

Cabinet Member Report

Decision Makers:	Cllr Chalkley, Cabinet Member for City Highways. Cllr Astaire, Cabinet Member for Planning and Public Realm
Date:	26 March 2018
Classification:	General Release
Title:	St James's Palace Forecourt Public Realm Improvement Project: Result of Traffic Management Order Advertisement and Approval to Commence Works
Wards Affected:	St. James's
City for All Summary:	As an important tourist attraction in Westminster, the St James's Palace Forecourt Public Realm Improvement Project aims to transform the south-western end of Pall Mall, fronting St James's Palace, into a pleasant area where pedestrians can walk easily and safely. By channeling traffic flows in the forecourt, extending footways and providing a new pedestrian crossing points, the project will make the whole area more pedestrian friendly and accessible and greatly improve the public realm thereby enhancing the unique setting of St James's Palace.
Key Decision:	No
Financial Summary:	The estimated total cost for the project is £1.989m which will be funded by The Crown Estate along with Transport for London (TfL), The St James's Conversation Trust, s.106 and other private sector contributions. The project is included in the Council's capital programme.
Report of:	Director of Highways, City Management and Communities
Author:	Mark Allan

1. Executive Summary

This report:

- 1.1 Reports on the Traffic Management Order and stakeholder consultation for the St James's Palace Forecourt Public Realm Improvement Project which was undertaken in December 2017. The report concludes that there were no objections to the scheme.
- 1.2 Seeks Cabinet Member approval of the final design for the St James's Palace Forecourt Public Realm Improvement scheme as shown in the general arrangement drawing contained in **Appendix B** and to make Traffic Management Orders for the controls associated with the scheme as shown in the drawing at **Appendix C**.
- 1.3 Seeks Cabinet Member approval for the construction of the St James's Palace Forecourt Public Realm Improvement Project.
- 1.4 Seeks spending approval for the full £1.989m of project costs which are funded by The Crown Estate together with TfL, a s.106 contribution and other private sector contributions.
- 1.5 Sets out the proposed implementation programme for the St James's Palace Forecourt Public Realm Improvement Project.
- 1.6 Seeks approval for the Director of Highways and Public Realm, City Management and Communities to enter into agreements with The Crown Estate and others on behalf of the Council to secure the funding contributions before works commence.

2. Recommendations

- 2.1 That approval is given for the final design for the St James's Palace Forecourt Public Realm Improvement Project as shown on the General Arrangement drawing no. 7009910-03-SK-06 shown in **Appendix B**.
- 2.2 That Traffic Management Orders are made to introduce the revised parking and loading controls as shown on the Traffic Management Order drawing no. 70019910-02-TMO-02 shown in **Appendix C**.
- 2.3 That approval is given to construct the proposals for the St James's Palace Forecourt Public Realm Improvement Project in line with the proposed Project Delivery Programme as set out in Section 8 of this report.
- 2.4 That spending approval is given of £1.989m, which is funded by The Crown Estate together with TfL, a s.106 contribution, and other private sector sources.
- 2.5 That the Director of City Highways, City Management and Communities be authorised to enter into agreements with The Crown Estate and others on behalf of the Council to secure the contributions before works commence.
- 2.6 That the Director of City Highways, City Management and Communities is given delegated authority to make any additional changes to the Traffic Management Orders needed for the project and to make any necessary changes to the St James's Palace Forecourt Public Realm Improvement Project designs as presented in this report, in consultation with the Cabinet Member for Planning and Public Realm and the Cabinet Member for City Highways on

condition that these changes do not exceed the overall approved capital expenditure of £1.989m.

- 2.7 That the Cabinet Member for Planning and Public Realm and the Cabinet Member for City Highways agree recommendations 2.1 to 2.6 to the extent that the matters fall within their respective Terms of Reference.

3. Reasons for Decision

- 3.1 Supported by The Royal Household, the proposed highway modifications seek to deliver a high quality public realm scheme in the forecourt area in front of St James's Palace which that will benefit place making whilst providing improvements to pedestrian comfort and safety.
- 3.2 The scheme aims to:
- Improve the setting of St. James's Palace;
 - Enhance pedestrian permeability through improved, wider footways and pedestrian crossings;
 - Improve the safety of pedestrian movements with the introduction of a new zebra crossing on Marlborough Road;
 - Improve traffic conditions by channeling traffic through the area by the implementation of streetscape improvements, including the creation of a lozenge shaped island which will reduce speeds;
 - Provide a new formal right turn on Marlborough Road into Pall Mall eastbound and reduce "u" turns;
 - Raise the profile of commercial frontages;
 - Improve the public realm through the use of high quality natural materials in the island and footways; and
 - Support the delivery of security measures proposed on Marlborough Road.
- 3.2 The results of the Ward Member consultation, stakeholder engagement and Traffic Management Consultation indicate that the project is considered beneficial.

4. Background, including Policy Context

- 4.1 A Delegated Authority Report was approved at the end of October 2017 provided authority for the completion of the detailed design of the St James's Palace Forecourt Public Realm Improvement Project and the consultation and advertisement of the Traffic Management Orders necessary to introduce the project. This has now been undertaken.
- 4.2 The responses received following the statutory consultation of the proposed changes to parking, loading and kerbside controls support the scheme. A summary of comments made are contained in **Appendix D**.
- 4.3 Stakeholder engagement involved the distribution of a leaflet in December 2017 providing an overview of the St James's Palace Forecourt scheme, and an opportunity for stakeholders to feedback their comments via a dedicated email address. This is summarised in section 7.1 to 7.3 of this report.
- 4.4 The design for the St James's Palace Forecourt Project is compliant with WCC Highway Standards, Westminster Way and will support the Council's City for All vision.

5. Scheme Design Proposals

- 5.1 The aim of the St James's Palace Forecourt Project is to enhance the public urban realm and the setting of the Palace, improve the accessibility and safety of pedestrians, to better manage traffic movements and to provide a new right turn out of Marlborough Road into Pall Mall.
- 5.2 The approach to design and the use of materials are in line with Council policy and guidance and in keeping with the pallet for the area, particularly that used in nearby Waterloo Place.
- 5.3 The construction phasing of the St James's Palace Forecourt Project has been coordinated with the nearby Cleveland Road Improvement project with both scheme due to commence works in May 2018 after the meeting of the Heads of the Commonwealth and the 2018 London Marathon.
- 5.4 The project has now progressed from a Stage 2 Initial Design to a Stage 3 Detailed Design.
- 5.5 There have been some design changes as the project has progressed to a detailed design. These include:
- Additional road markings to facilitate the channeling of traffic around the island; and
 - an extension of the give way marking at the end of the St James's Street central median to improve eastbound traffic movement.
- 5.6 The Detailed Design proposal is shown on the General Arrangement drawing no.7009910-03-SK-06 (Refer to **Appendix B**), and includes:
- Widening the footway with new natural materials at the Palace façade and Marlborough House;
 - Repaving the eastern footway of Marlborough Road with York stone paving to ensure aesthetic continuity throughout the forecourt;
 - Upgrading of the street lighting across the scheme extents, using modern equipment to achieve best possible illumination in order to provide an enhanced visual effect for tourist photography of St James's. It is proposed that two lamp columns and a single belisha beacon on the northern footway of the square are to be repositioned to suit the new kerb alignments on Pall Mall.
 - A central lozenge shape island to enable a right turn from Marlborough Road into Pall Mall (eastbound). This has the advantage of opening this desired movement and removing the U-turning of traffic in St James's Street. The circumference of the island will have an upstand adjacent to the carriageway and the street furniture on the lozenge will be removable;
 - New carriageway resurfacing;
 - a) East of Pall Mall with black asphalt to enable a clean surface in preparation for the proposed new road markings.
 - b) South of Marlborough Road with red asphalt to provide carriageway reinstatement along the footways to match existing provision.

- 5.7 The traffic management arrangements and the kerbside parking and loading and restrictions which have been subject to consultation and on site advertisement are shown in Drawing No. 70019910-02-TMO-02 attached at **Appendix C**.
- 5.8 The results of the stakeholder consultation and the Traffic Management Order advertisement, and the response to comments and objections made, are set out in **Appendix D**. It is proposed that there is no need for changes to the proposed kerbside parking and loading and restrictions which have been advertised.
- 5.9 In reviewing the proposed design the Cabinet Member for Planning and Public Realm put forward an option for consideration that created a cut-through on the roundabout for traffic going southbound into Marlborough Road as shown in **Appendix F**. The Cabinet Member for Planning and Public Realm asked for officer comment on this option. This has been provided and it is considered that this option would create traffic clashes and provides no real benefit to the island option and its use to access Marlborough Road.

6. Ward Member Consultation

- 6.1 Ward Members have been kept informed of the development of the St. James's Palace Forecourt Public Realm Improvement Scheme and were consulted formally in September 2017. Members responses indicated that they were supportive of the proposal. Ward Members have also been consulted in March 2018 in advance of the submission of this Cabinet Member Report and responses received indicate a significant level of support for it.

7. Results of the Stakeholder Consultation and Traffic Management Order Advertisement.

Stakeholder Consultation

- 7.1 A leaflet detailing the St. James's Palace Forecourt Public Realm Improvement Scheme was posted and hand delivered to 750 residential and commercial properties within the area around St James's Street, Pall Mall, Marlborough Road and Cleveland Row on 15 December 2017.
- 7.2 The leaflet contained an introduction to the proposed lozenge traffic island, the new zebra crossings and the realignments of existing crossings. It explained the reasons why the proposal was being developed. Proposed layouts were shown, indicating how the Pall Mall gyratory will change from an existing two-way system, with a dedicated southbound right turn, to a central paved lozenge area where vehicular and pedestrian movements are better balanced. The leaflet provided details of the TMO Consultation and the following changes to be consulted.
- 7.3 Table 1 below summarises the communications channels that were used in this initial stakeholder consultation:

Table 1 – Summary of the Communications Channels used for Initial Stakeholder Consultation

Channel	Audience
Information leaflet	Approximately 750 nearby properties (distributed by post and hand delivered)
Project email address	Interested groups, local residents & businesses

7.4 There were no responses relating to the St James's Palace Forecourt project arising from this consultation.

Traffic Management Order Consultation

7.5 On 13 November 2017, press and street notices were published and posted in the St James's Palace area. Three responses were received during the consultation period, which lasted from 13 November until 15 December 2018. Another response was received outside the consultation period, on 4 January 2018, which has also been responded to.

7.6 Of these four responses:

- One response expressed no concerns about the impact of the proposals.
- Two were comments that generally stated support for the project, but expressed concerns relating to the temporary traffic management required for construction works to be undertaken outside Marlborough House site, where access/egress is restricted. Followed by the insufficient facilities of loading and unloading outside Nos. 62 and 63 Pall Mall.
- A further comment related to the positioning of the proposed combined CCTV/lighting post on the northern kerbline of the forecourt. The camera cannot be moved, however views will be restricted towards the forecourt and along Pall Mall, Marlborough Road and Cleveland Row.

7.7 The comments and objections made during the advertisement of the Traffic Management Orders and responses on these are shown in detail in the table in **Appendix D**.

7.8 As result of the comments received during stakeholder consultations and advertisement of the Traffic Management Orders, amendments are not proposed to be made to the advertised parking and loading arrangements for the St James's Palace Forecourt scheme.

7.9 After discussions with the Metropolitan Police, the proposed combined lighting/CCTV post cannot be relocated along the forecourt northern kerbline due to key security requirements. The current view is of Marlborough Road, east and west of the Palace forecourt area along Pall Mall and towards Cleveland Row respectively. However, the camera rotation will be restricted such that it will not turn to look into the properties behind it.

7.10 It is proposed that drawing no.70019910-02-TMO-02 shown in **Appendix C** form the basis for the making of the Traffic Management Orders to be used to implement the St James's Palace Forecourt Public Realm Improvement Project.

8. Programme

8.1 Construction of the St James's Palace Forecourt Public Realm Improvement Project is programmed to start in mid May 2018 and complete in November 2018. The delivery of the St James's Palace Forecourt Public Realm Improvement Project will commence at the same time as works planned for Cleveland Row improvement project, commencing mid May 2018 and lasting for five months.

9. Outstanding Issues

None

10. Financial Implications

- 10.1 The Stage 3 cost estimate for the project is **£1,989,000**.
- 10.2 Spending approval under Delegated Authority was given in December 2017 to complete the design and undertake consultation using funding from TfL and The Crown Estate.
- 10.3 This work has now been completed and this report, subject to the Cabinet Member's approval of the results of consultation, seeks approval to implement the project and for the spending approval for this.
- 10.4 The project cost of **£1,989,000** is fully funded from a number of sources – TfL, The Crown Estate and other third parties – largely property owners in the vicinity of the project area as shown below:

Direct Contributions	£
The Crown Estate (TCE)	1,150,000
Transport for London	300,000
S106 Allocation	30,000
TCE Guaranteed Contributions	
67 Pall Mall	350,000
St James Conservation Trust	25,000
Selwyn House	74,000
Berry Bros. Rudd Ltd	60,000
Total	1,989,000

- 10.5 The contributions from 3rd parties 67 Pall Mall, The St James's Conversation Trust, Selwyn House and Berry Bros. Rudd are guaranteed by the The Crown Estate.
- 10.6 A s.278 agreement with The Crown Estate covering their contribution to the project and the guaranteed 3rd party contributions is in preparation and will be signed before works commence.
- 10.7 The project cost plan in **Appendix E** shows the estimated cost for the design and implementation of the St James's Palace Forecourt Public Realm Improvement Project.

11. Legal Implications

- 11.1 Section 278 of the Highways Act 1980 enables a Local Authority, acting in its capacity as "Highway Authority" to enter into agreements with third parties to undertake alterations or improvements to the public highway at the developers own cost and expense.

- 11.2 The pre-conditions for an agreement under section 278 are firstly that the Local Authority should be satisfied that it will be of benefit to the public to enter into the agreement for the execution of the works by the authority and secondly that the works must be such that the Local Authority are authorised to execute, i.e. they must fall within the highway authorities powers of road building, improvement or maintenance.
- 11.3 The proposed introduction of new parking arrangements to support the delivery of the St James's Palace Forecourt Public Realm Improvement Project, as shown on drawing no. 70019910-02-TMO-02 in Appendix C, will require a Traffic Order to be made under section 6 of the Road Traffic Regulation Act 1984. Any objections the City Council receives during the Traffic Order making process should be delegated to the Director of Highway, City Management and Communities (or such other authorised officer) in line with the current Traffic Order making process.
- 11.4 The City Council has a General Power of Competence under Part 1 of the Localism Act 2011 to improve the well-being of its area the former power being under section 2 of the Local Government Act 2000.

12. BACKGROUND PAPERS

- 12.1 None.

If you have any queries about this Report please contact:

Mark Allan Tel: 020 7641 1154
mallan@westminster.gov.uk

For completion by **the Cabinet Member for Planning and Public Realm**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report Signed:

Date: _____

NAME: **Councillor Daniel Astaire, Cabinet Member for Planning and Public Realm**

State nature of interest if any

.....
(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled
St James's Palace Forecourt Public Realm Improvement Project
and reject any alternative options which are referred to but not recommended.

Signed Date

Councillor Daniel Astaire, Cabinet Member for Planning and Public Realm

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:
.....
.....

If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, Strategic Director Finance and Performance and, if there are resources implications, the Strategic Director of Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

For completion by the **Cabinet Member for City Highways**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report Signed:

Date: _____

NAME: **Councillor Danny Chalkley, Cabinet Member for City Highways**

State nature of interest if any

.....
(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled

St James's Palace Forecourt Public Realm Improvement Project

Signed Date

Councillor Danny Chalkley, Cabinet Member for City Highways

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:
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.....

If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, Strategic Director Finance and Performance and, if there are resources implications, the Strategic Director of Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

Appendix A

- 1.1. A WCC Project Director is in place to support delivery of the project and is included within the project cost.

2. Business Plan Implications

- 2.1. None

3. Risk Management Implications

- 3.1. The St James's Palace Forecourt Public Realm Improvement Project operates within a formalised governance structure. The Partner Project Board and the WCC Steering Group will monitor and consider risk management issues at regular meetings and remedial action will be directed as appropriate.

4. Health and Wellbeing Impact Assessment including Health and Safety Implications

- 4.1. There are no issues relating to co-operation with health authorities arising from this report.
- 4.2. All works undertaken will be closely monitored and carried out to the requirements of the Health and Safety at Work Act 1974 and the Construction (Design and Management) Regulations 2007

5. Crime and Disorder Implications

- 5.1. There are no crime and disorder issues arising from this report.

6. Impact on the Environment

- 6.1. There are no environmental issues arising from this report.

7. Equalities Implications

- 7.1. There are no equalities impacts arising from this report

8. Staffing Implications

- 8.1. There are no other staffing implications arising from this report

9. Human Rights Implications

- 9.1. The measures in this report are not expected to have any implications under the Human Rights Act 1998.

10. Energy Measure Implications

- 10.1. There are no Energy Measure implications as a result of this report

11. Communications Implications

- 11.1. Communication implications are dealt with in the body of this report

St James's Palace Forecourt Project –

General Arrangement Sketch Drawing No. 7009910-03-SK-06.

St James's Palace Forecourt Public Realm Improvement Project:
Advertised Traffic Management Order Drawing No. 70019910-02-TMO-02

Appendix D

St James's Palace Forecourt Public Realm Improvement Project - Comments and Responses following Traffic Management Order Consultation

NAME and ADDRESS		OBJECTIONS / COMMENTS / SUPPORT		OFFICERS' COMMENTS
<p>Mr Jon Griffiths Waste and Parks Westminster City Council jgriffiths@westminster.gov.uk</p> <p>Email dated: 29th November 2017</p>	1.	<p>Mr Griffiths states that he has no concerns with regards to the impact of the proposals on the City Council's street cleansing operations.</p>	1.	Noted.
<p>Mr Paul Hammersley Commonwealth Secretariat Marlborough House Pall Mall, SW1Y 5HX p.hammersley@commonwealth.int</p> <p>Email dated: 13th December 2017</p>	2.	<p>Mr Hammersley states that the proposals in Pall Mall will directly affect the access and egress to Marlborough House and as such will be a major issue if the works proceed.</p> <p>Mr Hammersley explains that The Commonwealth Secretariat (CS) is an International Organisation made up of 52 member states, and has diplomatic status within the UK. As such the CS regularly holds high profile events which included High Commissioner's, government officials and heads of state. Mr Hammersley states that they have a requirement for regular vehicular access to the Marlborough House site both during and after normal business hours.</p> <p>The proposals as they stand indicate a significant building out of new paved areas between where the</p>	2.	<p>Key stakeholders including The Royal Household as well as the Commonwealth Secretariat have been consulted on and involved in the development of the St James's Palace forecourt scheme. Alternative access arrangements have been agreed with the Commonwealth Secretariat for the duration of the first phase of works to enable the entrance to Marlborough House to be paved in Yorkstone setts as selected by this stakeholder. This has been explained to Mr Hammersley who is now content.</p>

NAME and ADDRESS		OBJECTIONS / COMMENTS / SUPPORT		OFFICERS' COMMENTS
		<p>motorcycle bay and pay by phone parking bays are currently located. During this proposed work, Mr Hammersley would anticipate a closure of the entrance during certain phases of the work. The CS would not accept this prospect without significance assurance and mitigation measures by the Council.</p> <p>While the proposed construction of a pedestrian crossing across Marlborough Road is to be welcomed, and the regularisation of traffic management around the St. James's Street/Pall Mall/Marlborough Road area would not be opposed,</p> <p>CS's biggest concerns are the effect of the construction works, temporary traffic management while the work is in progress and access/egress to the Marlborough House site.</p> <p>The proposals as they stand therefore pose grave concern for the CS and would therefore ask for further information and consultation on how our very real concerns can be addressed if this work is to be progressed.</p>		
<p>Mr Edward Rudd Berry Bros. & Rudd 3 St James's Street London SW1A 1EG Edward.Rudd@bbr.com</p> <p>Email dated: 13th December 2017</p>	3.	<p>Mr Rudd has stated that he is in support of this scheme which he thinks will produce a much needed improvement to this end of St James's Street.</p> <p>Mr Rudd's only concerns are around providing facilities for loading and unloading outside the Retail Shop at Nos. 62/63 Pall Mall. Mr Rudd states</p>	3.	<p>As part of this scheme the existing zig zag markings outside Nos. 62, 63 and 64 will be replaced with double yellow line "at any time" waiting restrictions thus increasing potential loading spaces.</p> <p>Vehicles are permitted to load/unload on both single and double yellow lines in the area for a maximum period of 20 minutes between 11.00 a.m.</p>

NAME and ADDRESS		OBJECTIONS / COMMENTS / SUPPORT		OFFICERS' COMMENTS
		<p>that there is a goods lift on the kerbside at this location which is Berry Bros. & Rudd's major method for receiving deliveries on a daily basis, with multiple deliveries a day.</p> <p>Mr Rudd states that it is essential for our ongoing business that we can maintain deliveries at this location on a daily basis, the consultation documents are not entirely clear as to whether these are maintained, but ideally we should want them enhanced, since deliveries are an issue for our business and suppliers.</p>		<p>and 6.30 p.m., and for an unlimited period outside of those hours, provided that continuous loading activity is taking place and there are no loading restrictions (indicated by signs and yellow kerb markings).</p>
<p>Mr Leonid Shapiro Lshapiro1@gmail.com Email dated 4th January 2018</p>	4.	<p>Mr Shapiro lives in the flats at No. 61 Pall Mall and has stated that after reviewing the consultation plans he would prefer if the proposed CCTV pole which Mr Shapiro believes will be outside his window could be placed outside one of the retail places on either side.</p>	4.	<p>The proposed CCTV view is of Marlborough Road, and east and west of the Palace forecourt area along Pall Mall and towards Cleveland Row respectively. These are key security requirements and consequently the pole cannot be relocated. The view will however be restricted such that the cameras will not turn to look into the properties behind it. The column will be combined with street lighting in order to reduce clutter and the number of posts outside properties in the proposed project area.</p>

Appendix E

St James's Palace Forecourt Public Realm Improvement Project Project Cost Summary (PCS)

Appendix F

St James's Palace Forecourt Public Realm Improvement Project:
Option put forward the Cabinet Member for Planning and Public Realm
for Consideration.

