

Committees:	Dates:	
Streets and Walkways Sub-Committee Projects Sub	23 February 2015 23 February 2015	
Subject: EE106 Crossrail Moorgate Gateway 4 (stage 1) report	Gateway 4 (stage 1) - Detailed Design	Public
Report of: Director of the Built Environment	For Decision	
<u>Summary</u>		
<p><i>Dashboard</i></p> <ol style="list-style-type: none"> 1) Project Status: Green 2) Timeline: Design proposals agreed with stakeholders 3) Total Estimated Cost: £1-1.3 million (externally funded) 4) Spend to Date: £81,826 5) Overall project risk: Low <p><u>Context:</u></p> <p>This report seeks approval of detail design proposals immediately around the new Moorgate Crossrail entrance, as defined by a proposed security cordon. A site location plan is attached as Appendix 1 and the proposals are set out in Appendix 2. Timely approval of these detail design proposals will allow Crossrail to proceed with applying for planning permission without risk of delay to their work programme. It will also allow the City to report back at Gateway 4 (stage 2) on the outcomes of an in-depth study into the effects of Crossrail passengers on the surrounding road network.</p> <p>Crossrail have agreed a revised General Arrangement plan for the area inside the security cordon (refer to Appendix 2) with the City which replaces a plan originally produced by Crossrail's consultant in 2011. The new plan has allowed Crossrail to co-ordinate the design and development of the station entrance area with the wider public realm proposals being carried out by the City. It is expected that Crossrail will submit for planning approval for the public realm works within the security cordon in mid-2015.</p> <p>A more detailed design for the area outside the security cordon will be developed in accordance with the agreed General Arrangement plans and submitted to this committee for consideration in due course.</p> <p><u>Background:</u></p> <p>Crossrail submitted draft proposals for the Moorgate Crossrail Station Integration project in 2011, which needed to be revised with input from key stakeholders to accord with the City's strategy for the Liverpool Street Area 2012, adopted in 2013. It was agreed with Crossrail that the design would be progressed through a Working Group process, leading to an amended design developed in partnership with the City and neighbouring stakeholders. This would allow Crossrail to proceed on their timetable provided the City had agreement from Members originally by December 2014. The December deadline was then extended to February 2015 at Crossrail's request.</p> <p>Following Gateway 3 approval in August 2014 the project was approved to</p>		

proceed to Gateway 4 via a two stage reporting process.

Gateway 4 (stage 1) is intended set out the design proposals for the area immediately around the station entrance to the General Arrangement level of design. It also includes outline design proposals for a broader area of primary interest, including Moorgate.

To meet Crossrail's deadline the proposals around the station entrance requires Member approval by February 2015. The deadline enables Crossrail to develop the detail design for the area under their responsibility for implementation, and work with the City on developing this design prior to the submission of a planning application in line with their work programme.

Gateway 4 (stage 2) will require a report to committee setting out the detailed design and details of options for traffic management in Moor Place and Moorfields, in conjunction with an assessment of the broader impacts of an increase in pedestrian numbers on the road network managed by the City.

Progress to date:

A summary of spend to date is shown in Table 1, which includes commitments to date. It is estimated that an additional £7,858 will be required to complete Gateway 4 (stage 1), giving an underspend of £25,315 for this stage.

Table 1 – Financial summary: Spend to date.			
<i>Item description</i>	<i>Approved budget (£)</i>	<i>Spend to date (£)</i>	<i>Balance (£)</i>
Consultants costs	70,000	62,141	7,858
Staff costs (transport and public realm)	45,000	19,685	25,315
<i>subtotal</i>	<i>115,000</i>	<i>81,826</i>	<i>33,174</i>

Since Gateway 3 approval in August, officers have appointed landscape design, lighting and transportation consultants in line with the approved project brief to review and prepare the design proposals in Appendix 2. Officers have also been working constructively with stakeholders to further refine Crossrail's 2011 public realm designs, align them with the Liverpool Street Area Strategy and the City's Street Scene Manual

Overview of Options:

Two options have been developed in consultation with the Working Group for the project. The design of the area and extent of the security cordon, under Crossrail's responsibility, remains the same in both options. The area inside the security cordon has deliberately been kept free of obstructions to pedestrian movement during peak periods of activity. Cyclists will have access through the cordon and TfL have advised that the balance between cyclists and pedestrian needs can be largely left as self-managed.

Demand from service vehicles for access will be for refuse collection from 101 Moorgate but 24 hour management of the cordon will still be required for emergency vehicles. The City is expecting London Underground Limited (LUL) to take on the responsibility for being the City's agent for overseeing the proper

operation of the managed access. London Underground advises that the resource for management of access through the security cordon has been allowed for in the service management plan for 101 Moorgate. The detail of this will need to be agreed by the City, in consultation with the City of London police and the emergency services.

While both options represent a balance of priorities between security requirements, safe pedestrian dispersal, materials and vehicle access, the main difference between options is in the approach to managing traffic on Moorfields and Moor Place, north of the security cordon area.

Option 1 shows Moor Place remains open to vehicle movements, the same condition that existed prior to the beginning of Crossrail's occupation.

Option 2 proposes the Moor Place remains open but traffic using Moor Place is managed to reduce the potential for conflict between vehicles and pedestrians during peak times of pedestrian activity. Options for how traffic could be managed will be investigated further and reported back to members in Gateway 4 (stage 2).

Funding strategy:

Remediation to Crossrail's worksite (refer to the red line boundary on drawings supplied in Appendix 3) will be funded by Crossrail.

At Gateway 3, officers estimated £265,000 would be required to deliver Gateway 4 (stage 2). A review of the funding required for Gateway 4 (stage 2) was carried out. Due to a revised scope, the estimate of costs was reduced from £265,000 to £128,000 (refer to Section 23 in the Option Appraisal Matrix in conjunction with Appendix 2, showing the extent of City and Crossrail interests in this project). A summary of the estimated costs for Gateway 4 stage 2 is supplied in Table 2.

Table 2 - Estimated costs for Stage 2.		
Description	Approved Budget (£)	Funding Source
Consultants Fees	80,000	72 Fore Street s106
Staff Costs	48,000	
Total	128,000	

Officers will use any carry forward from this project to part-fund Gateway 4 (stage 2) and continue to investigate potential sources of external funding from s106 agreements. The projected underspend of £25k on Stage 1 will be used to carry on with the project into Stage 2. The additional funding required for Stage 2 is £103,000.

Proposed way forward:

Agreement of proposals inside the security cordon at this stage will allow Crossrail to progress detail design development of the area inside the security cordon and bring proposals back to the City to review via the statutory planning process.

Proposals for the area of Moorfields outside the security cordon and Moor Place will be investigated by the City independently of Crossrail's programme for the worksite and reported on to members at Gateway 4 (stage 2).

Procurement approach:

Remediation to Crossrail's worksite (refer to the red line boundary on drawings supplied in Appendix 3) will be procured and funded by Crossrail.

For public highway areas outside Crossrail's worksite (refer to the blue line boundary on drawings supplied in Appendix 3), the works are anticipated to be carried out by the City's term contractor for highways, currently JB Riney, but this will be confirmed via the Gateway 4 (stage 2) report in early-mid 2015.

Recommendations:

- 1) Approval is given for the following design proposals in Appendix 2:
 - (i) Detail design inside the security cordon to allow Crossrail to proceed with their planning application.
 - (ii) Outline design proposals for the area outside the security cordon to allow the project to progress to Gateway 4 (stage 2).
- 2) Approval is given for the carry forward of any remaining underspend at stage 1 to be used to fund the project to Gateway 4 (Stage 2).
- 3) Approval is given for City officers to obtain any necessary planning, listed building, traffic order or other consents as may be necessary to implement the project as described in this report.
- 4) Approval is given for City officers to enter in to a Section 278 agreement with relevant parties if security measures are required on public highway.
- 5) Approval is given for officers to approach developers for 72 Fore Street to confirm availability of external funding for Gateway 4 (stage 2).
- 6) Approval is given for officers to explore the mechanisms by which Crossrail would be able to provide a maintenance contribution for hard landscaping

Options Appraisal Matrix for Crossrail Work Site

<i>Option</i>	<i>Option 1</i>	<i>Option 2</i>
1. Brief description	The proposals upgrade the area immediately outside the proposed Crossrail entrance with improvements to paving, cycle access and lighting. A security cordon is installed in the southern part of Moorfields making the area immediately outside the Crossrail entrance pedestrian priority apart from refuse collections outside of peak hours. Vehicles have unrestricted access to Moor Place via Moorfields.	As Option 1, but with vehicles having restricted access to Moor Place via Moorfields.
2. Key Design Elements	<ul style="list-style-type: none"> - An anti-terrorist security cordon is installed around the Crossrail station entrance at 21 Moorfields. - Significant improvements to the quality and ambience of the public realm are delivered in Moorfields and Moor Place. - A sense of arrival is provided for Crossrail, train and London Underground passengers arriving at Moorgate transport interchange. - The existing carriageway on Moorfields is raised to footway level, improving access for wheelchair users, the elderly and young. - The needs of both pedestrians and cyclist road are accommodated as safely as 	As Option 1, but with Vehicle access to Moor Place and Moorfields will be restricted using statutory mechanisms such as traffic orders.

	<p>possible.</p> <ul style="list-style-type: none"> - Vehicles have unrestricted access to Moor Place via Moorfields. 	
3. Scope and Exclusions	<p>The scope of the works described in this Gateway 4 (stage 1) report relates only to the area covered by the Crossrail worksite as shown in Appendix 3. The wider area works (Area of Primary Interest) as shown in Appendix 3 will be reported separately under the Gateway 4 (stage 2) report in mid-2015.</p>	
<i>Project Planning</i>		
4. Programme and Key dates	<ul style="list-style-type: none"> - January 2014 – Agreement of replacement design option for Crossrail worksite area; - mid 2015 – Detailed design of Crossrail worksite area; - mid 2015 – Design options for wider area works (Area of Primary Interest); - late 2015 – Detailed design of wider area works (Area of Primary Interest); - July 2015 – Crossrail submit Schedule 7 application for Planning Permission for worksite area; - 2016/17 – Implementation of Crossrail worksite area works; - 2016/17 – Implementation of wider area works will be coordinated with the implementation of the Crossrail worksite area works; 	

<p>5. Risk implications</p>	<p>The project is considered to be Low Risk overall given it is externally funded and delivered.</p> <p>The key risk for the Crossrail Work Site relates to programme and the need to agree a replacement design option with Crossrail by February 2015 to coordinate with their programme.</p> <p>To mitigate the risk officers have worked with Crossrail, City of London police, London Underground, Land Securities, Transport for London and the key local façade occupiers throughout the design review process in 2014. This is to ensure a replacement design is agreed by key stakeholders in time to report to Members for approval in February 2015.</p>	
<p>6. Benefits and disbenefits</p>	<p><i>Option 1</i></p> <p>Benefits:</p> <ul style="list-style-type: none"> - A more visually consistent and higher quality public realm will be provided than currently exists. - Objectives set out in the Liverpool Street Area Enhancement Strategy will be delivered to the fullest extent. - A sense of arrival is provided for Crossrail, train and London Underground passengers emerging at Moorgate. - The existing carriageway on Moorfields is raised to footway level, improving access for wheelchair users, the elderly and young. - The needs of both pedestrians and cyclists are accommodated within the cordon as safely as possible at all times. - A taxi waiting area on Moorfields will be 	<p><i>Option 2</i></p> <p>Benefits:</p> <p>The same as Option 1 apart from:</p> <ul style="list-style-type: none"> - Any conflict between pedestrians and vehicles on Moor Place is managed through the operation of statutory mechanisms such as traffic orders restricting vehicle access. <p>Disbenefits:</p> <p>The same as Option 1 apart from:</p> <ul style="list-style-type: none"> - Traffic orders will require active enforcement if they are to be effective.

	<p>provided to service current and future developments.</p> <ul style="list-style-type: none"> - Any conflict between pedestrians and vehicles on Moor Place is self managed. <p>Disbenefits:</p> <ul style="list-style-type: none"> - The current left turn only out of Moor Place will require further measures to prevent vehicles from physically circumventing the ban. - On-street catering opportunities on Moorfields (east) will partially obstructed by the current location of cycle hire stations and the need for vehicle access along Moorfields. - Number of standard parking bays on Moorfields has been reduced to accommodate an enlarged taxi waiting area. - Existing trees and parked vehicles may impact on the effective dispersal of Crossrail passengers and on underground utilities. 	
<p>7. Stakeholders and consultees</p>	<p>Key stakeholders include Crossrail, Network Rail, London Underground, Transport for London, Aviva, Land Securities and local façade occupiers along Moorfields. Officers established the Crossrail Moorgate steering group following approval of the Gateway 3 report in July 2014. Fortnightly meetings have been held to ensure all relevant views and parties are considered.</p>	

Resource Implications																	
8. Total Estimated Cost	The total estimated cost range of the Crossrail worksite area is estimated at between £1-1.3 million. A more accurate total estimate will be known at Gateway 4 (stage 2).																
9. Funding Strategy	<p>Remediation to Crossrail's worksite (refer to the red line boundary on drawings supplied in Appendix 3) will be procured and funded by Crossrail. Staff costs will be covered by s106 funding from 72 Fore Street, subject to agreement with the developer.</p> <p>The reduction in estimated costs for Gateway 4 (stage 2) has resulted from revised estimates of passengers exiting Crossrail and Underground entrances by Crossrail and consultants. The change in numbers is less significant than expected and has resulted in a reduction of the area expected to receive impacts.</p> <table border="1"> <caption>Table 3 – Estimated costs for Gateway 4 (stage 2)</caption> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Cost (£)</th> <th>Funding Source</th> </tr> </thead> <tbody> <tr> <td>Consultants costs</td> <td>Transport assessment Detail design of Crossrail area</td> <td>80,000</td> <td>S106 funding for 72 Fore Street, subject to agreement with developer.</td> </tr> <tr> <td>Staff costs</td> <td>Negotiate s106 funding with developer, project management, reporting, liaison, communication and administration.</td> <td>48,000</td> <td>S106 funding for 72 Fore Street, subject to agreement with developer.</td> </tr> <tr> <td colspan="2" style="text-align: right;">Sub total</td> <td>128,000</td> <td></td> </tr> </tbody> </table>	Item	Reason	Cost (£)	Funding Source	Consultants costs	Transport assessment Detail design of Crossrail area	80,000	S106 funding for 72 Fore Street, subject to agreement with developer.	Staff costs	Negotiate s106 funding with developer, project management, reporting, liaison, communication and administration.	48,000	S106 funding for 72 Fore Street, subject to agreement with developer.	Sub total		128,000	
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Sub total		128,000															
10. Estimated capital value/return	The works are estimated to have a capital value of between £1-1.3 million but will be externally funded and delivered by Crossrail.																
11. Ongoing Revenue Implications	It is anticipated that the project will result in a slight saving in maintenance due to the opportunity to machine clean raised carriageway and pedestrian priority areas. Maintenance aspects will be																

	<p>investigated further as part of the Gateway 4 (stage 2) report in mid-late 2015.</p> <p>Crossrail are funding the delivery of the works, following which the maintenance costs would revert to the City programmes/budgets as existing. Officers can explore whether Crossrail are able to provide a maintenance contribution for the hard landscaping elements of the works.</p> <p>The cost of maintaining/repairing/replacing any security elements of the project that are located on City Highway would remain the responsibility of Crossrail (or its successor, London Underground) in perpetuity, and this provision will be formalised in a Section 278 agreement.</p>	
12. Investment Appraisal	Not applicable.	
13. Affordability	Either option will be fully funded and delivered by Crossrail.	
14. Procurement Strategy	All works within the Crossrail worksite area will be procured and completed by Crossrail and their appointed sub-contractors.	
15. Legal Implications	<p>The City will need to negotiate a S278 agreement with Crossrail (or its successors) to formalise the funding and maintenance of any security infrastructure required on public highway.</p> <p>Section 278 of the Highways Act 1980 provides the ability for the City, as highway authority, to enter into an agreement to secure funding for works (and maintenance) relating to highway.</p>	
16. Corporate property implications	None.	
17. Traffic Implications	<p>While larger vehicles can move freely through Moor Place, there remains a risk of conflict with pedestrians during morning and afternoon peaks of pedestrian activity.</p>	<p>While larger vehicles can move freely through Moor Place, there remains a risk of conflict with pedestrians during morning and afternoon peaks of pedestrian activity. It is proposed to restrict traffic to using Moor Place during off peak times, using traffic orders. This will need further investigation in Gateway 4 (stage 2).</p>

18. Sustainability and energy implications	Crossrail will be expected to procure sustainably sourced yorkstone and granite, as defined in the City's standard palette.			
19. IS implications	None.			
20. Equality Impact Assessment	An Equality Impact Assessment (EQIA) has been carried out for the project and is provided in Appendix 4. In summary, the scheme considered to have positive impacts upon the users of the City's streets and spaces.			
21. Recommendation	Not recommended		Recommended	
22. Next Gateway	Gateway 4 (stage 2) – Detailed design of Moor Place and assessment of wider area impacts.			
23. Resource requirements to reach next Gateway	The following funding sources have been identified as potentially available for Gateway 4 (stage 2) but remain subject to agreement.			
	Table 3 - Funding required up to the end of Stage 2			
	Description	Revised Budget (£)	Expenditure / Commitments (£)	Variance (£)
	Consultants Fees	150,000	62,142	87,858
	Staff Costs			
	P & T Staff Costs	30,000	18,867	11,133
Environmental Services Staff Cost	38,000	818	37,182	
SUBTOTAL	218,000	81,826	136,174	
<p>Note</p> <p>(1) Revised budget made up of £90k projected spend for stage 1 and stage 2 estimate of £128k</p>				

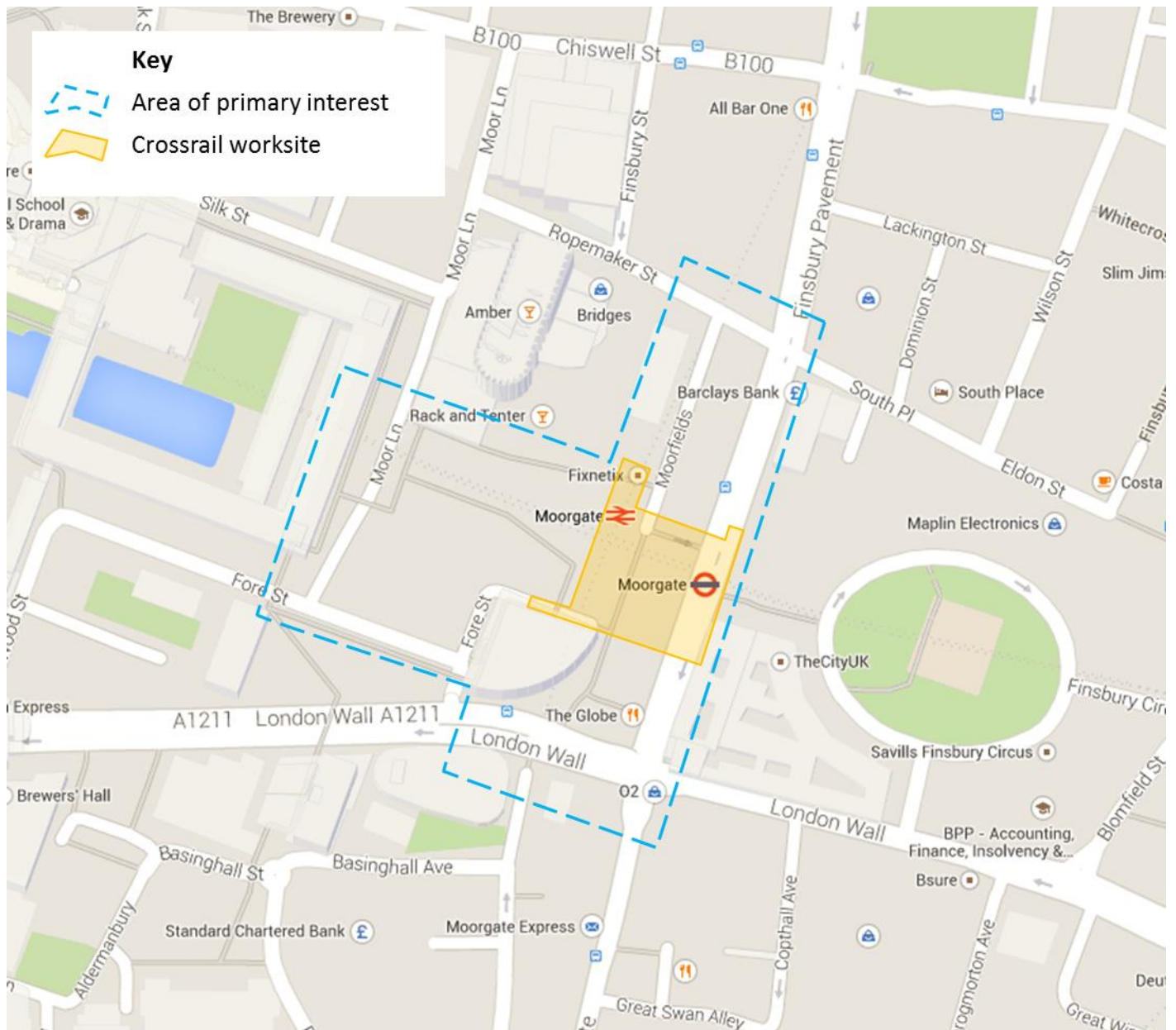
Appendices

Appendix 1	Location map and extent of Crossrail work site
Appendix 2	Detailed design proposals
Appendix 3	Extent of Crossrail and City interests around the Crossrail Moorgate entrance
Appendix 4	Equality Impact Assessment

Contact

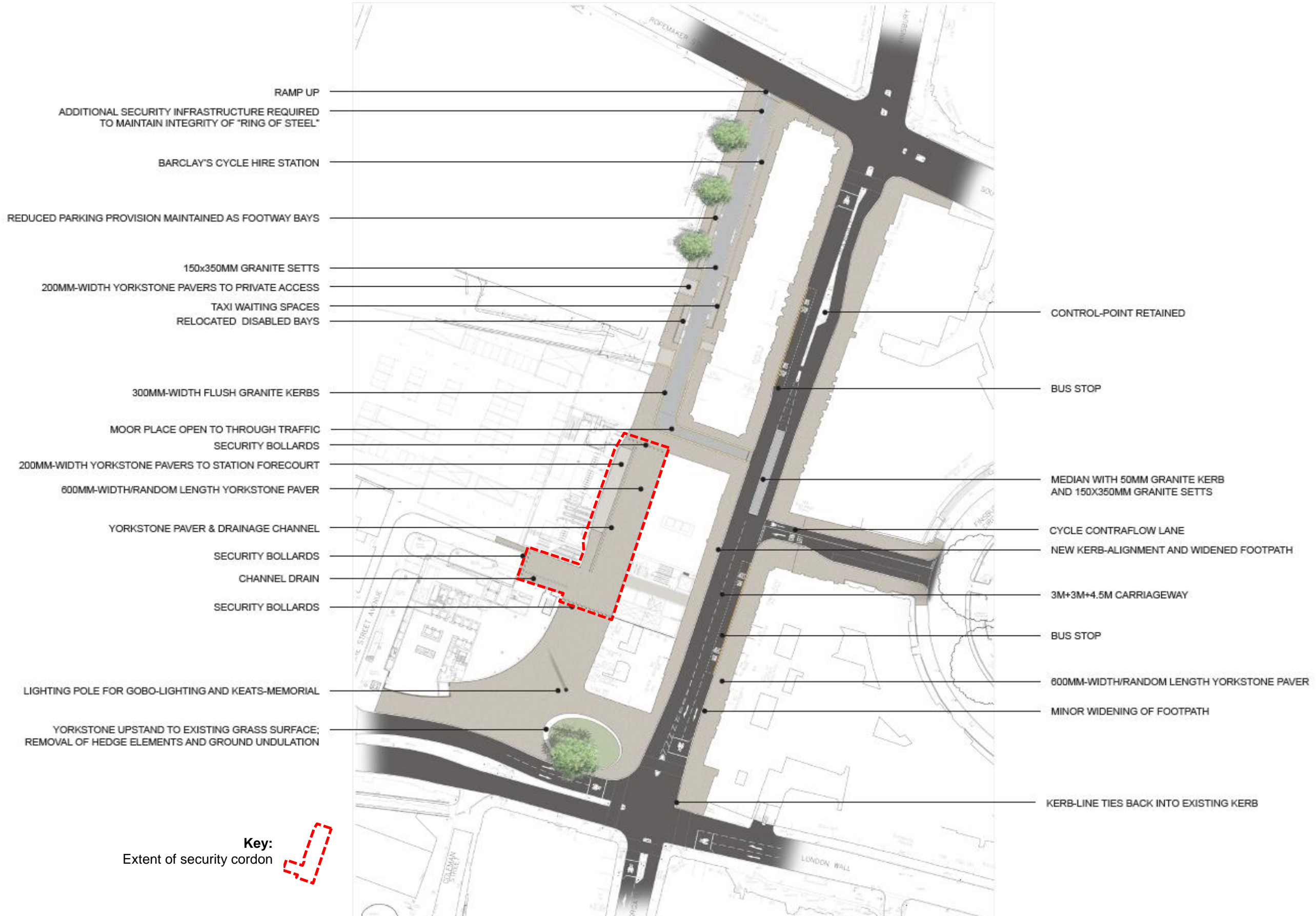
Report Author	Steve Miles
Email Address	Steve.miles@cityoflondon.gov.uk
Telephone Number	0207 332 3132

Appendix 1: Location map and extent of Crossrail work site

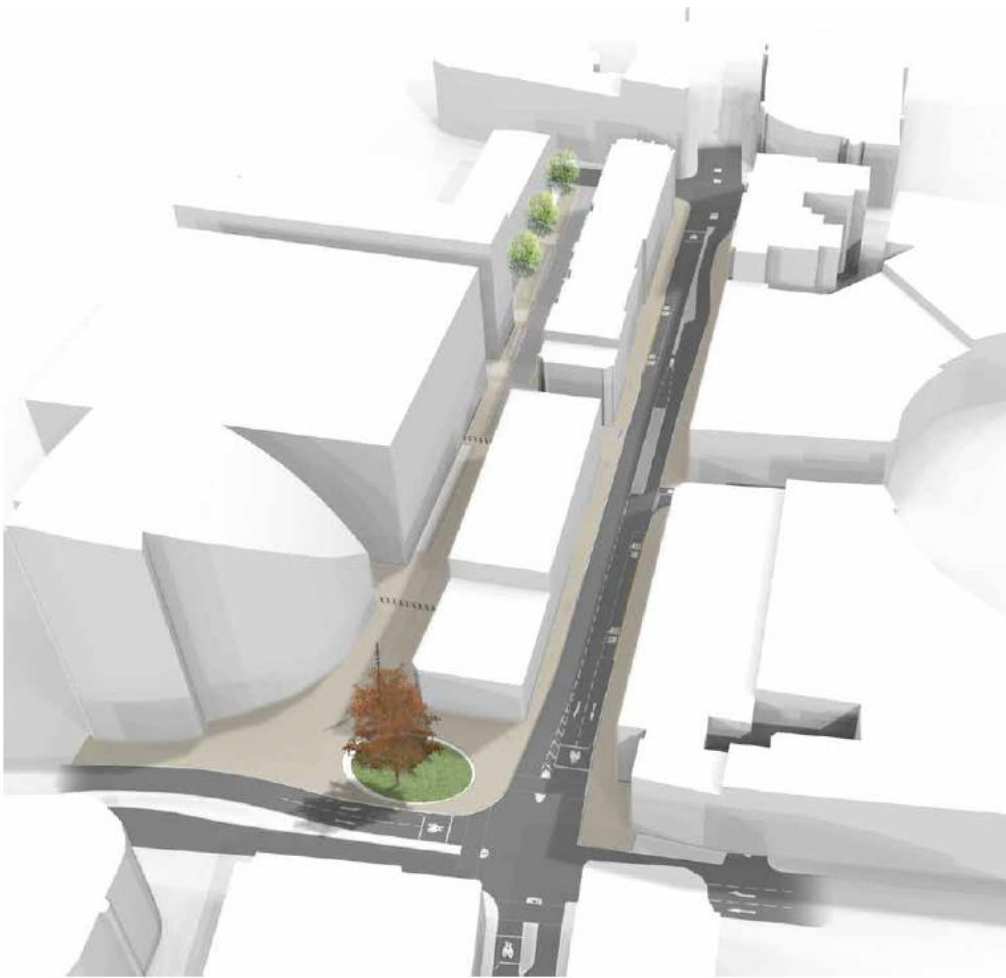


Appendix 2: Draft detail design proposals

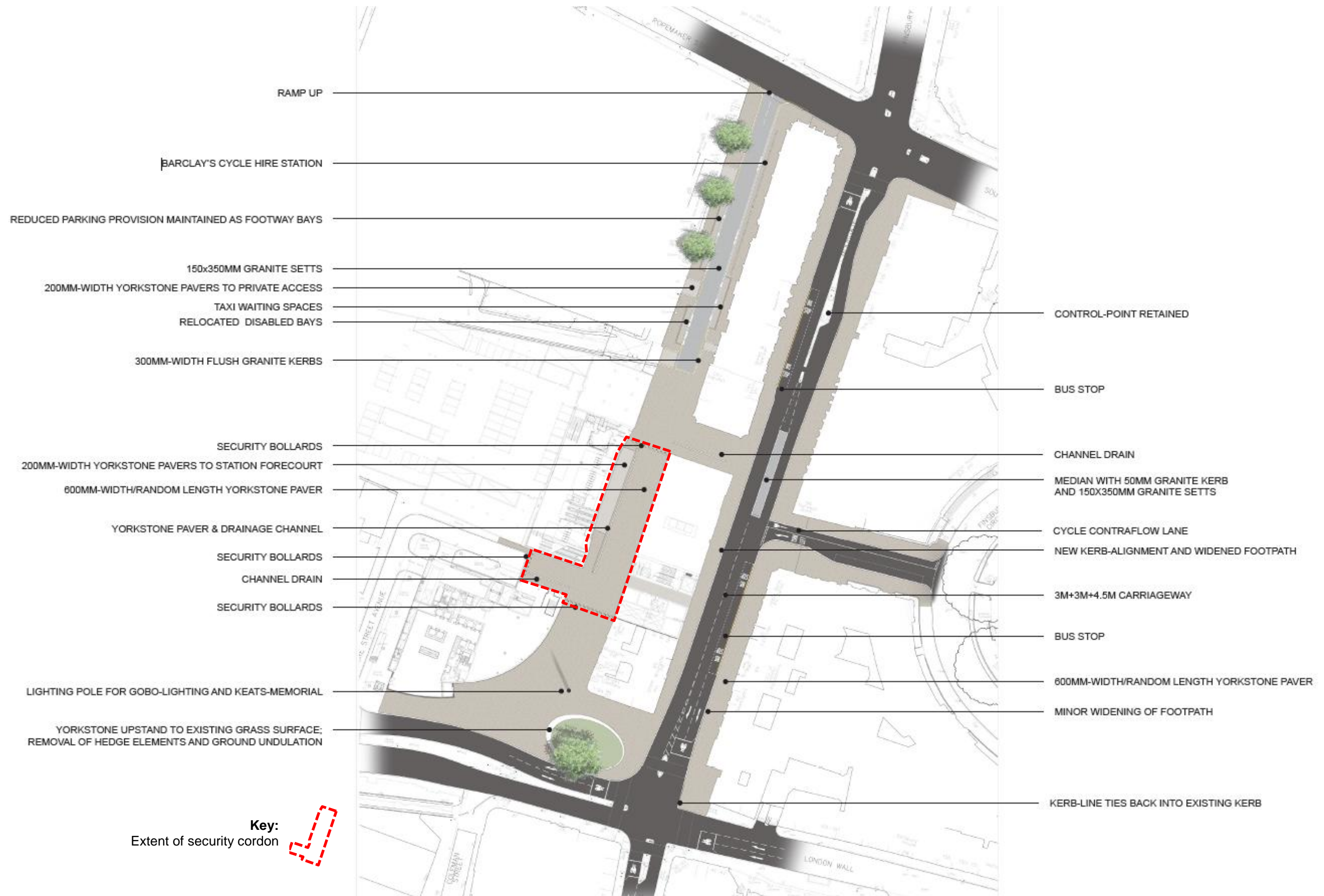
Option 1 : Full vehicle access to Moor Place is reinstated.



Option 1 perspectives.



Option 2 : Leave Moor Place open but restrict traffic access through Moor Place during peak periods of pedestrian activity.



RAMP UP

BARCLAY'S CYCLE HIRE STATION

REDUCED PARKING PROVISION MAINTAINED AS FOOTWAY BAYS

150x350MM GRANITE SETTS

200MM-WIDTH YORKSTONE PAVERS TO PRIVATE ACCESS

TAXI WAITING SPACES

RELOCATED DISABLED BAYS

300MM-WIDTH FLUSH GRANITE KERBS

SECURITY BOLLARDS

200MM-WIDTH YORKSTONE PAVERS TO STATION FORECOURT

600MM-WIDTH/RANDOM LENGTH YORKSTONE PAVER

YORKSTONE PAVER & DRAINAGE CHANNEL

SECURITY BOLLARDS

CHANNEL DRAIN

SECURITY BOLLARDS

LIGHTING POLE FOR GOBO-LIGHTING AND KEATS-MEMORIAL

YORKSTONE UPSTAND TO EXISTING GRASS SURFACE;
REMOVAL OF HEDGE ELEMENTS AND GROUND UNDULATION

Key:

Extent of security cordon



CONTROL-POINT RETAINED

BUS STOP

CHANNEL DRAIN

MEDIAN WITH 50MM GRANITE KERB
AND 150X350MM GRANITE SETTS

CYCLE CONTRAFLOW LANE

NEW KERB-ALIGNMENT AND WIDENED FOOTPATH

3M+3M+4.5M CARRIAGEWAY

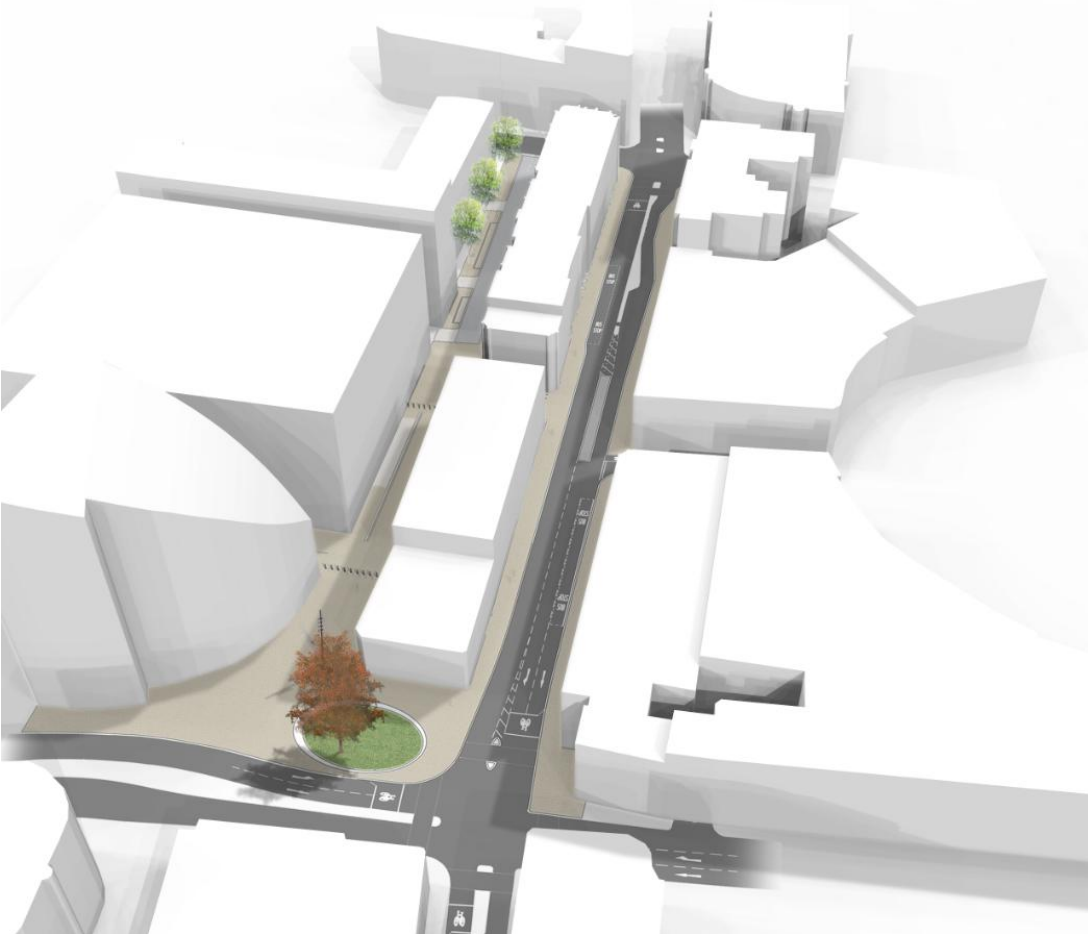
BUS STOP

600MM-WIDTH/RANDOM LENGTH YORKSTONE PAVER

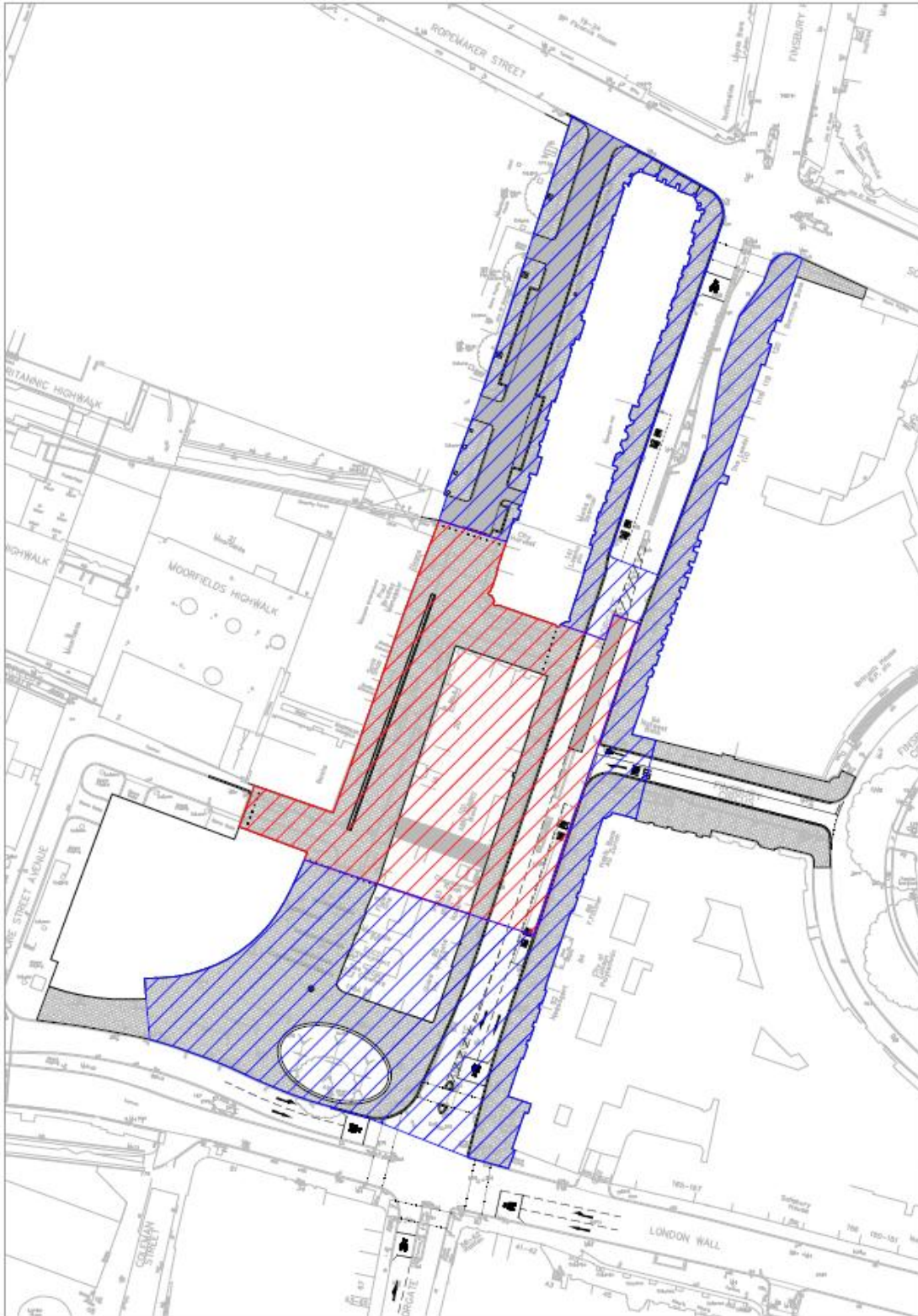
MINOR WIDENING OF FOOTPATH

KERB-LINE TIES BACK INTO EXISTING KERB

Option 2 perspectives



Appendix 3 – Extent of City and Crossrail interests around the Crossrail Moorgate entrance.



Red = Crossrail funded area (comprising of security cordon plus redirected utilities on Moorgate)

Blue = Area of primary interest for the city - Gateway 4 (stage 1)

Appendix 4 - EQIA Stage One: Initial Screening Assessment Form

This should be used once it has been decided that a specific strategy, policy or project requires an initial screening.

Name of strategy, project, policy: Crossrail Moorgate Urban Integration
Department: Built Environment
Officer/s completing assessment: Steve Miles

The strategy, policy or project		
1.	What is the main purpose of the project?	To help mitigate localised effects of an increase in Crossrail passenger numbers on the surrounding urban realm by delivering a set of attractive, safe, integrated environmental enhancement proposals.
2.	Is the project affected by external drivers for change?	Yes, the project was initiated in order to ensure Crossrail proposals are consistent with the Liverpool Street Area Strategy in time for their Schedule 7 consent in early/mid 2015.
3.	List the main activities of the project?	Developing a series of enhancements for the remediation of the area covered by Crossrail's Moorgate station entrance work site.
4.	Who implements the project?	Crossrail
5.	Who will be affected by the project?	All users of the streets and spaces in the Moorgate/Moorfields/Fore Street Avenue areas.
6.	What outcome do you want to achieve, why and for whom?	The main outcomes are: <ul style="list-style-type: none"> • To provide a safe and attractive environment for the dispersal of both Crossrail and Underground passengers, particularly at times of peak demand. • To ensure that streets and spaces are inclusive and accessible to all. There is evidence that the above are required in this area to improve the local environment for the benefit of all users
7.	Are any other organisations involved?	Yes, the City has been liaising closely with Crossrail, London Underground, Land Securities, Transport for London, City of London police and key façade occupiers along Moorfields.
8.	Are there any existing assessments or inspections?	No
9.	Who have you consulted on the project?	Consultation has so far included key City of London officers, Crossrail, London Underground, Land Securities, Transport for London, City of London police and key façade occupiers along Moorfields.
10.	Who are the main beneficiaries of the policy?	It is intended that all users of the streets and spaces will be beneficiaries.

The Impact:	Tick the boxes which apply for each 'target group'					
Equality Target Group	Positive Impact		Neutral Impact	Negative Impact		Reason/Comment
	High	Low		High	Low	
Gender						
Women		X				The proposals are designed to be used by all, regardless of gender.
Men		X				
Transgender		X				
Race						
Asian – Asian Bangladeshi; Asian British; Asian Indian; Asian Pakistani; Asian Other		X				The proposals are designed to be used by all, regardless of ethnicity.
Black – Black African; Black British; Black Caribbean; Black Other		X				
Chinese		X				
Irish		X				
Mixed – Asian & White; Black & White; Mixed Other		X				
White – White British; White European Union; White Other		X				
Disabled people			X			The removal of kerb edges results in positive impacts for wheelchair users by providing more consistent levels between footway and carriageway. However negative impacts may be experienced by the visually impaired given the level difference is used as a reference for where the carriageway begins. The restriction of traffic on Moor Place during periods of peak pedestrian activity will benefit all disabled.
Lesbians, gay men and bisexuals		X				The proposals are designed to be used by all, regardless of sexual orientation.
Older people	X					The removal of kerb edges results in positive impacts for elderly by providing more consistent levels between footway and carriageway.
Younger people and children	X					The removal of kerb edges results in positive impacts for elderly by providing more consistent levels between footway and carriageway.

The Impact:	Tick the boxes which apply for each 'target group'					
Equality Target Group	Positive Impact		Neutral Impact	Negative Impact		Reason/Comment
	High	Low		High	Low	
Faith groups		X				The proposals are designed to be used by all, regardless of faith.

Further Action	
Does the policy have a negative impact on any of the equality target groups? If so, you will need to proceed to Stage 2	Yes
Is the negative impact assessed as being of high significance? If so, you will need to proceed to Stage 2	No
Is progression to Stage 2: Full Assessment required?	No

Signed (Completing Officer): _____

Date: _____

Signed (Departmental Equality Champion):

Date: _____

Actions Arising from Initial Screening

Issue	Action Required	Lead Officer	Timescale	Resource Implications	Comments
Lack of tactile confirmation of carriageway extent for visually impaired.	Investigate alternative sources of tactile feedback for the visually impaired.	Steve Miles	Address as part of Gateway 4 Stage 2 detail design.	None	Tactile paving considered best alternative solution to kerbs. There may still be a residual risk that some guide dogs will not detect the carriageway edge.