project risk: Low
- Funding source: Developer funded Section 278 and 106

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

- 1.1 The Shoe Lane Quarter project was initiated in February 2013. The project seeks to enhance a significant area of the Shoe Lane Quarter in the vicinity of key new developments at *1 New Street Square* (Phase 1) and the *London Development Project* (Phase 2).
- 1.2 This report seeks Members approval of the proposed public realm, highway and security improvement option in the area around the *London Development Project (LDP)* to enable the project to move to Gateway 5 and progress the detailed design.
- 1.3 The project involves a wide range of measures on the highway around the *LDP* that enhances the public realm on Stonecutter Street, Shoe Lane and Plumtree Court to provide an improved environment for the high number of workers, residents and visitors expected in the area, by:
  - enhancing provision for pedestrians by providing widened footways, trees and raised carriageways;
  - enabling access to the new building for people and vehicles;
  - providing a secure line of building protection measures on the footway.
- 1.4 The proposed public realm, highway and security layout option has been developed in consultation with key stakeholders and businesses that form the Shoe Lane Quarter Working Party.
- 1.5 Briefing sessions on the proposals have been held, with Ward Members of Castle Baynard, Farringdon Within and Farringdon Without.
- 1.6 Since the project commenced in September 2013, a total of ~ £316,970 of an

approved budget of £466,000 has been expended as shown in Appendix 1. It is proposed the unspent funds be utilised towards the next project gateway.

## **2.0 Overview of options**

2.1 The recommended public realm, highway and security layout option for Phase 2 consists of three main workstreams (see Appendix 2 and 8):

(i) Public realm and security features

These measures incorporate an integrated perimeter of public realm improvements and security features in the form of City of London bollards, planters (with trees and vegetation) and granite benches around the development.

*Key elements*

- Widening of the footway on Farringdon Street by 3.0m to create a wider footway to accommodate increased pedestrian flows and a line of bollards and planters;
- Bollards on Farringdon Street, Plumtree Court, Shoe Lane, and Stonecutter Street;
- Rising bollards on Plumtree Court – these will be located closer to the junction with Shoe Lane to reflect operational requirements;
- Security rated lighting columns around the development;
- Security rated granite planters of varying size and shapes on Farringdon Street, Shoe Lane and Stonecutter Street;
- Security rated granite benches on Stonecutter Street;
- Trees, located in tree pits and within planters on Farringdon Street, Shoe Lane and Stonecutter Street.

(ii) Highway changes

The preferred highway layout around the LDP seeks to transform the highway to create an enhanced public realm that complements the development and provides a distinctive sense of place for the increasing number of pedestrians and workers in the area.

*Key elements*

- Widening of the footway on the eastern side of Shoe Lane (reducing the width of the carriageway) between St. Andrew Street and Stonecutter Street;
- Raising the carriageway on Shoe Lane and resurfacing in granite setts (suitable for walking);
- Raising the carriageway on Stonecutter Street in granite setts to create a high quality shared space for pedestrians and cyclists;
- Raising the carriageway on Plumtree Court;
- Raising and renewing the roundel feature at the junction of Shoe Lane, St. Bride Street and Shoe Lane;
- Repaving the footways on Farringdon Street, Plumtree Court, Shoe Lane and Stonecutter Street in yorkstone;
- Minor amendments to the police island on St. Andrew Street.

In addition, Shoe Lane (north section) has been identified as a key route for

pedestrians between Farringdon station and the new buildings. It is proposed that the scope of the project is extended to include Shoe Lane north and the streetscape improved to the same standard as on Shoe Lane (south) and Plumtree Court.

The development of the preferred highway option has been enabled by the closure of Stonecutter Street in 2013 to motorised traffic. This has significantly reduced through traffic in the project area, allowing the design of the public realm to give greater priority to pedestrians and cyclists, who will become the primary road users once the two buildings are occupied.

(iii) Traffic management changes in the area

*Key elements*

- (a) **Plumtree Court** - A Traffic Regulation Order for the Access Control measures on Plumtree Court and Stonecutter Street has been made.
- (b) **Shoe Lane (north)** - The historic streets around the LDP are narrow and the junction of Shoe Lane and St. Andrew Street is very acute. The LDP is a very large development, generating over 150 delivery movements per day. To ensure the risk of conflict between servicing vehicles and pedestrians is minimised, it is proposed to investigate in further detail a proposal from the developer to open Shoe Lane north to delivery vehicles exiting the area. Amending the “ring of steel” underneath the viaduct on Shoe Lane will reduce vehicular conflicts and the need for reversing in the highway and allows servicing vehicles to quickly exit the area via Charterhouse Street.
- (c) **Parking and Loading** – The parking and kerbside functional requirements of the area have been assessed as part of the design of the highway changes. The detail of changes to the locations and extents of disabled parking bays, pay and display bays, double and single yellow lines and loading restrictions will be undertaken as part of the detailed design stage and presented at Gateway 5.

Exceptions

2.2 To meet the Working Party’s desire for a public realm with a unique sense of place, the developer has requested a number of minor exceptions to the City’s Public Realm Design Guidance (see visual detail in Appendix 5) .

These are:

- A non-standard natural stone trim around the edge of the building;
- Placement of building address on landscape feature on the public highway;
- Slot drains at building entrances;
- Lighting columns on street rather than building mounted;
- Non-standard metal tree pits.

2.3 The cost implications of adopting the exceptions are revenue neutral to the City as the developer has agreed to meet the annual maintenance, repair and cleansing costs of the non-standard items.

- 2.4 The adoption of these elements, combined with the City's standard public realm materials will contribute to the delivery of a high quality public realm which is a shared aspiration of the developer and the Working Party.

### **3.0 Proposed way forward and summary of recommended option**

- 3.1 It is proposed the project now progresses to the detailed design stage for the recommended option.
- 3.2 The funding required to reach the next gateway is to be funded by s278 and s106 funds (see Appendix 4).
- 3.3 As part of the detailed design process, community engagement will be undertaken with local residents, businesses and the wider public on the measures proposed.
- 3.4 It is proposed that further investigation and consultation is undertaken into the proposal to open Shoe Lane north to northbound traffic, and that the results of the findings are reported at Gateway 5.

#### **Farringdon Street Works**

- 3.5 The security and public realm works on Farringdon Street include the widening of the footway by 3.0m and the installation of building protection measures on the widened footway. These works constitute ~25% of the works around the building. Farringdon Street is part of the Transport for London Road Network and is managed and maintained by TfL.
- 3.6 The design teams from the City, TfL and the developer have agreed that there is a high degree of logic for one party to take the lead role in the design, procurement and implementation of the works. As the City is already responsible for the design, procurement and implementation of the 75% of the works around the development on its highway network, the parties agree that the City is best placed to lead on the design, procurement and implementation of the Farringdon Street works as well.
- 3.7 It is therefore proposed that the City enter into a tripartite Legal Agreement (Section 8, or other as appropriate) with Transport for London and the developer to design, procure and implement the public realm and security works on Farringdon Street, with the costs met by the developer.

### **4.0 Procurement approach**

- 4.1 The detailed design will be undertaken by the Shoe Lane Quarter Design Team, a collaborative technical working group between the City of London and the developer (and their respective agents).
- 4.2 The design drawings and construction package will be produced by the City's in-house highways design team. Other external suppliers will be procured in compliance with City of London Procurement Regulations.
- 4.3 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 other work programmes in the area.

4.4 The in-house project team are engaged with the City's Security Cross-Cutting board to ensure co-ordination of the procurement of bespoke items such as CCTV and security planters.

4.5 The procurement route for security rated bollards is through the City's Term Highways Contract, as this is a standard highways item.

## 5.0 Financial implications

5.1 The table below shows the total estimated costs of the recommended public realm, highway and security improvements as shown in Appendices 2 and 3.

### Total Estimated Project Costs

Description	Estimated Cost
Works Costs	£6,615,812
Commuted Maintenance sum	£117,500
Fees	£483,709
Staff Costs	£867,033
Stakeholder Facilitation (Hospitality / Venue hire)	£3,000
<b>Total Estimated Costs</b>	<b>£8,087,054</b>

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

### Funding Strategy

Project Funding Sources	Amount
The London Development – s278	£ 5,800,476
<b>Sub total</b>	<b>£ 5,800,476</b>
<b>Available Funding Source – Highway Improvements</b>	
1 New Street Square – s106*	£ 215,822**
The London Development – s106* (City)	£1,636,475
The London Development s106* (TfL)	£490,942
<b>Sub total</b>	<b>£2,343,239</b>
<b>Total</b>	<b>£ 8,143,715</b>

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

\*\* This figure may be revised following the Gateway 7 report for the Shoe Lane Quarter Phase 1 works

5.3 As can be seen from the above table, sufficient funding sources have been

identified to fund the ~£8M cost of the project.

## **6.0 Recommendations**

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

- Approve the proposed public realm, highway and security improvements (as shown in Appendix 2) to be progressed to detailed design;
- Approve further investigation to reopen Shoe Lane north to northbound traffic;
- Approve the departures from standard for public realm elements;
- Authorise Officers to enter into any legal agreements required to progress the highway works as proposed, including entering into a Section 8 Agreement with TfL;
- Agree an increase in budget of £555,872, to complete detailed design as shown in Appendix 4;
- Delegate authority for any adjustments between elements of the £1,021,872 required budget to the Director of the Built Environment in conjunction with the Chamberlain's Head of Finance provided the total approved budget of £1,021,872 is not exceeded; and
- Note that public engagement on the proposals follows this report and the results will be reported at Gateway 5.

## **Options Appraisal Matrix**

See attached.

## **Appendices**

<b>Appendix 1</b>	Expenditure incurred to date
<b>Appendix 2</b>	Recommended public realm, highway and security improvements (Landscape Drawing)
<b>Appendix 3</b>	Recommended public realm, highway and security improvements (Technical Drawing)
<b>Appendix 4</b>	Estimated cost to complete detailed design
<b>Appendix 5</b>	Public realm design exceptions (pictures)
<b>Appendix 6</b>	Shoe Lane Quarter Working Party members
<b>Appendix 7</b>	Project history and previous gateways
<b>Appendix 8</b>	Before and after visuals

## **Contact**

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## **Options Appraisal Matrix – Shoe Lane Quarter Phase 2**

The Options Appraisal Matrix below is presented as a single recommended option as; (a) the public realm and security measures for the London Development were approved at Gateway 3;(b) the proposed highway improvements have been developed and shaped by the needs of local key stakeholders represented on the Shoe Lane Quarter Working Party.

	<b><i>Recommended Option</i></b>
<b>1. Brief description</b>	<p>The recommended public realm, highway and security improvements are shown in Appendix 2, 3 and 8, in brief they consist of:</p> <ul style="list-style-type: none"><li>– The widening of the footway on the western side of Farringdon Street and on the eastern side of Shoe Lane;</li><li>– Implementation of combined security measures around the development in the form of bollards, planters and granite seating;</li><li>– New trees at various locations;</li><li>– Repaving of footways around the development in yorkstone;</li><li>– Raising of the carriageway in granite setts;</li><li>– Lighting works at various locations around the development;</li><li>– Changes to parking and loading provision within the project area;</li><li>– Further investigation into changing Shoe Lane north to allow northbound traffic flow.</li></ul> <p>Any changes will be subject to relevant statutory processes required to make and amend existing parking and traffic orders.</p>
<b>2. Scope and exclusions</b>	<p>The project involves the evaluation, design and implementation of the recommended option if approved by Members.</p> <p>There are three notable changes in the project scope:</p> <ul style="list-style-type: none"><li>– Investigation into the opening of Shoe Lane north to northbound traffic</li><li>– The City undertaking the design and implementation of the s278 works on Farringdon Street (Transport for London Road Network)</li><li>– The developer has asked for a number of minor exceptions to be made from the City's standard</li></ul>

	Recommended Option																	
	<p>public realm design guidance</p> <p>There is one notable exclusion in the project:</p> <ul style="list-style-type: none"><li>– The rising bollards on Stonecutter Street have been removed from the design as they are no longer required.</li></ul>																	
Project Planning																		
3. Programme and key dates	<table><tr><th>Date</th><th>Task</th></tr><tr><td>February 2017</td><td>Gateway 4 (as submitted)</td></tr><tr><td>February/March</td><td>Section 8 with TfL and amendment of legal agreement</td></tr><tr><td>May 2017</td><td>Community Engagement</td></tr><tr><td>Feb - June 2017</td><td>Detailed design</td></tr><tr><td>July 2017</td><td>Gateway 5 Report</td></tr><tr><td>August-Dec 2017</td><td>Construction design and procurement</td></tr><tr><td>Q1 2018</td><td>Construction begins for 18-24 months</td></tr></table>		Date	Task	February 2017	Gateway 4 (as submitted)	February/March	Section 8 with TfL and amendment of legal agreement	May 2017	Community Engagement	Feb - June 2017	Detailed design	July 2017	Gateway 5 Report	August-Dec 2017	Construction design and procurement	Q1 2018	Construction begins for 18-24 months
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4. Risk implications	<p><b>Overall project risk: Low</b></p> <p>Risk breakdown:</p> <ul style="list-style-type: none"><li>• Damage to reputation of the City of London from non-delivery or delayed delivery;</li><li>• Securing design approvals from external parties such as Transport for London;</li><li>• Risk to the project programme if a satisfactory design is not achieved for the security rated lighting columns;</li></ul>																	



	<b>Recommended Option</b>						
	<ul style="list-style-type: none"><li>• Risk to project programme from the development contractor delaying the release of the highway back for the s278 works.</li></ul> <p>The risk of utility works excavating in the granite setts has been mitigated:</p> <ul style="list-style-type: none"><li>• Utilities on Shoe Lane already run in a pipe subway;</li><li>• Ducting for future utilities have been provided by the developer;</li><li>• Significant utility diversions and renewals have already been carried out.</li></ul>						
<b>5. Benefits and disbenefits</b>	Not applicable as no other option exists for the purposes of comparison.						
<b>6. Stakeholders and consultees</b>	<p>Anticipated external stakeholders are already engaged as part of the Shoe Lane Quarter Working Party and other stakeholders directly managed by the Project Design team, including a joint forum with Transport for London.</p> <p>Monthly joint design meetings that are held internally and with the developer.</p> <p>Other internal stakeholders such as the Access Team, Planning and Chamberlains have been, and will continue to be consulted as necessary.</p>						
<b>Resource Implications</b>							
<b>7. Total Estimated cost</b>	<p>The total estimated costs for the recommended option will be in the order of ~£8M inclusive of staff costs, professional fees and construction costs as shown below.</p> <table><tr><th>Description</th><th>Estimated Cost</th></tr><tr><td>Works Costs</td><td>£6,615,812</td></tr><tr><td>Commuted Maintenance sum</td><td>£117,500</td></tr></table>	Description	Estimated Cost	Works Costs	£6,615,812	Commuted Maintenance sum	£117,500
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	<p><i>* In accordance with the s106/s278 Legal Agreement between the City and the developer, the maintenance costs (including cleansing) of the elements on the highway forming the building protection measures (which includes bollards, street lighting, planters and irrigation, granite benches and the steps on Stonecutter Street) are covered by an annual estimated payment made by the developer to the City of London. As this represents an annual maintenance payment it is not intended to estimate this at Gateway 4.</i></p> <p><i>Therefore this commuted maintenance estimate is for those elements of the design unrelated to the building protection measures:</i></p> <ul style="list-style-type: none"><li><i>the use of granite setts in the carriageway for a period of 20 years (S106 funded)</i></li><li><i>yorkstone paving on the footway adjacent to the development for a period of 5 years (S278 funded).</i></li></ul> <p><i>At this stage the estimate does not cover any maintenance costs associated with opening Shoe Lane north to northbound traffic. This will be confirmed at the next gateway.</i></p>																				
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	<b><i>Recommended Option</i></b>
	<p>* s106 Local Community and Environmental Improvement Works Contribution plus any accumulated interest</p> <p>** This figures may be revised following the Gateway 7 report for the Shoe Lane Quarter Phase 1 works.</p> <p><sup>†</sup> Of the £169,915 of S106 funds required to reach the next gateway, the S106 contribution from the London Development project should be utilised.</p>
<b>9. Estimated capital value/return</b>	Not applicable as no other real options exists for the purposes of comparison.
<b>10. Ongoing revenue implications</b>	<p>There is a revenue implication to maintain the yorkstone footways and raised granite carriageways. A commuted sum of ~£55,420 has been estimated to maintain the yorkstone paving for 5 years. This will be funded by the developer through the s278 element of the legal agreement (at the time of the drafting of the legal agreement 5 years was the standard maintenance period).</p> <p>For the raised carriageways in granite setts, a commuted sum of ~£62,080 (for a 20 year period,) has been calculated which will be provided as part of the s106 funding. Therefore there are no revenue implications for City budgets.</p> <p>There are no revenue implications for the maintenance of the security infrastructure elements as this is paid for by the developer by way of an annual payment as defined in the legal agreement.</p>
<b>11. Investment appraisal</b>	Not applicable as no other real options exists for the purposes of comparison.
<b>12. Affordability</b>	The extent of the recommended option that will be implemented is subject to funding and will be confirmed at Gateway 5.
<b>13. Procurement strategy</b>	<p>The detailed 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 traffic studies. These will be procured in compliance with the City Procurement Regulations.</p> <p>Construction will be undertaken by the City of London's Term Highway Contractor. Procurement reference number is 16/367PS.</p>

	<b><i>Recommended Option</i></b>
<b>14. Legal implications</b>	<p>There are two legal implications of note resulting from this proposal:</p> <ul style="list-style-type: none"> <li>– the need for amendment's to the existing agreement for minor changes to the project (such as the removal from the design of rising bollards on Stonecutter Street)</li> <li>– the need to enter into a Section 8 Agreement with Transport for London for the works on Farringdon Street</li> </ul> <p>The s106/s278 Agreement pertaining to the London Development was concluded on 28<sup>th</sup> October 2013.</p> <p>The project proposals enable the City to continue to discharge the City's statutory duties as traffic authority as required under the Traffic Management Act 2004 and the Road Traffic Management Act 1984.</p>
<b>15. Corporate property implications</b>	There are no known corporate property implications at this time.
<b>16. Traffic implications</b>	<p>The traffic impacts of the proposed highway and public realm design on motorised traffic is negligible as there are no real changes to permitted traffic movements . It is anticipated that the proposed scheme will have a positive impact on pedestrians and cyclists in the Shoe Lane Quarter.</p> <p>For the works on Farringdon Street, a scheme and work Traffic Management Act notification will need to be submitted by the City (in the event that Members agree to the recommendation for the City to enter into a Section 8 agreement with TfL to design and implement the works on Farringdon Street).</p> <p>During the implementation of the works, the main impact on traffic will be on Farringdon Street. The traffic management for the works on Farringdon Street will be co-ordinated with Transport for London.</p>
<b>17. Sustainability and energy implications</b>	It is anticipated that all materials will be sustainably sourced where possible and be suitably durable for the design life of the asset.
<b>18. IS implications</b>	There are no known IS implications at this time.

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<b>19. Equality Impact Assessment</b>	The Access Team has been consulted throughout the project and will continue to be consulted throughout the detailed design process.																																																																
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<b>21. Next Gateway</b>	Gateway 5 - Authority to Start Work																																																																
<b>22. Resource requirements to reach next Gateway</b>	<p>The total budget required to reach the next Gateway is £1,021,872 of which £601,957 is s278 funded and £419,915 is s106 funded.</p> <table><tr><th colspan="4">16800075 – Phase 2: London Development S278</th></tr><tr><th>Description</th><th>Approved Budget (£)</th><th>Increase (£)</th><th>Revised Budget (£)</th></tr><tr><td>Env Servs Staff Costs</td><td>10,000</td><td>159,144</td><td>169,144</td></tr><tr><td>Open Spaces Staff Costs</td><td>10,000</td><td>5,459</td><td>15,459</td></tr><tr><td>District Surveyors (structures)</td><td>0</td><td>2,771</td><td>2,771</td></tr><tr><td>P&amp;T Staff Costs</td><td>90,000</td><td>114,065</td><td>204,065</td></tr><tr><td>P&amp;T Fees</td><td>106,000</td><td>104,518</td><td>210,518</td></tr><tr><td><b>TOTAL</b></td><td><b>216,000</b></td><td><b>385,957</b></td><td><b>601,957</b></td></tr></table> <table><tr><th colspan="4">16100309 – Phase 2: London Development S106</th></tr><tr><th>Description</th><th>Approved Budget (£)</th><th>Increase (£)</th><th>Revised Budget (£)</th></tr><tr><td>Env Servs Staff Costs</td><td>15,000</td><td>53,418</td><td>68,418</td></tr><tr><td>Open Spaces Staff Costs</td><td>5,000</td><td>-150</td><td>4,850</td></tr><tr><td>P&amp;T Staff Costs</td><td>30,000</td><td>37,456</td><td>67,456</td></tr><tr><td>P&amp;T Fees</td><td>200,000</td><td>76,191</td><td>276,191</td></tr><tr><td>Revenue (Stakeholder Facilitation)</td><td>0</td><td>3,000</td><td>3,000</td></tr><tr><td><b>TOTAL</b></td><td><b>250,000</b></td><td><b>169,915</b></td><td><b>419,915</b></td></tr></table>	16800075 – Phase 2: London Development S278				Description	Approved Budget (£)	Increase (£)	Revised Budget (£)	Env Servs Staff Costs	10,000	159,144	169,144	Open Spaces Staff Costs	10,000	5,459	15,459	District Surveyors (structures)	0	2,771	2,771	P&T Staff Costs	90,000	114,065	204,065	P&T Fees	106,000	104,518	210,518	<b>TOTAL</b>	<b>216,000</b>	<b>385,957</b>	<b>601,957</b>	16100309 – Phase 2: London Development S106				Description	Approved Budget (£)	Increase (£)	Revised Budget (£)	Env Servs Staff Costs	15,000	53,418	68,418	Open Spaces Staff Costs	5,000	-150	4,850	P&T Staff Costs	30,000	37,456	67,456	P&T Fees	200,000	76,191	276,191	Revenue (Stakeholder Facilitation)	0	3,000	3,000	<b>TOTAL</b>	<b>250,000</b>	<b>169,915</b>	<b>419,915</b>
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