

Committees: Streets and Walkways Sub <i>[for decision]</i> Operational Property & Projects Sub <i>[for decision]</i>	Dates: 23 May 2023 3 July 2023
Subject: Moor Lane Environmental Enhancements Unique Project Identifier: 9441	Gateway 4-5: Regular Detailed Design & Authority to Start Work
Report of: Executive Director Environment Report Author: Andrea Moravicova – City Operations	For Decision
<h1>PUBLIC</h1>	

1. Status Update	<p>Project Description: Public realm enhancements in Moor Lane to provide greening and an improved walking environment, with the creation of a “linear park” and widened footways.</p> <p>A Gateway 3 Issue Report, approved in December 2020, gave authority to incorporate Section 278 works on the eastern side of Moor Lane, as part of the 21 Moorfields development, into the scope of the original project.</p> <p>Since that decision, officers have considered both elements of the project simultaneously to develop the design as whole.</p> <p>The implementation, however, will be phased to:</p> <ul style="list-style-type: none"> • align the delivery of works to the eastern footway (referred to as Area A in this report), funded through a Section 278 contribution, to the developer’s timeline; • finalise the design proposals for the western footway (referred to as Area B in this report) following the public consultation at the end of 2021. Construction of west footway will commence once the design is finalised. <p>The Gateway 4c-5 report for Area A was approved in July 2022. This report provides an update on the design of Area B and seeks approval to implement the scheme.</p> <p>RAG Status: Amber (Green at last report to Committee)</p> <p>Risk Status: Medium (Medium at last report to committee)</p>
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	<p>Total Estimated Cost of Project (excluding risk): £2,968,680</p> <p>The total cost for Area A, funded through Section 278 agreement, is estimated at £1,508,680. The total budget for Area B, funded through Milton Court Environmental Improvement Works (Section 106) payment and Climate Action Strategy Cool Streets programme, is set at £1,560,000</p> <p>Change in Total Estimated Cost of Project (excluding risk): The total estimated cost of the project remains unchanged since the July 2022 report.</p> <p>Spend to Date: £350,000 (Area B) £78,294 (Area A)</p> <p>Funding Source: Section 278 (Area A) and Section 106 and Climate Action Strategy Cool Streets programme (Area B).</p> <p>Costed Risk Provision Utilised: N/A</p> <p>Slippage: The Moor Lane project was paused in 2012 due to the 21 Moorfields development which would have impacted on the scheme, allowing officers to review aspects of the original design which had been approved in 2011. The design has now been reviewed in conjunction with the Section 278 highway works necessary to mitigate the impacts of the 21 Moorfields development which is programmed for completion in early 2024. It is now expected that the Section 278 element of the scheme will be implemented from summer 2023 (ten months later than estimated in July’s gateway report following delays to the development timetable), once the site is available from the developer. This will be followed by the Moor Lane (western side) works in late summer / autumn 2023. It is expected that the Gateway 6 report will be submitted to committees in September 2024.</p>
<p>2. Requested decisions</p>	<p>Next Gateway: Gateway 6: Outcome report</p> <p>Next Steps:</p> <ol style="list-style-type: none"> 1. Deliver the Moor Lane works in two phases as follows: <ul style="list-style-type: none"> Area A – confined to the eastern footway and carriageway on Moor Lane adjacent to the development at 21 Moorfields (Already approved – July 2022). Area B – related to the western footway on Moor Lane and funded through the Milton Court Environmental Improvements Works (Section 106) payment. These works are the subject of this report. 2. Finalise and approve the construction package for Area B with the City’s Highway Term Contractor to prepare for a start on site in late summer / autumn 2023. 3. Submit Gateway 6 outcome report.

Requested Decisions:

That Members of the Streets and Walkways Sub Committee:

1. Approve in principle the design as described in Section 4 and shown in Appendix 5;
2. Agree to delegate approval of the final elements of the design related to greening to the Director City Operations in consultation with the Chairman and Deputy Chairman of Streets and Walkways Sub-Committee once discussions with local residents have been concluded.
3. Authorise transfer of any design & evaluation underspend for Moor Lane Section 106 budget from the previous gateway to the Area B (Section 106) implementation budget.
4. Approve budget increase of £110,000 funded from Climate Action Strategy Cool Streets programme. Allocation proposal was granted by Streets and Walkways Sub-committee on 15 February 2023 to support design and installation of climate resilience measures on Moor Lane.
5. Note the undertaking of a statutory consultation regarding the removal of the motorcycle bay in Moor Lane. The consideration of consultation responses, the decision as to whether to remove the motorcycle bay and the making of any resulting traffic order, is to be undertaken under the Executive Director's delegated authority in respect of traffic order making processes (unless there are unresolved objection to any such order, in which case it will be brought back to your Sub-committee to decide whether or not to proceed with the order).
6. Note the investigation of loading restrictions along the west kerb on Moor Lane. The undertaking of any statutory consultation the consideration of consultation responses, the decision as to whether to introduce loading restrictions and the making of any resulting traffic order, is to be undertaken under the Executive Director's delegated authority in respect of traffic order making processes (unless there are unresolved objection to any such order, in which case it will be brought back to your Sub-committee to decide whether or not to proceed with the order)

That Members of the Streets and Walkways and Operational Property Projects Sub Committee:

7. Note the total budget for Area B to be £1,560,000 and approve allocation of the available funds as shown in the section 3 below and Table 2 in Appendix 3.
8. Approve the Risk Register in Appendix 2 and approve the costed risk provision of £100,000; and delegate the drawdown of funds from the risk register to Executive Director Environment.
9. Delegate to the Executive Director Environment authority to approve budget adjustments, above the existing authority within the project procedures and in consultation with Chamberlains,

between budget lines if this is within the approved total project budget amount and within intended scope.

That Members of the Operational Property and Projects Sub Committee

10. Agree that the Corporate Programme Management Office, in consultation with the Chairman of the Operational Property and Project Sub Committee and Chief Officer as necessary, is to decide whether any project issues or decisions that falls within the remit of paragraph 45 of the 'City of London Project Procedure – Oct 2018' (Changes to Projects: General), as prescribed in **Appendix 6** of this report, is to be delegated to Chief Officer or escalated to committee(s).

3. Budget

The total cost of the project (excluding risks) is estimated at £2,918,680, with Area A fully funded by the developer through the Section 278 Agreement for 21 Moorfields and Area B funded through previously approved contribution from Milton Court Section 106 Agreement and the Climate Action Strategy Cool Streets programme.

Appendix 3 and the table below contain a breakdown of funds required to implement Area B designs and are based on known highway conditions and primarily utilising a palette of materials consistent with the City Corporation's standards.

Resources Required to reach the next Gateway (Area B)			
Description	Approved Budget (£)	Resources Required (£)	Revised Budget (£)
Staff costs	185,486	70,000	255,486
Fees	92,245	-	92,245
Works	901,650	-	901,650
Contingency	211,755	-111,755	100,000
Planting			
Maintenance	36,483	161,755	198,238
Highway			
Maintenance	22,381	-10,000	12,381
TOTAL	1,450,000	110,000	1,560,000

Revised Funding Allocation (Area B)			
Funding Source	Current Funding Allocation (£)	Funding Adjustments (£)	Revised Funding Allocation (£)
S106 - Telephone Exchange - 07/00092/FULL - LCE	300,000	-	300,000
S106 - Milton Court - 06/01160/FULEIA - LCE	1,150,000	-	1,150,000
CAS - Cool Streets and Greening Programme	-	110,000	110,000
Total Funding Drawdown	1,450,000	110,000	1,560,000

	<p>The above costs cover:</p> <ul style="list-style-type: none"> • Approximately 15 hours a month for eight months associated with report writing, inputting into design, stakeholders' liaison and engagement throughout the construction and ensuring the overall project is progressed to agreed milestones and budget. • Approximately seven hours a month for eight months for Group Manager oversight. • A Highways project engineer, and manager oversight, to manage the technical constraints of the scheme, produce the construction package (including traffic management and liaison with statutory undertakers), and supervision of works on site. This equates to approximately 500 hours over the next eight months. • Necessary utility diversions and works to the western footway on Moor Lane, including lighting, planting and sustainable drainage features. • Costed risk provision of £100,000 is being requested from the contingency allocation, with £110,000 of the contingency re-allocated to works' budget. • Planting maintenance estimate includes litter picking and covers 20-year period. The estimates will be updated if necessary once the planting and greening elements are finalised.
<p>4. Design summary</p>	<p>The project's main objective is to improve the walking environment and increase greenery in Moor Lane, whilst accommodating the requirements of the new development at 21 Moorfields (Area A).</p> <p>An outline proposal for an enhancement scheme in Moor Lane was included in the original Barbican & Golden Lane Area Enhancement Strategy, approved in 2008. Subsequently an evaluation report (equivalent to Gateway 4-5) for the scheme was approved in 2011, the design of which is shown in Appendix 5. The scheme was then put on hold in 2012 owing to the forthcoming 21 Moorfields development, and to allow officers to review elements of the approved design.</p> <p>The project was restarted via an Issue Report, approved in December 2020, which gave approval to review the design of the western footway due to technical constraints and to incorporate changes required to accommodate the 21 Moorfields development. The requirements of the development involve changes to the eastern footway and carriageway in Moor Lane (Area A). These works as part of part of the S278 were approved in July 2022 and were due to commence in the autumn of 2022. However, the development has experienced some delays and these works are not expected to start until summer 2023.</p> <p>A public consultation exercise on an updated design (shown in Appendix 5) for the western footway on Moor Lane (Area B), was undertaken in late 2021. This design takes the requirements for Area A into consideration. The public consultation received 86 responses. The feedback has been assessed and is summarised as follows:</p>

- Desire to see implementation of mature trees and further greening to align more closely with the 2011 proposals;
- Installation of planters in place of some bollards on the eastern footway (incorporated in the approved design for Area A);
- Support for retaining the existing Clean Air Garden in some form as it has been created and is looked after by the local community. This element of the project, which is likely to require planning application, will be progressed alongside the main works at potentially slower rate.
- Relocation of the Meanwhile Moor Lane Garden was generally welcomed, however the aesthetics of this temporary scheme (i.e. concrete-clad planters) was supported as part of the permanent scheme.

The design for Area B has been updated accordingly (see plan in Appendix 5). Following more detailed sub-surface surveys street trees are proposed at the northern and southern end of Moor Lane, in addition to the three 'rain gardens' retained from the 2021 consultation design. One of the proposed trees will replace the existing sentry box at the southern end of the street; the removal of the box has been authorised by the City of London Police.

The central section of Moor Lane is constrained by sub-surface conditions, namely restricted depths and loading limits on the underground structure, and the presence of utilities at a shallow depth. This means street trees are not viable in this section. Therefore, it is proposed to widen the pavement by a minimum of 1.5 metres and install modular planters, modelled on the design of the Moor Lane community garden, to provide additional greenery without impacting the structure below.

In line with feedback from the consultation, the existing community garden at the northern end of Moor Lane, which is on Barbican Estate land, is recommended to be retained with some modifications. Further discussions surrounding maintenance of this and how this will work in practice are still required.

Greening proposals are being developed in consultation with the City Garden's team and a consultant and aim to introduce species of trees and lower level planting that will support biodiversity and provide all year round interest.

The proposals will upgrade the existing footways to Yorkstone to ensure consistency and high-quality of the City's streetscape. No alterations to traffic movement in the street are proposed as part of these proposals, with the carriageway width kept to minimum of 6 metres needed to accommodate two-way traffic and access to off-street premises.

Legal Implications

In making determinations in respect of traffic orders regard must be had to the duty to secure the efficient use of the road network, avoiding

congestion and disruption¹ and the duty to secure the expeditious convenient and safe movement of traffic, having regard to effect on amenities².

Equalities implications

The equalities impact assessment (EQIA), see Appendix 7a, concluded that the proposal when implemented is likely to benefit users with protected characteristics through improved accessibility and comfort levels. These improvements would be enjoyed by all users and are likely to particularly benefit groups with protected characteristics related to age and disability.

The proposal was also assessed using the City of London Streets Accessibility Tool (CoLSAT), which enables street designers to identify how street features impact on the different needs of disabled people. The tool's key feature recognises that the needs of different groups of disabled people can be contradictory; that improving accessibility for one group may decrease accessibility for another. CoLSAT identifies the trade-offs that may be needed to ensure no one is excluded from using the City's streets and provides the basis for engagement and discussion to maximise the benefits for all.

CoLSAT Results Table				
	Total 0 scores* – severe accessibility issue		Total 1 scores**- significant accessibility issues	
	Before	After	Before	After
Electric Wheelchair user	1	1	1	1
Manual Wheelchair user	2	-	1	1
Mobility Scooter user	4	-		
Walking Aid user	-	-	3	2
Person with a walking impairment	2	1	7	5
Long cane user	4	4	2	1
Guide Dog user	2	1	5	3
Residual Sight user	-	-	5	3
Deaf or Hearing impairment	-	-	4	3
Acquired neurological impairment	-	-	5	4
Autism/Sensory-processing diversity	-	-		
Developmental Impairment	4	1	4	3
Total	19	8	37	26

Table above shows the severe and significant issues identified through the CoLSAT assessments of the existing conditions and the proposed design. The proposed scheme has a potential to improve the walking experience for all assessed characteristics. There are, however,

¹ S.16 Traffic Management Act 2004

² S.122 Road Traffic Regulation Act 1984

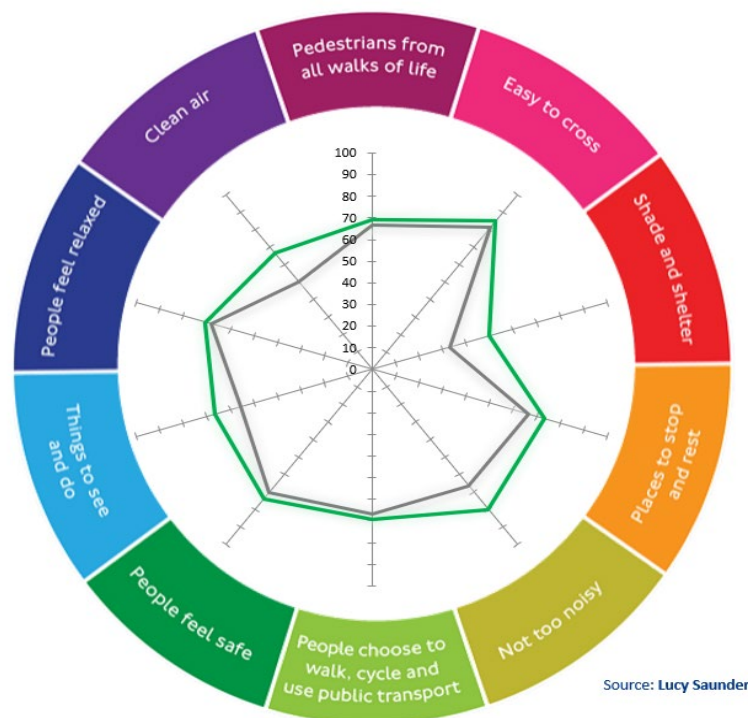
several significant accessibility issues that the scheme is unable to address. These relate to lack of taxi drop off points, bus stops and seating provision. an existing street furniture near the building line. Officers will continue working on addressing issues such as furniture close to the building line where possible whilst finalising the construction package to improve street's accessibility.

The EQIA and City of London streets accessibility assessment both recommend introduction of seating as part of this scheme to capitalise on the public realm improvements and shading associated with greening, and to provide a place to rest for those with limited mobility and stamina.

Healthy Streets assessment

Healthy Streets check, capturing ten elements deemed essential for making streets attractive and accessible places to walk, cycle and spend time, supporting social and economic activity, was undertaken on both the current arrangements and the proposed scheme.

The results of this check suggest a slight improvement to the area after the implementation of the scheme, although current layout's one "zero" score related to the carriageway widths available to cyclists remains featuring within the proposed design. The assessment also suggests that current seating provision is more in line with the Healthy Streets recommendations than no provision of seating as proposed through the scheme. The full scoring can be viewed in Appendix 7c.



Overall, the proposals are envisaged to bring improvements to the street that will provide a more enjoyable environment for people walking and are likely to encourage use of sustainable modes of transport.

	<p>Seating is not currently proposed as part of the final design as local residents have expressed a string of concerns regarding this and how it may encourage unwelcomed dwelling, particularly in the evening which would have a noise impact on the residents facing these facilities. However, not providing seating will mean that Moor Lane will not be as accessible as it could be. It is proposed that appropriate seating is included within the design to improve street's accessibility. This will be incorporated in a way that reduces the likelihood of it being used by groups of people, such as individual seats, rather than benches.</p> <p>Traffic implication</p> <p>The proposal includes narrowing the carriageway to 6 metres from approximately 10 metres. This will allow for the footways to be widened, while providing sufficient space for two-way working, accommodating vehicular access to and from the service bays on Moor Lane.</p> <p>To retain provision of two disabled parking spaces, motorcycle parking would have to be removed. Off-street motorcycle parking facilities exist nearby in London Wall public car park. These bays have not been in use since April 2021 because of the development at 21 Moorfields. Removal of the motorcycle parking requires Traffic Orders under sections 6 and 45 of the Road Traffic Regulation Act 1984, to formally remove this bay. This will need to be the subject of statutory consultation and cannot be predetermined. The statutory consultation and decision-making process will be undertaken under officer's delegated authority pursuant to the Chief Officer Scheme to Delegation. However, if there are unresolved objections to the order the decision whether or not to make it will be brought back to your Sub-committee for determination.</p>
<p>5. Confirmation that design solution will meet our SMART objectives</p>	<p>The recommended design option for Area B aligns with the project's success criteria and meets the objectives of the project's proposal to deliver a high quality, accessible walking environment that improves greening and environmental resilience in Moor Lane, whilst accommodating the requirements of the development at 21 Moorfields.</p> <p>This scheme contributes to delivering the following proposals of the Transport Strategy:</p> <ul style="list-style-type: none"> • Proposal 2: Put the needs of people walking first when designing and managing our streets. • Proposal 5: Ensure new developments contribute to improving the experience of walking and spending time on the City's streets. • Proposal 7: Provide more public space and deliver world-class public realm. <p>And the following Corporate Plan outcomes:</p> <ul style="list-style-type: none"> • Outcome 9: We are digitally and physically well-connected and responsive. • Outcome 12: Our spaces are secure, resilient and well maintained.

<p>6. Delivery team</p>	<p>Project Management: CoL Projects and Programmes team Principal Designer: CoL Highways Construction Management: CoL Highways Principal Contractor: CoL Highways term contractor (FM Conway) Planting: CoL City Gardens team</p> <p><i>It is intended to use the Highways Term Contractor FM Conway to deliver this work.</i></p>														
<p>7. Programme and key dates</p>	<p>The implementation of Area B is proposed to commence in September 2023* and will be co-ordinated with delivery of works in Area A which are schedule to align with the 21 Moorfields development programme.</p> <table border="1" data-bbox="432 667 1445 972"> <thead> <tr> <th>Activity</th> <th>Date</th> </tr> </thead> <tbody> <tr> <td>Finalise construction package for Area B</td> <td>June 2023</td> </tr> <tr> <td>Procurement of materials following sign-off of the construction package</td> <td>June 2023</td> </tr> <tr> <td>Submit traffic management plan/permits</td> <td>August 2023</td> </tr> <tr> <td>Commence construction of Area B</td> <td>September 2023</td> </tr> <tr> <td>Snagging in Area B</td> <td>May 2024</td> </tr> <tr> <td>Gateway 6 Outcome Report for both phases</td> <td>September 2024</td> </tr> </tbody> </table> <p><i>*Subject to changes in Developer's programme impacting delivery of Area A.</i></p>	Activity	Date	Finalise construction package for Area B	June 2023	Procurement of materials following sign-off of the construction package	June 2023	Submit traffic management plan/permits	August 2023	Commence construction of Area B	September 2023	Snagging in Area B	May 2024	Gateway 6 Outcome Report for both phases	September 2024
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<p>8. Risks</p>	<ol style="list-style-type: none"> 1. <i>Works are delivered outside the dates stated in this report.</i> A detailed phasing plan has been agreed in principle. Coordination meetings take place regularly to monitor progress. 2. <i>Failing to agree the final design with residents</i> Following additional surveys and trial holes explorations street trees were included in the north and south end of the west footway (Area B – subject of this report) in addition to two locations in the east footway to better align with the 2011 proposal. Ongoing discussions with the residents' representatives and Ward Members are undertaken to reach understanding of constraints and viability issues of previously proposed options in time for construction. 3. <i>Presence of sub-surface utilities impacts on the delivery of the scheme</i> Surveys and trial holes have been undertaken to minimise this risk as much as practicable. This risk will be closely monitored during the implementation phase. An allowance has been included in the project budget. 4. <i>Complaints about noisy works</i> Maintain a dialogue with local residents and other occupiers. Work with the Environmental Health team and local stakeholders to ensure there is an agreed consensus about when noisy works take place. 														

	<p>5. Increase in the overall project costs</p> <p>The design for Area B was revised to ensure the costs remain within the original funding envelope. Costed risk provision of £100,000 to mitigate known risks is requested as part of this gateway. Any unforeseen increase in costs for Area A will be covered by the developer under the terms of the S278 Agreement.</p> <p>6. Third party approvals</p> <p>The works area lays directly above third-party structures, therefore, any designs and additional loading on these structures will require their agreement. Officers are liaising with said parties to ensure designs are approved.</p> <p>Further information is available in the Risk Register (Appendix 2).</p>
9. Success criteria	<ul style="list-style-type: none"> • Improve the walking environment by aligning the public realm in Moor Lane with the City Public Realm Supplementary Planning Document. • Introduce greening and sustainable drainage to the west footway.
10. Progress reporting	<ul style="list-style-type: none"> • Monthly updates to be provided via Project Vision and any project changes will be sought by exception via Issue or Update reports to Spending and Operational Property and Projects Sub Committees should there be a fundamental change to the project scope. • Distribution of a regular e-bulletin to keep local stakeholders informed of project progress.

Appendices

Appendix 1	Project coversheet
Appendix 2	Risk register
Appendix 3	Finance tables
Appendix 4	Plan showing the split between Area A and Area B
Appendix 5	<ul style="list-style-type: none"> a) Plan of the scheme approved in 2011 b) Plan presented for consultation in 2021 c) Plan of the recommended option for Area B
Appendix 6	Paragraph 45 of the 'City of London Project Procedure – Oct 2018' (Changes to Projects: General)
Appendix 7	<ul style="list-style-type: none"> a) Equality impact assessment b) City of London streets accessibility assessment c) Healthy Streets assessment

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