Committees:	Dates:	
Streets and Walkways Sub- Committee	24 November 2017	
Projects Sub-Committee	11 December 2017	
Subject: 100 Minories Area Enhancements	Gateway 5 (S278 works – Phase 1); and Gateway 3/4 Options Appraisal (public realm enhancement works – Phase 2)	Public
Report of: Director of the Built Environment Report Author: Leila Ben-Hassel		For Decision

Summary

Dashboard

Project status: Green

Timeline:

Phase 1(S278 works) implementation to commence February 2018; Phase 2 (enhancement works) implementation to commence in April 2018.

Spend to date: £81,271(evaluation costs both phases) **Total Phase 1 estimated implementation cost:** £453,229

Total Phase 2 estimated implementation cost: £476,034 - £676,225

Total estimated project sum: £1,078,229 - £1,278,420

Overall project risk: Low

Brief Description of Project

This project is a high priority of the Aldgate and Tower Area Strategy and includes public realm enhancements and highway changes in association with the hotel development at 100 Minories (see location plan in appendix 1). It is proposed to transform Crescent into a new green tranquil public space. A new north-south pedestrian route (highlighted on the location map in appendix 1) through the development will be integrated into the street design along with improvements to the play area at Tower Hill Gardens. The works will be primarily funded from \$106 and S278 agreements connected to the development, along with Transport for London LIP funding and other possible third party contributions, including a voluntary contribution from the developer which is currently being investigated. The cost of the implementation of Phase 1 is fully funded through the s278 Agreement with the developer. For the implementation of Phase 2, funding of £502,705 is currently available (£420,000 of S106 and £82,705 of TfL funding). However, the developer and other stakeholders have indicated a willingness to provide additional funding contributions to deliver the Phase 2 design options presented in this report. Should these additional funding contributions not be forthcoming, a reduced scheme will be delivered, which is likely to comprise the removal of much of the green infrastructure currently proposed.

Progress to Date

Following Gateway 1/2 approval in 2016, officers have worked closely with the developer of the hotel at 100 Minories and the appointed landscape architect to develop the scheme. It is proposed to divide the project into 2 phases (please refer to the phase plan in appendix 2) in order to align with the developer's programme:

• Phase 1 (S278 works)

These works are necessary to enable the successful integration of the new development into the highway and include repaving footways around the development, together with a raised carriageway in Hammett Street and part of Vine Street in order to safely enable the new north-south pedestrian route between key transport hubs, and facilitate the hotel's operations, including servicing into the loading bay of the new development. It is proposed to change from two-way traffic to one-way north bound along Hammett St, Crescent and the south end of Vine St and introduce an 'access only' restriction in order to better accommodate the hotel's servicing operations and enhance pedestrian safety. It is anticipated that these changes will have neutral impact on the highway network as Hammett St has been closed for 3 years and 7 months (43 months). The design for phase 1 (please refer to the general arrangement drawing in appendix 3) has been developed to construction stage and agreed with the Developer.

• Phase 2 (public realm enhancement works and S106 obligations)

Two options have been developed to create a new green public space at Crescent. These have been progressed to concept design stage taking into consideration requirements from key stakeholders identified as well as the site constraints and policies. Improvements to Tower Hill playground will also be undertaken.

Overview of Options (Phase 2 enhancement works)

Both options propose the creation of a new green public space in Crescent with associated seating and lighting and aim to celebrate the original Georgian Crescent design. Option 1 is mostly inspired by the original crescent shape of the site with a semi-circular lawn area with formal seating at both sides (details of each options are included in the options appraisal matrix in appendix 4). Option 2 includes the creation of a focal point and spiral lawn area. This option centres the Crescent with Hammett St and Vine St creating a more harmonious geometry. It provides informal and formal seating along the lawn area. Please see indicative montage views in appendix 6. There are additional works in Phase 2 comprising obligations under the S106 to carry out improvements to the new pedestrian north-south route at Vine Street and improvements to the Tower Hill play area.

Proposed Way Forward

Phase 1 (S278 works):

Authority to start work is sought for Phase 1 and it is proposed to start the works in February 2018 following completion of the construction package and necessary legal agreements.

Phase 2 (public realm enhancement works and \$106 obligations):

Option 2 is recommended to be taken forward to the next gateway and development of the detailed design and construction package will be undertaken from November 2017 to January 2018.

Recommendations

It is recommended that Members:

- 1) Give authority to start work on Phase 1 (S278 works) at a total estimated implementation cost of £453,229;
- 2) Approve the design for Phase 2 (Option2) to progress to Gateway 5 at a total estimated cost of £67,695 to be funded from TfL Local Implementation plan 2017/18;
- 3) Provide officers with the authority to undertake all the necessary processes to implement the proposed traffic changes and legal agreements associated with the project.

1. Design summary

Phase 1 (S278 works)

These works are necessary to integrate the development into the surrounding highway (please refer to the phase plan in appendix 2) and include:

- Re-paving the footways around the development in York stone;
- A raised carriageway treatment in Hammett Street and part of Vine Street to enhance safety and facilitate access to the hotel's new servicing yard and into the new loading bay by the railway bridge (as shown on the General Arrangement drawing provided in appendix 3)
- Adjustments to kerb lines to accommodate safe vehicular movement associated with the hotel's operations and servicing; these adjustments also enable the successful integration of the new pedestrian north-south route along Vine Street from America Square to Tower Gardens supporting a route away from heavy traffic and pollution between key transport connections: Aldgate, Tower Gateway and Tower Hill – please see highlighted route on the location map in appendix 1.
- Change from two-way traffic to one-way north bound along Hammett St, Crescent and the south end of Vine St and introduce 'access only' restriction. These changes contribute to better accommodate the hotel's servicing operations and related anticipated traffic to their loading area whilst enhancing pedestrian safety. It is anticipated that these changes will have neutral impact on the highway network as Hammett St has been closed for 43 months;

 Accessibility enhancements: the retention of 1 disabled parking bay relocated from Crescent to Hammett St where the raised carriageway enables a step free access to Minories, Vine St, the Crescent buildings and new hotel amenities, America Square as well as Tower Gardens; crossings along desired lines are indicated by tactile paving.

It should be noted that works at the junction of Hammett St and Minories will be undertaken under a Section 8 agreement between TfL and the City of London – please refer to the area highlighted in the plan provided in appendix 2. Early engagement with TfL has been undertaken and support for the scheme has been secured.

A general arrangement drawing of the Phase 1 works (S278 highway works) is included in appendix 3.

Phase 2 (public realm enhancement works and \$106 obligations)

The work area of the enhancement works are highlighted on the map provided in appendix 2 and they include:

- Delivery of a new tranquil public space with added high quality greenery
- An improved hard landscape in the Crescent celebrating its Georgian heritage
- Lighting improvements along Vine St from America Square to create a pleasant and inviting pedestrian environment along the new pedestrian north-south route
- Kerb realignments at the southern end of Vine St to accommodate a step-free and wider footway along the newly created north-south pedestrian route; these will also facilitate the introduction of a new loading bay which will enable servicing to the Crescent and America Square;
- Minor landscape enhancements to Tower Gardens with paths and play equipment improvements as per the \$106 requirements.
- Other associated enhancements include screening of the London Underground Ltd sub-station façade (subject to LUL approval) and lighting under the Network Rail bridge underpass in Vine Street. These works are all included within the range of the total project sum as set out in this report.

Two concept design options have been developed in liaison with key internal and external stakeholders and are assessed in the appraisal matrix included in appendix 4.

2. Delivery team

- Project Management City Public Realm team
- Detailed design Highways Division & Growth Industry Landscape Architects
- Construction JB Riney (under the City's term contract)
- Construction Management Highways Team
- Green infrastructure City Gardens Team

3. Programme and key dates

Phase 1 - S278 works

- Finalisation of construction package: November December 2017
- Statutory consultation on traffic orders: November 2017 January 2018
- Implementation (S278 works): February April 2018

Phase 2 – (public realm enhancement works and S106 obligations)

- Develop landscape and lighting design by December 2017
- Gateway 5: February 2018 (delegated to Chief Officer as per the Corporate Project Procedure)
- Implementation of Crescent and Vine St Enhancement works: April 2018 – September 2018
- Implementation of Tower Gardens Improvements and planting in Crescent: October – December 2018

4. Outstanding risks

This phase of the project (S278 Highways works) is considered low risk. However risks include:

- 1. Works costs exceed budget due to underground utilities Investigations and surveys have been undertaken and a lot of information on underground structures (gathered during construction) from the developer's project team has been shared with City officers. These have informed the design development and cost estimation. The project manager will monitor cost closely in liaison with the construction manager to ensure the project stays within budget.
- 2. Archaeology impact on programme
 The site area is identified in the Local Plan as an area of archaeological significance.

The London underground tube line runs directly under parts of the project site and only shallow drainage is anticipated for the highways works. Moreover a lot of excavation has been undertaken during the construction of the hotel and archaeological finds have been appropriately documented. Officers therefore anticipate the risk of archaeological finds to be low. They have however included within costs an archaeology watching brief. Should any find be uncovered during excavation works lead to a cost increase, further

funding may be needed. These costs will be met by the developer and would be requested through an issue report. 3. Objections to changes to servicing arrangement in Crescent Servicing in the Crescent will be accommodated by a new loading bay under the railway bridge connected to the Crescent by a step free route. Vehicle drop off is also facilitated by a widened carriageway along Hammett St and Crescent. Initial consultation has been undertaken with occupiers and the developer and consultees are supportive. Active stakeholder engagement will continue as the design is finalised. Risks specific to phase 2 (public realm enhancement works and S106 obligations) are outlined in the options appraisal matrix' risk section (appendix 4 – section 4) 5. Budget Phase 1 (S278 works) - implementation budget: £453,229 implementation. Any additional costs will be fully met by the Developer through the S278 agreement. Phase 2 (public realm enhancement works and S106 obligations) – estimated implementation costs: £476,034 -£676,225. These costs will be refined by the next gateway and will be fixed by the resources made available. Other possible third party contributions, including a voluntary contribution from the developer are currently being investigated. Further financial information is provided in appendix 5. An enhanced public realm and walking routes in 6. Success criteria accordance with the aims of the Aldgate and Tower Area Enhancement Strategy and in keeping with the conservation area; • A well-functioning street environment in the vicinity of the hotel with road danger reduction where applicable; Improvements to the play area at Tower Gardens; respecting the character of the World Heritage Site; Improved accessibility for all, particularly for those with mobility difficulties. The first Section 278 Agreement securing the Design and 7. Legal Evaluation works has been concluded. **implications** The second Section 278 Agreement is due to complete by the end of January. A Section 8 agreement is being negotiated with TfL in order for the City to carry out the works to the area highlighted in the plan provided in appendix 2. Further legal agreement (or amendment to existing agreements) will be required should any voluntary contribution be forthcoming from the Developer.

8. Progress Monthly updates to be provided via Project Vision and any project changes will be sought by exception via Issue Report to Spending and Projects Sub Committees
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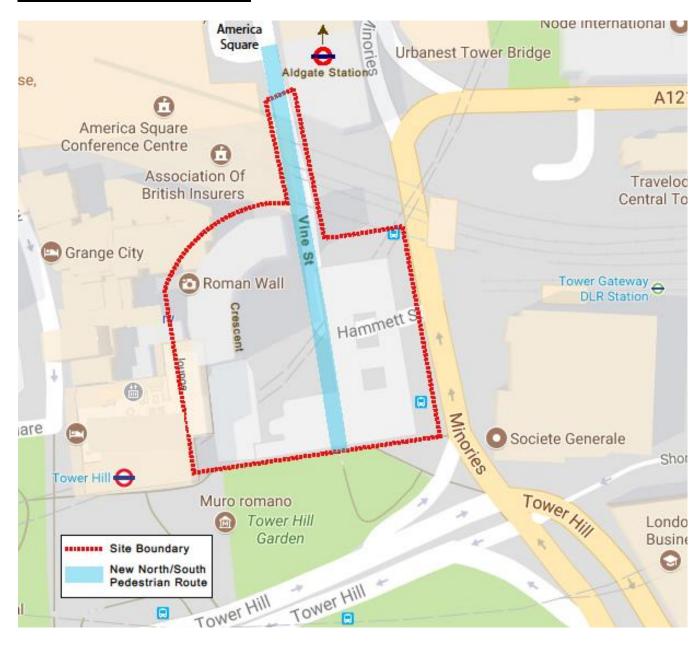
Appendices

Appendix 1	Location map	
Appendix 2	Phase plan	
Appendix 3	Phase 1 (S278 Highways works) - General Arrangement	
	Drawing	
Appendix 4	Phase 2 (public realm enhancement works and S106	
	obligations) - Options Appraisal Matrix	
Appendix 5	Financial Information	
Appendix 6	Indicative montages of options	

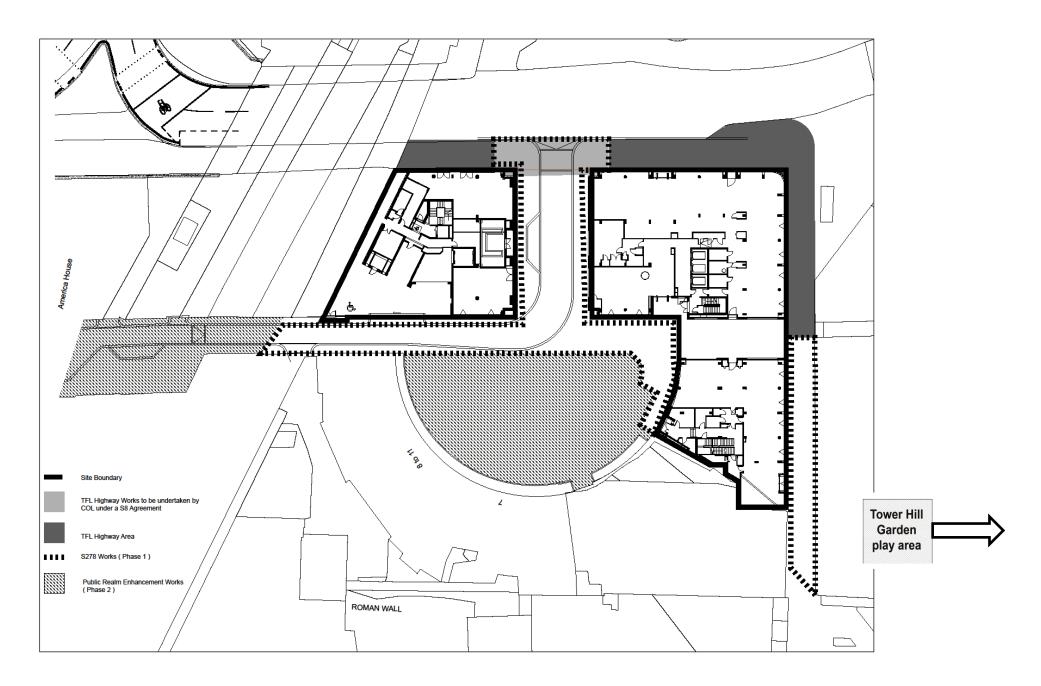
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Appendix 1: Location map



Appendix 2: phase plan



Appendix 3: Phase 2 (enhancement works) Options Appraisal Matrix

		Option 1	Option 2
1.	Brief description	"Radial" concept design option	"Golden Ratio" concept design option
		times I am	
		This option proposes the creation of a new green public space with the layout informed by the geometry of the historic Crescent. A central lawn is proposed in the sunniest part of the space along with planting beds and traditional timber benches. Anti-skate measures will be incorporated into the design York stone paved terrace areas are proposed to the south and north of the lawn with trees and further seating. A flexible space is provided on the eastern side of the lawn that could be used for public art in the future.	This option proposed the creation of a new green public space in Crescent. The design refocuses the centre of Crescent informed by the Georgian proportions of scale and geometrical rigour of the Golden ratio. A central spiral lawn is proposed in the sunniest part of the space. The lawn and perimeter ornamental planting bed is contained by a gradually emerging wide granite edge that becomes a backed seating edge overlooking the paved entrance area to the Apart hotel and potential
		Please refer to plans and indicative montage views	outdoor seating.

		Option 1	Option 2
		in appendix 6.	The centre of the spiral brings together the formal geometry of the Crescent with the centre of Hammett Street, thus establishing a focus in the space and uniting old and new. The focal point includes a raised granite plinth seating area that can also be used for public art. Planting beds and seating areas are also proposed along with a York stone paved terrace area to the south of the lawn with trees, planting and further seating. Anti-skate measures will be incorporated into the design. Please refer to plans and indicative montage views in appendix 6.
2.	Scope and exclusions	 Both options include enhancements to Tower Hill Garden and play area which is an obligation of the S106 agreement, including improvements to the paths, planting and play equipment; Both options include both functional and feature lighting. 	
Pro	ject Planning		
3.	Programme and key dates	 Gateway 5: February 2018 (approval delegated to Chief Officer as per the Corporate Project Procedure) Phase 2 Implementation – Crescent and Vine St works: April 2018 to September 2018 Tower Garden improvements and Crescent planting – October 2018 to December 2018 (planting season) 	
4.	Risk implications	Phase 2 of the project is considered to be medium risk. Main risks include:	
		1. Works costs exceed budget due to underground utilities Investigations (trial holes) and utilities surveys will be undertaken. Some information on underground structures relating to parts of Crescent (gathered during construction) has been shared by the developer's project team with City officers. These will inform the design development and cost estimation.	
		2. Works estimate exceeds budget available and additional funding isn't secured Officers will develop the detailed design to the funding available. This would imply a significant reduction of the greenery element of the scheme.	
		3. Archaeology impact on programme The site area is identified in the Local Plan as an area of archaeological significance.	
		The London underground tube line runs directly under parts of the project site. The excavation to install	

		Option 1	Option 2	
			ated to be shallow. Officers therefore anticipate the risk of accounted for an archaeology watching brief should any	
disbenefits Both de requirer Both de wider C Both de Both de Both de		 requirements of servicing the LUL sub-station Both design options deliver a new tranquil grewider City community in line with the key objection Both design options provide opportunities for health design options provide potential for public 	design options accommodate well the new hotel's operational activities as well as the	
		The design attempts to reinstate the historical shape of Crescent It provides opportunities for formal seating Disbenefits The design could be considered too conservative; The historical Crescent geometry cannot fully be reinstated due to the constraints relating to vehicle movement associated with site operations.	 The design unifies the geometry of Crescent and Hammett Street uniting old and new. The design provides greater scope for activation, public art and historical interpretation Disbenefits This option provides more informal seating and less formal seating areas; This option has slightly less greenery than option 1. 	
6.	Stakeholders and consultees	The designs have been developed in coordination with the developer of the new hotel at 100 Minories who is supportive of the scheme. Officers have also engaged with the occupiers of Crescent, Ward Members and have liaised with LUL and Network Rail and the feedback has been positive thus far. Further consultation is planned following the approval of this Gateway.		

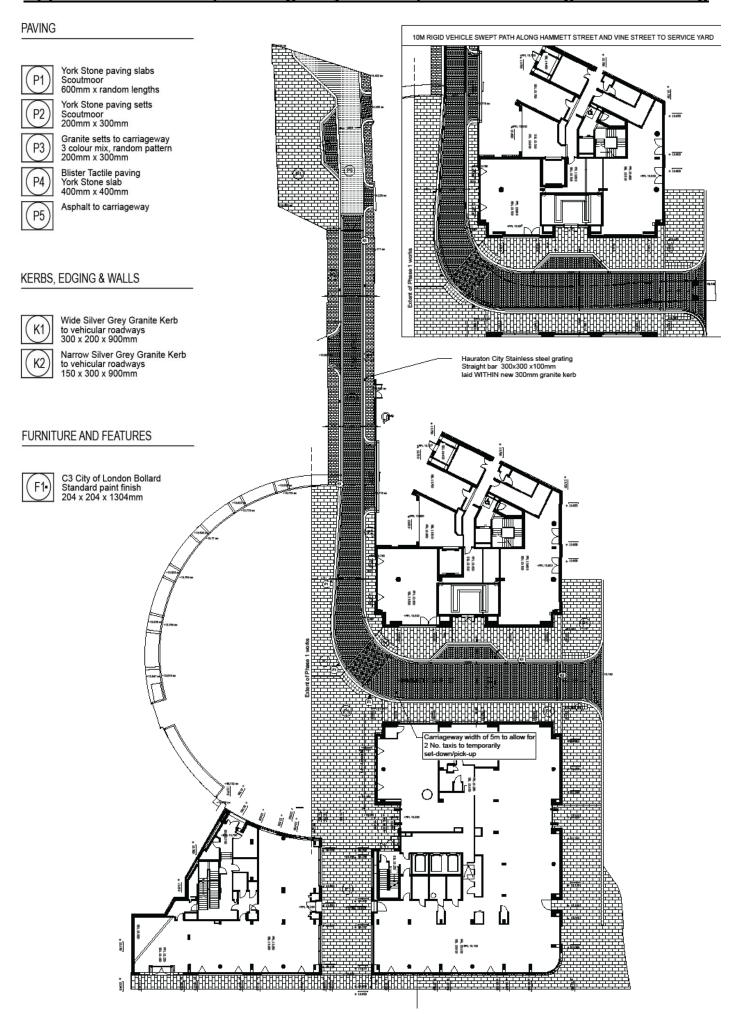
Re	source Implications	
7.	Total Estimated cost	Estimated Implementation costs (Phase 2): £476,034 - £676,225 Total estimated project sum (total evaluation costs, implementation phases 1 and 2): £1,078,229 - £1,278,420 Further information is included in appendix 5.
8. Funding strategy		The majority of the funding for this project (£475,000) comes from the S106 Environmental Improvement Works obligation connected to the hotel development. However, this funding on its own is not sufficient to deliver the scheme and so in accordance with the approval at Gateway 2, officers have investigated additional funding sources and propose to also utilise TfL LIP funding (£150,000) as well as other possible third party contributions, including a voluntary contribution from the developer which are currently being investigated. In addition, the same S106 obligation includes £143,578 for Transport Improvement Works which will also be investigated as a source of funding for this phase of the project.
		The scheme with the scale of greenery shown on the montage views in appendix 6 would require officers to successfully secure additional funding contributions. A scheme reduced in scope can be delivered without other third party contributions. However, this is likely to result in the removal of much of the green infrastructure. This green infrastructure is a significant element of the budget, both in terms of capital costs and the associated long-term maintenance costs.
9.	Ongoing revenue implications	Maintenance costs of the Open Spaces Department cannot be adequately covered by the S106 obligation. The S106 agreement restricts maintenance payments to 5 years. Discussions will be required with the developer in order to secure appropriate maintenance payments through the negotiation of a voluntary contribution. It is proposed to cover 20 years of maintenance costs of the planting utilising part of the S106 contribution to cover a 5 year period in line with the agreement and a voluntary contribution from the developer to cover the following 15 years.
10.	Legal implications	The hotel development at 100 Minories (12/00263/FULMAJ) is currently under construction. The associated S106 Agreement includes a number of environmental enhancements that are to be funded by the S106 as follows: (a) enhancements to Tower Gardens play area; (b) Enhancements to the street environment within the immediate vicinity of the development, with first priority to Crescent and the new route through the site; (c) Compensatory greening for the loss of the raised flower bed along the walkway to the south of the site.

11. Traffic implications	 Hammett St has been closed to traffic for 43 months to facilitate the development and pay and display facilities were revoked as part of a consolidation order in 2012 prior to the development's construction It is therefore proposed not to re-introduce pay and display parking bays to provide potential for added green public space, in line with the approved area enhancement strategy; There are two disabled parking bays located on Crescent; It is proposed to relocate one of the two existing bays in Hammett St; the relocation of the 2nd bay will be reviewed in close liaison with the City's Access Team ahead of the next Gateway; The use of the previous 9 metre motor-cycle facility originally located on Hammett St has beer reviewed by City Transportation officers prior to the closure for the development works. No alternative motor-cycle parking was provided. Officers do not propose to reinstate motor-cycle parking facility following completion of the development Motorcycle parking is available in the nearby Minories car park as well as several on-street sites. Reduction in the amount of loading on Crescent is proposed. An alternative loading bay under the railway bridge on Vine St is proposed and is accessible step-free from Crescent. In addition, the proposed widened carriageway, from Minories along Crescent and Vine Street north bound accommodates vehicles drop-offs; Hammett St used to be a 'rat-run'; City Transportation Officers have assessed the one way movemen north bound from Minories, Hammett St, Crescent to Vine St and do not anticipate that it will encourage short-cuts: these are no longer necessary since Minories was made two way; A taxi rank isn't proposed – the nearest rank is opposite the new hotel along Minories; Taxi movemen is comfortably accommodated by the widened carriageway along Hammett St and Crescent. 	
12. Sustainability and energy implications	 Greenery to mitigate impacts of pollution; The inclusion of suds will be investigated, in close liaison with the Open Spaces Department and accommodated as best as possible as the design progresses, taking into account constraints of lack of depths relating to the London Underground tunnel and known underground structures; Materials sourced from the UK and Europe to ensure a more sustainable to the scheme. 	
13. Equality Impact Assessment	Engagement with the City's Access team is ongoing and a full Equality Impact Assessment will be undertaken ahead of Gateway 5.	
14. Recommendation	Not recommended	Recommended
15. Next Gateway	Gateway 5 - Authority to Start Work	

Resource
requirements to
reach next
Gateway

Item	Reason	Cost (£)	Funding Source
	Detailed design Ph2	£31,385	TfL
Fees	Lighting design concept and detailed design		
	C4 – utilities' investigations and trial holes		
Highways Staff costs	Production of construction package drawings for Phase 2	£23,250	TfL
City Public Realm and Transportation Staff costs	Project Management, incl. liaison with developer, consultation with internal and external stakeholders, communication and managing approvals	£10,560	TfL
Open Spaces Staff costs	Liaison and input in the general design and planting design	£2,500	TfL
Total		£67,695	

Appendix 4: Phase 1 (S278 Highways Works) - General Arrangement Drawing



Appendix 5: Financial Information

1. Spend to date - pre-evaluation stage

100 Minories S106				
Description	Approved Budget (£)	Actual (£)	Balance (£)	
Pre-Evaluation Fees	25,000	18,181	6,819	
Pre-Evaluation Fees Total	25,000	18,181	6,819	
Pre-Evaluation Staff costs				
Planning and Transportation	30,000	30,000	0	
Pre-Evaluation Staff costs Total	30,000	30,000	0	
(i) 100 Minories S106 - Total	55,000	48,181	6,819	
100 Mi	nories S278			
Description	Approved Budget (£)	Actual (£)	Balance (£)	
Pre-Evaluation Fees*	15,000	15,000	0	
Pre-Evaluation Fees Total	15,000	15,000	0	
Pre-Evaluation Staff Costs*				
-1 1 1- 1-	40.000	9,000	1,000	
Planning and Transportation	10,000	3,000		
Planning and Transportation Highways	10,000	9,090	910	
	-	•	910 1,910	
Highways	10,000	9,090		

^{*} Estimated costs to 11th December.

2. Phase 1 (S278 highways works)

• Implementation budget sought at Gateway 5

Item	S278 (£)	
Works	347,124	
Staff Costs	43,000	
Fees	56,275	
Future Maintenance**	6,830	
S278 Works Implementation total	£453,229	

^{**} Corresponds to commuted sums for standard highways maintenance including granite setts and York stone

• Breakdown information

ltem	(£)
Works	
Preliminaries and site clearance	20,746
Earthworks	27,000
Hard landscaping	210,534
Traffic signs and road markings	10,802
Lighting	15,000
Drainage and service ducts	18,042
Utilities related works	45,000
Works total	347,124
Maintenance	
Maintenance (20 years - Highways)	6,830
Maintenance total	6,830
Fees	
Design consultant	7,875
Utilities related fees	15,000
Traffic orders and permits related costs	8,400
TfL lane rental	25,000
Fees total	56,275
Staff costs	
P&T staff costs	17,000
Highways staff costs	26,000
Staff costs total	43,000
Project Phase 1 – total implementation costs	453,229

• Funding

All costs will be fully funded by the developer following successful agreement of the S278. Any underspend other than commuted sum for maintenance will be returned to the developer following the project close down and approval of the Gateway 7 by committees.

3. Phase 2 (public realm enhancement works and S106 obligations)

• Additional budget sought to get to Gateway 5

Item	(£)
Fees	
Design fees (incl. landscape, lighting and planting)	13,385
Utilities and trial holes related fees	18,000
Fees total	31,385
Staff costs	
P&T staff costs	10,560
Highways staff costs	23,250
Open Spaces	2,500
Staff costs total	36,310
Phase 2 - resources to reach next Gateway	67,695

Total Estimated Implementation cost (phase 2)

Item	Phase 2 Implementation cost range (£)	
Works	358,309	526,000
Fees	22,225	22,225
Staff Costs	50,500	53,000
Maintenance (20 year - Open Spaces)	45,000	75,000
Project Phase 2 - total estimated Implementation	476,034	676,225

4. Total project sum (ph. 1 + ph. 2) and proposed funding strategy

Total project sum

Item	(£)		
Pre-evaluation costs (phases 1 and 2)	81,	271	
Phase 1 - Total estimated implementation costs	453,	,229	
Phase 2 - Total evaluation costs to reach next gateway	67,695		
Phase 2 - Total estimated implementation costs	476,034	676,225	
Total estimated project sum (phase 1 + phase 2)	1,078,229	1,278,420	

Proposed funding strategy

Funding source	(£)
TfL LIP 2017/18	£70,000
TfL LIP 2018/19	£80,000
S106	£475,000
S278	£453,229
Third party contributions to be determined by Gateway 5	TBC
Total funding to date	£1,078,229