

# GREATER LONDON AUTHORITY

## REQUEST FOR MAYORAL DECISION – MD3431

### Royal Docks Corridor – delivery of additional works

#### Executive summary:

In August 2018, Mayoral Decision (MD) 2338 approved expenditure of up to £212.5m for the Royal Docks Enterprise Zone Delivery Plan. This aimed to deliver an integrated and catalytic package of projects identified under the five strategic objectives at the time: place, connectivity, economy, activation and promotion.

MD3022 subsequently approved a further £21m investment to implement the major capital works for the North Woolwich Road and Silvertown Way improvement scheme (now named the Royal Docks Corridor). This project aimed to transform a traffic-dominated major route into a Healthy Street. MD3022 also approved the GLA entering into a series of funding agreements with the London Borough of Newham (LBN), to fund the delivery of the capital works.

The six phases of capital works already approved are now largely completed, and have achieved great success. Sound financial management of the project has resulted in some cost savings against the original budget. GLA Land and Property (GLAP) has also received some unplanned income relating to its land assets, detailed in Part 2 of this paper.

This MD seeks approval to use the project underspend, and the additional GLAP funds, as a grant to LBN, to deliver additional works on the project. This includes two additional phases (phases six and eight) to transform the Western Gateway Junction outside City Hall. This will require a variation to the relevant grant agreement between the GLA and LBN to enable delivery of the additional works.

#### Decision:

That the Mayor approves:

- transferring unplanned income of £1,330,000, relating to GLA Land and Property's (GLAP's) land assets, to the GLA
- expenditure by the GLA of:
  - £3,365,030.60 of underspend from the £21m investment from the Royal Docks Enterprise Zone Delivery Plan budget, approved under MD3022
  - £1,330,000 of unplanned income received from GLAP (as mentioned above).

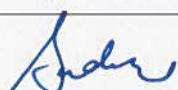
These sums will be granted to the London Borough of Newham, to facilitate the delivery of additional works to the Royal Docks Corridor.

#### Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

6/10/25

## **PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR**

### **Decision required – supporting report**

#### **1. Introduction and background**

- 1.1. The first five-year Royal Docks Enterprise Zone (EZ) Delivery Plan identified North Woolwich Road (NWR) as a key project within the connectivity theme. The NWR is a strategic corridor that underpins connectivity into and within the Royal Docks. The project – now called the Royal Docks Corridor – has gone on to radically transform a 3.2km stretch of road from Canning Town to the Connaught roundabout at London City Airport. This has morphed from a traffic-dominated road into a rebalanced road in favour of pedestrians and cyclists, in accordance with TfL's Healthy Streets approach. This project has reflected the changing nature of the area, with large-scale residential communities being developed alongside industrial land.
- 1.2. The overall EZ investment approved for this project has so far totalled £25,960,000 via the following approvals:
  - In January 2019, Director Decision (DD) 2297 approved expenditure of £460,000 to cover the initial professional detailed design, and transport modelling fees, to begin the project.
  - In March 2020, DD2464 approved expenditure of £1m to progress the next stage of detailed design work during 2020-21.
  - In March 2021, DD2524 further approved £3.5m for the next stage of technical and design work required to progress the project during 2021-22.
  - Mayoral Decision (MD) 3022 approved a further £21m investment to implement the major capital works and deliver the Royal Docks Corridor project.
- 1.3. The London Borough of Newham (LBN) has also invested £3.579m of Section 106 (S106) funding (higher than the £2.78m expected S106 outlined in MD3022) and £5.5m of Community Infrastructure Levy (CIL) grant to the project.
- 1.4. The project started on site in February 2022. It is largely complete, aside from some final works being completed on phase two (expected to finish in May 2026) and phase five (expected to finish by September 2025). A formal opening ceremony was held on 19 September 2025; it was attended by the Mayor's Walking and Cycling Commissioner, and the Mayor of Newham. A phasing plan and some photos of completed works can be found in Appendix 1.
- 1.5. The works have been managed and delivered by LBN; and implemented by their framework contractors, appointed competitively on a phase-by-phase basis. Finances are governed by three legal funding agreements. These coordinate the funding amounts drawn down by LBN from the GLA via a series of milestone objectives. The GLA appointed CPC Project Services, an independent monitoring engineer, to monitor quality and progress of the work; and to oversee acceptance of the funding claims.
- 1.6. The works to date have been completed to a high quality and have been very well received both professionally and locally. The scheme was featured in a Gardeners' World article in January 2025, which recognised it as one of the UK's largest rain gardens due to its extensive and innovative sustainable drainage infrastructure. The scheme has also been shortlisted for a 2025 Landscape Institute Award (an internationally recognised award), in the Excellence in Public Health and Wellbeing category. Results are announced in November.
- 1.7. Quantitative data on air quality, vehicle, pedestrian and cycle lane counts will be available in November 2025 to provide comparisons to usage before and after the works were implemented.

- 1.8. The scheme has a significant underspend budget of £3,365,030.60. There is also unplanned income of £1,330,000 received by GLA Land and Property (GLAP). Both can be used to help fund the additional works detailed in paragraphs 2.2 to 2.4, below. This is detailed in Part 2 of this decision form. LBN has also ringfenced an underspend of £665,040 in S106 and CIL funding towards the additional works.
- 1.9. The additional works include two further phases of the Royal Docks Corridor project; the installation of public art murals; increased greening and lighting; and an allowance for the whole scheme close-out.
- 1.10. Design development of the additional phases began in early 2025. The project team was formed of representatives from the GLA, LBN, Excel London (Excel) and CPC Project Services; and a Mayoral Design Advocate. The final designs passed the Newham Design Review Panel in July 2025, and have been costed by LBN's framework contractor Kenson Highways (who would be delivering the work if approved). If the relevant approvals are achieved, then the current programme gives a start on site from October 2025, for 15 months.

## **2. Objectives and expected outcomes**

- 2.1. The original project objectives from the Royal Docks Corridor Project Initiation Document were applied to design development. These are:
  - a rebalanced road, at an appropriate scale, for the residential and commercial uses bordering it
  - a design that results in a safer and more welcoming experience for pedestrians and cyclists
  - improved connectivity of NWR, providing better access to surrounding communities and places, and the dock edge
  - improved integration at the DLR and Underground stations along the corridor
  - improved quality and increased green-space area
  - a robust environment that can withstand the demand of heavy vehicles
  - measures implemented to monitor and improve the corridor's air and noise pollution
  - improved quality of public realm.
- 2.2. Phase six is the most significant output of the proposed additional works, enabling a complete transformation and remodelling of the Western Gateway junction. The junction is situated directly outside City Hall, with Royal Victoria DLR station and the Thames Water pumping station to the north; Excel to the east; the Silvertown Flyover to the west; and City Hall and the IFS Cloud Cable Car to the south.
- 2.3. The following objectives were applied specifically to the design development of phase six:
  - to reduce the Western Gateway junction and remove signalling
  - to create a better public realm experience north to south, from Royal Victoria DLR station in the north to City Hall in the south; and from Tidal Basin in the west to Excel in the east
  - to remove the staggered pedestrian crossing, and reflect desire-line crossings closer to Seagull Lane junction
  - to consider City Hall security requirements and sightlines
  - to encourage a change in usership of the highway, as has happened at other parts of the Royal Docks Corridor where phases have completed

- to create space for informal play/exercise
- to create a small structure (the slope), encouraging users to interact with it
- to improve the outlook and spill-out space from the ground-floor commercial spaces at Hula and Gateway Tower
- to provide an exemplar that can continue into the Royal Victoria Dock Corniche and Excel territories
- to provide space for the Brompton cycle hire hub displaced from the City Hall lease demise
- to provide cycle lane connectivity to the DLR, Dock and the TfL shuttle bus stop
- to tie in the remaining eastern arm of the Tidal Basin roundabout, leftover from the Silvertown Tunnel project
- to reference the Thames Water Tidal Basin Pumping Station designed by Richard Rogers
- to prevent unlicensed vehicles from encroaching onto the pavement.

2.4. The other objectives of the additional works for approval by this MD include the following:

- Improvement of three underpasses under the Silvertown Flyover; and two open staircases connecting either side of Silvertown Way with Canning Town. This work – which includes resurfacing, repainting and installing adequate lighting – is referred to as phase eight.
- An allowance for public art murals to be tendered and delivered by the Royal Docks Culture and Activation Team. There are five possible mural locations along the Royal Docks Corridor; this budget is expected to deliver two to three murals.
- Further enhancement and greening of the completed phase two works on the Silvertown Flyover, including planting and colour wherever possible.
- A budget to cover any “lessons learned” items across all phases of the project that were not reasonably covered by the contractor’s defect liability period.
- An allowance for LBN scheme close-out items.
- An allowance to cover the Royal Docks Corridor opening events; an official opening event; and a Family Fun Day event.

2.5. The red-line area for the additional phase eight works can be seen on the first page of Appendix 3; this includes some GLAP and Excel land. Any works on GLAP land will be funded by the LBN contribution. The GLA intends for these works to set a precedent for the wider public realm at Royal Victoria Dock Corniche along to Excel, to be improved in a similar way in the near future. The aim is for these improvements to encourage destination marketing and greater dwell times at Royal Victoria; and to bolster the current market offer. The Royal Docks Team is in the process of writing a brief for these works; setting a red line; and engaging the relevant landowners to take this work forward. It should be noted that this proposal is currently unfunded.

2.6. The proposal is to use all the money available to the project. If there is any underspend left from the budget table in Part 2 of this paper, the project team will invest the remaining funds into the scheme. The team will ensure these funds are spent on outputs supporting the original project objectives from the Royal Docks Corridor Project Initiation Document. There is not expected to be much underspend.

2.7. In July 2025, LBN and GLA staff spent two days with Year 10 students at the London Design and Engineering University Technical College at Royal Albert Dock. The students were asked to create sculpture designs for the Western Gateway area, repurposing existing Royal Docks planters. The

designs were of such high quality that LBN's Landscape Design team are working to make one or two submissions into a reality. Arrangements are also being made for students to visit site later in 2025, once the works programme has started later.

### **3. Equality comments**

- 3.1. Under section 149 of the Equality Act 2010 (the Equality Act), as public authorities, both the GLA and LBN must have 'due regard' to the need to eliminate unlawful discrimination, harassment and victimisation; and to advance equality of opportunity, and foster good relations, between people who share a protected characteristic and those who do not. Protected characteristics under the Equality Act comprise age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status
- 3.2. As demonstrated by the completed Royal Docks Corridor phases, the new road layout at Western Gateway and the associated improvements along the whole route will provide substantial benefits to local people, and particularly those with protected characteristics, in terms of improved accessibility to new employment opportunities, local services, amenities and green space. This decision is therefore expected to have positive impacts on persons with a protected characteristic under the Equality Act.
- 3.3. The additional works will significantly reduce traffic capacity on City Hall's doorstep – removing signalised junctions; increasing pedestrian priority; and reducing a five-lane carriageway to two lanes at a 20mph speed limit. This will significantly increase public realm space and segregated cycle lane provision, from the Silvertown Tunnel cycle shuttle bus to Canning Town and City Airport. The changes will greatly encourage sustainable modes of transport in the area.
- 3.4. LBN has considered accessibility throughout the project – from inception to detailed design and delivery. It has followed a number of design guidance documents, and best practice – as summarised below (further information can be found in the LBN Accessibility Design Statement at Appendix 3):
  - [Inclusive Mobility – A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure](#) from the Department of Transport (DfT). This includes guidance on: footways; footpaths and pedestrian crossing facilities; and changes in level and tactile surfaces.
  - DfT and TfL guidelines, including a design manual for roads and bridges, [Manual for Streets 2](#); local transport notes; and traffic signs manuals.
  - The TfL street toolkit, which includes: guidance on streetscapes; sustainable drainage systems; London cycling design standards; station public realm design; accessible bus stop design; and kerbside loading. The toolkit also contains an access control guidance note, and an urban motorcycle design handbook.
  - Once the scheme has been implemented, further safety audits are undertaken to ensure it meets its end users' requirements. As an example, in an earlier phase of the Royal Docks Corridor, project a safety audit resulted in an additional zebra crossing being installed.
- 3.5. The project team have also been in contact with the Built Environment Access Panel (BEAP). This an independent panel established by the London Legacy Development Corporation, focused on reviewing significant schemes during the planning process. However, due to the highways-based nature of this scheme, and with limited programme time, it has not been assessed by BEAP on this occasion. Instead, we are arranging an informal review of the scheme by BEAP, once on site, to inform a potential further phase of work at the adjacent Corniche area of Royal Victoria Dock.

### **4. Other considerations**

Links to Mayoral strategies and priorities

- 4.1. Further improvements to the Royal Docks Corridor are closely aligned with several of the Mayor's key priorities – including making transport more affordable, better and greener; and tackling air pollution. It also aligns with wider policies and strategies, including TfL's Healthy Streets; Good Growth objectives; the Royal Docks EZ Delivery Plan; and the Royal Docks and Beckton Riverside Opportunity Area Planning Framework.
- 4.2. The Royal Docks Delivery Plan 2024-29 sets out ambitions for the area, looking to increase opportunity, investment and innovation. The Royal Docks Corridor is already bringing many benefits to the Royal Docks and its local communities; and improving the offer to incoming businesses and development opportunities.

Consultation and conflict of interest

- 4.3. There are no conflicts of interest to declare from those involved in the drafting or clearance of this MD.
- 4.4. In accordance with the section 32 of the Greater London Authority Act 1999 (GLA Act), the GLA has consulted with the LBN; TfL; and Excel. All these organisations were invited to, and/or attended, the design consultation meetings and the Newham Design Review Panel. The GLA has also consulted with Thames Water, the IFS Cloud Cable Car and the Head Leaseholder of the Gateway Tower as relevant landowners; and has made them aware of the plans.
- 4.5. It is not considered necessary or appropriate to consult with any other persons or bodies, including those specified in section 32 (1) of the GLA Act, for the purposes of this report.

Key risks and issues

- 4.6. The table below outlines risks; their probability and impact (low, medium or high); and mitigations:

<b>Risk description</b>	<b>Probability</b>	<b>Impact</b>	<b>Mitigation</b>
<b>Cost control</b> during implementation.	Low	High	<p>The current budgets are based on estimates produced by LBN Highways, using real costs from the six implemented phases of the project. Therefore, reliance on the cost budget is high.</p> <p>Procurement will ensure best value is achieved, and additional expenditure by contractors will be subject to scrutiny by LBN and the GLA, via the funding agreements.</p> <p>Cost-inflation risk is low, as all materials will be ordered at the front end of the scheme. The delivery programme is only proposed to last 14 months.</p> <p>The GLA has appointed CPC Project Services as independent monitoring engineer. Their scope is to monitor delivery against the project objectives and interrogate cost plan and funding applications.</p>
<b>Disruption</b> to residents and businesses due to the scale of the project, including City Hall.	Medium	Medium	<p>LBN has a community liaison team who have been in contact with local stakeholders throughout the work. Before works begin, they will hold an initial stakeholder workshop; and then arrange ongoing communication channels. The current plan is to implement the new pedestrian crossing points straight away, and keep all roads open throughout the works programme.</p>

<b>Procurement of contractors does not achieve best value.</b>	Low	High	LBN has procured the completed phases through its contractor framework panel. This has been successful in procuring contractors who have delivered phases on time and to budget.
<b>Utilities:</b> Location of services/utilities presents technical difficulties in delivery and cost.	Low	Medium	Surveys carried out to gather information on location of services.
<b>Interfaces alignment:</b> Not aligning with the multiple land ownership interfaces, including the TfL Silvertown Tunnel land; the IFS Cloud Cable Car demise; the Excel estate and the RoDMA dock edge.	Low	Medium	All adjacent landowners have been informed of progress of the scheme with Excel and TfL forming part of the Design Team. There is a draft scope of works to start design options for the adjacent public realm at the Corniche.

## 5. Financial comments

5.1. Financial comments are set out in part 2 of this MD.

## 6. Legal comments

6.1. Under section 30(1) of the GLA Act, the GLA has the power to provide the grant funding for the project explained above, provided that doing so will further one or more of the GLA's principal purposes of promoting: economic development and wealth creation; social development; and the improvement of the environment in Greater London. The foregoing sections of this report indicate that it is open to the Mayor to take the view that funding the project will promote social development and improvement the environment in Greater London, and is therefore within its power contained in section 30(1) of the GLA Act.

6.2. In determining whether or how to exercise the power in section 30(1), the GLA must:

- have regard to the effect that these decisions will have on: the health of persons in Greater London; health inequalities between persons living in Greater London; the achievement of sustainable development in the UK; and climate change and its consequences (sections 30(3-5) of the GLA Act)
- pay due regard to the principle that there should be equality of opportunity for all people (section 33 of the GLA Act)
- have due regard to the Public Sector Equality Duty – namely, the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010; and advance equality of opportunity, and foster good relations, between persons who share a relevant protected characteristic (race, disability, sex, age, sexual orientation, religion or belief, pregnancy and maternity, and gender reassignment) and persons who do not (section 149 of the Equality Act 2010).

6.3. In this respect regard should be had to section three, above.

- 6.4. In addition to the above, where the GLA is proposing to use the power conferred in section 30(1) of the GLA Act, it must consider consulting in accordance with section 32 of the GLA Act (see paragraph 4.4, above).
- 6.5. Section 31 of the GLA Act prohibits the Mayor from using his power in section 30(1)(a) of the Act to incur expenditure in doing anything that may be done by TfL, which on the face of it would prevent the GLA from incurring expenditure in providing funding for transport provision. However, section 31(5B) of the GLA Act provides that nothing in section 31(1)(a) shall be taken to prevent the GLA incurring expenditure in doing anything for the purposes of, or relating to, housing or regeneration. Accordingly, the GLA has the power to fund the proposed transport-related infrastructure within the Royal Docks.
- 6.6. Officers must ensure that all necessary and appropriate steps are taken, and a suitable variation to the existing funding agreement is entered into with LBN, to formalise the provision of the grant before committing to the same.

## 7. Planned delivery approach and next steps

- 7.1. The proposed timescales for progressing the additional works to the Royal Docks Corridor launching are set out in the table below (assuming approval is obtained):

Activity	Timeline
Approval of Mayoral Decision	September 2025
Vary Funding Agreement 3	September 2025
Start on site	October 2025
Practical completion	January 2027
Defect liability period and scheme close-out	January 2028

## Appendices and supporting Decision Forms:

- Appendix 1 – Royal Docks Corridor Phasing Plan and progress photos
- Appendix 2 – Phase 6, Western Gateway Design Proposals
- Appendix 3 – LBN Accessibility Design Statement – August 2025

## Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will be published either within one working day after it has been approved or on the defer date.

## Part 1 – Deferral

### Is the publication of Part 1 of this approval to be deferred? YES

If YES, for what reason: To ensure commercial sensitivity in the upcoming procurement process by LBN and their highways contractor.

Until what date: 1 November 2025

## Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under the FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

### Is there a part 2 form? YES

## ORIGINATING OFFICER DECLARATION:

Drafting officer to confirm the following (✓)

### Drafting officers:

Suzi Rullo has drafted this report in accordance with GLA procedures and confirms the following: ✓

### Sponsoring Director:

Tim Steer has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities. ✓

### Mayoral Adviser:

Tom Copley has been consulted about the proposal and agrees the recommendations. ✓

### Advice:

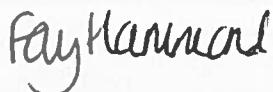
The Finance and Legal teams have commented on this proposal. ✓

### Mayoral Delivery Board

This decision was agreed by the Mayoral Delivery Board on 15 September 2025. ✓

## CHIEF FINANCE OFFICER:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.



Date: 1 October 2025

Signature:

## CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor.



Date: 15 September 2025

Signature:

