

<b>Committees:</b> Streets and Walkways Sub Committee <i>[for decision]</i> Projects and Procurement Sub-Committee <i>[for information]</i>	<b>Dates:</b> 04 February 2025 04 February 2025
<b>Subject:</b> Museum of London S278  <b>Unique Project Identifier:</b> 12375	<b>Gateway 4:</b> <b>Detailed Options Appraisal (Complex)</b>
<b>Report of:</b> <b>Executive Director Environment</b>  Choose an item. <b>Report Author:</b> <b>James Aggio-Brewe</b>	<b>For Decision</b>
<h1>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 London Museum development (General Market, Poultry Market, and the Annexe building) via Section 278 obligations.</p> <p>As specified in the previous gateway report, this project is part of a programme that includes the <i>S278 project for the London Museum</i> and the <i>Smithfield Area Public Realm and Transportation project</i>, which is delivering the wider public realm improvements. Each project is reported on separately while recognising the interconnectivity between the two.</p> <p><b>This Report:</b></p> <p>The purpose of this report is:</p> <ol style="list-style-type: none"> <li>1) To provide an update on the work carried out since the last Gateway report (G3 July 2024);</li> <li>2) To provide an update on the next steps and timescales for delivery; and</li> <li>3) To seek approval for the design and to ask that the decision on the G5 report is delegated to the Director of City Operations, subject to funding sources being agreed.</li> </ol> <p><b>RAG Status:</b> Amber (Amber at last report to Committee)</p>
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	<p><b>Risk Status:</b> High (Medium at last report to committee)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> £2.93m - £3.43m <i>Estimated total outturn cost</i></p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b> Decrease of <b>£7,000</b> since last report to Committee</p> <p><b>Spend to Date:</b> £132,897.01</p> <p><b>Costed Risk Provision Utilised: £0</b> (of which £0 amount has been drawn down since the last report to Committee);</p> <p><b>Slippage:</b> <i>N/A</i></p>
<p><b>2. Next steps and requested decisions</b></p>	<p><b>Next Gateway: Gateway 5</b></p> <p><b>Next Steps:</b></p> <ol style="list-style-type: none"> <li>1) To complete detailed design and produce pre-construction packs ready for works to start in Q2-Q3 2025.</li> <li>2) Continue to engage with the Museum development legal team to get the S278 signed.</li> <li>3) Work with the Museum and their construction works package to create a programme that aligns with their opening dates.</li> <li>4) Continue working with Transport for London to ensure that their S278 with the Museum is consistent in its approach to ours.</li> </ol> <p><b>Requested Decisions:</b></p> <ol style="list-style-type: none"> <li>1. Note the total estimated cost of the project at <b>£2.93m - £3.43m</b> (excluding risk);</li> <li>2. Note that the Costed Risk Provision is <b>£0</b> and that any subsequent CRP will be agreed at G5 and drawn down</li> <li>3. Agree the design option in Appendix 3 (outlined in sections 4 and 5) for the S278 work associated with London Museum development</li> <li>4. Authorise the undertaking of the necessary statutory traffic order consultations in advance of the Gateway 5 report</li> <li>5. Delegated authority to the Executive Director Environment to approve the Gateway 5 should it be needed between now and the next scheduled Streets &amp; Walkways Sub-committee in May 2025, subject to funding being received</li> <li>6. Authority to enter into a legal agreement for the S278 between CoL and the Museum.</li> <li>7. Authorise a Section 8 order between CoL and TfL for CoL to carry out works on the TfL highway.</li> <li>8. Authorise agreement with Islington for works on the north side of Charterhouse St</li> </ol>

<p><b>3. Resource requirements to reach next Gateway</b></p>	<p>Whilst there is no extra funding being requested at this gateway, please see the breakdown for the funding received from the Museum so far and how much would be needed for a delegated Gateway 5:</p> <p><b>Funding received to date: £435,000</b>  <b>Further Funding required for G5: £2.5m-£3m</b></p> <p><i>For recommended option 1:</i></p> <table border="1" data-bbox="528 573 1390 931"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funds/ Source of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>N/A</td> <td>No further funding required</td> <td>N/A</td> <td>N/A</td> </tr> <tr> <td><b>Total</b></td> <td></td> <td></td> <td>£0</td> </tr> </tbody> </table> <p><b>Costed Risk Provision requested for this Gateway: £0</b> (as detailed in the Risk Register – Appendix 2)</p>	Item	Reason	Funds/ Source of Funding	Cost (£)	N/A	No further funding required	N/A	N/A	<b>Total</b>			£0
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<p><b>4. Overview of project options</b></p>	<p>4.1 This scheme proposes that the S278 works will encompass the following areas related to making the development acceptable in planning terms: widened pavements, new crossings (formal and informal), loading changes, coach and taxi ranks, cycle parking, lighting changes and security.</p> <p>The options for the design are limited as the changes meet the requirements of the Museum to mitigate the developments impact on the public highway whilst balancing with the existing constraints of the area, such as the basements and tunnels and the subsequent drainage. There is therefore only one proposed design, as shown in Appendix 3 and detailed in Section 5.</p> <p>4.2 The choice of materials for the pavements are still being discussed and options are as follows:</p> <ol style="list-style-type: none"> <li>1) Yorkstone paving, as the City’s standard paving material. This is less aligned to the shared material strategy between the Museum and CoL as part of the wider public realm project, but is more cost effective</li> <li>2) Granite setts would be more expensive but are more aligned to the shared material strategy between the Museum and CoL as part of the wider public realm project.</li> </ol>												

- 3) A mixture of granite for the interface areas of the museum and yorkstone for the larger boundary area.

These options have been shared with the Museum team. As this forms part of the S278 delivery there are ongoing conversations around material strategy, aesthetics and cost and how this integrates with the wider public realm interventions. A decision on material choice will be made at Gateway 5. The use of granite in this area is deemed to be appropriate and is in line with the public realm manual given the historical context of the area, and the conservation area it sits within.

The choice of materials does not affect the layout presented in this report.

#### 4.3 - Timescales:

Due to the tight programme to align with the Museum opening timetable, this report highlights some of the challenges for the S278 work and the proposed approach.

The S278 works will need to be delivered in a phased approach to align with the Museum developments timeline and the subsequent release of the highway back to the City.

Phase 1 will focus on works around the General Market, and providing security interventions around the whole site, ready for the General Market site to be open to the public in July 2026.

Phase 2 will be to complete the remaining areas around the Poultry Market once the Museum hand over the highway to CoL (August/September 2026 start date).

There is still a question over the Annex building timeframe and whether the S278 work around this site can be carried out in tandem with the remaining Museum S278 works. Engagement with City Surveyors will continue to ensure programme alignment where possible.

In order to meet the current timeline for Phase 1 for the London Museum to open in July 2026, construction work needs to have started at the end of July 2025.

This is challenging as there is a three-month lead in time with our term contractor once orders are placed to procure materials, programme gangs, get permits and agree road closures, etc. There are also currently long procurement times for yorkstone and granite setts (up to 20 weeks) due to supply issues. There are even longer procurement times for the HVM casting (up to 40 weeks). To mitigate these challenges, the Gateway 5 needs to be agreed, and funding received by April 2025.

The development has indicated that the first tranche of highway release back to the City is scheduled for July 2025, so this is the earliest that meaningful construction work can start on the S278 changes. If there are any delays in releasing the public highway back to the City, then it is unlikely that the S278 work will be complete by the time the museum opens in July 2026, assuming the opening date remains fixed. More information on the risks of delivery can be found in Section 6 – Risks.

#### **4.4 - Outstanding work:**

Between this gateway and the next we will be producing a full detailed design encompassing the whole development area (both Phase 1 and Phase 2) prepared by colleagues in the Highways engineering team, with engagement and collaboration from the Museum and their principal contractors and architects, as well as TfL as for improvements on their highway. This is planned for completion in early April 2025.

The design will use the City's COLSAT tool to assess the accessibility and inclusion of the design and an EQIA test of relevance (equalities analysis) will be undertaken and any further mitigation fed back into the design. A Healthy Streets Design Check will also be carried out.

Some of the boundary of the Museum interfaces with TfL highway, although the majority is on City managed highway. In discussions with the Museum and TfL, it has been determined that it would be sensible to have one contractor for all the work. TfL and CoL have agreed in principle for CoL to carry out the S278 works on the TfL highway. To formalise this, we would need to sign a legal agreement (Section 8 agreement) with TfL to carry out the works on their highway. We will also need to have formal consultation with Islington on the plans for the S278.

The design will also require a number of traffic management order changes which will require statutory public consultation (see Appendix 4). It is requested that the statutory consultation on the traffic orders starts ahead of the Gateway 5 report, and that, unless there are objections which require member consideration, that the Orders can be dealt with under existing delegations.

Whilst a lot of the work outstanding has already begun and a substantial amount of work has been completed, there is still a lot to do to get to the Gateway 5 in April 2025.

Officers are working proactively and constructively with the Museum and their lead contractors, as well as City Surveyors, and other stakeholders to ensure that our programmes align and that we are working effectively and collaboratively together.

	<p>Ensuring that the build is done in the most time and cost-effective way, such as finding efficiencies from economies of scale on the materials. By using areas that are already closed off as part of the wider Museum development there will be savings on prelims costs. Where we can find more efficient and collaborative ways of working with the development we will use them.</p> <p><b><u>4.5 - Smithfield Area Public Realm Scheme</u></b></p> <p>The wider public realm scheme is still on track. A public realm design for the first phase being finalised, this will ingrate with the S278 design. The announcement that the market traders will be leaving the Smithfield site after 2028, subject to relevant approvals, aligns well with the Museum build and public realm projects phasing. A full design and a Gateway 4 report for the first phase of the wider public realm scheme is expected July 2025.</p>
<p><b>5. Recommendation</b></p>	<p>The recommended design widens the pavements around the Museum development, specifically Charterhouse St, East Poultry Avenue and, West Smithfield to increase comfort, accessibility and safety for people walking and wheeling, and enhance the visitor experience on arrival at the Museum.</p> <p>A new formal crossing will be added to Charterhouse St, with an informal crossing on East Poultry Avenue. These will provide much needed additional crossing points for people walking and wheeling to the Museum, particularly for those coming from Farringdon or Barbican stations, and for other people travelling through the area. Crossings will be raised to pavement height where practicable to provide a level route for people walking and wheeling.</p> <p>It will be necessary to install security measures on the public highway on West Smithfield in front of West Poultry Avenue (which will be stopped up for the Museum atrium and entrance area). Security measures will also need to be installed on Hart's corner (which is on TfL land) and on East Poultry Avenue. The need for these security measures has been assessed and approved by the Public Realm Board and it is considered necessary that they are accommodated on the public highway.</p> <p>Catenary lighting is planned for West Smithfield, as the waterproofing of the basement and the subsequent removal of the power by the development makes traditional street lighting impossible. Lighting on other streets (Charterhouse St, East Poultry Avenue) will be fixed to the building façade when possible.</p>

	<p>The design proposes that 80 cycle parking spaces will initially be provided on Smithfield St together with parking for dockless cycles and hired e-scooters. This location will provide convenient parking near the museum entrance without imposing on the public realm. Cycle parking usage will be monitored and further cycle parking provided in the surrounding area if needed. In the longer-term parking may be relocated as kerb-side space in the Smithfield area is released for other uses when loading bays for the meat market are no longer required.</p> <p>Coach parking will be provided in East Poultry, but to accommodate the opening of the General market building in July 2026, there is a need to provide a temporary location until East Poultry can be finalised as part of our Phase 2 S278 works. The location for the temporary parking will be confirmed for the Gateway 5 report.</p> <p>A taxi rank and two additional disabled parking bays will be provided on the northern side of Charterhouse St.</p> <p>A loading/waiting bay on Snow Hill is required for deliveries to the loading bay ramp which serves both the Museum and the new office development on Charterhouse St and provides 24-hour access for Network Rail. The ramp can only accommodate one vehicle at a time, and so a waiting area is required to prevent vehicles waiting to access the ramp from blocking the carriageway.</p>
<p><b>6. Risk</b></p>	<p>The main risks of this project are :</p> <ol style="list-style-type: none"> <li>1) The Museum development timelines for handing over the public highway are delayed, this would delay the City's programme to start work. With the programmed opening date of the Museum General Market still in July 2026, if the City term contractors cannot progress work on the site by mid-August 2025 there is a very high risk of the works not being completed for the General Market building opening.</li> <li>2) The S278 legal agreement being finalised and funding being paid in a timely manner (before end April 2025). The effect of this not happening would be that the project cannot progress until this is done, and with long procurement times the ability to 'make up time' would be very difficult. Therefore, there is a high risk of the S278 works not being completed for the General Market building opening.</li> </ol>

	<p>There is a reputational risk if the risks above result in delays and the Museum opening to the public without the associated S278 changes being completed.</p> <p>Other elements of risk to the design and the build are the structures underneath the highway and the risks working in and around those structures. This could lead to longer programme times if there are any issues identified.</p> <p>Lead in times for some materials is also a major risk as there are currently long lead times on yorkstone (up to 20 weeks), and also for HVM (up to 40 weeks). Ensuring early procurement would mitigate this risk, however this is reliant on the S278 legal agreement and funding being completed. The lead in times will be closely monitored.</p> <p>Further information is available in the Risk Register (Appendix 2).</p>
<p><b>7. Procurement strategy</b></p>	<p>Our procurement strategy will be to use City term contractor, FM Conway, to carry out the City construction work as per the usual arrangements on a scheme such as this.</p> <p>Should any other contractors be needed for specialist work such as HVM installation, this would be sub-contracted through FM Conway as necessary and in line with their schedule of rates.</p> <p>All other commissions will be undertaken following standard procurement rules.</p>

## Appendices

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Risk Register
<b>Appendix 3</b>	Design Drawing
<b>Appendix 4</b>	Traffic Order Map

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