

Committees: Streets and Walkways Sub-Committee <i>[for decision]</i> Projects Procurement Sub-Committee <i>[for Information]</i>	Dates: 04 February 2025 04 February 2025
Subject: Cripplegate House, 1 Golden Lane S278 Public Realm and Highway Works Unique Project Identifier: 12434	Gateway 3/4: Options Appraisal (Regular)
Report of: Executive Director Environment Report Author: Leila Ben-Hassel – Transportation and Public Realm Projects, City Operations	For Decision
<h1>PUBLIC</h1>	

1. Status update	<p>Project Description: The public realm and highways works proposed aim to accommodate the new development at 1 Golden Lane whilst improving the walking environment in its direct vicinity, taking into consideration recent public realm schemes in the area as well as the emerging Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan.</p> <p>RAG Status: Green (Green at last report to Committee)</p> <p>Risk Status: Low (Low at last report to committee)</p> <p>Total Estimated Cost of Project (excluding risk): £500,000 - £1m.</p> <p>Change in Total Estimated Cost of Project (excluding risk): reduced from the cost range at Gateway 2 of £650,000 to £1.5m.</p> <p>Spend to Date: £14,973.</p> <p>Costed Risk Provision Utilised: N/A.</p> <p>Slippage: the below issues have affected the design programme, however they will not affect the overall programme to deliver the S278 works by the development's practical completion date (est. 1st quarter 2026).</p> <ul style="list-style-type: none"> • Issues affecting the below highway structures (coal vaults) were identified. These had to be assessed by the CoL Structures Team and a way forward agreed with
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	<p>the building owner before progressing the S278. This took longer than anticipated.</p> <ul style="list-style-type: none"> • Timescales to finalise the S278 agreement set out in S106 agreement did not factor the work required to manage traffic order changes on Brackley Street. CoL Planning Obligations Team are aware and an extension to produce the S278 agreement in line with the new programme has been agreed.
<p>2. Next steps and requested decisions</p>	<p>Next Gateway: Gateway 5: Authority to Start Work.</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Appoint traffic consultant and undertake further site investigations; • Develop detailed design; • Undertake consultation on proposal, including traffic changes. <p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. That additional budget of £25,000 (developer contribution to be invoiced) is approved for detailed design work, stakeholder engagement and traffic management changes to reach the next Gateway; 2. Note the total estimated cost of the project at £500,000-£1m (excluding risk); 3. That Option 1 is approved to reach the next gateway, as detailed in this report; 4. Approve the statutory consultation on the proposed traffic orders in advance of the Gateway 5 report, including making Brackley street one-way, loading and waiting changes, and changes to parking bays as set out in this report; 5. Agree that if a Costed Risk Provision is required at the next gateway, it is to be approved and drawn down via delegation to the Chief Officer.
<p>3. Resource requirements to reach next Gateway</p>	<p>The initial evaluation and design payment from the developer of £25,000 is not sufficient to cover costs to reach the next gateway. The developer has been advised of this and has agreed to make an additional payment of £25,000. These additional fees and officers' time will cover costs for the traffic order process, consultation, finalising the design, including utility investigations and surveys, as well as project management.</p> <p>Budget required to progress recommended option to the next Gateway is set out in the table below and further information is available in Appendix 3, Finance Tables.</p>

Item	Reason	Funds/ Source of Funding	Cost (£)
P&T Staff Costs	<ul style="list-style-type: none"> • Manage project team including consultants; • Manage design development to complete detailed design; • Oversee finalisation of S278 Agreement; • Stakeholder engagement; • Manage consultation on traffic management changes • Produce reports for necessary approvals 	Developer/ S278	£10,000
Env Staff Costs	<ul style="list-style-type: none"> • Produce detailed design drawings; • Attend project team meetings • Liaison with consultants and utilities' companies 	Developer/ S278	£8,000
Fees	<ul style="list-style-type: none"> • Traffic consultant to undertake COLSAT and EQIA and produce traffic management orders incl. formal consultation • Additional survey and trial holes to inform detailed design 	Developer/ S278	£7,000
Total			£25,000

	Costed Risk Provision requested for this Gateway: 0 (as detailed in the Risk Register – Appendix 4)
4. Overview of project options	<p>There is only one option to progress that has been informed by the need to mitigate the impact of the development on the highway as well as aspirations set out at planning stage. The design has also been informed by site constraints and the emerging Healthy Neighbourhood Plan for the area.</p> <p>Details of the design are provided in the Option Appraisal Matrix in Appendix 1 and in the preliminary General Arrangement Drawing in Appendix 5, and are summarised as follows:</p> <ul style="list-style-type: none"> • Re-landscaping the space on the east side of the development facing Golden Lane in order to provide an enhanced public realm. This will include retaining and protecting the existing trees and their roots. • Additional tree(s) and greening in the vicinity of the development (subject to favourable underground conditions). • Re-paving around the development in York stone, in line with the City Public Realm Toolkit. • Pavement widening where feasible on Brackley Street to accommodate additional footfall from the building’s new entrance. • Introducing a raised table at the junction of Brackley Street and Viscount Street and new crossing points. • Introducing one-way traffic west-bound (instead of two-way) on Brackley Street, in order to provide more space for on-street loading and enable pavement widening. Two-way cycling will be maintained. • Adjustments to parking bays and new disabled parking bay in the vicinity of the site, ideally on Fann Street or Viscount Street.
5. Recommended option	Option 1 – see matrix below in Appendix 1.
6. Risk	<p>The overall risk of the project with the recommended option is low. The project’s main risks are:</p> <ul style="list-style-type: none"> • <u>Lack of support from stakeholders for the proposals, including the traffic changes to Brackley Street</u> <p>Initial consultation on the design principles has taken place at the planning stage and through the public consultation on the Bunhill, Barbican, Golden Lane Healthy Neighbourhood Plan. To date, support has been received for the proposed traffic change along Brackley Street. However, a more detailed consultation is planned at the next stage along with a statutory consultation on the traffic orders. Officers will take on board comments received and will adapt the design if required.</p>

	<ul style="list-style-type: none"> • <u>Utilities constrain the scope of additional greening</u> <p>Radar and topographic surveys have been carried out and additional investigations will be undertaken by officers including trial holes to ensure that any proposed additional greening is deliverable and sustainable in the long run.</p> <p>Further information is available in the Risk Register (Appendix 4) and Options Appraisal.</p> <p>No Costed Risk Provision (CRP) is sought at this stage. The Gateway 5 report is to be approved under delegated authority. An estimated CRP of up to £80,000 may be required at that next gateway, subject to further site investigations and design work.</p>
<p>7. Procurement approach</p>	<ul style="list-style-type: none"> • Most of the design work will be undertaken in-house by officers. • A Traffic Consultant will be appointed through the existing consultant framework and/or Request For Quotation. • The works will be undertaken by the City's highway term contractor.

Appendices

Appendix 1	Options Appraisal Matrix
Appendix 2	Project Coversheet
Appendix 3	Finance Tables
Appendix 4	Risk Register (for recommended option)
Appendix 5	Preliminary General Arrangement Drawing

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Appendix 1 - Options Appraisal Matrix

<i>Option Summary</i>	<i>Option 1</i>
1. Brief description of option	<p>The proposed public realm and highways works aim to accommodate the new development at 1 Golden Lane whilst improving the walking environment in its direct vicinity. The design will fit in with other public realm schemes in the wider area to provide harmony and stronger identity in the area.</p> <p>The proposed option also takes into account the emerging Bunhill, Barbican and Golden Lane Healthy Neighbourhood plan as well as the aspirations of the developer set at planning stage.</p>
2. Scope and exclusions	<p>Proposed scope:</p> <ul style="list-style-type: none"> • Public realm enhancements at the front (east) side of the building to include a new pavement-level planter with CorTen trim and new paving in line with City Public Realm Toolkit; • New planting at the junction of Brackley St and Viscount St subject to feasibility established by trial holes – if not feasible, it is proposed to plant a tree in the nearest appropriate spot in the vicinity of the development; • Making Brackley Street one way west-bound subject to the outcome of the traffic order process and maintain two-way cycling; • Relocate parking bays in Brackley St from the north kerbside to the south kerbside. • Pavement widening at the junction of Brackley St and Viscount Street; • New seating; • Lighting enhancements if needed (subject to review of developer’s lighting strategy); • New disabled parking space in the development’s vicinity (as per S.106 agreement); • Relocation of existing cycle parking on Golden Lane to provide more space for walking and wheeling and provision of additional cycle parking.

Option Summary	Option 1
	<p>Exclusion: Any remedial works to building vaults affecting the highway if deemed necessary are to be undertaken by the developer as per the requirements of CoL Structures Team.</p>
Project Planning	
<p>3. Programme and key dates</p>	<p>Overall project: the S278 Public Realm and Highways Works connected to 1 Golden Lane Development ARE anticipated to be completed by spring 2026.</p> <p>Key dates:</p> <ul style="list-style-type: none"> • design including any additional surveys: February - April 2025 • S278 draft agreement: Spring 2025 • Traffic Management assessment and consultation: Summer 2025 • Construction Package: Summer - Autumn 2025 • Gateway 5 (Authority to Start Work) - Autumn 2025 (approval delegated to Chief Officer) • Works on site: early 2026 (subject to development's programme)
<p>4. Risk implications</p>	<p>Overall project option risk: Low</p> <p>The overall risk of the project with the recommended option is low. Further information is available in the Risk Register (Appendix 4) and Options Appraisal (Appendix 1). The main risks are:</p> <ul style="list-style-type: none"> • Lack of support from stakeholders for the proposals, including the traffic changes to Brackley Street. <p>Initial consultation on the design principles has taken place at the planning stage and through the public consultation on the local healthy neighbourhood plan. To date, no objections have been received. However, a more detailed consultation is planned at the next stage along with a statutory consultation on the traffic orders. Officers will take on board comments received and will adapt the design if required.</p>

Option Summary	Option 1
	<ul style="list-style-type: none"> • Utilities constrain the scope of additional greening. <p>Radar and topographic surveys have been carried out and additional investigations will be undertaken by officers including trial holes to ensure that any proposed additional greening is deliverable and sustainable in the long run.</p>
<p>5. Stakeholders and consultees</p>	<p>Internal consultees:</p> <ul style="list-style-type: none"> • CoL Highways including Lighting team • CoL Legal Services • CoL Structures Team • CoL City Gardens • CoL Planning • CoL Street Space Planning <p>External consultees: residents and businesses in the vicinity. Please note that the proposed traffic change along Brackley Sreet has been included in the Bunhill, Barbican, Golden Lane Healthy Neighbourhood Plan consultation which closed on 20th December. Statutory consultation on the detail of the traffic changes will still need to be undertaken as described in this report.</p>
<p>6. Benefits of option</p>	<p>The public realm and highways works in the vicinity of the 1 Golden Lane development will aim to deliver the following benefits:</p> <ul style="list-style-type: none"> • New building well-integrated into the City's Highway; • Improved public realm, including additional greening; • Improved environment for people wheeling and walking.

Option Summary	Option 1
7. Disbenefits of option	<i>None</i>
Resource Implications	
8. Total estimated cost	Total estimated cost (excluding risk): £500,000-£1m Total estimated cost: (including risk): £580,000-£1.1m
9. Funding strategy	S278 funding from developer/owner of 1 Golden Lane, including future maintenance costs. Please refer to Table 3 in Appendix 3 for further information.
10. Investment appraisal	<i>NA</i>
11. Estimated capital value/return	<i>NA</i>
12. Ongoing revenue implications	Maintenance costs of proposed additional greening will be established ahead of Gateway 5 by City Gardens based on agreed detailed planting design. Any additional cleansing or highways maintenance costs will also be included in the S278 project budget.
13. Affordability	All costs externally funded via S278, including any additional maintenance.
14. Legal implications	<ul style="list-style-type: none"> The Section 106 agreement requires the developer to enter into a Section 278 agreement to fund works to the public highway. Timescales set out in the S106 agreement are not deliverable in line with necessary work associated to the S278 agreement. An extension will be issued to the developer to align with the revised programme.

Option Summary	Option 1
	<ul style="list-style-type: none"> • In exercising functions as traffic authority, the City Corporation are required to comply with the duty in Section 122 of the Road Traffic Regulation Act 1984 which requires the traffic authority in exercising its functions, to secure the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians), so far as practicable having regard to: <ul style="list-style-type: none"> (a) the desirability of securing and maintaining reasonable access to premises (b) the effect of amenities of any locality (c) national air quality strategy (d) public service vehicles (e) any other relevant matters <p>The City Corporation also have a network management duty as the local traffic authority to secure the expeditious movement of traffic and in performing that duty may take any action which the City Corporation consider will contribute to securing the more efficient use of the road network or the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic (S.16 Traffic Management Act 2004).</p> <p>Under Section 149 of the Equality Act 2010 the public sector equality duty requires public authorities to have due regard to the need to:</p> <ul style="list-style-type: none"> - Eliminate unlawful discrimination, harassment and victimisation - Advance equality of opportunity and - Foster good relations between those who share a protected characteristic (i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment) and those who do not.

Option Summary	Option 1
15. Corporate property implications	NA
16. Traffic implications	<p>The scope of the project developed in line with the associated Section 106 agreement, includes proposed changes to traffic management orders to improve informal loading opportunities for all occupiers along the building's frontages as a new building entrance is proposed at the corner of Brackley and Viscount streets.</p> <p>Brackley Street is a narrow street with low-level traffic and parking dispersed along both kerb lines. With the new building entrance, it is anticipated that pedestrian and vehicular movement may increase.</p> <p>During the concept design development of the S278 Highways Works, officers considered the City's emerging Healthy Neighbourhood Plan for the Bunhill Barbican and Golden Lane area. A proposal to explore making Brackley Street one-way westbound was included as part of the Healthy Neighbourhood Plan consultation which closed on 20th December. Making Brackley street one-way alongside the relocation of its parking bays from the north kerb to the south kerb will further enable informal on-street servicing for local occupiers, including Cripplegate House, 1 Golden Lane.</p> <p>The indicative results of the Healthy Neighbourhood Plan consultation indicate support for the proposal. Further consultation with occupiers in the vicinity, including residents will be undertaken at the next stage.</p> <p>It is proposed to make Brackley Street one way west-bound with associated pavement widening, raised table crossing and amended parking bay layout to provide a comfortable pedestrian environment whilst accommodating the needs of the new development and area.</p>

Option Summary	Option 1
17. Sustainability and energy implications	Sustainable Urban Drainage Systems (SUDs) are proposed to be included as part of the new planting, subject to feasibility. The existing trees will be retained and protected. The new planting bed will include climate resilient plants.
18. IS implications	NA
19. Equality Impact Assessment	A full Equality Impact Assessment will be undertaken as part of the assessment of changing the traffic one way westbound in Brackley Street ahead of finalising the design and ahead of gateway 5.
20. Data Protection Impact Assessment	NA
21. Recommendation	Recommended

Appendix 2 – Project Control Sheet

Project identifier			
[1a] Unique Project Identifier	12434	[1b] Departmental Reference Number	N/A
[2] Core Project Name	Cripplegate House, 1 Golden Lane S278 Public Realm and Highway Works		
[3] Programme Affiliation <i>(if applicable)</i>	N/A		

Ownership	
[4] Chief Officer has signed off on this document	Yes
[5] Senior Responsible Officer	Bruce McVean, Assistant Director Policy & Projects
[6] Project Manager	Leila Ben-Hassel

Description and purpose
[7] Project Description
<p>The project will deliver changes to the public highway in the vicinity of the development at 1 Golden Lane. The project is fully funded by the developer through Section 278 agreement.</p> <p>The scope of the project is defined in the associated Section 106 agreement and includes, but is not limited to:</p> <ul style="list-style-type: none"> Walking improvements around the development

- Provision of raised table at the Brackley and Viscount streets junction
- Footway extension in conjunction with the raised table at the junction of Brackley and Viscount streets
- Relaying of the footways adjacent to the development in Brackley Street, Golden Lane and Viscount Street in the City of London standard material palette.
- Provision of dropped kerbs on Brackley and Viscount streets in line with servicing strategy
- Changes to traffic management orders to improve loading opportunities along the building's frontages.
- Public realm improvements to Cripplegate Street and Golden Lane
- Other changes deemed necessary as part of the development.

The next steps to reach Gateway 5 include:

- finalising Section 278 agreement.
- Redesign and detailed design of approved option
- Consultation on proposed traffic changes
- Traffic changes assessment and TMO process

[8] Definition of Need: What is the problem we are trying to solve or opportunity we are trying to realise (i.e. the reasons why we should make a change)?

A planning permission to redevelop a grade II listed office building at 1 Golden Lane (22/00202/FULMAJ) was granted on 23 January 2023.

The Section 106 agreement requires the developer to enter into a Section 278 agreement to fund works to the public highway which are considered necessary to make development acceptable in planning terms.

A small section of the proposed site lies within the Barbican Conservation area.

[9] What is the link to the City of London Corporate plan outcomes?					
Corporate Plan Outcome 3: A Leading Sustainable Environment Corporate Plan Outcome 4: Flourishing Public Spaces					
[10] What is the link to the departmental business plan objectives?					
Providing an enhanced environment for all users.					
[11] Note all which apply:					
Officer: Project developed from Officer initiation	N	Member: Project developed from Member initiation	N	Corporate: Project developed as a large scale Corporate initiative	N
Mandatory: Compliance with legislation, policy and audit	Y	Sustainability: Essential for business continuity	N	Improvement: New opportunity/ idea that leads to improvement	Y

Project Benchmarking:	
[12] What are the top 3 measures of success which will indicate that the project has achieved its aims?	
1) Improvements to walking and wheeling conditions in the vicinity of the development.	
2) Improvements of public realm in the vicinity of the development by ensuring that the material palette used aligns with the City Public Realm toolkit	
3) Accommodate servicing requirements of the development by making necessary adjustments to the highway.	

[13] Will this project have any measurable legacy benefits/outcome that we will need to track after the end of the 'delivery' phase? If so, what are they and how will you track them? (E.g. cost savings, quality etc.)

No

[14] What is the expected delivery cost of this project (range values)[£]?

Lower Range estimate: 500,000

Upper Range estimate: 1,000,000

The broad cost range reflects the options for the public realm improvements to Cripplegate Street and Golden Lane.

[15] Total anticipated on-going revenue commitment post-delivery (lifecycle costs)[£]:

Commuted sums to maintain upgraded sections of the highway and greenery will be presented at future Gateways and will be covered for a period of 20 years as per Section 278 projects' standard.

[16] What are the expected sources of funding for this project?

The project will be fully funded by the developer through Section 278 agreement.

[17] What is the expected delivery timeframe for this project (range values)? Are there any deadlines which must be met (e.g. statutory obligations)?

Timetable is tied to the development timeline – the highway work is expected to be complete in line with practical completion of the development

Project Impact:

[18] Will this project generate public or media impact and response which the City of London will need to manage? Will this be a high-profile activity with public and media momentum?

No

[19] Who has been actively consulted to develop this project to this stage?	
Chamberlains: Finance	Officer Name: Darshika Patel
Chamberlains: Procurement	N/A
Communications	N/A
External	None

Appendix 3: Finance Tables

- **Table 1: Expenditure to Date: 1 Golden Lane S278 - 16800490**

Description	Approved Budget (£)	Expenditure (£)	Balance (£)
Env Servs Staff Costs	5,000	1,687	3,313
P&T Staff Costs	10,000	13,287	(3,287)
P&T Fees	10,000	-	10,000
TOTAL	25,000	14,973	10,027

- **Table 2: Resources Required to reach the next Gateway**

Description	Approved Budget (£)	Resources Required (£)	Revised Budget (£)
Env Servs Staff Costs	5,000	8,000	13,000
P&T Staff Costs	10,000	10,000	20,000
P&T Fees	10,000	7,000	17,000
TOTAL	25,000	25,000	50,000

- **Table 3: Revised Funding Allocation**

Funding Source	Current Funding Allocation (£)	Funding Adjustments (£)	Revised Funding Allocation (£)
Section 278	25,000	25,000	50,000
Total Funding Drawdown	25,000	25,000	50,000

Appendix 4: Risk Register

The Risk Register is appended separately

Appendix 5: Preliminary General Arrangement Drawing

The preliminary General Arrangement Drawing is appended separately