

<b>Committees:</b> Streets and Walkways Committee <i>[for decision]</i> Projects and Procurement Sub <i>[for information]</i>	<b>Dates:</b> 09 July 2024 15 July 2024
<b>Subject:</b> Museum of London S278  <b>Unique Project Identifier:</b> <b>12375</b>	<b>Gateway 3:</b> <b>Outline Options Appraisal (Complex)</b>
<b>Report of:</b> Executive Director Environment  <b>Report Author:</b> James Aggio-Brewe – City Operations	<b>For Decision</b>
<h1 style="margin: 0;">PUBLIC</h1>	

<b>1. Status update</b>	<p><b>Project Description:</b> Highway and public realm improvements to ensure the effective and safe operation of the new Museum of London development (General Market, Poultry Market, and the Annexe building) via Section 278 obligations.</p> <p>Taking a programmatic approach with integrated project management of both the S278 project for the museum and the wider Smithfield Public Realm and Transportation project is the best way forward. It is however important to keep reporting on these projects separately as the scope of the public realm project extends beyond the Museum boundary and beyond the lifecycle of the S278 project.</p> <p><b>This Report:</b></p> <p>The purpose of this report is to:</p> <ol style="list-style-type: none"> <li>1) To provide an update on the work carried out since the last Gateway report (G2 Jan 2023);</li> <li>2) To provide an update on the next steps and timescales for delivery; and</li> </ol>
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	<p>3) Seek approval for the necessary level of funding to deliver the next steps and get to the next gateway, which will either be a G4 or a G4/5.</p> <p><b>RAG Status:</b> Amber (<i>Amber at the last committee</i>)</p> <p><b>Risk Status:</b> Medium (<i>Medium at the last committee</i>)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> £3m - £7m <i>Estimated total outturn cost</i></p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b> Increase/Decrease of £0m since last report to Committee.</p> <p><b>Spend to Date:</b> £97,578.54</p> <p><b>Costed Risk Provision Utilised:</b> £0</p> <p><b>Funding Source:</b> S278 Contributions</p> <p><b>Slippage:</b> N/A since the last report</p>
<p><b>2. Next steps and requested decisions</b></p>	<p><b>Requested Decisions:</b></p> <p>Members of the <b>Streets and Walkways Sub-Committee</b> are requested to</p> <ul style="list-style-type: none"> <li>• Approve the additional budget of £335k to reach the next Gateway funded from S278 contributions (subject to receipt of funding);</li> <li>• Note the revised project budget of £435k (excluding risk);</li> <li>• Note the total estimated cost of the project at £3m - £7m (excluding risk);</li> <li>• Approve a Costed Risk Provision of £50k (to be drawn down via delegation to Chief Officer);</li> <li>• Delegate authority to the Executive Director Environment, in consultation with the Chamberlain, to make any adjustments between elements of the approved budget, provided the total approved budget of <b>£435k</b> (exc. CRP) is not exceeded.</li> </ul> <p><b>Next Gateway:</b> <i>Gateway 4: Detailed Options Appraisal</i></p> <p><b>Next Steps:</b></p> <ul style="list-style-type: none"> <li>• To review revised plans for the Museum of London construction programme and the impact of those changes around vacant possession of the footways, loading bays, highways, and security of the public realm.</li> <li>• To work with the Museum of London to establish the phasing of the S278 project to align with the opening of the General Market (Mid 2026) and the Poultry Market (Q1 2028) - including any interim requirements between</li> </ul>

	<p>when the General Market part of the Museum opens and the subsequent opening of the Poultry market in 2028.</p> <ul style="list-style-type: none"> <li>• To carry out the necessary surveys and pedestrian modelling to ascertain the detail of the changes to the highway, pavements, crossings, and lighting.</li> <li>• To continue working closely with the Museum of London team and key stakeholders, including London Borough of Islington and TfL.</li> <li>• To work towards the signing of the S278 agreement between the Museum of London and the City.</li> <li>• It is proposed to submit a G4 or a G4/5 in late 2024 or early 2025. This is to align the S278 works needed for the General Market opening (phase 1) with their opening date of mid-2026. We would expect all relevant work to be complete for Phase 1 by March 2026 in preparation for the opening date, excluding any work that is not possible due to the continued construction of Phase 2. this assumes the public highway is available to us to start work on time.</li> </ul>																				
<p><b>3. Resource requirements to reach next Gateway</b></p>	<p><b>Funding: S278 Contributions.</b> The Museum of London have been asked for further evaluation and design contributions above the £100k previously agreed as part of their S106/unilateral agreement. This is in line with other developments of this size, and the agreement provides a provision for this. This funding request is subject to the receipt of funds. Work will not be able to progress without this funding.</p> <table border="1" data-bbox="528 1256 1422 2049"> <thead> <tr> <th data-bbox="528 1256 762 1402">Item</th> <th data-bbox="762 1256 1007 1402">Reason</th> <th data-bbox="1007 1256 1251 1402">Funds/ Source of Funding</th> <th data-bbox="1251 1256 1422 1402">Cost (£)</th> </tr> </thead> <tbody> <tr> <td data-bbox="528 1402 762 1507">P&amp;T Staff Costs</td> <td data-bbox="762 1402 1007 1507">Project management</td> <td data-bbox="1007 1402 1251 1507">S278 Contributions</td> <td data-bbox="1251 1402 1422 1507">£75,000</td> </tr> <tr> <td data-bbox="528 1507 762 1760">Consultant Costs (fees)</td> <td data-bbox="762 1507 1007 1760">Pedestrian modelling, stakeholder engagement and consultation</td> <td data-bbox="1007 1507 1251 1760">S278 Contributions</td> <td data-bbox="1251 1507 1422 1760">£75,000</td> </tr> <tr> <td data-bbox="528 1760 762 1865">P&amp;T Highways</td> <td data-bbox="762 1760 1007 1865">Design work</td> <td data-bbox="1007 1760 1251 1865">S278 Contributions</td> <td data-bbox="1251 1760 1422 1865">£50,000</td> </tr> <tr> <td data-bbox="528 1865 762 2049">Surveys (fees)</td> <td data-bbox="762 1865 1007 2049">Trial Holes, ground surveys, load testing</td> <td data-bbox="1007 1865 1251 2049">S278 Contributions</td> <td data-bbox="1251 1865 1422 2049">£135,000</td> </tr> </tbody> </table>	Item	Reason	Funds/ Source of Funding	Cost (£)	P&T Staff Costs	Project management	S278 Contributions	£75,000	Consultant Costs (fees)	Pedestrian modelling, stakeholder engagement and consultation	S278 Contributions	£75,000	P&T Highways	Design work	S278 Contributions	£50,000	Surveys (fees)	Trial Holes, ground surveys, load testing	S278 Contributions	£135,000
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<p><b>4. Overview of project options</b></p>	<p>The proposed budget set out above is funds for:</p> <ol style="list-style-type: none"> <li>1) Staff time for a group manager and project manager for 1.5 days a week on average for 6-8 months.</li> <li>2) Staff time for a highways engineer to carry out detailed design work.</li> <li>3) Fees for consultancy services – to be used on pedestrian modelling (£35k), stakeholder engagement (£20k) and security assessments (£20k).</li> <li>4) Fees for civil engineering surveys such as, but not exclusively, trial holes and load tests for lighting as well as ground surveys for any hostile vehicle mitigation or lighting columns we may use. Fees for TfL regarding any need for a signalised crossing on Charterhouse Street and associated works.</li> </ol> <p><b>Costed Risk Provision requested for this Gateway: £50k – S278 Contributions</b> (as detailed in the Risk Register – Appendix 2)</p> <p><b>Background:</b></p> <ol style="list-style-type: none"> <li>4.1 The project was initiated in January 2023 after the revised planning application for the new Museum of London complex was granted in April 2023. The Design and Evaluation funds (£100k) for the S278 were received in Summer 2023. This allowed officers to start work on determining the scope of the S278 and to commission pedestrian and traffic surveys and start engagement activities. The S278 project is to be developed in phases to align with the MoL programme:</li> <li>4.2 Phase 1 – General Market opening – Mid 2026,</li> <li>4.3 Phase 2 – Poultry Market opening 2028.</li> <li>4.4 There will be a minimum 18-month interim period between when the General Market part of the Museum is open to the public and the subsequent opening of the Poultry Market area of the museum.</li> <li>4.5 Our outline programme is to start work in Q2 2025 on the Phase 1 construction. Phase 2 construction will most likely begin in Q3 2026, dependent on the programme of works for the Museum. This is subject to the receipt of funds being swift and the release of the public highway by the developer.</li> <li>4.6 A separate project for the transformation for the surrounding public realm was initiated in October 2017. This aims to provide new public spaces and improved environment in West Smithfield in line with the City Transport Strategy and the anticipated major increased numbers of visitors in the area. A separate report on the</li> </ol>				

Smithfield Public Realm and Transportation scheme is on the same agenda. This is reported on separately to the S278 project for the Museum, however, the two projects are aligned with design and delivery coordinated where appropriate and possible.

**Work completed to date:**

**Surveys:**

4.7 Pedestrian surveys and traffic surveys were recently undertaken, encompassing the whole market area (including the streets around the Meat Market). These have helped to clarify data on the numbers of people and vehicles that were collected pre-pandemic and formed part of the application details, with the current situation. Numbers of people and vehicles are down approximately around 20%. This allows officers to better understand the requirement for the new development, with the additional expected flows to and from the Museum.

4.8 Further work is likely to be needed to understand the interactions of construction vehicles for the museum between Phase 1 and Phase 2 and how the Meat Market operation continues, with a focus on the morning peak and the surrounding street network to inform our own construction work programming.

**Programme and phasing:**

4.9 The planning application which granted permission in 2023 was predicated on all facets of the Museum being open at the same time (General Market, Poultry Market, and Annexe buildings). This is now not the case.

4.10 Delays in the construction of the Poultry Market and the Annexe means that now the General Market will be open in mid-2026 with the Poultry Market not being open until early 2028. Timings for the Annexe needs to be confirmed, but the City Surveyor is working with the Environment Team on the Marketing & Disposal plan for this asset. Alongside this there is the Meat Market move from Smithfield to Dagenham Dock in the LB Barking & Dagenham, provisionally expected to be completed in 2028/9. This adds another layer of complexity in terms of phasing. The Meat Market must remain operational until the move to the co-located site in Dagenham Dock. Post move, the re-use of the building is yet to be established, so we do not yet know what is required from the highways for any future redevelopment, in particular from East Poultry Avenue.

4.11 This complicates the S278 scheme (and the wider public realm scheme) as part of the Museum will be open

whilst there is still construction work ongoing around the site. This may alter pedestrian flows around the buildings and may require some temporary measures to ensure visitors can arrive safely in the meantime.

4.12 There may also need to be a phased approach to any security measures on the public highway and possible alternative coach parking maybe required in that interim period (post Phase 1) whilst the Poultry Market construction and fitting out is completed. The crossing points on Charterhouse Street and surrounding streets, should the detailed modelling indicate that they are required, may also be impacted by the interactions of these phases and it may not be possible to deliver that until the second phase.

**Key stakeholders' engagement:**

4.13 Officers have been actively engaging with the Museum of London project and programme team, and their partners such as Momentum and Sir Robert McAlpine. We have also presented the high-level programme to the New Museum of London board as part of the Gateway 2 and will continue to regularly present progress at these meetings as needed.

4.14 Officers are engaging with the London Borough of Islington on potential changes required for the S278 which may be on their highway, as the borough boundary runs along Charterhouse Street, and also on their wider plans for the area.

4.15 Officers are also engaging with TfL around our S278 works and how to coordinate them with any TfL S278 works on Farringdon Street.

**Lighting:**

4.16 Work on location of the street lighting on West Smithfield has progressed and we have a good understanding of the design constraints meaning that catenary lighting will have to be fixed to the Annexe building and the Museum. Further detailed design and civil engineering will be carried out as part of the next stage of detailed work. Also, an understanding of the future programme for the Annexe building and whether this will impact the installation of the catenary lighting.

**Conclusion:**

4.17 The work completed to date provides a good understanding of the requirements needed for the full S278. This includes but is not limited to increases to

	<p>pavement widths around the site to ensure that the pedestrian comfort levels stay within the guidelines of a minimum B+ rating. The addition of a crossing on Charterhouse St (location tbc) is likely to be required. Installation of cycle parking and the requirements to facilitate the ramp servicing on West Smithfield, waiting and loading changes and associated traffic order changes for the coach bays etc.</p> <p>4.18 The security plan has been agreed with City of London Police Counter Terrorism Security Advisors team and with the City Planning team. Further discussion is still required on the potential use of public highway to facilitate security requirements.</p> <p>4.19 Taking all the points stated in this report into account, there is an increase in complexity from when the S278 project was first initiated. there are no specific design options to choose between at this stage and the S278 project is centred around the functional requirements to ensure the museum, when it opens (at each stage) is safe, accessible, inclusive and accommodates the number of visitors it expects. The wider West Smithfield Public Realm scheme will look to enhance these areas to provide a more welcoming and fitting public realm for a new world class museum.</p>
<p><b>5. Recommendation</b></p>	<p>5.1 It is recommended to proceed on the basis of undertaking further technical work and detailed design of the full S278 programme and continue to liaise closely with the Museum's project team on their phasing and timelines to be able to break up the required S278 works into the appropriate phases to meet the developments opening timelines. The S278 project will work in tandem with the wider public realm project sharing efficiencies of data collection and design.</p> <p>5.2 The additional pedestrian modelling, ground surveys/trial holes, investigations, and stakeholder engagement will allow the City to de-risk the S278 work and its subsequent programme reducing the risk of abortive work and cost.</p> <p>5.3 The additional design and evaluation fee is required to ensure that the complexity of all of these moving parts is well established and coordinated minimising abortive work and ensuring that all stakeholders are fully aware of the interactions of the various aspects. It will also pay for the detailed design work to determine the estimated cost for this S278 and entering into the S278 agreement.</p>

<p><b>6. Risk</b></p>	<p>6.1 The main risks for the project throughout the lifecycle are changes in the Museum’s programme. This would mean we couldn’t start work when we needed to. Whilst this is more of a Gateway 5 risk it is important to highlight this now as one of the key risks facing the project. As stated in this report the programme for the annexe buildings and for the Poultry Market have already slipped since project initiation. Our mitigation for this is early and continued engagement with the Museum project/programme team.</p> <p>6.2 Another key risk for the project is being able to balance out the complex stakeholder demands and ensuring that all stakeholders are aligned with the project. The Museum has statutory obligations as part of their agreement with the City for the S278, but there are also other stakeholders in the area such as TfL and London Borough of Islington who will either have separate S278 agreements with the museum or will need to be consulted around potential changes to highway adjacent or impacting their boundaries.</p> <p>6.3 There is also a risk that the City is delayed in receiving funding to carry out these works. A delay of this type will risk the ability for the S278 works to be delivered in time for the 2026 opening. The mitigation is continued engagement with the Museum and clear communication on why funding is required.</p> <p>6.4 At this gateway there could be challenges with ground conditions that mean a re-design may be required for hard security measures, kerb alignments, and crossing points. We intend to mitigate this by undertaking trial holes and surveys to establish the conditions and design around them.</p> <p>Costed Risk Provision Utilised at Last Gateway: <b>£0</b> Change in Costed Risk: <b>+ £50k.</b></p> <p>Further information available in the Risk Register (Appendix 2)</p>
<p><b>7. Procurement approach</b></p>	<p>7.1 The procurement approach for any appointment or work will be completed in consultation with the City Procurement Team following the standard procurement approach for the value of work.</p> <p>7.2 Physical work is intended to be carried out by the City Term contractor FM Conway.</p>

**Appendices**



<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Risk Register
<b>Appendix 3</b>	Finance Table
<b>Appendix 4</b>	Site plan and Phasing Plan

### **Contact**

<b>Report Author</b>	James Aggio-Brewe
<b>Email Address</b>	<a href="mailto:James.aggio-brewe@cityoflondon.gov.uk">James.aggio-brewe@cityoflondon.gov.uk</a>

