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| <b>Committees:</b><br>Corporate Projects Board <i>[for decision]</i><br>Streets and Walkways Sub Committee <i>[for decision]</i><br>Projects Sub Committee <i>[for decision]</i> | <b>Dates:</b><br>Urgency<br>08 July 2021<br>23 July 2021 |
| <b>Subject:</b><br>Moorgate Crossrail Station Links<br><br><b>Unique Project Identifier:</b><br><i>PV Project ID – 11381 (Moorgate)</i>  | <b>Gateway 3/4<br/> Regular<br/> Issue Report</b>        |
| <b>Report of:</b><br>Director of the Built Environment<br><br><b>Report Author:</b><br>George Wright; City Transportation  | <b>For Decision</b>                                      |
| <h1>PUBLIC</h1>  |  |

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| <b>1. Status update</b> | <b>Project Description:</b><br><p>The Moorgate Crossrail Station Links (MCSL) project will develop designs for the public realm across the wider Moorgate area to improve the pedestrian environment and better accommodate the expected increase in footfall resulting from the opening of Crossrail in 2022.</p> <p>The project complements and builds on the works completed around the station entrances under the Crossrail Phase 1 project.</p> <p>Initial MCSL work (phase 2A) focussed on delivering pedestrian improvements to the western arm of Finsbury Circus.</p> <p>The remainder of MCSL (phase 2) centres on improvements to the Moorgate corridor between London Wall and Ropemaker Street, improvements to pedestrian crossings at key junctions and some modest interventions at the northern end of Moorfields.</p> <p><b>RAG Status:</b> Amber (Green at last report to Committee)</p> <p><b>Risk Status:</b> Medium (Low at last report to Committee)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> £3,887,737 (Phases 1 and 2)</p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b></p> |
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|                                      | <p>Increase of £381,637 following receipt of Crossrail utility payment and identification of additional s106 funds.</p> <p><b>Spend to Date:</b></p> <p>Phase 1: £1,229,325</p> <p>Phase 2: £110,386</p> <p><b>Costed Risk Provision Utilised:</b> N/A</p> <p><b>Funding sources:</b> TfL, OSPR, Crossrail, Section 106 and Section 278 (details in Appendix 2)</p> <p><b>Slippage:</b> Approximately eight months; more details in Section 4 of this report.</p>  |                  |                     |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
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| <p><b>2. Requested decisions</b></p> | <p><b>Next Gateway:</b> Gateway 3/4 - Options Appraisal (Regular) (previously requested to revisit the Gateway 3/4 after the project was restarted in July 2019).</p> <p><b>Requested Decisions:</b></p> <p>That Members</p> <ol style="list-style-type: none"> <li>1. Approve further scheme development at the Moorgate/Ropemaker Street junction to progress design work and traffic modelling.</li> <li>2. Approve pausing further substantive scheme development at the Moorgate/London Wall junction and on the Moorgate corridor until there is more certainty on the progress of interdependent projects and post-COVID traffic flows.</li> <li>3. Approve the project budgets and funding allocations detailed in Appendix 2.</li> </ol>  |                  |                     |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
| <p><b>3. Budget</b></p>              | <p>The total funding available is now £3,887,737 following receipt of a payment from Crossrail for damage to utilities on Moorgate, and identification of additional s106 funds. This comprises £2,467,942 for phase 1 and £1,419,795 for phase 2. The table below summarises the expenditure approved by Members</p> <table border="1" data-bbox="528 1579 1390 1966"> <thead> <tr> <th>Phase</th> <th>Approved budget £</th> <th>Expenditure £</th> <th>Available balance £</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>2,467,942</td> <td>1,229,325</td> <td>1,238,617</td> </tr> <tr> <td>2</td> <td>182,952</td> <td>88,556</td> <td>94,396</td> </tr> <tr> <td>2A</td> <td>80,000</td> <td>25,340</td> <td>54,660</td> </tr> <tr> <td><b>Total</b></td> <td><b>2,730,894</b></td> <td><b>1,343,221</b></td> <td><b>1,387,673</b></td> </tr> </tbody> </table> <p>Note: The remaining balance of funds available, £1,156,843, is still to be approved by Members at a future gateway,</p> | Phase            | Approved budget £   | Expenditure £ | Available balance £ | 1 | 2,467,942 | 1,229,325 | 1,238,617 | 2 | 182,952 | 88,556 | 94,396 | 2A | 80,000 | 25,340 | 54,660 | <b>Total</b> | <b>2,730,894</b> | <b>1,343,221</b> | <b>1,387,673</b> |
| Phase                                | Approved budget £  | Expenditure £    | Available balance £ |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
| 1                                    | 2,467,942  | 1,229,325        | 1,238,617           |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
| 2                                    | 182,952  | 88,556           | 94,396              |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
| 2A                                   | 80,000   | 25,340           | 54,660              |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |
| <b>Total</b>                         | <b>2,730,894</b>   | <b>1,343,221</b> | <b>1,387,673</b>    |               |                     |   |           |           |           |   |         |        |        |    |        |        |        |              |                  |                  |                  |

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|                                    | <p>It is not expected that the full available phase budget balances will be utilised between now and the next Committee Report. It is estimated that £43,600 will be spent on design and modelling fees, £20,000 on works and £45,055 on staff costs. These estimates are based on comparative design/modelling exercises carried out in the City, a project manager working 1.5 days per week between July 2021 and April 2022 and approximately 110 hours of a highway engineers time.</p> <p>A full breakdown project finances is contained in Appendix 2.</p> <p><b>Costed Risk Provision requested for this Gateway:</b> No Cost Risk Provision is requested.</p>   |
| <p><b>4. Issue description</b></p> | <p>4.1 The MCSL project aims to develop proposals across the wider Moorgate area to improve the pedestrian environment to and from the upgraded station and explore options for improved cycle provision. The intention was to facilitate the expected pedestrian uplift resulting from the opening of Crossrail in 2022 and adjacent commercial developments.</p> <p>4.2 Since the last Committee Report in July 2019, work has progressed in the following areas:</p> <ul style="list-style-type: none"> <li>• Comprehensive data collection and analysis.</li> <li>• Analysis of Pedestrian Comfort Levels (PCL) on all footways and at crossings (existing and expected)</li> <li>• Meetings with Transport for London to determine traffic modelling requirements and pedestrian modelling outputs for this work.</li> <li>• High level modelling work to assess opportunities and constraints to improve the pedestrian environment at the Moorgate/London Wall and Moorgate/Ropemaker Street junctions.</li> <li>• Completion of most construction work on Moorgate phase 1, with the re-opening of the pedestrian route on Moorfields in early June.</li> </ul> <p><u>Programme delays</u></p> <p>4.3 Due to the challenges associated with the impact of Covid-19, work on the MCSL project has slowed over the last 15 months. There were resource issues at TfL with the furlough of staff. Nevertheless, work has progressed but taken longer than planned.</p> <p>4.4 The complexities of this project area mean that there are no simple solutions to deliver the desired pedestrian and cycle</p> |

enhancements. Below is a summary of the key issues, with more detail contained in Appendix 3.

#### Moorgate/London Wall junction

4.5 The current Pedestrian Comfort Levels (PCL's) at the London Wall/ Moorgate junction in the peak hours are E. The City's Transport Strategy has an aspiration for all streets in the City to be B+.

This junction provides an important route across the City for motor vehicles. It has become more important with the restrictions currently in place on Beech Street, Bishopsgate and with the proposed changes at Bank.

Initial modelling work and discussions with TfL have determined that without significant reductions in traffic volumes it will not be possible to provide improvement in the level of pedestrian comfort to B+.

#### Moorgate/Ropemaker Street junction

4.6 The current PCL's at this junction in the peak hour range from D to E.

4.7 There is greater opportunity to improve PCL's on all arms of the junction by introducing better crossing times and more space for pedestrians, as well as taking into account the needs of cyclists. Further design development work is proposed.

#### Moorgate corridor improvements

4.8 The current PCL's along the Moorgate corridor between Ropemaker Street and London Wall vary in range between B- and E, with most sections of footway in the lower range of D and E.

4.9 The modelling assessment concluded that to deliver a PCL of B+ meant it would not be possible to provide meaningful cycle improvements along this corridor without a significant reduction in motor vehicle volumes.

Pre-COVID traffic levels indicate segregated cycleways would be required and this is reinforced by the City's Transport Strategy. However, their introduction would limit the ability to widen footways. The challenge therefore is to develop designs that balance the competing needs of road users.

### Finsbury Circus Western Arm (Phase 2A)

4.10 In February 2020, construction work was completed at the western side of the arm (Moorgate). The carriageway was raised and made flush with the surrounding footway.

4.11 However, as work was about to start on the raised tables at both the western and eastern (Circus) end of the arm, ground settlement issues were identified when the City went to formally take back the area from Crossrail.

A compensation claim for these settlement issues has been lodged with Crossrail and the proposed improvement works could not complete until the claim is settled. The western arm phase 2A project has therefore been placed on hold.

4.12 In the meantime, it is proposed that temporary interventions will be introduced on the western arm as part of the COVID-19 recovery phase 3 temporary works (and subject to a separate report). This may include temporary tables, seating and benches.

To ensure that motor vehicles cannot enter the western arm, it was proposed that the Phase 2A project installs either planters or bollards (or a mixture of the two) at the junction with the Circus. This can now be delivered via a contribution from MCSL to the COVID-19 recovery phase 3 project.

### Next steps for phase 2

Taking into account the issues outlined above, it is proposed that:

- Work is progressed to develop designs to improve Pedestrian Comfort Levels and the cycling environment at the Ropemaker Street/Moorgate Junction.
- Further substantive development work at the Moorgate/London Wall junction is paused whilst the outcomes of the judicial review on Beech Street is determined and clarity on the future highway operations of Beech Street and Bishopsgate is known. This pause will also provide an opportunity to work with TfL to assess predicted post-COVID traffic levels in the City; the results of which will be critical in informing future design work.
- Further substantive development work along the Moorgate corridor is paused whilst issues listed above are determined. The concept designs prepared by Crossrail in 2018 are reviewed, including the need for a central median. Discussions will take place with City of London Police regarding the Police checkpoint as its retention/removal will influence designs. A prioritisation exercise will take place

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|                          | <p>focusing on improvements for pedestrians and cyclists and what could be achieved given the limits on highway space.</p> <ul style="list-style-type: none"> <li>• Once further clarity is obtained, a plan is drafted that summarises dependencies, obstacles and opportunities, and what would be possible to provide improvements for pedestrians and cyclists along the corridor and at the junction. This work would include an analysis of the levels of traffic reduction needed and how this can be achieved. This work would then be presented to Members for consideration.</li> </ul> <p><u>Programme</u></p> <p>Ropemaker Street/Moorgate Junction:</p> <ul style="list-style-type: none"> <li>• Stakeholder engagement with Islington Council: August–December 2021</li> <li>• Develop design options and initial traffic modelling: August-October 2021</li> <li>• Wider stakeholder engagement. November 2021</li> <li>• Gateway 4 proposal/s to Members: Spring 2022</li> </ul> <p>Moorgate corridor and Moorgate/London Wall junction:</p> <ul style="list-style-type: none"> <li>• Await clarity on future proposals for Beech Street and Bishopsgate: Summer 2021 (TBC)</li> <li>• Review Crossrail corridor design, internal workshop to firm up road space priorities and engage with CoL Police: Summer/autumn 2021</li> <li>• Prepare a traffic reduction options plan and agree modelling requirements with TfL: Autumn/Winter 2021/22 (TBC)</li> <li>• Present options to Members: Spring/Summer 2022 (TBC)</li> </ul> |
| <p><b>5. Options</b></p> | <ol style="list-style-type: none"> <li>1. Three options to improve PCLs at the Moorgate/Ropemaker Street junction will be progressed in more detail. There are: Single lane approaches; banned turns; and single lane approaches and banned turns. All assessments will also consider the introduction of diagonal crossings at this junction.</li> <li>2. Optioneering along the Moorgate corridor will include: the retention/removal of the central median; and prioritisation of different road user needs (particularly pedestrians and cyclists).</li> <li>3. Options for the Moorgate/London Wall junction will be dependent on the outcome/future of other highway schemes and agreement with TfL on post-COVID traffic levels that will inform the modelling of design options.</li> </ol>  |

## **Appendices**

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|-------------------|---|
| <b>Appendix 1</b> | Cover sheet                             |
| <b>Appendix 2</b> | MCSL financial summary                  |
| <b>Appendix 3</b> | Summary of corridor and junction issues |
| <b>Appendix 4</b> | Risk register                           |

## **Contact**

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