

<b>Committees:</b>	<b>Dates:</b>	<b>Item no.</b>
Streets and Walkways Sub-Committee Projects Sub	24 November '17 11 December '17	
<b>Subject:</b> Liverpool Street & Moorgate Crossrail Ticket Halls: Highway Reinstatement: Gateway 5	<b>Gateway 5 -</b> Authority to Start Work	<b>Public</b>
<b>Report of:</b> Director of the Built Environment		<b>For Decision</b>

## Summary

### Dashboard

- Project Status: Green
- Timeline: Gateway 5 – Construction anticipated to commence Spring 2018
- Project estimated cost: £4.7M
- Spent to date: £24,100
- Overall project risk: Green
- Importance to Cultural Hub: High

### Progress to date

The Crossrail station at Liverpool Street will be accessible from two separate purpose-built ticket halls in the City – Liverpool Street and Moorgate. The City has been working closely with Crossrail Ltd (CRL) to develop proposals for the reinstatement of highways surrounding these ticket halls.

Under the terms of the Crossrail Act 2008, CRL reinstate highway which has been damaged<sup>1</sup>. CRL may also enter into agreements with highway bodies relating to highway works.<sup>2</sup> In accordance with this, CRL have agreed to fully fund the reinstatement and enhancement of the highways within a defined area surrounding each ticket hall. For the purposes of this report, the reinstatement/enhancement areas surrounding each site are referred to as the Crossrail Work Sites.

The bulk of the design work for the Crossrail Work Sites was undertaken by CRL, and a consultation exercise was undertaken in April 2016 and where required, details were approved through the Crossrail Act consenting process.. In Summer 2017, Members authorised officers to take responsibility for the construction of the works, all of which would be funded by CRL. It was also agreed that CLR would continue to develop the detailed design of the schemes, albeit under supervision of City officers. These designs have been progressed and officers now seek Gateway 5 approval to begin construction.

The works at each site entail a variety of measures designed to improve the pedestrian experience for Crossrail passengers arriving in the City. All highway

<sup>1</sup> Schedule 17 para 15 Crossrail Act 2008

<sup>2</sup> Schedule 3 para 14 Crossrail Act 2008

areas will be reinstated in new, high-quality materials, and a number of highway features will be introduced in order to reduce traffic speeds and facilitate pedestrian movement. New public art will also be installed at each of the Work Sites. Given the location of the ticket halls relative to the Culture Mile, a step-change improvement in the pedestrian environment was considered essential. In addition to the above, PAS-rated security features to protect the station from incursion from vehicle-borne explosives will be installed on the footways surrounding the station entrances.

As set out above, the areas defined as falling within the Crossrail Work Sites did so because they were specifically affected by the Crossrail works. Whilst it is reasonable that CRL should only be obliged to reinstate areas that they specifically affected, the result of selecting very specific areas for enhancement can be that these areas look out of place when viewed in a wider context. Therefore, in parallel with the development of the Crossrail Work Sites, officers have been developing “Wider Area Schemes”. These schemes seek to take the design approaches that were used in the reinstatement schemes, and apply these across a wider area.

Of the Wider Area Schemes, specific proposals for the development of Moorfields north have been advanced, as previously reported to Members in December 2016. Options for the development of Moorfields north will be submitted to Members in a separate report.

### **Proposed way forward**

City officers have costed up the Crossrail Work Site proposals and CRL are in the process of approving these costs. It should be noted that these costs included an element of contingency in order to mitigate any risks that the City may be incurring by agreeing to take on these works. The inclusion of a contingency has been agreed with CRL.

A legal agreement with CRL is being drafted to cover the cost of the works at the Crossrail Work Sites – this agreement will be signed following Gateway 5 approval. The City as highway authority has power to enter into agreements relating to highway works.<sup>3</sup> On completion of the agreement, CRL will pay the full cost of the works to the City. Officers will then be able to place orders. This approach was previously agreed by members of Streets and Walkways and Projects Sub Committees in June/July 2017.

Crossrail will commence running through the City in December 2018. It is imperative that the Crossrail Work Sites are reinstated by this stage, otherwise the station will not be able to open. In accordance with this, the works at each of the Crossrail Work Sites are programmed to begin in April '18. In order to achieve this, officers must be able to place orders in January '18, otherwise certain key materials

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<sup>3</sup> Section 278 Highways Act 1980

(particularly the security-rated bollards) may not be supplied in time for this construction window.

Officers are still in the process of agreeing final costings with CRL – we expect to have agreed these costings by early December 2017. We therefore seek outline Gateway 5 approval at this stage, subject to the detailed costings being approved under delegated authority in December 2017.

With regards to the construction programme for the Crossrail Work Sites reinstatement, there are a number of building redevelopment projects already underway which significantly compromise the City's ability to fully implement the reinstatement schemes by December 2018. In recognition of this, officers have agreed with CRL a minimum scheme specification that must be delivered in order for CRL to open Liverpool Street station. The City has committed to deliver this minimum specification at each ticket hall by the end of 2018. The remainder of the Crossrail Work Site proposals will be implemented in a phased basis over a number of years.

### **Recommendations**

It is recommended that Members:

1. Note that officers will be entering into a legal agreement with CRL for them to cover the staff, fees and works costs expended by the City in constructing the reinstatement works around the Liverpool Street and Moorgate ticket halls, as agreed by Members in June/July 2017;
2. Approve the implementation of the highway works with at an estimated total cost of £2.4m at Liverpool Street and £2.3m at Moorgate, subject to the final detailed costings being approved under delegated authority by the Director of the Department of the Built Environment in conjunction with the Town Clerk and Chairman and Deputy Chairman of the Streets and Walkways and Projects Sub-Committees;
3. Delegate authority for any adjustments between elements of the budgets to the Director of the Built Environment in conjunction with the Chamberlain's Head of Finance provided the total approved budget of is not exceeded. This includes access to an agreed Crossrail-funded contingency sum;
4. Authorise Officers to seek relevant regulatory and statutory consents, orders and approvals as may be required to progress and implement the scheme (e.g. traffic orders);
5. Note that whilst the areas immediately surrounding the new Crossrail ticket halls will be completed by December 2018, the full reinstatement projects are unlikely to be completed until 2022.

## Main Report

<b>1. Design summary</b>	<p>The design of the highway works at the Liverpool Street Crossrail Work Site is detailed in Appendix 1, whilst the Moorgate Work Site is detailed in Appendix 2.</p> <p>Key features of each scheme are listed below:</p> <p><b><i>Liverpool Street</i></b></p> <ul style="list-style-type: none"><li>• Permanent closure of Liverpool Street West to vehicular traffic;</li><li>• New raised table at the junction of Old Broad Street and Liverpool Street;</li><li>• Raised table sections on Eldon Street;</li><li>• Widened footway on Eldon Street;</li><li>• New inset loading bay on Eldon Street;</li><li>• Security rated bollards immediately surrounding the ticket hall entrance;</li><li>• A public art installation; and</li><li>• High quality materials used throughout.</li></ul> <p><b><i>Moorgate</i></b></p> <ul style="list-style-type: none"><li>• Permanent closure of Moorfields South to vehicular traffic except for access;</li><li>• Moor Place to operate one way eastbound;</li><li>• Security rated bollards installed to the north and south of the ticket hall entrance across the full width of Moorfields, thus creating a secure zone;</li><li>• Raised carriageway on Moorfields, south of New Union Street;</li><li>• Raised carriageway on Moor Place;</li><li>• Raised carriageway section on Moorgate;</li><li>• New 3.1m width central pedestrian island on Moorgate; and</li><li>• High quality materials used throughout.</li></ul> <p>The proposals will significantly improve the local environment around each ticket hall by providing more space for pedestrians, and by reducing local traffic speeds.</p>
<b>2. Delivery team</b>	<p>Project management, stakeholder engagement and communication services will be provided by the project team within City Transportation.</p> <p>Highway construction works will be delivered by the City's Highway</p>

	Term Contractor (J.B.Riney & Co. Limited) with construction supervision undertaken in-house by City Highway Engineers.
<p><b>3. Programme and key dates</b></p>	<p>The construction programme for each of the reinstatement projects is dictated by a number of factors. The main factor dictating when the City can begin works is the scheduled release date for each of the sections of the site currently sit behind the Crossrail hoarding.</p> <p>The key deadline for finishing the works is 9 December 2018, when Elizabeth Line services commence operations in Central London.</p> <p>However, the construction programme at each site is further influenced by on-going building redevelopment projects. The programme is particularly influenced by the on-going redevelopment of 100 Liverpool Street, which occupies the entire northern section of Liverpool Street West. As part of this redevelopment project, the bus station at Liverpool Street will be closed for a 12 month period between November 2017 and November 2018, then for a further six month period between April and October 2019. During these periods, bus services will be particularly reliant upon access to both Eldon Street and Moorgate, meaning that we will be unable to carry out works on either of these streets during these periods. Furthermore, it is understood that the 100 Liverpool Street redevelopment will be reliant upon Eldon Street for construction deliveries until the end of 2019, meaning that the Eldon Street reinstatement will not be possible until 2020. Indeed, the delivery of Eldon Street may be delayed further if the neighbouring 1 Liverpool Street redevelopment project goes ahead (which is highly likely), as this development will also be reliant upon construction vehicle access via Eldon Street.</p> <p>Furthermore, delivery of the Moorgate reinstatement is likely to be influenced by the 21 Moorfields redevelopment which sits directly above the Crossrail ticket hall on Moorfields, and by the 101 Moorgate redevelopment which lies between Moorfields and Moorgate.</p> <p>Based upon the constraints that we are currently aware of, the draft timescales for the Crossrail Work Site reinstatement projects are as follows:</p> <p><b><i>Liverpool Street</i></b></p> <ul style="list-style-type: none"> <li>• Materials procurement/mobilisation – Q1 2018;</li> <li>• Reinstatement of Liverpool Street West – Q2/3 2018;</li> <li>• Raised table at Old Broad Street / Liverpool Street – Q3 2019; and</li> <li>• Eldon Street raised tables and other works – Q1 2020.</li> </ul>

	<p><b>Moorgate</b></p> <ul style="list-style-type: none"> <li>• Materials procurement/mobilisation – Q1 2018;</li> <li>• Reinstatement of Moorfields south and Moor Place – Q2/3 2018;</li> <li>• Raised table and other works on Moorgate – Q1/2 2019</li> </ul> <p>Members should note that these draft timescales are extremely fluid, and are subject to the outcome of on-going discussions between the City, CRL, London Underground Limited and various local property developers.</p>
<p><b>4. Outstanding risks</b></p>	<p><b>Overall project risk: Low</b></p> <p>Although we believe the overall project risk to be low, there are some outstanding risk items that we are currently managing. These are set out below.</p> <ol style="list-style-type: none"> <li>a) Interfaces between the City’s works, CRL’s works, and various third-party developer’s works have yet to be fully resolved. These are subject to on-going discussion; however, we have advised the various developers involved that in the event that their works look likely to jeopardise the City’s works, the City may need to withhold licences for hoarding etc. to prevent their works from going ahead.</li> <li>b) As part of the construction of the new Crossrail station, numerous utilities were moved from Moorfields into Moorgate. Unfortunately, there was insufficient available depth beneath the carriageway surface to accommodate these extra utilities. As a result, the carriageway surface above the utilities is failing. CRL are fully aware of this issue, and are attempting to design proposals to mitigate this problem.</li> <li>c) Because of the fluid nature of the programme at the moment, we cannot yet communicate to the public exactly what the programme will be;</li> <li>d) Owing to the tight timescales that this project is working to, the works budget estimate has had to include assumptions about various items. CRL understand the City’s position, and are prepared for us to add a contingency to our cost estimate to mitigate this risk, including an element for inflation should works extend beyond 2018; and</li> <li>e) Traffic orders have yet to be advertised.</li> </ol> <p>It will be clear from the above that there remain risks associated with the timing of delivery of the reinstatement schemes and the potential for this affecting our ability to deliver the schemes in</p>

	<p>advance of the December 2018 deadline. Officers are aware of this, as are CRL. To mitigate this risk, it has been agreed that the City will only be contractually obliged to deliver a very tightly defined and limited project scope by the end of 2018. Specifically, the City will only be obliged to deliver the security aspects of the reinstatement schemes. Officers are working closely with CRL, and with the relevant third-party developers and are confident that this deadline will be met.</p> <p>Clearly, it is our aspiration to deliver out the programme as set out earlier in this report – however, in recognition of the fluid nature of this situation, officers were keen to avoid the City being placed at risk of not fulfilling any contractual obligations to CRL.</p>
<p><b>5. Budget</b></p>	<p>In order to meet the deadlines required for delivery of the Work Site Reinstatements, officers will need to place orders at the beginning of January 2018. However, it is unlikely that the detailed costings for the schemes will be agreed until early December 2017. As there is no Streets &amp; Walkways Sub-Committee meeting in December, this report is being submitted to the November Streets &amp; Walkways Sub-Committee with provisional costings, with a view to the detailed costings being approved in December 2017 by the Director of the Department of the Built Environment in consultation with the Town Clerk, Chairman and Deputy Chairman of the Streets &amp; Walkways and Projects Sub-Committees under delegated authority.</p> <p>It should also be noted that owing to the accelerated nature of the design programme, officers have had to produce budget estimates in advance of completing the detailed design. This has been discussed with CRL, and it has been agreed by CRL that it is necessary in this instance for their payment to the City to include a contingency element to reflect uncertainties in the design.</p> <p>The provisional cost estimates are as follows:</p> <p>Liverpool Street: £2.4M</p> <p>Moorgate: £2.3M</p> <p>It should be noted that there is a significant element of uncertainty associated with the Moorgate costing, owing to the Moorgate utilities issue discussed in Section 4 of this report. In the event that this issue cannot be satisfactorily resolved by December 2017, officers will provide a detailed costing for the Moorfields and Moor Place elements of the scheme which will be based upon an interim design for Moorgate (where Moorgate is assumed to remain</p>

	<p>unchanged).</p> <p>In the meantime, officers will continue to work with CRL to find a satisfactory solution to the Moorgate issue, and will look to report back to Members early in the New Year.</p>
<b>6. Success criteria</b>	<p>a) The City has completed sufficient works necessary for the Crossrail ticket halls at Liverpool Street and Moorgate to open in December 2018;</p> <p>b) The City ensures that bus operations are not compromised by the temporary closures of the bus station at Liverpool Street;</p> <p>c) Through on-going programme management, the City is able to identify and exploit opportunities to deliver specific elements of the reinstatement schemes, whilst working with developers to facilitate their construction programmes where possible;</p> <p>d) The reinstatement schemes significantly improve the pedestrian environment surrounding the ticket halls;</p> <p>e) The reinstatement schemes provide new public realm which can accommodate the growth in local pedestrian movement that will result from both the opening of the new Crossrail station and from various local building developments in the area; and</p> <p>f) The City will communicate regularly with the public to ensure that they are fully apprised of the works programme for the reinstatement scheme.</p>
<b>7. Progress reporting</b>	<p>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</p>

### Appendices

<b>Appendix 1</b>	Proposed highway layout – Liverpool Street Ticket Hall
<b>Appendix 2</b>	Proposed highway layout – Moorgate Ticket Hall

### Contact

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