

Committees: Streets and Walkways Sub-committee <i>[for decision]</i> Projects Sub <i>[for decision]</i>	Dates: 15 October 2019 16 October 2019
Subject: Puddle Dock Improvement Measures Unique Project Identifier: 11733	Gateway 3/4/5: Options Appraisal and Authority to Start Work (Regular)
Report of: Director of the Built Environment Report Author: Albert Cheung	For Decision
<h1>PUBLIC</h1>	

1. Status Update	Project Description: In 2016, the Thames Tideway Project relocated Blackfriars Pier (which provides river transport services) from the western side of Blackfriars Bridge to its current location, opposite Puddle Dock. Pedestrian routes to and from the pier are limited to east-west movements only with no direct access into the City. This project would therefore introduce a new pedestrian route between the pier and Queen Victoria Street. To complete the new pedestrian route, a new and accessible pedestrian crossing over Upper Thames Street is required. As Upper Thames Street is part of Transport for London's (TfL) Road Network, the crossing will be delivered by them. To improve road safety, the project originally included alterations to the Queen Victoria Street / Puddle Dock junction. However, analysis of the latest data now shows that injury collision levels have substantially improved with 2 slight collisions over a 36-month period (Jan 2016 – Dec 2018), making the case for altering the junction no longer a priority. The junction is also likely to change in the short / medium term to deliver a cycle network as part of the City's Transport Strategy. RAG Status: Green (Green at last report to committee)
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	<p>Risk Status: Low</p> <p>Total Estimated Cost of Project (excluding risk): £509,126</p> <p>Change in Total Estimated Cost of Project (excluding risk): The estimated total cost is within the cost range at Gateway 2 (£425K-£1.425M).</p> <p>Spend to Date: £148,026</p> <p>Costed Risk Provision Utilised: N/A</p> <p>Slippage: The original delivery date was March 2018. However, since November 2017, it has been on hold mainly because it was reliant on TfL delivering the crossing over Upper Thames Street. TfL has now confirmed that they will deliver and fund the crossing and have included this into their work programme for delivery in 2020/21.</p>												
<p>2. Requested decisions</p>	<p>Next Gateway: Gateway 6: Outcome Report</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Detailed design. • Liaise with TfL to co-ordinate their crossing with the project. • Construction and construction engagement. • Monitoring and outcome report. <p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. Approve a revised evaluation budget of £148,026 2. Note the estimated cost of £509,126 for the project 3. Note the risk register 4. Approve the proposals as shown in Appendix 1. 5. That an additional budget of £361,100 is approved to reach the next Gateway. 6. Authority to start work. 												
<p>3. Budget</p>	<p>The total estimated cost required to deliver the recommended option (Option 1) is £361,100. A breakdown of this is provided in the table below.</p> <table border="1" data-bbox="528 1677 1428 1939"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funds 2019/20</th> <th>Funds 2020/21</th> <th>Source of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>P&T Staff</td> <td>Project management</td> <td>15,000</td> <td>10,000</td> <td>TfL</td> <td>25,000</td> </tr> </tbody> </table>	Item	Reason	Funds 2019/20	Funds 2020/21	Source of Funding	Cost (£)	P&T Staff	Project management	15,000	10,000	TfL	25,000
Item	Reason	Funds 2019/20	Funds 2020/21	Source of Funding	Cost (£)								
P&T Staff	Project management	15,000	10,000	TfL	25,000								

Open Spaces Staff	Project management	1,800	1,800	TfL	3,600
Highway Staff	Detailed design and site supervision	41,155	19,845	TfL	61,000
Fees	Traffic orders, safety audits and monitoring	1,500	13,000	TfL	14,500
Work	Highway and lighting	126,000	121,400	TfL	247,400
Work	Tree planting	9,600	-	TfL	9,600
Total		195,055	166,045		361,100

Funding to deliver the project will be through the Local Implementation (LIP) grant provided by TfL over the next two financial years. The LIP delivery plan which includes a total of £385k (£185k in 2019/20 and £200k for 2020/21) for this project was agreed by the Planning & Transportation Committee in April 2019 and Resource Allocation Sub Committee in May 2019. Additionally, there is a further £19K of carry forward from the last financial year to be used in 2019/20. The spending profile has therefore been phased to reflect the funding.

Funding from 19/20 will be used for tree planting as works are expected to commence and finish in the northern section of the Puddle Dock by 31 March 2020. Establishment of the new trees from 21/22 will be met by Open Spaces' existing maintenance budget.

The project is outside the City's Fundamental Review as it is fully externally funded by TfL.

4. Overview of project options

4.1 "Do Nothing" is a possible option, however, this is not advisable as options to access Blackfriars Pier will remain limited, people will therefore continue to use this route at significant risk to access the riverside. The City would also lose funding and investment to improve the public realm which would benefit people who live, work, learn and visit the City. As a result, a "Do Nothing" option has not been included in the options appraisal.

4.2 The layout of the Upper Thames Street / Puddle Dock junction means that it is only possible for TfL to introduce a crossing on the western side of the junction. There is no space elsewhere. Consequently, a pedestrian route on the western

	<p>side of Puddle Dock is the only feasible proposal. Of this, two options have been developed and reviewed.</p> <p>4.3 Option 1 (see Appendix 1) proposes to create a footway by narrowing the southern section of the northbound carriageway of Puddle Dock and converting the northern slip road into a pedestrian space. The slip road is not required because there are no accesses to any premises while the same manoeuvre can be made using the main carriageway. This option also includes improving street lighting under the building, up to three trees and an informal crossing to assist pedestrians crossing over Puddle Dock. The total estimated cost to deliver this is £509K.</p> <p>4.4 Option 2 (see Appendix 2) is the similar to Option 1 but it includes a continuous footway on the western side along the entire length of Puddle Dock. It will need to include measures to protect the building columns and some modifications to the Puddle Dock / Queen Victoria Street junction. The slip road is also proposed to be closed to give pedestrians more space and to allow trees to be planted. The total estimated cost of this option is £795K</p> <p>4.5 The G3 Option Appraisal is shown later in this report.</p>
<p>5. Recommended Option</p>	<p>5.1 Both Options 1 and 2 provide good pedestrian facilities however, Option 2 significantly exceeds the available funding.</p> <p>5.2 Furthermore Option 1 avoids modifications to Puddle Dock / Queen Victoria Street junction which is likely to be significantly changed in the short / medium term to deliver a cycle network as part of the City's Transport Strategy.</p> <p>5.3 Option 1 is therefore recommended.</p>
<p>6. Risk</p>	<p>The main risks of this project are:</p> <ul style="list-style-type: none"> • Work cost estimates may change following detailed design. However, it is unlikely to be significant as the scale and complexity of the works are fairly minor. • The confirmed TfL funding is time restricted and therefore the allocation must be utilised within the financial year or funding may be lost. This is unlikely as the highway work is expected to commence in January 2020 which will provide sufficient time to utilise funds before the financial year ends.

	<ul style="list-style-type: none"> • TfL’s ability to deliver the crossing and their timescales (summer 2020) may slip or be cancelled altogether due to other priorities beyond the City’s control. • Consent to work on the private layby may not be granted or delayed. <p>Further information is available in the Risk Register (Appendix 3).</p>
<p>7. Procurement approach</p>	<p>7.1 The City’s term contractor will be used to carry out highway works.</p> <p>7.2 TfL’s contractors will be used to carry out works on their highway.</p>
<p>8. Design summary</p>	<p>A new western footway would be introduced along the southern section of Puddle Dock. This would be achieved by reducing the width of the northbound carriageway.</p> <p>The Blackfriars Passage / Puddle Dock junction would be raised to the same level as the new footways to improve pedestrian accessibility.</p> <p>The northern slip road would also be raised and converted into a pedestrian space. The slip road is not required for motor vehicle access as there are no entrances fronting the slip road and the same manoeuvre can be made on the main carriageway.</p> <p>A building straddles large sections of the northern slip road making lighting levels substandard for pedestrians. Street lighting will therefore be improved along this section.</p> <p>Up to three trees will be introduced on the northern end of the route. This will provide additional greening and make the area more pleasant place for people to walk.</p> <p>A new informal pedestrian crossing (dropped kerbs) with an enlarged central island will be introduced to help pedestrians cross Puddle Dock to access the new facilities.</p> <p>To complete the pedestrian route, TfL are working to deliver the crossing over Upper Thames Street including providing a ramped access onto the Riverside Walkway. Their programme includes designing and seeking the necessary approvals this financial year with delivery in 2020/21. Works are being co-ordinated and programmed to enable efficient delivery as well as to mitigate risk. In this case, works to the northern section of Puddle Dock would commence this financial year and could be</p>

	<p>left as a standalone scheme in the unlikely event the crossing over Upper Thames Street is not delivered or delayed.</p> <p>The proposal includes raising the private layby which is accessed via the slip road. This would be preferable as it will provide level conformity and improves accessibility across the whole area. To achieve this, it requires consent of the landowner. This consent is currently being sought, however, if this is not granted, or it is delayed, the proposal would be adjusted to avoid working on private land.</p>
9. Delivery team	<p>9.1 Officers will project manage and carry out the detailed design of the scheme.</p> <p>9.2 The City's term-contractor will carry out all highway works.</p> <p>9.3 TfL will deliver the crossing over Upper Thames Street and the ramp onto the Riverside Walk</p>
10. Success criteria	<p>The success criteria are as follows:</p> <ul style="list-style-type: none"> • A pedestrian crossing is provided over Upper Thames Street; • A footway is implemented along Puddle Dock; • A pedestrian route through the Riverside Walkway is implemented; • Measures are implemented to improve road safety; • Improved the public realm.
11. Progress reporting	<p>Monthly updates to be provided via Project Vision and any project budget adjustments to be delegated to the Chief Officer in conjunction with the Head of Finance.</p>

Appendices

Appendix 1	Option 1 Layout Plan
Appendix 2	Option 2 Layout Plan
Appendix 3	Risk Register
Appendix 4	Project Coversheet
Appendix 5	Finance Tables

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Option Appraisal Matrix

<i>Option Summary</i>	<i>Option 1</i>	<i>Option 2</i>
1. Brief description of option	Option 1 proposes to create a footway by narrowing the southern section of the northbound carriageway of Puddle Dock and converting the northern slip road into a pedestrian space. The slip road is not required because there are no accesses to any premises while the same manoeuvres can be made using the main carriageway. This option also includes improving street lighting under the building, up to three trees and an informal pedestrian crossing to facilitate pedestrians on the western side of Puddle Dock.	Option 2 is similar to Option 1, but it includes a continuous footway on the western side along the entire length of Puddle Dock. It will need to include measures to protect the building columns and some modifications to the Puddle Dock / Queen Victoria Street junction. The slip road is also proposed to be closed to give pedestrians more space and to allow trees to be planted.
2. Scope and exclusions	<p><u>Scope</u></p> <ul style="list-style-type: none"> To introduce a new pedestrian route between Blackfriars Pier and Queen Victoria Street. <p><u>Exclusions</u></p> <ul style="list-style-type: none"> The crossing over Upper Thames Street and the ramped access onto the Riverside Walkway is excluded from this project but will be delivered by TfL. 	
<i>Project Planning</i>		
3. Programme and key dates	<p>Delivery of Option 1 is expected to be completed by August 2020.</p> <p>Oct 19 Scheme Detailed Design Jan 20 Construction Starts Jun 20 Construction Completed</p>	<p>Delivery of Option 2 is expected to be completed by December 2020.</p> <p>Oct 19 Scheme Detailed Design Jan 20 Construction Starts Oct 20 Construction Completed</p>

Option Summary	Option 1	Option 2
	Aug 20 Signalised Crossing delivered by TfL Dec 20 G6 Outcome Report	Dec 20 Signalised Crossing delivered by TfL Apr 21 G6 Outcome Report
4. Risk implications	<p>Overall project option risk: Low</p> <p>The main risks are:</p> <ol style="list-style-type: none"> 1. Work cost estimates may change following detailed design. However, it is unlikely to be significant as the scale and complexity of the works are fairly minor. 2. The confirmed TfL funding is time restricted and therefore the allocation must be utilised within the financial year or funding may be lost. 3. TfL's ability to deliver the crossing and their timescales may slip or cancelled altogether due to other priorities. 4. Consent to work on the private layby may not be granted or delayed. <p>Further information available within the Risk Register (Appendix 3).</p>	<p>Overall project option risk: Low</p> <p>The main risks are:</p> <ol style="list-style-type: none"> 1. Work cost estimates may change following detailed design. However, it is unlikely to be significant as the scale and complexity of the works are fairly minor. 2. The confirmed TfL funding is time restricted and therefore the allocation must be utilised within the financial year or funding may be lost. There is currently insufficient funding to deliver this option. Additional funds will therefore need to be identified. 3. TfL's ability to deliver the crossing and their timescales may slip or cancelled altogether due to other priorities. 4. Consent to work on the private layby may not be granted or delayed. <p>Further information available within the Risk Register (Appendix 3).</p>

Option Summary	Option 1	Option 2
5. Stakeholders and consultees	<ul style="list-style-type: none"> • TfL • Committee • Local Occupiers • Statutory Consultees • Highways Team • Comptroller 	<p>Throughout the life of project At Project Gateways Consultation, consent & construction Consultation Throughout the life of project Legal consents</p>
6. Benefits of option	<ul style="list-style-type: none"> • Pedestrians are currently informally walking in the carriageway. Therefore, providing a new footway for pedestrians will improve road safety; • Improving pedestrian accessibility to the pier supports active travel; • The closure of the slip road will make the area feel less motor traffic dominated; • Planting additional trees and enhancing the lighting will make the area a more pleasant place; • The feeling of personal safety is likely to increase; • Better utilisation of public highway; • Likely to reduce motor vehicle speeds and therefore reduce the risk of a collision; • Affordable with confirmed TfL funding 	<ul style="list-style-type: none"> • As with Option 1 but additionally the reconfiguration of Queen Victoria Street / Puddle Dock junction will make it more convenient for pedestrians to cross the carriageway;
7. Disbenefits of option	<ul style="list-style-type: none"> • No footway is provided on the eastern side of Puddle Dock; • Pedestrian crossing over Upper Thames Street is limited to the western side only; 	<ul style="list-style-type: none"> • As with Option 1 but additionally the cost exceeds available funding.

Option Summary	Option 1	Option 2
	<ul style="list-style-type: none"> No formal crossing over Puddle Dock at the southern end; Greenery limited to the northern end of the route. 	
Resource Implications		
8. Total estimated cost	Total estimated cost: £509K	Total estimated cost: £795K
9. Funding strategy	Funding to deliver this option could be fully met through the Local Implementation (LIP) grant provided by TfL over the next two financial years.	Funding to deliver this option could be partially met through the Local Implementation (LIP) grant provided by TfL over the next two financial years. Additional funds of up to £252K would be required to deliver this option.
10. Investment appraisal	Not applicable	
11. Estimated capital value/return	Not applicable	
12. Ongoing revenue implications	Will be covered through business as usual activities	
13. Affordability	This scheme option would have full funding confirmed through LIP grants provided by TfL	This scheme option would have only partial funding confirmed through LIP grants provided by TfL. Additional funding of £252K would be required.

Option Summary	Option 1	Option 2
14. Legal implications	Both options will require a traffic order to be made. The formal consultation of traffic order to close the slip road has been carried out and no objections have been received. Consent will be required for the City's Term Contractor's to carry out works on Network Rail's private land	
15. Corporate property implications	None	
16. Traffic implications	No traffic implications are envisaged.	
17. Sustainability and energy implications	None	
18. IS implications	Not applicable	
19. Equality Impact Assessment	Test of Relevance showed a full equality impact assessment was not necessary as there were no adverse impacts to protected characteristics.	
20. Data Protection Impact Assessment	Not applicable	
21. Recommendation	Recommended	Not recommended