

<b>Committee(s)</b>	<b>Dated:</b>
Streets & Walkways Sub – For decision	04/09/2018
Planning & Transportation – For decision	11/09/2018
Resources Allocation Sub – For decision	04/10/2018
Court of Common Council – For decision	18/10/2018
<b>Subject:</b> Tudor Street/New Bridge Street – Update Report	<b>Public (Appx 4 – Non-public)</b>
<b>Report of:</b> Carolyn Dwyer, Director of the Built Environment	<b>For Decision</b>
<b>Report author:</b> Sam Lee	

### Summary

In May 2018, the Streets & Walkways Sub-Committee considered a further report on a new layout for the Tudor St / New Bridge St junction. That report advised Members of the potential implications of two City-led developments, Fleet House and the New Combined Courts, and recommended that the scheme should be deferred for street work co-ordination purposes and to avoid abortive works and costs to the scheme.

However, Committee resolved that the scheme should be progressed as a matter of urgency, and asked officers to bring back a further report to set out more detailed information, together with a programme for delivery.

Following a detailed review, it remains the case that the design and delivery of the Tudor St / New Bridge St scheme is likely to be impacted by several planned activities in the vicinity. These include:

- gas diversion works by Cadent for Thames Tideway on Victoria Embankment;
- gas main replacement works by Cadent in Tudor St;
- the City's Fleet House development in Bridewell Place;
- the City's New Combined Court development off Fleet St;
- a review of access to the Embankment from either Temple Ave or Carmelite St by the Temples' consultant.

Most of these activities are expected to take place over the next five years, but at this point in time, the timing and impact of each activity remains uncertain.

What is certain is that for the Tudor St / New Bridge St scheme to proceed, TfL require around nine months to undertake public consultation, detailed design, signoff, mobilisation and procurement. If started now, these aspects would likely coincide with Cadent's planned gas works for Tideway in summer 2019 which would otherwise be a constraint on construction.

As a result, the earliest start date for construction would be the Autumn of 2019, but by that time the Fleet House development could also be underway. That likelihood is based on the current best estimate from the City Surveyor, but the degree of certainty on that programme, and the extent to which the scheme and the development could coexist, are both currently unknown.

Therefore, progressing the Tudor St / New Bridge St scheme now would involve a degree of risk in three specific aspects:

- once consultation and design are completed next year, conflicting on-street activities such as Fleet House could require the works to be deferred or an interim solution identified;
- changes to the highway as a consequence of nearby building development may require the design to be revised temporarily, making some aspects of the design work abortive and with the developer incurring additional cost;
- through the work of the Temples' consultant, more advantageous options to improve access to the area from the Embankment may be identified, making the Tudor St / New Bridge St scheme sub-optimal, making the design cost to that point abortive (should there be insufficient funding or priority to progress both).

If Members are minded to accept these risks for now, then public consultation and detailed design could commence later this year (assuming Members agree to allocate funding to allow TfL to proceed), with a recommendation that a final decision to begin construction be made next year when these risks and issues are better understood.

However, if these risks are thought unacceptable, the alternative would be to defer public consultation and detailed design until the likely completion of Fleet House towards the end of 2021. The key risk here is that if the development programme for Fleet House moves back, the scheme would be further delayed. In addition, other activities could also come to the fore that might also delay construction beyond 2021 or require the scheme to be amended again, although the latter is currently thought to be unlikely.

Therefore, on balance it is proposed to seek City funding for the scheme now, request TfL commence public consultation and detailed design, and report back in the first half of 2019 for Members to agree whether the scheme can progress to construction. At that point, there will be far more certainty on all the activities and implications outlined above, enabling Members to decide with certainty whether construction can continue, whether it must be deferred or whether an interim solution is necessary or achievable.

In the meantime, officers will also continue to discuss the safety performance of the current Tudor St / New Bridge St junction with TfL to see whether any interim changes are necessary and whether TfL funding might yet be made available.

In terms of funding, the maximum estimated cost to deliver the scheme is £3.03m. Given £514k has already been set aside to cover TfL's costs to date, a balance of

£2.52m is now required. This is proposed to be met from DBE's allocation of the Community Infrastructure Levy (CIL) and would require the re-profiling or deferral of other DBE projects deemed to be lower priority. Formal approval for the use of CIL in this way would first be required from the Resource Allocation Sub Committee.

Finally, to be clear, decisions of the Streets & Walkways Sub Committee and the Planning & Transportation Committee on whether or not to proceed on this matter are made in the City's capacity as traffic and highway authority, not in its capacity as owner of the prospective development sites. The relevant considerations for those Committees are therefore only those that relate to traffic and highway management.

### **Recommendation(s)**

#### **Streets & Walkways Sub-Committee and the Planning & Transportation Committee are recommended to:**

- Instruct officers to continue to work with TfL to finalise the Tudor St / New Bridge St scheme layout as reported in May 2018.
- Recommend that Resource Allocation Sub Committee approve £2.52m to fund the scheme from DBE's allocation of the Community Infrastructure Levy.
- Receive a report to agree final commencement in due course.

#### **Resource Allocation Sub Committee is recommended to:**

- Agree to allocate £2.52m for the Tudor St / New Bridge St scheme from DBE's Community Infrastructure Levy allocation.

#### **The Court of Common Council to recommended to:**

- Endorse the recommendations of the Streets & Walkways Sub, the Planning & Transportation and the Resource Allocation Sub Committees.

### **Main Report**

#### **Background & Current Position**

1. In May 2018, the Streets & Walkways Sub-committee considered a report on the scheme to amend the Tudor St / New Bridge St junction. The report informed Members of the technical assessments carried out by TfL, as well as the potential implications associated with two key developments in the area. It recommended that progress of the scheme should be deferred to avoid potentially abortive and unnecessary costs as well as for street work co-ordination purposes. The Committee however, requested that a further report setting out more information on the implications together with a programme for delivery be brought back as a matter of urgency.
2. TfL have already completed the technical assessment of the alternative layout for the Tudor St / New Bridge St junction, including traffic modelling and road safety audits. These were provided to Members in May 2018 and largely identified

neutral impacts, enabling TfL to accept the proposed layout. However, to proceed to the next stage, which is public consultation and detailed design, TfL require confirmation that City funding has been agreed.

3. This report therefore provides further information on the potential implications of other highway activities and developments in the area, the potential programmes for delivery and the recommended City funding mechanism for the scheme.

## **Highway Activities, Developments & Other Considerations**

### Utility works

4. As advised at the July 2018 Streets & Walkways Sub Committee, Cadent Gas for Thames Tideway Tunnel are undertaking trial holes on the Embankment to determine the scale of works necessary to divert two large gas mains in Spring / Summer 2019. Members are also aware that Cadent have suggested the works could require a full closure of the Embankment, which would likely place a moratorium on other major works across the City and much of Central London.
5. In this context, TfL would be highly unlikely to undertake major works on New Bridge St during this period, placing a firm constraint on any construction programme during this period. However, at the time of writing, it is not yet known whether Cadent will require such a closure, or for how long it might be.
6. Ward Members will also be aware that following several large gas leaks in the Tudor St area, Cadent Gas are also planning to replace the gas mains along Tudor St at some point in the next 2-3 years. If the Tideway-related works proceed as expected in 2019, it is unlikely these works will take place at the same time due to the combined impact on the gas network, making a window of summer 2020 currently more likely.
7. When this does take place, Tudor St could be affected for 3–4 months (based on examples of similar work elsewhere). At that time, if access to parts of the area become closed off, arrangements would have to be made to allow access from other routes and directions.

### Development Activity

8. The two developments likely to affect or be affected by the Tudor St / New Bridge St junction scheme are Fleet House on the corner of Bridewell Place and New Bridge St, and the New Combined Courts and Police Headquarter (NCC) between Whitefriars St and Salisbury Court (see Appendix 1). Both are either solely or jointly led by the City Surveyor.
9. Taking each in turn, the implications of these developments on the Tudor St / New Bridge St scheme are as follows:  
Fleet House (likely commencement in Autumn 2019 for 2 years).

- The Fleet House development will require HGV access to / from Bridewell Place for demolition and construction works. In particular, the construction phase is likely to require vehicles standing on-street in Bridewell Place, making construction of the scheme at the same time as the development particularly challenging.
- If instead the scheme was to be constructed before the development, the scheme may not be compatible with the site's construction logistics, making interim changes to the scheme necessary for the duration of the development works at the cost of the developer.
- If the scheme causes logistical issues for the site, this could significantly increase the programme for the development works, prolonging the disruption to the immediate area.
- However, without a Construction Logistics Plan in place at this point, the extent of this conflict, the need for an interim solution (as well as its cost) and the impact on the development's programme cannot yet be evaluated.
- Finally, the current scheme (as designed) also have an impact on the future servicing of the completed development. The closure of Bridewell Place by New Bridge St to vehicles will make servicing access to all premises in Bridewell Place potentially more difficult, and with the development intending to remove the current off-street loading bay, servicing will have to take place from the street.

#### New Combined Courts (NCC) and Police HQ (likely commencement: 2021)

- a. The NCC and Police Headquarters is still in its early stages of development and as such it has not been possible to confirm the transport and security requirements because they are still being explored by the NCC client and design team.
- b. Nevertheless, some very early conceptual transport and security proposals are illustrated in Appendix 2. They could include new streets within and around the development, making Whitefriars St a two-way street, and greater security aspirations in the vicinity, including the potential to create access onto the Embankment to aid the police's rapid response requirements.
- c. At present these appear unlikely to be affected by the implementation of the Tudor St / New Bridge St scheme, but with construction of the NCC not anticipated to begin until at least 2021, the construction logistics and public realm implications have yet to be fully explored.

#### Temple Area Traffic Review

10. As part of the Temple Area Traffic Review project, the viability of improving motor vehicle access and egress from the Embankment by amending the Temple Avenue or Carmelite St junctions is being investigated.
11. This review is being led by a consultant engaged by the Temples, with support provided by City and TfL officers. Our best estimate is that this work is around

nine months or more from completion due to TfL's resources and procedures as well as the level of complexity involved at these two junctions.

12. However, if opportunities are identified from this work, such proposals might provide more favourable access to the local area than the current Tudor St / New Bridge St proposal. At that point, a decision may be required as to whether both schemes are viable and / or affordable given it is highly unlikely TfL will allocate any funding for such changes. Equally the current Thames Tideway site requirements may preclude any changes to access and egress to / from the Embankment until the site completes in around 2021.

## **Programme**

13. Appendix 3 provides a programme illustrating the various workstreams required for the Tudor St / New Bridge St scheme, as well as the other works and activities in the area. It should be noted that these timescales are current estimates and will be subject to change, especially where detailed planning has yet to start or where proposals are yet to emerge.
14. The work streams and timescales associated with the Tudor St / New Bridge St scheme have been provided by TfL, who (because of the priority of the project) have offered to accelerate their standard public consultation process, reducing the typical six-month period by half.
15. The timescales for Fleet House and the NCC have been provided by the City Surveyor, who has also reiterated that these dates are only indicative at this point.
16. Appendix 3 illustrates the three main windows to deliver the Tudor St / New Bridge St scheme.

**Option 1.** Works could commence immediately following the Thames Tideway Cadent Gas diversion works in Q3 of 2019/20, but the Fleet House development is likely to have started at that point, plus the Embankment optioneering will not have reached the detailed design stage (if such options have been identified). This option delivers the pace Members have requested, but involves risk around likely conflicts between works, implications on Fleet House and potentially a lost opportunity (due to the likelihood of insufficient funding or priority to deliver both schemes) to investigate access to / from the Embankment.

**Option 2.** Works could commence around Q3 2021/22 following the projected completion of the Fleet House development and at the completion of the detailed design for access/egress improvements to the Embankment. This could also coincide with the demolition works associated with the NCC. By this point, further information on the security and transport requirements associated with the NCC and police headquarter will be known. This provides more certainty of design, but not the pace Members have requested. Creating a linkage to the completion of Fleet House could also mean the scheme would move back if the development was delayed.

**Option 3.** Works could commence following the completion of the NCC and police headquarters around 2026/27. This would avoid all potential implications associated with the activities identified in this report but would result in a considerable delay in implementation.

## **Implications**

### Financial Implications

17. In July 2018, the Streets & Walkways Sub-Committee was advised that TfL's cost range to deliver the scheme was between £1.63m to £3.03m, with £2.33m being the likely final cost. This excluded hostile vehicle mitigation measures around the new bus stop on Blackfriars Bridge. A detailed breakdown of the cost is provided in Appendix 4 (NON-PUBLIC AGENDA).
18. Members may recall that a total of £575k (£400k from TfL and £175K from the City) had previously been set aside to deliver the original scheme. Of this, TfL has expended approximately £61k, leaving a balance of £514k.
19. If Members agree that the scheme should proceed, it is proposed that £2.52m (£3.03m - £514k) is set aside from DBE's Community infrastructure Levy (CIL) allocation. Given this is TfL's maximum estimated cost range, this should ensure that sufficient funding is in place, but if the eventual cost is below this level, the remaining funding will be returned to the CIL allocation. Officers expect that TfL payments will be made in stages via verified invoices for costs incurred.
20. Members will be aware that funding to deliver a range of Corporate, Member and Departmental priorities is under significant pressure. The allocation of £2.52m from DBE's CIL allocation towards this scheme is achievable, but only through the re-profiling or deferral of other lower priority projects. A report outlining DBE's project prioritisation in light of this and DBE's wider budgetary challenges will be submitted to Members in due course.

### Legal Implications

21. To implement the various highway changes within the proposed scheme, TfL and the City would need to exercise their respective powers (for their respective highways) under s.6 of the Road Traffic Regulation Act 1984. As part of this, statutory public consultation would be required, and if there were objections, these would have to be appropriately considered before the scheme could proceed.
22. The City Corporation must have regard to its overall traffic management duties of securing the efficient use of the road network, expeditious, safe and convenient movement of traffic, and avoiding congestion and disruption. It must also have regard to its road network co-ordination responsibilities and its responsibility to protect the public right to use and enjoy the highway. Landowner considerations relating to City properties (including development costs) are not material considerations that the City should take into account when exercising its functions as traffic and highway authority.

## **Proposals**

23. In conclusion, the option with the least risk of complication and potential for abortive cost and design change is Option 2 (commencement in 2021). However, this does not meet Members' expectations regarding the pace of delivery, which is more closely met through Option 1 (commencement in the Autumn 2019). However, this option contains significant uncertainties that cannot be closed out until the first half of 2019.
24. Therefore, on balance it is proposed to seek funding for the scheme now, request TfL to commence public consultation and detailed design, and report back in the first half of 2019 for Members to agree whether the scheme can progress to construction. At that point, there will be far more certainty on all the activities and implications outlined above, enabling Members to decide with certainty whether construction can continue, whether it must be deferred or whether an interim solution is necessary or achievable.

## **Conclusion**

25. This paper has identified three potential delivery opportunities for the Tudor St / New Bridge St scheme:
- late 2019 after the Thames Tideway Cadent gas diversion works;
  - late 2021 following the completion of the Fleet House construction;
  - 2026 following the completion of the NCC.
26. The recommendation (to seek funding approval now and to commence public consultation and detailed design, subject to a final decision next year on whether to begin construction) provides an appropriate balance between Members' desire to progress the scheme and the associated risks that cannot be quantified until next year.

## **Appendices**

- Appendix 1 – Location plan of developments
- Appendix 2 – Indicative transport and security proposals for the NCC
- Appendix 3 – Delivery programme
- Appendix 4 – Cost breakdown (NON-PUBLIC)

## **Background Papers:**

- Report of the Director of the Built Environment on Tudor Street/New Bridge Street 21/05/2018 and associated minutes.

## **Sam Lee**

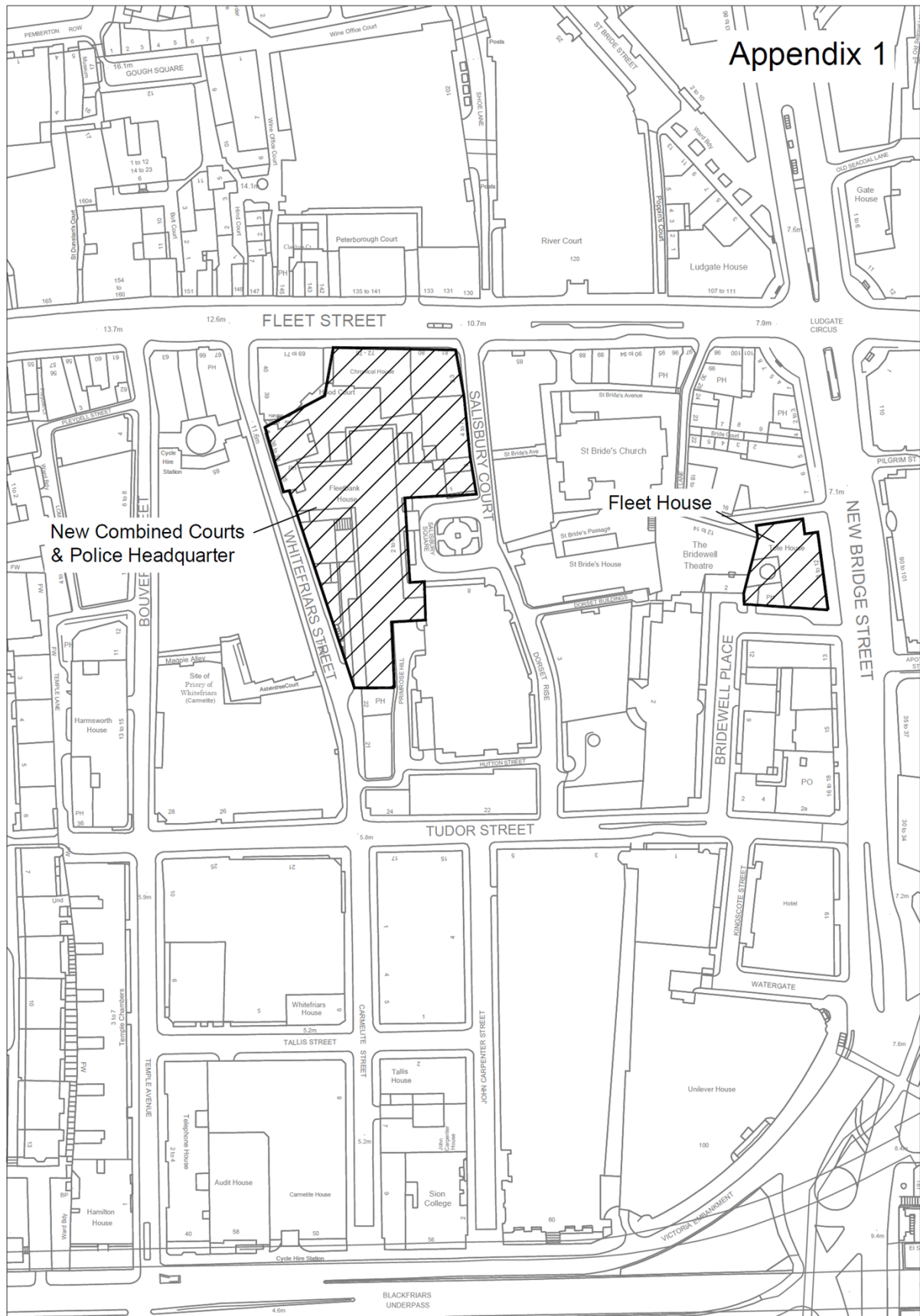
Group Manager, Department of the Built Environment

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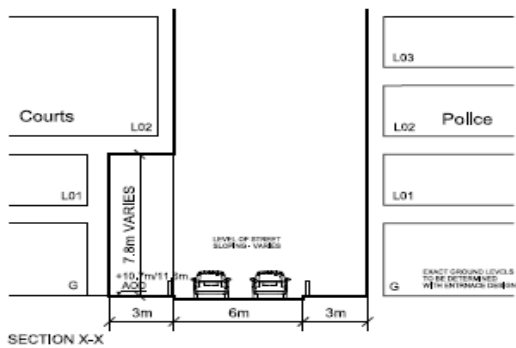
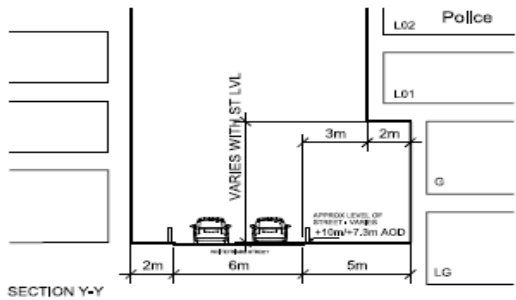
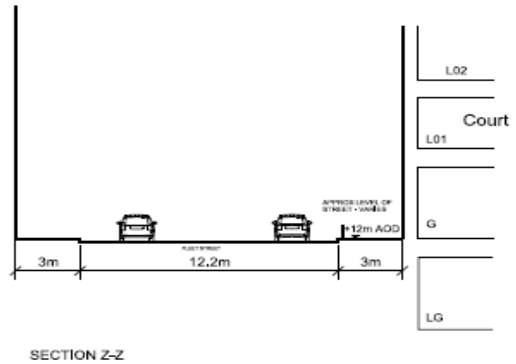
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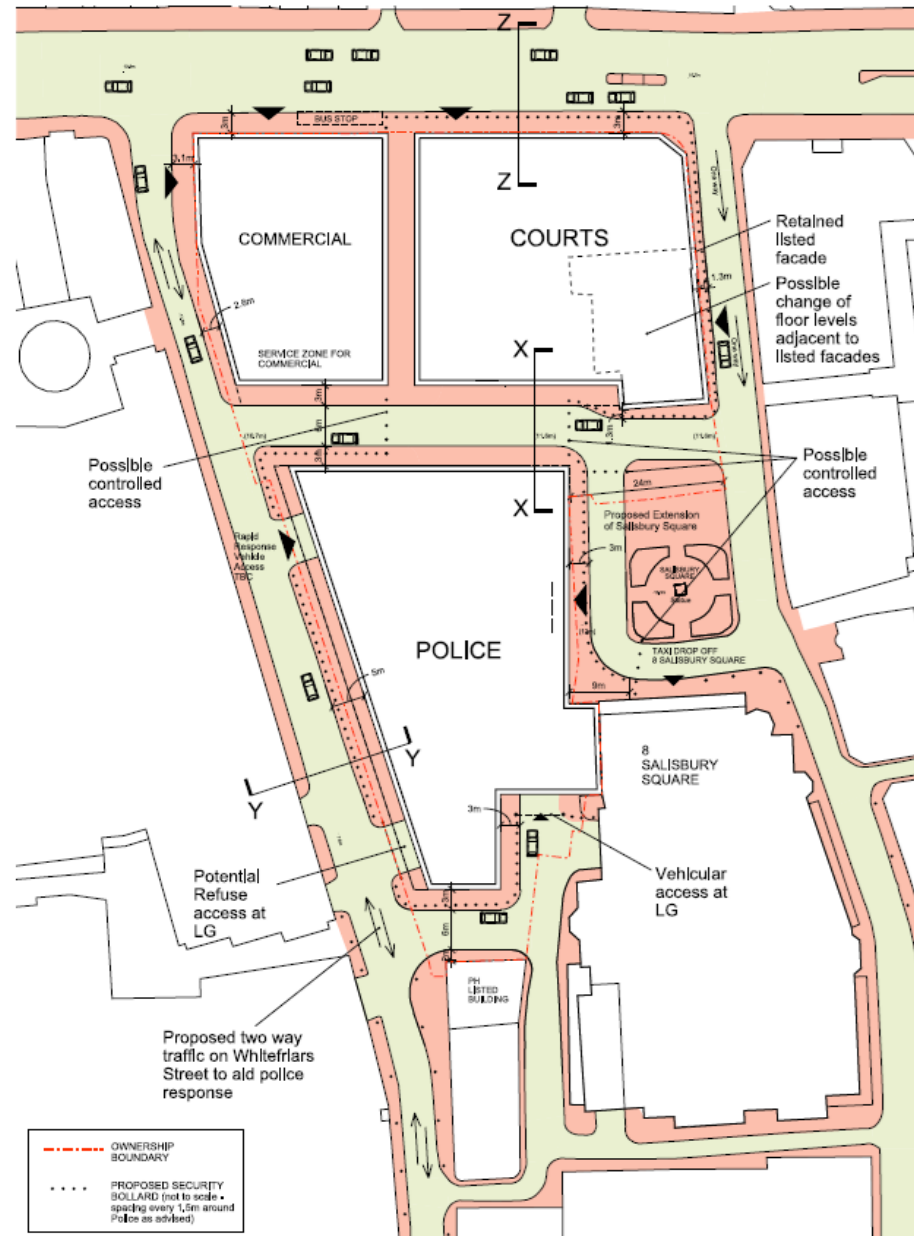
# Appendix 1: Location plan of City developments



## Appendix 2: Indicative transport and security proposals for the NCC & police headquarter

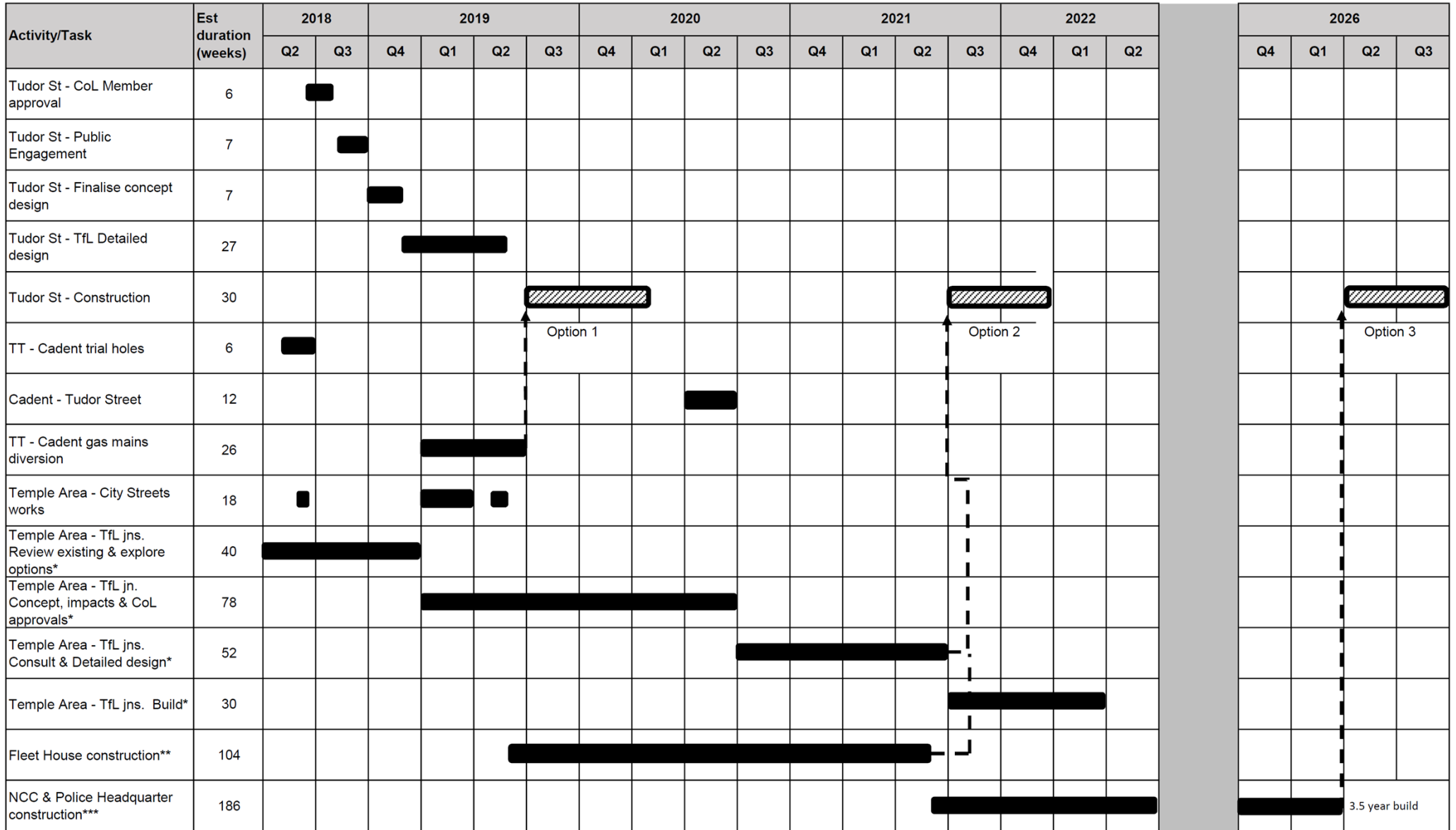


Option BA Street Sections Security and Traffic Analysis



Option BA Street Plan Security Analysis

## Appendix 3 – Delivery programme



\* Subject to Vectos/TfL/CoL progression, funding and agreement

\*\* Earliest likley start Sept 2019

\*\*\* Anticipated programme

