



City of Westminster

Cabinet Member Report

Decision Makers:	Councillor Richard Beddoe, Cabinet Member for Place Shaping and Planning Councillor Tim Mitchell, Cabinet Member for Environment and City Management
Date:	17 October 2019
Classification:	For General Release
Title:	Queensway Public Realm – Remaining Phases; South of Porchester Gardens
Wards Affected:	Lancaster Gate and Bayswater
Reason for the Report	This report seeks the approval of the Cabinet Member for Place Shaping and Planning and the Deputy Leader and Cabinet Member for Environment and City Management in relation to the design and funding to progress to implementation.
City for All Summary	The subject of this report and its recommendations respond to the City Council's commitments to: creating places and opportunities for everybody in the city to be physically active and play a role in their community; to creating great local places where people enjoy living, working and visiting; and taking pride in our role as custodian of this great city, protecting our heritage by managing places and spaces that can be enjoyed now and in the future.
Key Decision:	Yes
Financial Summary:	The report seeks the approval from the Cabinet Member for Place Shaping and Planning and the Deputy Leader and Cabinet Member for Environment and City Management for City Highways for capital expenditure in the sum of £3,867,385.64 to proceed with the implementation of works on the western side of Queensway between Bayswater Road and Inverness Place and on the eastern side of Queensway between Bayswater Road and Porchester Gardens.
Report of:	Kevin Goad, Director City Highways
Report Author:	Toby Bowden, Programme and Contract Manager – Highways Infrastructure & Public Realm

1. Executive Summary

- 1.1 This report presents proposals for improving the public realm on Queensway and its surrounding/connector streets in the Lancaster Gate area, London W2 and looks to build on phases 1 and 2 of the Queensway Public Realm improvements, which were delivered during the first quarter of 2019. The planned improvements are a progression of a design which follows the concept proposals previously developed by Burns and Nice in 2015/16. The previous Cabinet Member Report, agreed in November 2018, outlined the concept design and proposed the removal of parking provisions from the street, the widening of footways and the narrowing of the carriageway. These broad principles have been progressed through Feasibility, Initial and Detailed Design, the results have been implemented in phases 1 & 2 (west side of Queensway between Porchester Gardens and Inverness Place **Appendix B**).
- 1.2 The initial design has been refined at a detailed level to progress phases 3 to 6 (A phasing plan can be viewed within **Appendix B**) to implementation. Phases 3 to 6 include all of Queensway, south of Porchester Gardens, with the exception of the already delivered phases 1 & 2.
- 1.3 A separate Cabinet Member Report and TMO will be produced to cover the remaining section of Queensway between Bishop's Bridge Road and Porchester Gardens following the completion of the Whiteley's Shopping Centre Redevelopment.
- 1.4 This report seeks approval:
- The Cabinet Member for Place Shaping and Planning to agree that the design for Queensway Public Realm Improvements, stages 3 to 6 (see Appendix B) are in line with the strategic vision which is set out in the Cabinet Member Report of November 2018.
 - The Cabinet Member for Environment and City Management to agree the Stage 3 Detailed Design (see **Appendix A**) and proposed street layout arising from the Concept Design for Queensway and its connector streets, which will be Works Package 2 – Phase 3-6 - west Queensway between Bayswater Road and Inverness Place and on the eastern side of Queensway between Bayswater Road and Porchester Gardens.
 - The Cabinet Member for Environment and City Management for the capital expenditure of £3,867,385.64 to proceed to implement public realm changes on west Queensway between Bayswater Road and Inverness Place and on the eastern side of Queensway between Bayswater Road and Porchester Gardens.
 - The Cabinet Member for Environment and City Management to proceed with the implementation of the proposed changes to kerbside management and parking on Queensway and in the local area arising from the Traffic Management Order (TMO) consultation undertaken in July 2019.
- 1.5 Proposals to improve Queensway's public realm have been developed by WSP through Westminster's term Highways contract and can be viewed in **Appendix A**.
- 1.6 It is anticipated that works will begin on site in October 2019. The works are planned in phases led by timescales for freehold developments along the street. The first

phase of work will therefore be the eastern side of Queensway between Bayswater Road and Inverness Place.

- 1.7 These works include variations of provision of parking and loading opportunities are supported by a TMO (Ref 7372/JH) a notice of which was made in June 2019.

2. Recommendations:

- 2.1 The Cabinet Member for Place Shaping and Planning to agree that the design for Queensway Public Realm Improvements, stages 3 to 6 (see Appendix B) are in line with the strategic vision which is set out in the Cabinet Member Report of November 2018.
- 2.2 The Cabinet Member for Environment and City Management to agree the Stage 3 Detailed Design (see **Appendix A**) and proposed street layout arising from the Concept Design for Queensway and its connector streets, which will be Works Package 2 – Phase 3-6 - west Queensway between Bayswater Road and Inverness Place and on the eastern side of Queensway between Bayswater Road and Porchester Gardens.
- 2.3 The Cabinet Member for Environment and City Management for the capital expenditure of £3,867,385.64 to proceed to implement public realm changes on west Queensway between Bayswater Road and Inverness Place and on the eastern side of Queensway between Bayswater Road and Porchester Gardens.
- 2.4 The Cabinet Member for Environment and City Management to proceed with the implementation of the proposed changes to kerbside management and parking on Queensway and in the local area arising from the Traffic Management Order (TMO) consultation undertaken in July 2019.

3. Reasons for Recommendations

- 3.1 In the wake of strong competition from and in proximity to the West End and Westfield, Queensway as a retail centre has suffered and cannot compete with these major retail hubs. The City Council agreed that action was needed to ensure Queensway's future as one of Westminster's major retail centres and to work closely with the key stakeholders on the initial development of a concept design for the street. The City Council conducted a public consultation in 2014 to understand the level of backing to radically improve the public realm to support the investment being made by the landowners. Local stakeholders were generally supportive of the concept design and the removal of the car parking in the central section of the street.
- 3.2 To date £6,673,000million has been secured through the Council's Capital Programme to deliver phases 1 to 6 (1 and 2 having already been delivered). CIL and landowner contributions support the implementation programme for the final approved public realm scheme for Queensway, this funding expands on the funding detailed in the Cabinet Report of November 2018. There is a potential for further funding through CIL bidding for further phases. The Fenton Whelan and Whiteley's developments will both be making significant CIL contributions. Other land owners have also committed to contribute.
- 3.3 If Queensway is to remain a major retail centre, further investment in the public realm is required to complement that being made by the four principal landowners. These combined should help to attract interest from new retailers and restaurateurs,

ensuring that the offer appeals to the local residential community and those visiting parking or staying in the area.

4. Background including Policy Context

- 4.1 In 2014 the City Council committed to working with the local community and its partners to develop a concept design for Queensway and its connecting streets. A public consultation was held which established general support for the scheme.
- 4.2 Delivery of the Queensway improvements is one of the projects identified by the Leader of the Council under the City for All initiative. Queensway and environs are also one of the City Council's Place Shaping Priority Areas.
- 4.3 The subject of this report and its recommendations respond to the City Council's commitments to: creating places and opportunities for everybody in the city to be physically active and play a role in their community; to creating great local places where people enjoy living, working and visiting; and taking pride in our role as custodian of this great city, protecting our heritage by managing places and spaces that can be enjoyed now and in the future.
- 4.5 In 2014 Burns and Nice developed concept proposals, in partnership with the principal landowners and other key local stakeholders, to remove parking, reduce the carriageway to 4.8m and widen the footways along Queensway. The initial concept design was consulted upon in 2014 and was well received by the local community. The public consultation held that year showed that local stakeholders were generally supportive of the concept design and the removal of on-street car parking. Lancaster Gate Ward Members were also in agreement to this principle.
- 4.6 Discussions have since taken place with the Lancaster Gate Ward Councillors on the options to remove all the on-street parking in the south, central and north sections. It was agreed that the City Council would conduct a Traffic Management Order consultation to ascertain whether there was local support for the removal of the on-street car parking. Following the TMO, the City Council will implement the new street layout and kerbside management arrangements in collaboration with the various developments along the street.
- 4.7 WSP have developed these proposals and have undertaken enabling studies through the City Council's term highway contract meaning local constraints can be considered and inform the design.
- 4.8 The proposals being detailed, are to reduce the carriageway width to 4.8m, widen the footways, and provide a series of loading bays at footway level (accessible from the carriageway via a chamfered kerb). The footways are to be surfaced in Yorkstone with granite kerbs and the carriageway will be asphalt. The proposed loading bays are to be surfaced with a dark granite setts.
- 4.9 At Queensway's junction with Porchester Gardens there is a desire to replace the existing raised table with a new table constructed with granite setts and there is also scope to provide an Oxford Street style diagonal crossing at this junction. These proposals are subject to the availability of funds and the diagonal crossing is also subject to the design of suitable landing zones (tactile paving etc.) for the additional

pedestrian traffic movements following the completion of the Whiteley's Shopping Centre redevelopment.

- 4.10 The proposals being detailed also include the removal of carriageway level parking provisions from the street. Options for limited parking and disabled bays have been considered in the parking review that was undertaken and influenced the TMO consultation.
- 4.11 The principal design rationale and ambition of the key stakeholders is to create more footway space along both sides of the street. The removal of the on-street car parking will help to achieve this, albeit with some time limited loading activity remaining for the businesses along the street. A parking review has been undertaken to determine whether parking bays lost on Queensway because of the proposals can be relocated in the vicinity.
 - 4.11.1 The design promotes Yorkstone paving along the footway with a granite kerb edged asphalt carriageway and loading/parking bays in granite setts. Street lighting columns will be upgraded to ensure consistency along the street. New tree planting is also proposed and will be governed by the tree strategy currently being developed and approval from Council's arboricultural department.
- 4.12 Approval of the Traffic Management Order will allow the implementation to proceed.
- 4.13 The paving materials selected comply with the Westminster Way Public Realm Guidance. Construction will be robust and any future maintenance required should be limited with costs being recharged to other third parties i.e. utilities for poor reinstatement following works to their assets.

5 Consultation

- 5.1 The key stakeholders namely the resident associations, the local amenity society and the principal freeholders worked closely with the City council on the development of the concept design that was consulted upon in 2014. There was strong support to see the concept further developed based on the local aspirations and vision for Queensway.
- 5.2 A further Traffic Management Order consultation has been undertaken in July 2019 on the proposed changes to the kerbside management and the phased removal of the majority of on-street car parking to coincide with the completion of the various major developments along the street and within the area. Following this consultation, should the Cabinet Member for Place Shaping and Planning and the Deputy Leader and Member for Environment and City Management approve the changes, this will establish the final street layout to allow the implementation stage of the project to proceed.
- 5.3 The design has been progressed in consultation with the Lancaster Gate Ward Councillors as well as representatives of local resident's associations (SEBRA & QRA).

6 Funding

- 6.1 The estimated cost of the works covered by this report is £3,867,385.64 including an allowance for risks and contingencies of £883,249.43. Budget for this expenditure is included within the City Council's current approved 5-year capital programme.
- 6.2 This report seeks approval from the Deputy Leader and Cabinet Member for Environment and City Management for this expenditure of £3,867,385.64 to finalise the Stage 3 Detailed Design and to implement works on the east side of Queensway between Bayswater Road and Porchester Gardens and on the west side between Bayswater Road and No. 71 Queensway.
- 6.3 £6.673m is currently secured for this project with further possible funding available through CIL. Significant contributions will be made by the Whiteley's and Park Modern developments respectively. Included within the approved capital programme is a net council contribution of £2.363m.
- 6.4 Secured funding:

Amount (£m)	Funding source	Constraints
£1.000	WCC CIL funding	
£2.363	WCC Capital funding	
£0.250	Unspent Risk and Contingency from Phase 1 & 2 works	
£0.466	S106 agreement funds (138-142 Queensway)	
£2.600	S106 agreed funds (117 – 125 Bayswater Road)	Available from Dec 2019
TOTAL SECURED: £6.679m		

- 6.5 Anticipated funding:

Amount	Funding source	Constraints
TBC	CIL bid to replace previous Whiteley's S106	Payment date TBC (anticipated for 2022).
£4.3million	CIL payment from Fenton Whelan	Must be bid for and cannot be targeted towards a particular project or road
£1million	Bourne Capital Contribution	

- 6.6 The spend profile of the scheme is broken down as follows:

	(£000)
Prior spend	408
2019/20 projected spend	1,771
2020/21 projected spend	805
Total	2,984
Risk & Contingency	883
Total	3,867

7. Legal Implications

- 7.1 The City Council, as local highway authority, is empowered under the Highways Act 1980 to carry out works for the effective maintenance, management and enhancement of the Council's highway and highway assets to ensure that they remain safe and effective.
- 7.2 The Director of Law is satisfied that the proposed works detailed in this report fall within the Council's power as detailed in 7.1 above.
- 7.3 The proposed Traffic Management Order will be made under section 6 of the Road Traffic Regulation Act 1984.
- 7.4 The Road Traffic Regulation Act 1984 provides the Council with powers to regulate or restrict traffic on roads within the Borough, in the interest of safety, including the making of Traffic Regulation Orders.
- 7.5 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.

8 Staffing Implications

- 8.1 There are no staffing implications arising from the content of this report.

9 Conclusion

- 9.1 The public realm improvements will create substantial benefits for Queensway and its connector streets and complements the current and forthcoming investment being made by the principal landowners for the area. This scheme will also contribute to the City Council's ambition to create better spaces and places in the West End.

Appendices

Appendix A: Detailed Design

Appendix B: Phasing Plan

For completion by the **Cabinet Member for Place Shaping and Planning**

Declaration of Interest

I have no interest to declare / to declare an interest in respect of this report

Signed:

Date:

NAME: Councillor Richard Beddoe
Cabinet Member for Place Shaping and Planning

State nature of interest if any

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(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 “Queensway Public Realm – Next Steps” and reject any alternative options which are referred to but not recommended.

Signed

Councillor Richard Beddoe, Cabinet Member for Place Shaping and Planning

Date

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, Chief Operating Officer and, if there are resources implications, the Director of Human 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 Environment and City Management**

Declaration of Interest

I have no interest to declare / to declare an interest in respect of this report

Signed:

Date:

NAME: Councillor Tim Mitchell
Cabinet Member for Environment and City Management

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 “Queensway Public Realm – Next Steps” and reject any alternative options which are referred to but not recommended.

Signed

Councillor Tim Mitchell, Cabinet Member for Environment and City Management

Date

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.

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OTHER IMPLICATIONS

- 1. Resources Implications**
The financial implications are set out in section 8 in the main body of this Cabinet Member Report.
- 2. Business Plan Implications**
No implications.
- 3. Risk Management Implications**
A risk register has been created and is regularly updated by WSP|Parsons Brinckerhoff for this project.
- 4. Health and Wellbeing Impact Assessment including Health and Safety Implications**
The scheme will have a beneficial impact on health and well-being over the current layout and will encourage walking and may reduce local emissions through the removal of on-street car parking. Disruption during works will be carefully managed to minimise negative impacts such as dust and noise.
- 5. Crime and Disorder Implications**
The measures in this report are not expected to have any implications under the Crime and Disorder Act 1998. The proposals seek to create safe and accessible public spaces.
- 6. Impact on the Environment**
Wherever possible, existing materials that are taken up will be recycled.
- 7. Equalities Implications**
The scheme is being designed to improve the accessibility of the streets for people with visual and mobility difficulties through the installation of flush kerbs at pedestrian crossings. The scheme will adopt best practice relating to accessibility.
- 8. Staffing Implications**
No implications.
- 9. Human Rights Implications**
No implications.
- 10. Energy Measure Implications**
No implications.
- 11. Communications Implication**
Residents and businesses will be notified of the Traffic Management Order Consultation through a letter drop. Any significant design changes to the street layout and function of the street will be communicated to local stakeholders.