



Markets Committee

Date: WEDNESDAY, 30 NOVEMBER 2016
Time: 11.30 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
- **CROSSRAIL URBAN REALM PROJECTS: UPDATE REPORT – GATEWAY 4 (STAGE 1) UPDATE REPORT**
Report of the Director of Built Environment.

For Information
(Pages 1 - 20)

Item received too late for circulation in conjunction with the Agenda.

John Barradell
Town Clerk and Chief Executive

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Committees:	Dates:	
Markets Committee	30 November 2016	
Streets and Walkways Sub-Committee	06 December 2016	
Projects Sub-Committee	12 December 2016	
Subject: Crossrail Urban Realm Projects: Update Report	Gateway 4 (Stage 1) Update Report	Public
Report of: Director of the Built Environment		For Information
Report Author: Jon Wallace		
<p style="text-align: center;"><u>Summary</u></p> <p><u>Dashboard</u></p> <ul style="list-style-type: none"> • Project Status: Green • Timeline: Gateway 4 (Stage 1) • On programme • Spend and commitments to date: Moorgate: £90k; Liverpool Street: £247k; Farringdon East: £15k. • Total estimated costs (Wider Work Areas only: Moorgate: £2-2.5M; Liverpool Street: £2.5-3.5M) <p><u>Context:</u> The purpose of this report is to:</p> <ol style="list-style-type: none"> Advise Members of the status of the Crossrail proposals for the areas immediately surrounding the three station accesses in the City (referred to as the Crossrail Work Sites); and Seek approval for funding to finalise the design of public realm proposals for areas immediately adjacent to the Crossrail Work Sites (referred to as Wider Work Areas). <p><i>It is recommended that in respect of the Crossrail Work Sites:</i></p> <ul style="list-style-type: none"> • <i>Members note that the public realm proposals for the Crossrail Work Sites in the City have been submitted to the City, as Local Planning Authority under Schedule 7 of the Crossrail Act and a delegated decision is due by the end of 2016;</i> • <i>Members approve the proposed new loading bay, footway build-out and taxi rank on Lindsey Street (Farringdon East Station), subject to i) a Waiting and Loading Order being approved in respect of the loading bay and ii) the taxi rank being appointed by the Commissioner of the City of London Police; and</i> 		

- ***Members note that a new project will be initiated to manage the reinstatement of land at the Finsbury Circus construction shaft.***

It is recommended that in respect of the Wider Work Areas:

- ***Members authorise officers to complete the design of the areas immediately adjacent to the Crossrail Works Sites at Liverpool Street and Moorgate (the Wider Work Areas). Members further authorise the release of the following additional funds for this purpose: £213k for Liverpool Street, and £218k for Moorgate, both to be funded by S106 funds.***

Main Report

<p>1. Introduction</p>	<p>1.1 Crossrail is the proposal to connect the mainline railways to the east and west of London through the construction of twin-bore tunnels beneath Central London from Paddington to Liverpool Street.</p> <p>1.2 The Crossrail project is currently under construction, with services expected to be fully operational from late 2018. Crossrail services will be accessible from three locations in the City; Liverpool Street, Moorgate and Farringdon East. Each of these three station access points are being designed by Crossrail in conjunction with the City Corporation and will include with public realm improvements in the areas immediately surrounding the station entrances (referred to in this report as the Crossrail Work Sites). The design and construction of these works will be funded by Crossrail.</p> <p>1.3 In addition to the Crossrail Work Sites, the City has been developing public realm proposals for the wider areas surrounding Liverpool Street and Moorgate (referred to in this report as the Wider Work Areas). There is no Wider Work Area currently associated with Farringdon East station. Public realm enhancement in this area will be addressed through the Cultural Hub programme.</p> <p>1.4 Although closely linked geographically, the Crossrail Work Sites and the Wider Work Areas are separate projects, with separate funding sources and approval processes. This report sets out the current status of the Crossrail Work Sites and the Wider Work Areas, and advises Members on progress in relation to both.</p>
<p>2. Crossrail Works Sites</p>	<p><u>Background</u></p> <p>2.1 The Crossrail Act (2008) grants deemed planning permission</p>

<p>Update</p>	<p>for the construction of Crossrail and other associated works, subject to the approval of certain reserved matters by those authorities affected by works, to construct and operate Crossrail. Schedule 7 to the Crossrail Act (2008) sets out the types of reserved matters requiring further approval from the local planning authorities and the specific grounds on which the local planning authorities can refuse the application (which are very specific and limited).</p> <p>2.2 Approval of reserved matters within the City of London is decided by the Chief Planning Officer under delegation arrangements agreed by the Planning and Transportation Committee in October 2008. Applications for approval of reserved matters in respect of the public realm proposals for the three Crossrail Work Sites have been submitted and a decision is due at the end of 2016, as the City has eight weeks to determine the application or Crossrail Ltd can appeal for non-determination. The level of detail contained within the Schedule 7 submission is at RIBA design stage E, which is equivalent to the City's Gateway 4 design stage. Should the proposals submitted under Schedule 7 of the Act be approved, further work is required of Crossrail Ltd to deliver an RIBA stage F design (equivalent to Gateway 5). This further work includes design and safety audits of each Work Site to the City's satisfaction. RIBA stage F design is expected to be concluded by Summer 2017 and Members will receive a report to update them on the project at this time. Drawings of the three Crossrail Work Site public realm proposals for Farringdon East are provided in Appendix 1, for Moorgate in Appendix 2 and Liverpool Street in Appendix 3.</p> <p>2.3 Members are advised that it is highly likely that the implementation of over-site development and other private development adjacent to the Crossrail Work Sites will delay the completion of these public realm works. For example, TfL / Crossrail are developing the buildings directly above the Farringdon East station entrance; the 21 Moorfields and 100 Moorgate redevelopments are also to be built directly above Crossrail entrances at Moorgate; and the 100 Liverpool Street redevelopment will impact directly upon the public realm at Liverpool Street West. Crossrail's current programme is for completion of the Work Sites in December 2018.</p> <p>2.4 City of London officers have worked closely with Crossrail's designers to ensure that the public realm proposals for the Crossrail Work Sites have been designed in a manner consistent with the City's palette of materials and design approach as set out in the Local Plan and City Public Realm SPD. In February 2015, officers presented a Gateway 4 (stage 1) report to Committee which briefed Members on the Crossrail Work Site proposals for Liverpool Street and Moorgate. Members agreed with the</p>
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principles of the Crossrail Work Site proposals.

2.5 Subsequent to this, a public consultation process related to these sites has been developed and delivered by Crossrail Ltd. City of London Officers input to this consultation, and ensured that Crossrail's designs responded to relevant objections.

2.6 The Farringdon East Work Site was not sufficiently developed to share with Members in February 2015. However, since then the Farringdon East proposals have been developed by Crossrail Ltd. and have been subject to the same public consultation process and in accordance with the City's standard materials and finishes.

Next Steps

2.7 The Liverpool Street, Moorgate and Farringdon East Crossrail Work Site proposals are due to be decided under delegated authority by the end of 2016.

2.8 The Farringdon East Crossrail Work Site proposals were consulted upon by Crossrail Ltd in Summer 2016. During this consultation process it became apparent that there were conflicting aspirations for how Lindsey Street should be laid out. Principally, the Smithfield Market Traders Association (SMTA) expected the highway on Lindsey Street to be reinstated exactly how it was prior to the Crossrail works (where most of the kerbside space was dedicated to loading activity); by contrast, Crossrail Ltd wished to widen the eastern footway to accommodate the additional pedestrian footfall that would be generated by the new station.

2.9 In conjunction with officers, Crossrail developed a compromise proposal which would accommodate a large loading bay within a footway arrangement, similar to those provided in Cheapside, and capable of accommodating increased pedestrian footfall. This arrangement also accommodates a new taxi rank to serve the station, which has been specifically designed to ensure the ramp mechanism within taxis can be safely deployed for wheelchair users. This arrangement is depicted in the drawing in Appendix 1. Unfortunately, the SMTA remain dissatisfied with the proposal.

2.10 Evaluation carried out to date indicates that this new arrangement provides the best compromise between providing a footway suitable for pedestrian demand and meeting the wishes of the SMTA. Given the increased volumes of pedestrian movement that will be generated by the Crossrail station and the oversight development, there is no real alternative to widening the footway at this location. It is also noted that no loading activity has been

	<p>possible on the eastern side of Lindsey Street for five years, because of the Crossrail site hoarding, but the market has been able to operate successfully during this period.</p> <p>2.11 It should be noted that the recommended approval of the loading bay would be subject to a Traffic Management Order consultation. Also, provision of a taxi rank is subject to the Commissioner of the City of London Police making the order to appoint the taxi rank. In respect of the final point, the City of London Police have been informally consulted on the proposal and have expressed their support for a rank at this location.</p> <p><i>Finsbury Circus</i></p> <p>2.12 In addition to the three Crossrail accesses in the City, Crossrail Ltd have constructed a 42m deep shaft in Finsbury Circus to provide construction access to the tunnels that link the Liverpool Street and Moorgate ticket halls. When Crossrail Ltd vacate Finsbury Circus, they will be required to reinstate the areas that they have occupied.</p> <p>2.13 The reinstatement of Finsbury Circus Garden will form a separate project, to be initiated in 2017 in accordance with our standard project procedures.</p>						
3. Wider Work Areas Update	<p><u>Background</u></p> <p>3.1 In parallel with Crossrail Ltd finalising the design of the Crossrail Work Sites, officers are developing public realm proposals for the Wider Work Areas immediately adjacent to two of the Crossrail Work Sites (Liverpool Street and Moorgate). It is likely that future public realm proposals will be developed for the wider area surrounding the Farringdon East site. Public realm enhancement in this area, however, will be addressed through the Cultural Hub programme.</p> <p>3.2 In February 2015, Members approved a concept design option for each of the Wider Work Areas. The approach taken at that time sought approval through a two-stage Gateway 4 process, whereby approval was granted for the concept designs with a view to officers submitting a second Gateway 4 report when the detailed designs for the wider areas were further advanced. Appendix 4 provides a drawing of the Moorgate Wider Areas, and Appendix 5 provides a drawing of the Liverpool Street Wider Area.</p> <p>3.3 Table 1 indicates the budgets that were authorised to progress the wider area studies.</p> <table><tr><td></td><td>Liverpool Street</td><td>Moorgate</td></tr><tr><td>Consultants Fees</td><td>£150,000</td><td>£150,000</td></tr></table>		Liverpool Street	Moorgate	Consultants Fees	£150,000	£150,000
	Liverpool Street	Moorgate					
Consultants Fees	£150,000	£150,000					

Staff Costs	£100,513	£68,000
Total	£250,513	£218,000

Table 1: Authorised Budgets

3.4 In addition to the above, Members authorised the allocation of £15k of LIP funding to undertake a traffic study at Farringdon East.

3.5 Since Gateway 4 (stage 1) was approved in February '15, work was undertaken on each of the Wider Work Areas, as detailed below.

Liverpool Street

3.6 A project Working Party comprising local stakeholders was established to investigate options for the wider area, which is centred around the eastern end of Liverpool Street, up to and including the junction with Bishopsgate.

3.7 The Working Party considered a number of design options, including extending the pedestrianised section of Liverpool Street within the Crossrail Work Site further eastwards, partial or full removal of taxi ranking facilities in Liverpool Street, and restrictions to vehicle access. Extensive traffic and movement studies were undertaken in the wider area to inform decision making going forward, including bus, taxi and general vehicle movement and required significant engagement with Transport for London (TfL). The work to date is not yet ready to share with Members and cannot be progressed further until the design of the Crossrail Work Site is confirmed.

3.8 In parallel with this activity, Crossrail Ltd have developed the design of the Crossrail Work Site and this has required significant officer input to ensure the design (and its many iterations) is in accordance with City standards and would not limit potential enhancement of the Wider Work Area. The design of the Works Site is now complete, subject to design and safety audits.

Moorgate

3.9 Much of the work following the last Gateway approval has focussed on the interfaces with the Crossrail Work Site in order to inform the Schedule 7 submission. A Working Party including Crossrail Ltd and other key stakeholders was also established to guide the evaluation and design of the Wider Work Area.

3.10 In order to establish the full impact of increased pedestrian numbers resulting from Crossrail, additional pedestrian movement analysis has been undertaken. This has revealed a number of locations in the wider area that are likely to suffer from poor levels

of pedestrian comfort and safety, particularly at the junctions of London Wall and Ropemaker Street. The results of this analysis will be presented to Members at Gateway 4 (stage 2).

3.11 Another significant area of work has been investigation into the impact of relocated utilities on the operation and maintenance of Moorgate. Many utilities had to be relocated from Moorfields into the Moorgate carriageway as part of the Crossrail works. However, because of the below ground structures associated with Crossrail and London Underground, these utilities cannot be positioned at the standard depth. Consequently, the carriageway surface above the relocated utilities is too shallow to withstand the weight of the vehicles passing over it, and is repeatedly failing.

3.12 Crossrail Ltd has agreed to develop a solution to this problem, which will be subject to a separate Schedule 7 application early in 2017, and which will inform the design of the Wider Work Area in Moorgate.

Spend to Date:

	Liverpool Street £000	Moorgate £000
Consultants Fees	£149	£62
Staff Costs	£98	£38
Total	£247	£90

Table 2: Expenditure to Date

3.13 For both projects, the Consultants Fees element has covered traffic surveys and public realm design, plus involvement in initial stakeholder consultation. Staff costs have covered management of consultants, and inputting to the development of the interfaces with the Crossrail works site proposals.

Next Steps

3.14 At Gateway 4 (stage 1) it had not been anticipated that Crossrail Ltd would continue to develop and modify their proposals for the Crossrail Work Sites as frequently as has been the case. Therefore, it has not been possible to finalise the designs for the Wider Work Areas. However, once decisions are made on the Crossrail Work Sites through the planning process under Schedule 7 of the Act, it will be possible to complete the design and evaluation of the Wider Work Areas. The designs should be completed by late 2017.

3.15 It is considered desirable that these further design and evaluation stages for the Liverpool Street and Moorgate Wider Work Areas commence as soon as possible, as this could allow the construction of these areas to be implemented in parallel with the construction of the Crossrail Works Sites, thus minimising

disruption to the public. However, it is important to note that adjacent and oversite development is likely to delay implementation of both the Crossrail Work Sites and the Wider Work Areas. The scale of this impact will become clear as developer programmes are finalised and shared over the coming year and Members will be kept informed.

3.16 Officers have assessed the status of each of the Wider Work Area programmes, and have estimated the funds that will be required to complete the designs. These are set out in Table 3.

	Liverpool Street £000	Moorgate £000
Consultants Fees	£118	£130
Staff Costs	£95	£88
Total	£213	£218

Table 3: Funding Required to Complete Design

3.17 It should be noted that the pedestrian movement analysis undertaken for the Moorgate project has highlighted the need to extend the Wider Area project to include the junctions of Moorgate with London Wall and Ropemaker Street, as both junctions could be subject to significantly increased pedestrian demand because of the additional pedestrian footfall generated by the new station access at Moorgate.

Funding Strategy:

Liverpool Street

3.18 It is proposed that the resources required to reach the next Gateway are funded from the existing Section 106 agreement relating to the development at 150 Bishopsgate. The proposed funding strategy for any further design work and for implementation will be set out in the next Gateway report.

Moorgate

3.19 It is proposed that the resources required to reach the next Gateway will be part funded from the Section 106 agreement related to the development at 72 Fore Street (£183,000) and part funded by TfL 2016/17 (£35,000)

Farringdon East

3.20 There are no wider area proposals for Farringdon East, so no budget needs to be set aside for that purpose. Officers will continue to guide Crossrail's design process, with the funding for that activity met from departmental resources.

Appendix 1	Farringdon East Crossrail Works Site
Appendix 2	Moorgate Crossrail Works Site
Appendix 3	Liverpool Street Crossrail Works Site
Appendix 4	Moorgate Wider Work Area
Appendix 5	Liverpool Street Wider Work Area

Contact

Report Author	Jon Wallace
Email Address	Jon.wallace@cityoflondon.gov.uk
Telephone Number	020 7314 1589

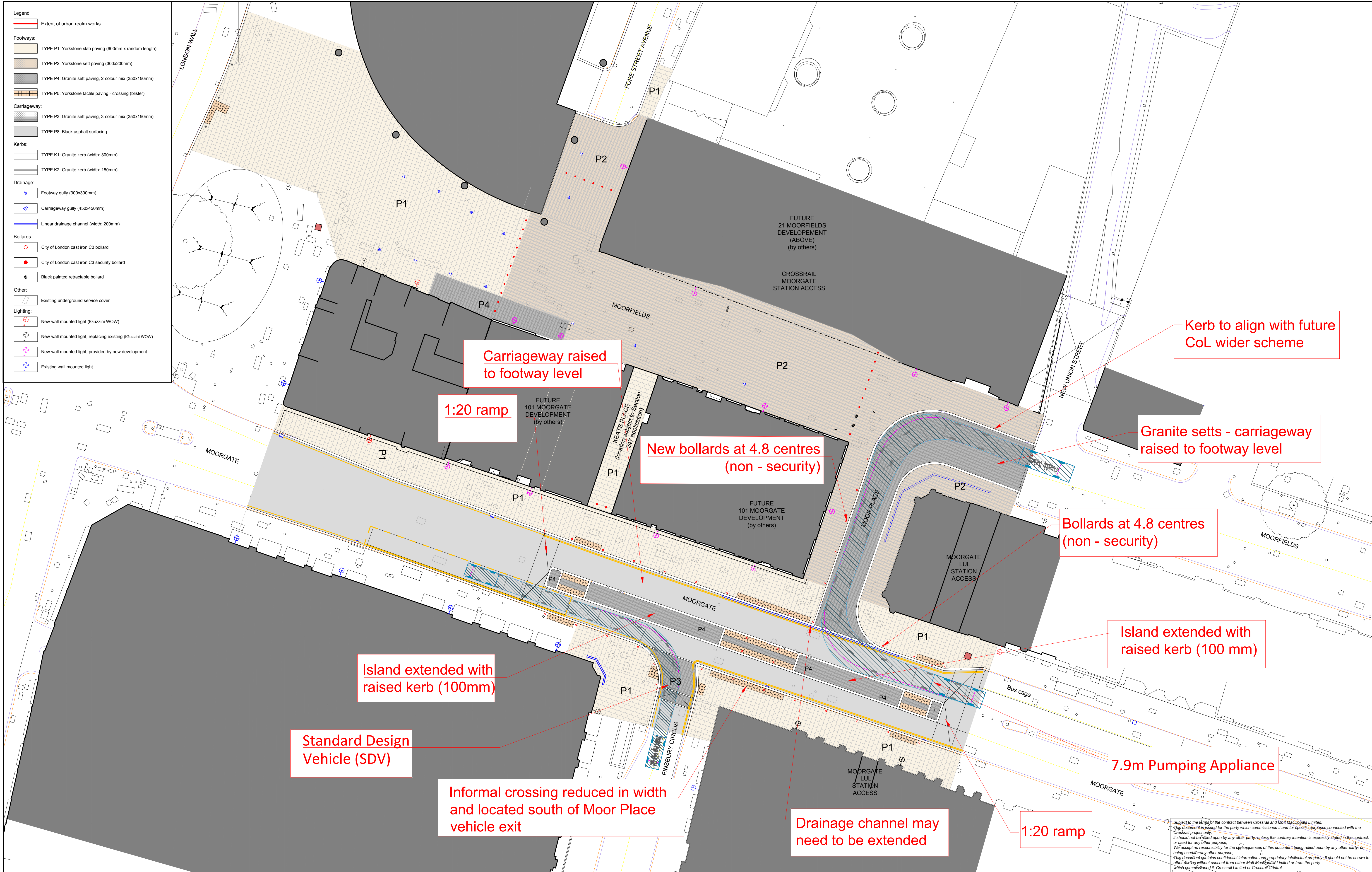
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PROPOSED DESIGN

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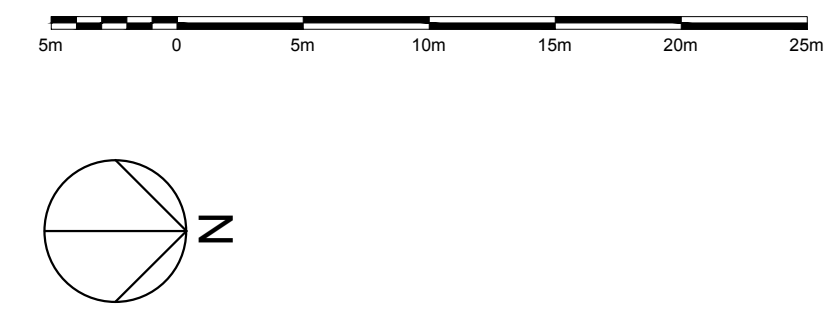
- 01. Fire gate to be removed and replaced with CCTV-based system. Details to be provided by LBI.
- 02. York stone footway (300 x 200 x 75mm).
- 03. Footway level parking bays, laid in granite setts - 300 x 200 x 150mm.
- 04. Raised table with buff coloured aggregate.
- 05. 9no. cycle stands.
- 06. York stone flag (600 x random length x 75mm) footway.
- 07. Improved pedestrian crossing.
- 08. Resurfaced asphalt carriageway.
- 09. Charterhouse Square historic gates, relocated (by others).
- 10. Raised table informal crossing.
- 11. 2 colour grey mix granite setts (300 x 200 x 150mm) carriageway, flush with footway level.
- 12. Service access for OSD & ticket hall loading bay.
- 13. Existing loading bay for Smithfield Market.
- 14. Footway level loading bay for Smithfield Market.
- 15. Carriageway level taxi-rank.
- 16. City of London bollards.
- 17. 'Legible London' wayfinding sign.

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Rev.	Date	Description	By	Chkd	App	Auth
01	22/09/2016	Amendment following CoL / CRL meeting 21/09/2016	SP	SN		

Notes



Crossrail

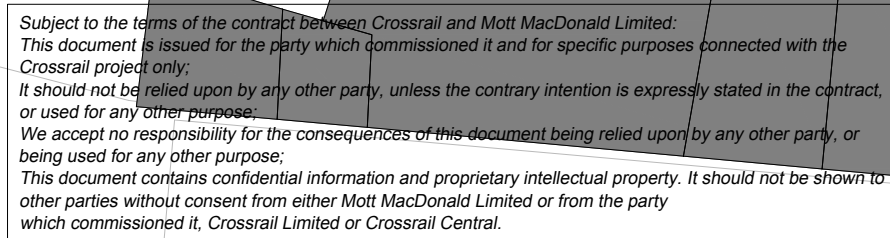
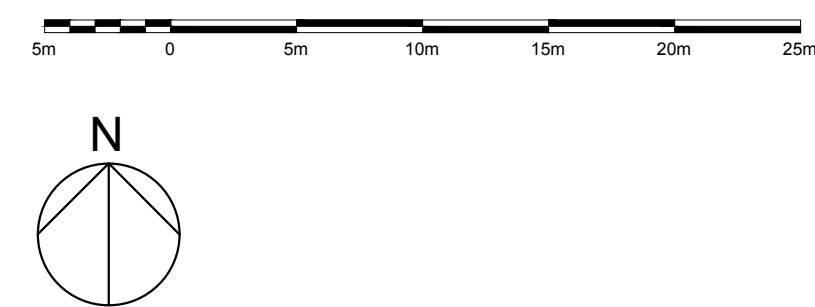
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25 Canada Square
Canary Wharf
London
E14 5LQ


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Contract : LIVERPOOL STREET STATION DESIGN			
Originator : Mott MacDonald Limited			
Location : Liverpool Street Station			
Title : Moorgate Urban Realm			
By : S.PALMIERI		Rev : 01	
Chk : S.NICE		Suitability : --	
App :			
Auth :			
Scale : 1:250 @ A1		Drawing and CAD file No : 10348.MG.SK.20	

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	Originator : Mott MacDonald Limited		
	Location : Liverpool Street Station		
	Title : Broadgate Urban Realm	By : S.PALMIERI	
	App : A1	CHK : S.NICE	
A1		AUTH :	
Scale : 1:250 @ A1	Drawing and CAD file No : 10348.LS.SK.130	Rev : 01	Suitability : --

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Liverpool Street Wider Area

Scheme Area



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