

Committee(s):	Date(s):
Streets & Walkways Projects Sub	17th June 2013 19th June 2013
Subject: Outline Options Appraisal (Gateway 3) – 5 Broadgate	Public
Report of: Director of the Built Environment	For Decision

Summary

Dashboard

Project Status: Green

Timeline: Outline Options Appraisal

Total Estimated Cost: £2,064,616 - £2,091,355

Spend to Date: £142,922

Overall Project Risk: Low

Context

This report explores options to enhance the environment of the streets and spaces in the vicinity of the redevelopment at 5 Broadgate. The associated Section 278 and Section 106 agreements both relate to works in the vicinity of the development.

A Project Proposal (Gateway 2) was approved by Members on 18th September 2012; this Gateway 3 report provides an update on the options which have been developed. It was previously agreed to progress two separate projects under separate reports; however it has become evident that the programme of works coincide and therefore combining the two aspects of the project (highway design and environmental enhancements) is a more efficient process; hence the report is presented as a single project.

Brief description of project

The primary aim of the project is to deliver a British Standard PAS 69 rated security scheme that will provide the northern perimeter of the 5 Broadgate development (on the south side of Sun Street) with protection from vehicle borne improvised explosive devices. A secondary aim linked to this is to deliver a revised highway layout on Sun Street and Appold Street which incorporates the security measures whilst at the same time ensuring that the street functions safely and efficiently. The highway design incorporates a new pedestrian crossing to meet local desire lines and a raised table to reduce vehicle speeds and improve accessibility; this design has been agreed with project stakeholders and is recommended by the project Steering Group which includes representatives from the London Borough of Hackney, British Land (developer) and UBS (lead tenant).

A further aim of the project is to enhance the public realm on Sun Street and Appold Street, including an improved pedestrian environment and new street trees whilst retaining existing levels of taxi and pay & display parking. Options for the enhancement of the area have been developed and are presented in this report. The combined package of enhancements seeks to improve the key pedestrian routes between the City of London, the London Borough of Hackney and Broadgate estate. Widened footways on Sun Street and Appold Street, incorporating inset parking bays, will cater for current and future pedestrian

movements in the area whilst maintaining a carriageway that will meet the needs of all road users.

Options

Description	Option 1 £	Option 2 £	Option 3 £
Total Estimated Cost	£2,064,616	£2,091,355	£2,066,616
Tolerance +/-	2%	2%	2%
Likely Funding Strategy	S278 and S106 agreements related to the 5 Broadgate development	S278 and S106 agreements related to the 5 Broadgate development	S278 and S106 agreements related to the 5 Broadgate development

NB. Full details of all of the options are available in paragraphs 11 to 20. The low tolerance figure is as a result of options development with all key stakeholders involved, through the Steering Group, leading to a high level of confidence in the current estimates.

Recommendations

Option(s) recommended to develop to next Gateway

Option 3 is recommended for progression to the detailed design stage.

Next Steps

Should the report be approved the project will progress to the detailed design stage, with the subsequent design and authority to start works presented at the next Gateway. A public consultation on the preferred option will also be carried out concurrent with the early stages of the detailed design based on the preferred option.

Resource requirements to reach next Gateway and source of funding

The current total approved budget is £220,000 with an expenditure of £142,922 (as at 23 May 2013). This has included the appointment of separate traffic, security and landscape architecture consultants, and Project Officer and Assistant Director time to lead and manage the project.

Taking into account the transfer of any under spend to the detailed design stage, the additional budgetary requirement to reach the next Gateway is a total of £38,630. This requirement will be fully met through the Section 278 (£20,769) and Section 106 (£17,861) agreements related to the 5 Broadgate development. This will allow for Project Officer time to manage the project and lead the design process, Highways Officer time to produce the detailed design elements, and Assistant Director involvement in his role as Senior Responsible Officer.

This brings the new total budget for the design stage to £258,630 (shown in Appendix 1).

Plans for consultation prior to the next Gateway report

It is proposed to undertake a public consultation following approval of the preferred option. This is expected to consist of a display of the proposals at a location convenient for local stakeholders, supplemented by a mail-out and e-shot to various local stakeholders and groups, including those on the Broadgate estate. Any comments or feedback will be considered for inclusion in the detailed design process and will be reported at the next Gateway.

Tolerances

It is recommended that the following tolerance be agreed in respect of the detailed design process:

- Cost – a tolerance of 2% is recommended in order to cover potential increases in fees during the detailed design stage.

Main Report

Overview

1. Evidence of Need

On 19th April 2011 the Planning & Transportation Committee approved a planning application for a new 13 storey building at 5 Broadgate, replacing two demolished buildings at 4 Broadgate and 6 Broadgate. The proposals include the removal of an existing pedestrian route between 4 and 6 Broadgate.

A Section 106 agreement between the developer and the City of London was signed on 29th July 2011. A contribution of £187,235 was allocated for preparatory works including evaluation and design costs which were received in September 2011. The remaining contribution of £1,628,713 for works was received in April 2012. The agreement states that the contributions should be directed towards enhancement works on Sun Street and Appold Street in the first instance, which would be in addition to any required Section 278-funded works (estimated to be in the region of £1-1.5 million) and works not funded by contributions from redevelopment schemes in the London Borough of Hackney.

In accordance with the Section 106 Agreement the developer has entered into an agreement under Section 278 of the Highways Act 1980 to regulate and control the construction and meet the cost of the highway works that are necessary to accommodate and mitigate the impact of the development; this agreement was signed on 20th March 2012.

This project is being delivered in order to: provide security measures along the perimeter of the development; better accommodate pedestrian flows through the area, including the provision of an alternative route following the loss of the former ground

	level route through the two existing buildings; and enhance the condition of the streetscape in the area.
2. Success Criteria	<ul style="list-style-type: none"> • Deliver a British Standard PAS 69-rated security scheme along the northern perimeter of the development; • Deliver a revised highway layout that accommodates these security measures as well as catering for all users of the street; • Ensure that the security and highway changes are incorporated into a wider environmental enhancement design that improves the appearance and function of the area; • Accommodate the safe and efficient movement of all road users.
3. Project Scope and Exclusions	<p>The project area is split along the boundary with the London Borough of Hackney (LBH). Subject to the City entering into a Section 8 (Highways Act 1980) Agreement with LBH, it is proposed that the City of London delivers the works on the LBH side of the boundary, subject to obtaining any necessary additional approvals.</p> <p>The project scope does not include proposals to alter the junctions of Sun Street / Wilson Street or Appold Street / Primrose Street.</p> <p>The project will deliver a security scheme for the 5 Broadgate development primary frontage. This security scheme forms part of the wider security plan for the Broadgate estate, although the other elements of this plan are outside the scope of this project.</p> <p>Due to uncertainty around the development of a nearby property (Crown Place) in LBH, the area shown in the hatched box in Appendices 2-4 may not be delivered as part of the scheme, but may be progressed later utilising funding from LBH. This decision will be guided by the project Steering Group.</p>
4. Link to Strategic Aims	<p><i>Aim 1: To support and promote 'The City' as the world leader in international finance and business services</i></p> <p>The project will improve the public realm in the vicinity of the Broadgate estate, one of the City's primary business clusters.</p> <p><i>Aim 2: To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</i></p> <p>The City's working population is expected to grow by</p>

	89,000 from 2007 to 2026. The improvements will provide more accessible routes between offices and public transport interchanges (including Crossrail), destinations for workers at lunchtime and cultural and leisure facilities.
5. Within which category does the project fit	Fully reimbursable.
6. What is the priority of the project?	Essential.
7. Governance arrangements	The project is governed by a Steering Group, led by the City of London and including representatives from the London Borough of Hackney, British Land (developer) and UBS (lead tenant). The Steering Group was established under the terms of the Section 106 agreement, “...for the purpose of establishing proposals for the detailed designs and specifications for the Highway Enabling Works and for any Local Environmental Improvement Works related to the highway in the vicinity of the site”.
8. Resources Expended To Date	<p>Fees - £84,820</p> <p>Staff costs - £58,102</p> <p>Total - £142,922</p> <p>The fees costs incurred to date include consultants to develop the highway and environmental enhancement designs, and a security consultant to advise on the suitability of the proposals.</p> <p>The staff costs incurred to date primarily relate to leading Design Team and Steering Group meetings and progressing with the various aspects of the design.</p> <p>A full breakdown of the resources expended to date is shown in Appendix 1.</p>
9. Procurement Approach	<p>Detailed design will be undertaken in-house by the Highways team in the Department of the Built Environment.</p> <p>The implementation of highway works will be undertaken by the City’s highway term contractor (JB Riney & Co Ltd) in accordance with the Highway Term Contract. The street trees will be implemented by the Open Spaces department.</p>
10. Results of stakeholder consultation to date	Initial contact has been made with local stakeholders via a letter drop to understand the needs of users of the area. This contact also served to establish on-going

	<p>communication channels as the project progresses. Stakeholder groups including cyclists have also been consulted on the initial design proposals.</p> <p>The London Borough of Hackney have been involved throughout the design process to date, and officers have made initial contact with Hackney stakeholder groups, including cyclist groups.</p>
11. Consequences if project not approved	<p>Should the project not be approved, security measures will not be provided along the perimeter of the development, leading to the associated Planning Condition not being met. This will in turn delay the practical completion of the development.</p>

Outline Options Appraisal

12. Commentary on the options considered	<p>The design process has been led by a series of project Design Team meetings, with direction given by the project Steering Group. The primary consideration was to provide adequate security around the perimeter of the development in accordance with a requirement under Planning Conditions related to the development.</p> <p>The design of the security scheme has been led by a security consultancy instructed and paid for by the developer. The City engaged its own security consultant on an advisory basis to ensure that the design meets the needs of the City, both aesthetically and practically. The security scheme consists of bollards and planters, both of which comply with British Standard PAS68 (Impact test specifications for vehicle security barriers) and British Standard PAS 69 (Guidelines for the specification and installation of vehicle security barriers). Section 18 below deals with the proposed maintenance terms.</p> <p>The bollards follow the kerb line from the western edge of the zebra crossing up to the security point located on the private land on Broad Lane. A total of six planters are proposed to intersperse with the bollards; the planters will contain trees in order to provide a visual focus at the point where Sun Street and Appold Street meet. Following the development of an appropriate security scheme it was necessary to identify a new carriageway alignment based on the required stand-off distance between the security scheme and the building; this distance had been identified following consultation with the Centre for the Protection of National Infrastructure and the City of London Police.</p> <p>The highway design (explained in more detail below)</p>
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	<p>has been developed by an independent transport consultancy instructed by the City. The highway design is a result of joint working with officers from the City and the London Borough of Hackney, and also with representatives from the developer and the lead tenant. A plan showing the basic highway design is contained in Appendix 2.</p> <p>Extensive surveys were undertaken and included classified traffic counts (including cyclists), pedestrian counts and desire lines, speed surveys and kerbside activity. The decision to introduce a zebra crossing on the proposed alignment is based on assessment of pedestrian flows and desire lines. A zebra crossing gives more pedestrian priority than an uncontrolled crossing, but the pedestrian numbers in this location do not warrant a light controlled crossing. The decision to include a raised table is primarily to act as a traffic calming measure, particularly for southbound vehicles on Appold Street; a raised table in this location also improves accessibility for people using the crossing and allows for more informal pedestrian crossing options.</p> <p>A raised table is also proposed at the junction of Appold Street and Earl Street. This is also primarily to act as a traffic calming measure, but the footway build-out in this location also serves to improve pedestrian sightlines between parked cars; the only serious accident in the area in the last three years was as a result of a pedestrian stepping into the highway between parked cars. The pedestrian movement across Appold Street in this location is also the third highest in the area.</p> <p>A Road Safety Audit (Stage 2) has been undertaken on the highway design and this did not identify any major deficiencies. A further audit will be undertaken to assess the detailed design; any findings which require a change to the design will be reported at the next Gateway.</p> <p>The highway design has also formed the basis for the development of options to enhance the wider environment around the development, namely Sun Street and Appold Street. These options focussed on enhancing the pedestrian environment whilst maintaining the existing functions of the streets, including retaining current levels of taxi and pay & display parking. All three options include the provision of new street trees on the north side of Sun Street; trees are not proposed on Appold Street due to the significant amount of utilities in the footways and associated costs of moving these. All three options also include the provision of inset parking (similar to that installed on</p>
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	<p>Cheapside) on Sun Street and on the western side of Appold Street, and the upgrading of lighting consistently across the area.</p> <p>The main consideration for the three options is the type of parking provision and traffic calming measure on Appold Street; these options are summarised below.</p> <ul style="list-style-type: none"> • Option 1 proposes the provision of parking on-street on the eastern side of Appold Street (the same amount of parking as currently exists but slightly reconfigured to remove parking adjacent to Earl Street) and with no traffic calming measures at the junction with Earl Street (a key pedestrian desire line through the area). This option is shown in Appendix 3. • Option 2 is as Option 1 but proposes full inset parking on the eastern side of Appold Street, in line with a build-out at Earl Street. This option is shown in Appendix 4. • Option 3 is as Option 1 but with the inclusion of a build-out at Earl Street which effectively ‘shelters’ the parking and provides a traffic calming measure. This option is shown in Appendix 5.
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Information Common to All Options

13. Key benefits	<ul style="list-style-type: none"> • A revised kerb layout that facilitates the inclusion of security measures (i.e., bollards and planters) along the perimeter of the development; • A new pedestrian crossing on Sun Street which meets current pedestrian desire lines and future pedestrian forecasts; • A raised table on the approaches to the crossing which calms traffic and provides options for informal pedestrian crossing movements and improves accessibility; • The introduction of new street trees on Sun Street; • A consistent street scene throughout the area using high quality materials, and; • An accessible environment for all users.
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14. Estimated programme and key dates	<p>Following approval of the preferred option, detailed design would commence immediately with a view to proceeding to detailed option appraisal and authority to start work in November 2013.</p> <p>A public consultation is also expected to take place following approval of the preferred option, currently scheduled to take place in late July / early August 2013.</p> <p>The current project programme anticipates works commencing in April 2014, with completion expected in advance of the development reaching practical completion in October 2014.</p>
15. Potential risk implications	<p><i>Works fall behind programme due to lack of contingency time allowed</i></p> <p>Regular Design Team and Steering Group meetings have been programmed in order to ensure all parties involved in the project are kept up to date and are aware of their responsibilities and deadlines.</p> <p><i>Utilities infrastructure impacts on the location of security features</i></p> <p>Trial holes will be undertaken, in addition to preliminary survey work already completed, to determine the precise implications of existing utilities infrastructure.</p> <p><i>Construction Logistics Plan (CLP) is not coordinated between developer and local authorities</i></p> <p>Develop the CLP through the design team meetings to ensure a coordinated approach.</p> <p><i>The design does not meet the needs of all stakeholders</i></p> <p>A Stage 2 Road Safety audit has been completed, and a full public consultation will take place as part of the communication strategy for the project.</p>
16. Anticipated stakeholders and consultees	<ul style="list-style-type: none"> • London Borough of Hackney • British Land (developer) • UBS (tenant) • Chamberlain • Access Team • Local businesses • Cyclist groups
17. Legal implications	<p>Legal implications are outlined in the body of the report.</p> <p>There is a requirement for adequate security measures</p>

	<p>to be provided on the north side of the development in order to meet Planning Condition 6 associated with the 5 Broadgate planning application (10/00904/FULEIA).</p> <p>This is also the key requirement of the Section 278 agreement.</p> <p>The Section 278 agreement also requires the provision of a new pedestrian crossing and associated raised table, and any other measures which are deemed necessary to facilitate the safe and expedient movement of all users of the area.</p>
18.HR implications	None.
19.Anticipated source(s) of funding – capital and revenue	<p>The proposals are fully funded through the Section 278 and Section 106 agreements associated with the development. The funding of the project is split between the two agreements.</p> <p>The aspects which are proposed to be funded through the Section 278 agreement (indicatively shown in Appendix 2) are:</p> <ul style="list-style-type: none"> • Security scheme (bollards and planters); • Trees and associated material within the planters; • Zebra crossing and raised table; • Additional raised table at Earl Street; • Raised entry treatments at Broad Lane; • Additional paving and lighting in the above locations. <p>The aspects of the project that are proposed to be funded through the Section 106 agreement are:</p> <ul style="list-style-type: none"> • New street trees on Sun Street; • Widened footways and inset parking bays (including standard bollards) on Sun Street; • Inset parking bays on Appold Street; • Alterations to the Cycle Hire docking station on Sun Street; • Additional paving and lighting in the above locations. <p>It is proposed to provide a sum for maintenance of the new street trees within the City of London, for a period of five years. This will be funded through the Section 106 agreement.</p> <p>It is further proposed to enter into an agreement with</p>

	the developer and tenant of 5 Broadgate relating to the maintenance of the trees within the planters. It is intended that the developer and / or tenant will be responsible for the on-going maintenance of the trees and the planters, including any repairs or replacement. This agreement is intended to exist in perpetuity.
20. Affordability	The proposals are fully funded through the Section 278 and Section 106 agreements associated with the development.
21. Next steps	Commence detailed design and undertake the public consultation, with a view to reporting the detailed option appraisal and authority to start work in November 2013.

Outline Options Appraisal Matrix

See attached.

Appendices

Appendix 1	Financial summary table
Appendix 2	Plan of the highway and security design
Appendix 3	Plan of Option 1
Appendix 4	Plan of Option 2
Appendix 5	Plan of Option 3

Contact

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	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
22. Brief description	This option consists of the highway layout shown in Appendix 2 and the wider enhancement as shown in Appendix 3. The main consideration for this option is the provision of parking on-street on the eastern side of Appold Street and with no traffic calming measures at the junction with Earl Street	This option consists of the highway layout shown in Appendix 2 and the wider enhancement as shown in Appendix 4. The main consideration for this option is the provision of full inset parking on the eastern side of Appold Street, in line with a build-out at Earl Street.	This option consists of the highway layout shown in Appendix 2 and the wider enhancement as shown in Appendix 5. The main consideration for this option is the provision of on-street parking on the eastern side of Appold Street, but with the inclusion of a build-out at Earl Street which effectively 'shelters' the parking and provides a traffic calming measure.
23. Scope and Exclusions (where different to section 3)	N/A	N/A	N/A
24. Key benefits (where different to section 12)	N/A	An additional raised table at Earl Street which calms traffic and improves pedestrian sightlines.	An additional raised table at Earl Street which calms traffic and improves pedestrian sightlines.
25. Estimated Programme (where different to section 13)	N/A	N/A	N/A
26. Potential risk implications (where different to section 14)	N/A	N/A	N/A
27. Anticipated stakeholders (where different to section 15)	N/A	N/A	N/A
28. Legal implications (where different to section 16)	N/A	N/A	N/A
29. HR implications (where different to	N/A	N/A	N/A

	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
section 17)			

<u>Financial Implications</u>	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
30. Total Estimated cost (£)	<p>£2,064,616</p> <p>These costs are based on the most recent estimates and include provision for utility diversions, which may or may not be fully required.</p> <p>The costs are to be split between the Section 106 and Section 278 as follows:</p> <p>Section 106: £794,287</p> <p>Section 278: £1,270,329</p>	<p>£2,091,355</p> <p>These costs are based on the most recent estimates and include provision for utility diversions, which may or may not be fully required.</p> <p>The costs are to be split between the Section 106 and Section 278 as follows:</p> <p>Section 106: £819,026</p> <p>Section 278: £1,272,329</p>	<p>£2,066,616</p> <p>These costs are based on the most recent estimates and include provision for utility diversions, which may or may not be fully required.</p> <p>The costs are to be split between the Section 106 and Section 278 as follows:</p> <p>Section 106: £794,287</p> <p>Section 278: £1,272,329</p>
31. Anticipated source of project funding (where different to section 18)	N/A	N/A	N/A
32. Estimated capital value/return (£)	N/A	N/A	N/A
33. Fund/budget to be credited with capital return	N/A	N/A	N/A
34. Estimated ongoing revenue implications (£)	<p>S106 OS - £27,644</p> <p>This is a one-off maintenance payment relating to the trees on Sun Street (£17,644) and for additional cleansing in the area (£10,000), for a period of five years.</p>	<p>S106 OS - £27,644</p> <p>This is a one-off maintenance payment relating to the trees on Sun Street (£17,644) and for additional cleansing in the area (£10,000), for a period of five years.</p>	<p>S106 OS - £27,644</p> <p>This is a one-off maintenance payment relating to the trees on Sun Street (£17,644) and for additional cleansing in the area (£10,000), for a period of five years.</p>
35. Anticipated source of ongoing revenue	N/A	N/A	N/A

funding (where different to section 18)			
36. Fund/budget to be credited with income/savings	N/A	N/A	N/A
37. Affordability (where different to section 19)	N/A	N/A	N/A

38. <u>Recommendation</u>	<i>This option <u>is not recommended</u> for progression to the next Gateway.</i>	<i>This option <u>is not recommended</u> for progression to the next Gateway.</i>	<i>This option <u>is recommended</u> for progression to the next Gateway.</i>
39. Reasons	This option is not recommended as it does not address the road safety concern at the Appold Street / Earl Street junction.	This option is not recommended as the footway layout on the eastern side of Appold Street protrudes out significantly at the northern and southern ends, which is not desirable in terms of vehicle movement.	This option is recommended as it provides a build-out at the Appold Street / Earl Street junction, which addresses an existing road safety concern, and provides a smoother profile for southbound vehicles on Appold Street.

Appendix 1 – Finance summary table

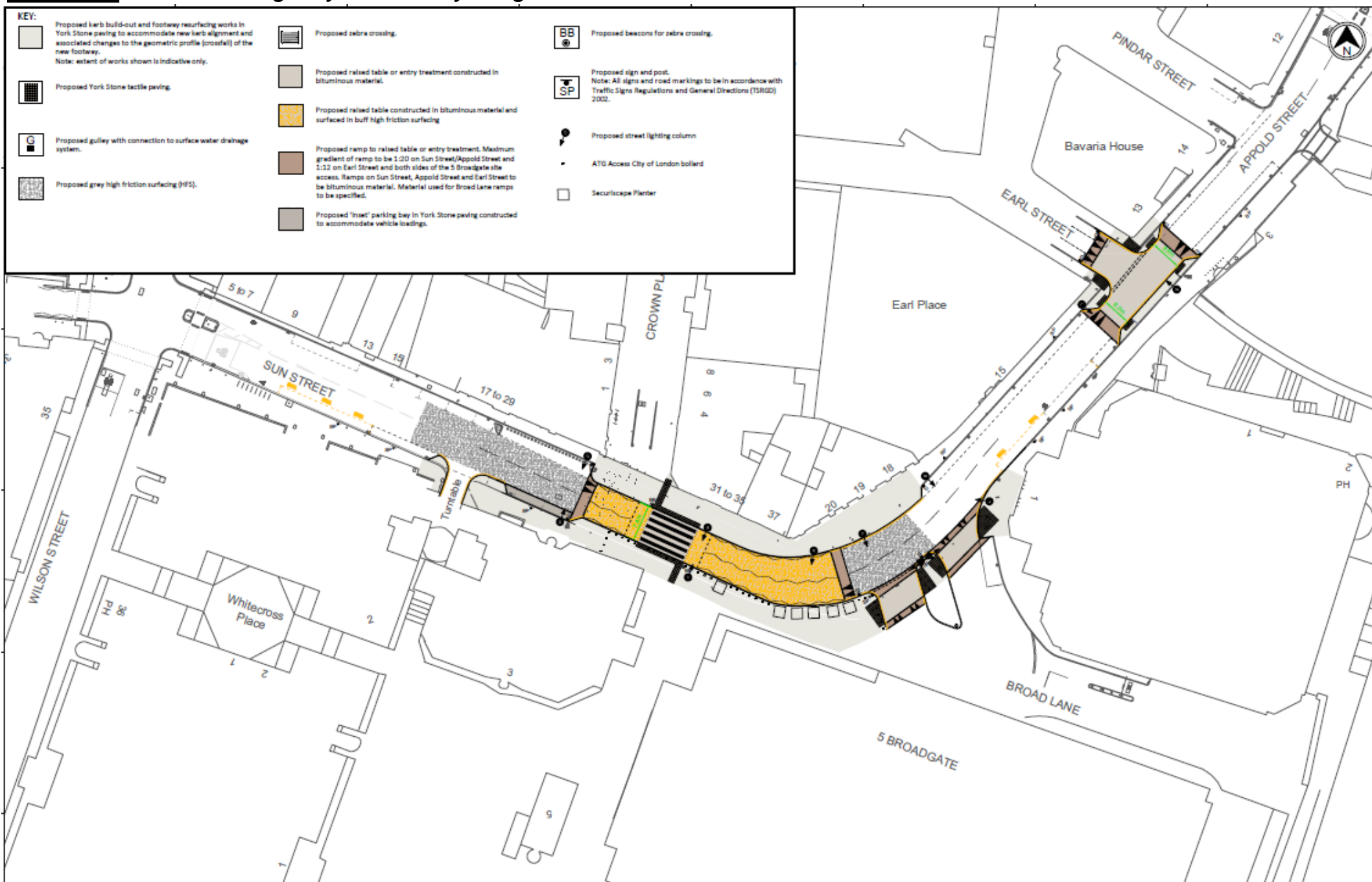
5 Broadgate S106	Expenditure (£)*	Current Approved Budget (£)	Budget Required (£)**	Budget Adjustment (£) ***
Section 106				
Fees	5,800	30,000	10,000	(20,000)
Staff Costs (DBE Planning)	17,107	20,000	32,107	12,107
Staff Costs (DBE Highways)	0	0	25,754	25,754
Section 106 TOTAL	22,907	50,000	67,861	17,861
Section 278				
Fees	79,020	110,000	109,020	(980)
Staff Costs (Open Spaces)	40	750	40	(710)
Staff Costs (DBE Highways)	1,468	5,000	27,222	22,222
Staff Costs (DBE Planning)	39,487	54,250	54,487	237
Staff Cost Total:	40,995	60,000	81,749	21,749
Section 278 TOTAL	120,015	170,000	190,769	20,769
Grand Total:	142,922	220,000	258,630	38,630

* Expenditure as at 23 May 2013

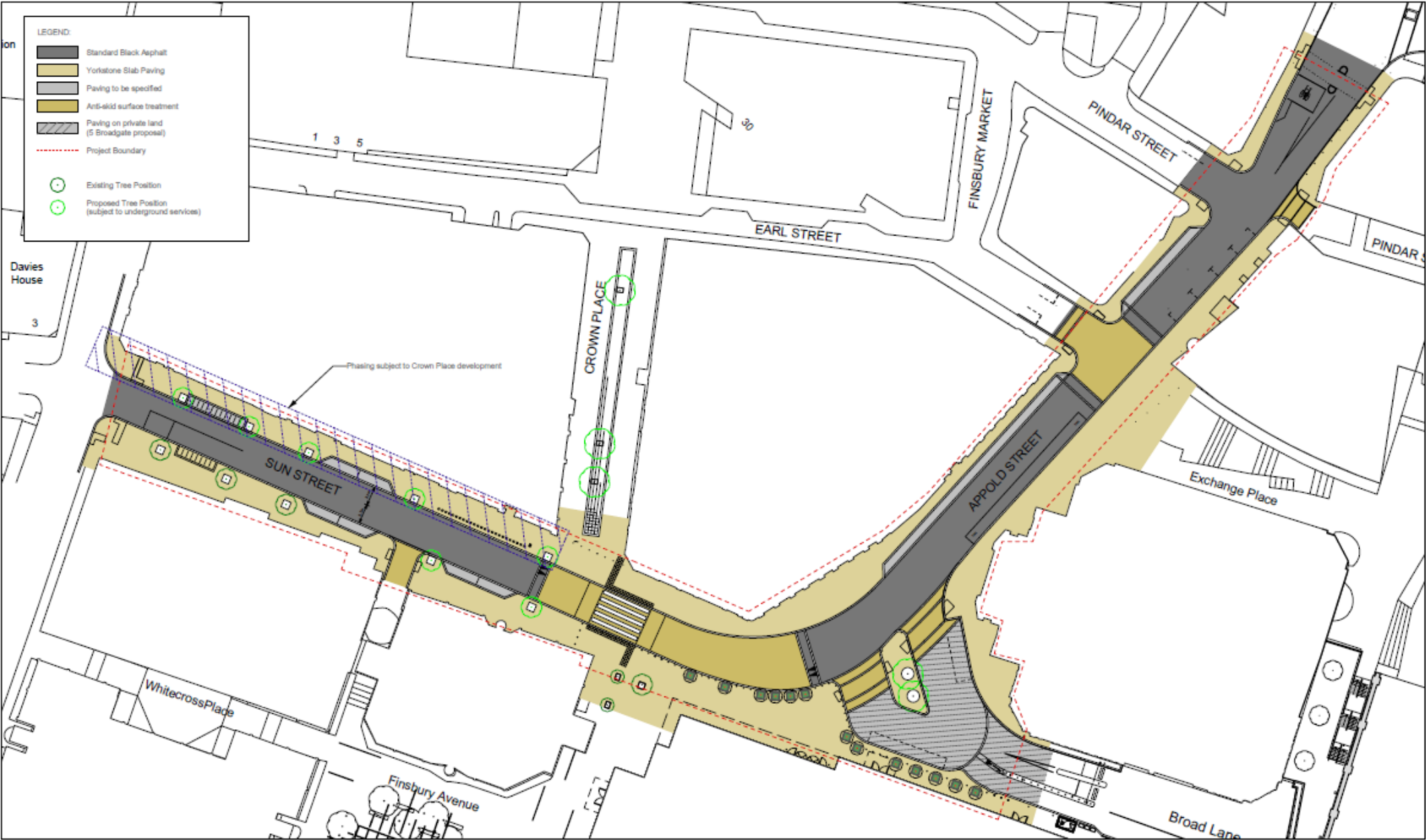
** Budget required to reach next Gateway

*** Additional budget requirement to reach next Gateway

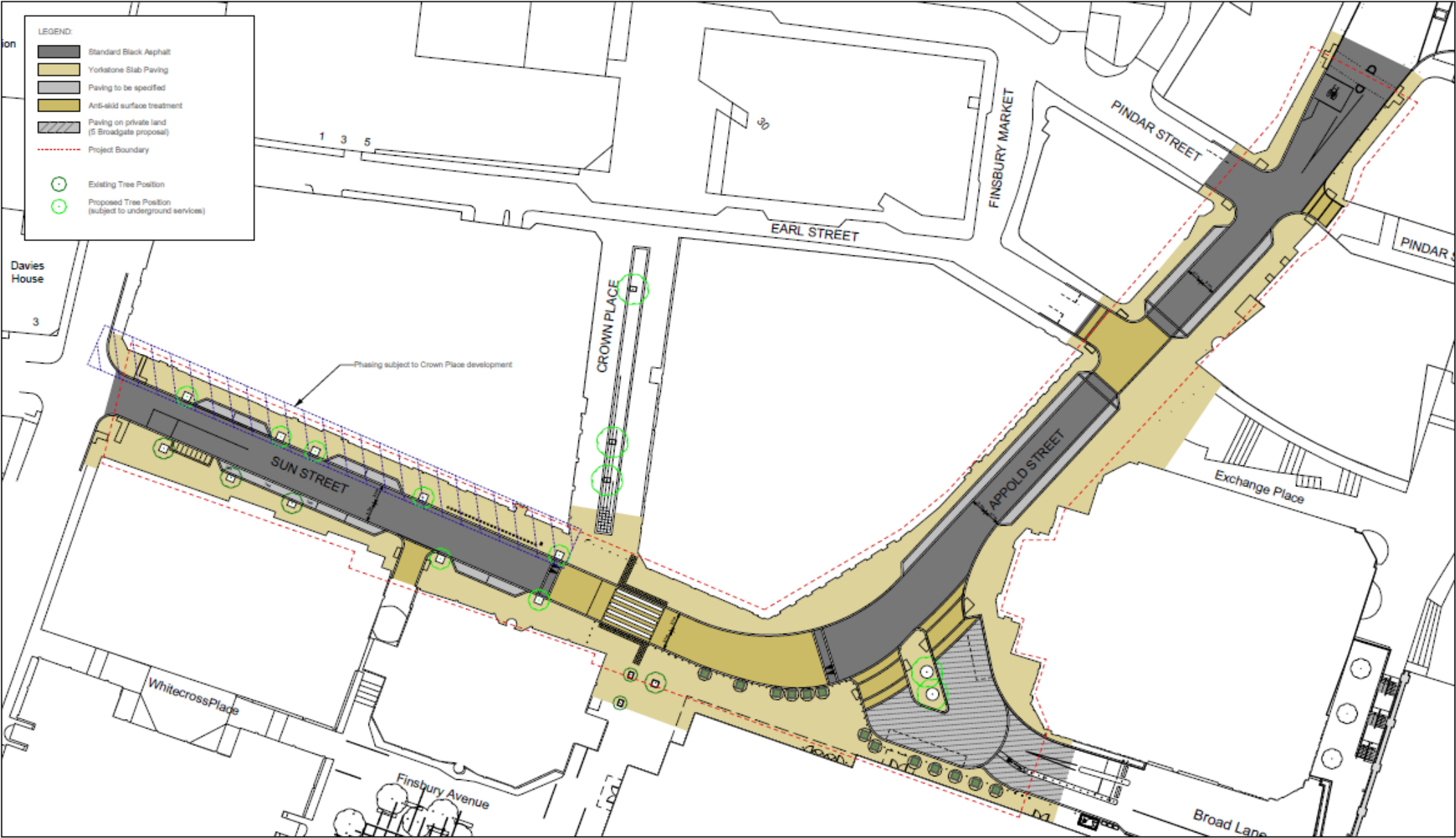
Appendix 2 – Plan of the highway and security design



Appendix 3 – Plan of Option 1



Appendix 4 – Plan of Option 2



Appendix 5 – Plan of Option 3

