

<b>Committees:</b>	<b>Dates:</b>	
Streets and Walkways Sub-Committee Projects Sub	04 December 2018 12 December 2018	
<b>Subject:</b> Frederick's Place Environmental Enhancements Unique Project Identifier: 11567	<b>Combined Gateway 3/4/5 (Regular)</b>	<b>Public</b>
<b>Report of:</b> Director of the Built Environment <b>Report Author:</b> Katie Adnams		<b>For Decision</b>

### Summary

#### **Dashboard**

*Project Status:* Green

*Timeline:* Implementation planned to commence in April 2019

*Total Estimated Cost:* **£543,230**

*Spend to Date:* **£23,108**

*Current approved budget:* **£30,000**

*Overall project risk:* Low

#### **Recommendations**

It is recommended that:

- i) The project be approved at a cost of **£543,230** as funded by a Section 278 agreement with the developer of 1-3,7&8 Frederick's Place, The Mercers' Company;
- ii) Authority is given for the release of funds to purchase long lead-time materials and associated costs amounting to **£43,500**, in advance of the full S278 payment to avoid delays to the programme, subject to the letter of agreement with the developer. The amount would be deducted from the full S.278 payment;
- iii) Authority to start work be granted subject to completion of the Section 278 and receipt of full funding from the developer;
- iv) Approval is given for City officers to publish proposals in relation to any necessary traffic orders or other consents to implement the project as described in this report (Traffic orders will be necessary to implement a loading restriction, relocate the motorcycle parking and to remove the disabled parking bay);
- v) Delegated authority be given to the Director of Transportation and Public Realm to consider any objections to the traffic orders detailed in this report;

- vi) Any underspend from the previous gateway is transferred to the implementation budget;
- vii) Delegated authority be given to the Assistant Director of City Public Realm and Head of Finance to adjust the project budget between staff costs, fees and works providing the overall budget is not exceeded.

### **Progress to Date**

This report covers the progress to date on Frederick's Place Environmental Enhancements. The proposed enhancements seek to create a more pedestrian-focussed environment in response to the development in Frederick's Place and its change of use.

The City was approached in 2015 by The Mercers Company, who proposed to fund public realm improvements to Frederick's Place. The Mercers' Company would like to create an attractive setting for their new retail offer and office space. Following Gateway 1&2 approval in July 2015, progress on the concept design was paused at the Mercers' request, while a new planning application was submitted. Design options were then developed with the Mercers' Company in 2018 to align with their construction programme, in consultation with the relevant City departments.

Formal consultation has been undertaken with local occupiers to ensure they are aware of the scheme and have no reasonable objections. Further liaison will be required on the phasing of the works and consultation will be undertaken for the traffic orders.

The developer has agreed to the cost of the scheme and the terms of the voluntary Section 278 agreement, as drafted by the City Solicitor, and this agreement is in the process of being finalised. Works will not begin until this agreement is completed and the full funding is received.

Due to the long lead-in time for some materials, it is necessary to enter into a letter of agreement to secure funding for these and the associated costs to ensure there is no delay to the programme. Receipt of this funding is expected by the end of November 2018; however, the order will not be placed prior to committee approving this report. It should be noted that the letter of agreement and advance payment do not pre-empt any Member decision on the progression of the scheme and do not obligate the City to undertake the scheme.

The full cost of the works is higher than previously estimated at Gateway 1&2, due to the Mercers selecting a higher specification, and the length of time passed since the Gateway 1&2 report was approved in 2015.

### **Overview of Options**

One option is put forward in this report, which has been agreed with the developer and City officers from relevant departments. The design is detailed in the main report, and appendices 3 and 4.

Design options were considered with the developer and with the City's Historic Environment team, with the objective of creating a pedestrian-friendly space, considerate of its heritage context. Consultation with local ward members, stakeholders and the City's Access team has also been undertaken to ensure there are no reasonable objections to the proposal.

The scheme consequently proposes to raise the carriageway, as it was found to be the best option for increasing accessibility due to the narrow footway and

shallow depth of kerb. The scheme also proposes that the carriageway is paved in granite setts, smaller than those usually used in the City to reflect its historic setting. Other elements include heritage lighting, yorkstone paving, and the widening of the western footway.

Options for restricting vehicular movement were reviewed as well as the removal of parking bays. To accommodate the developer's requirements whilst reducing vehicle access, a 7am-7pm loading restriction is proposed. Officers reviewed the usage of the motorcycle parking and the disabled bay over a 12-month period to determine the best solution for the scheme. Monitoring has suggested that the disabled parking bay is not in use so its removal is recommended, subject to responses received at statutory consultation phase. However, if objections are raised because it is used, City officers would consider relocating the bay in Old Jewry or in another suitable location. Section 9 provides further details on this recommendation. As the motorcycle parking is heavily used, its relocation is proposed in Trump Street (see appendix 1).

### **Proposed way forward**

The developer anticipates completion of the refurbishment to their building in July 2019. The developer considers the highway improvements as integral to the scheme's completion, as key entrances face onto Frederick's Place.

It is therefore proposed that the implementation of highways works begin in April 2019, to ensure their completion in time for the refurbishment's July 2019 opening.

This report presents the detailed design information and costs for the project, including maintenance costs (see Appendix 5).

Next steps will include:

- Placing an order for the materials as agreed with the developer (subject to a letter of agreement), to ensure this does not delay the programme;
- Finalising the Section 278 agreement with the developer, to receive the funding to proceed with the scheme;
- Finalising and approving the construction package with the City's highway term contractor (JB Riney) to prepare for a start on site in April 2019.

### **Procurement approach**

It is proposed that the works will be delivered by the City of London's Highways Term Contractor and any nominated sub-contractor or utilities provider as necessary, under the supervision of the Department of the Built Environment.

### **Financial implications**

Fully funded by a voluntary Section 278 with the developer. Please see Appendix 5 for the financial table.

## Main Report

<b>1. Design summary</b>	<p>Frederick's Place is a cul-de-sac, located off of Old Jewry. It is an area of public highway within the Guildhall conservation area, surrounded by several listed buildings. It is currently not accessible for many users due to narrow, uneven footways and it is little-used by pedestrians. The refurbishment of 1-3, 7 and 8 Frederick's Place will provide new office and retail space which is envisaged to change the appearance and function of the cul-de-sac. It is desired that Frederick's Place supports this offer and becomes an attractive, safe and well-used space for pedestrians.</p> <p><i>Public realm design</i></p> <p>Frederick's Place was laid out between 1775 and 1778. The combination of York stone footway and granite sett carriageway was routinely in use in London at this time, and historic research has clearly shown an intricate carriageway surface of small granite setts. As an intact piece of Georgian townscape rare in the City, it was agreed that Frederick's Place warrants bespoke treatment.</p> <p>Measures for conserving the space's character, whilst providing a more pedestrian-focussed environment include:</p> <ul style="list-style-type: none"><li>- Raising the carriageway to the existing footway level, to create a sense of space and increase accessibility. This will address the issue of the narrow footways by creating a continuous surface, whilst retaining the option for vehicle access and drop-offs when required. The historic kerb lines will be kept with the exception of the western kerb, where the footway has been slightly extended.</li><li>- Paving the carriageway in smaller granite setts than the standard City of London palette. This is recommended to maintain continuity and create a more intricate paving design. The footways will be paved in Yorkstone, clearly highlighting the demarcation between the footway and carriageway for those visually impaired. The existing Yorkstone paving will be cleaned and re-laid where feasible, to add texture and patina to the scheme.</li><li>- Heritage City of London bollards where necessary to ensure vehicles do not overrun onto the footways. Efforts will be made to keep bollards to a minimum.</li><li>- Lighting improvements include fitting a new luminaire to the heritage lamp column to create a softer light in-keeping with the City's recently adopted Lighting Strategy. A wall-mounted heritage light to the entrance of Frederick's Place is proposed to ensure no dark spots are created.</li></ul>
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	<ul style="list-style-type: none"> <li>- Characterful existing features such as coal holes will be retained and incorporated into the new scheme where possible.</li> <li>- Signage any other street clutter will be kept to a minimum.</li> </ul> <p><i>Traffic changes</i></p> <p>To facilitate the creation of a more pedestrian-friendly space, it is proposed to limit vehicle access by implementing a 7am-7pm loading restriction, relocating the motorcycle parking and removing the disabled bay.</p> <p>The loading restriction with the City-wide waiting restriction is envisaged to limit vehicle access whilst retaining the ability for drop-offs during the day. A pedestrian zone was considered but not taken forward due to the Mercers' requirement for occasional vehicle drop-offs.</p> <p>Observations over a 12-month monitoring period suggest that the disabled parking bay is not used. Furthermore, the current bay is poorly located for accessibility, with little kerb upstand, narrow footways and obstacles (e.g. the lighting column) adjacent to the parking bay. It is likely that the bay was put in at the request of an individual who has since moved. It is therefore proposed to remove the bay, subject to statutory consultation. If it is found to be used or a disabled parking pay is required, officers will consider putting one in on Old Jewry or another suitable location.</p> <p>The motorcycle parking consists of approximately 9 spaces which would be moved nearby to Trump Street (see Appendix 1). As these spaces are consistently in use, the provision allows the same number of parking spaces to be maintained.</p> <p>City officers have worked closely with the developer through the design and evaluation process to develop the proposed design. Officers acknowledged the developer's desire for Frederick's Place to maximise the quality of their refurbished buildings' setting, balancing this with the need to provide an accessible, pedestrian-friendly space for the City community. It is envisaged that the design will activate the public realm and create a high-quality setting, reflective of its conservation area status.</p>
<b>2. Delivery team</b>	<ul style="list-style-type: none"> <li>• Project owner/Project Management: CoL City Public Realm team</li> <li>• Detailed design: CoL Highways, City Transportation</li> <li>• Construction Management: CoL Highways</li> <li>• CoL's Highways term contractor: JB Riney</li> <li>• Principal Designer: CoL Highways</li> <li>• Principal Contractor: JB Riney</li> </ul>

<b>3. Programme and key dates</b>	<ul style="list-style-type: none"> <li>• Order Materials: Early - Mid December 2018</li> <li>• Complete Section 278 agreement: December 2018</li> <li>• Construction pack: December 2018 – March 2019</li> <li>• Implementation: April 2019 – July 2019</li> <li>• Development's practical completion: July 2019</li> <li>• Monitoring: August 2019 – January 2020</li> <li>• Gateway 7: March 2020</li> </ul>
<b>4. Outstanding risks</b>	<p><i>1. Delays in finalising design and construction package, or ordering materials leads to not completing works to agreed programme</i></p> <p>Risk response: Reduce</p> <p>Officers are working closely with the developer and their contractors to ensure that the respective programmes will be coordinated.</p> <p>A letter of agreement will be signed with the developer to secure funds for ordering materials with long lead-times and their associated costs. Receipt of this funding is expected by the end of November 2018, but it will not be committed without committee approving this report. Provided that this report is approved, the order for the materials can be placed without delay.</p> <p><i>2. Objections are raised during the consultation on the Traffic Orders</i></p> <p>Risk response: Fall-back</p> <p>It is proposed that officers be given authority to seek to resolve objections including any necessary adjustments to the proposed motorcycle parking relocation and removal of the disabled bay.</p> <p><i>3. Sub-surface utilities / structures or other archaeological remains cause issues during construction</i></p> <p>Risk response: Reduce</p> <p>Surveys have been undertaken to determine the extent of sub-surface elements as far as possible. The design has been developed to take into account the utility information provided by the surveys. At this stage the utility costs are estimates and will be finalised after the detail design stage. Further investigations will also be carried out to determine the underground structure and basement.</p> <p>This risk will be closely monitored during the implementation phase and avoided where possible. Any costs reasonably incurred over and above the estimate due to sub-surface issues will be recoverable from the Mercer's Company under the Section 278 Agreement.</p>

<b>5. Budget</b>	<p>The total estimated cost of the project at last Gateway (June 2015) was between £250k and £450k. This cost estimate has now been refined to <b>£543,230</b> as the design was developed. A detailed breakdown of the project finances is contained in Appendix 5.</p> <p>The budget has increased from the initial estimate due to the higher specification selected by the Mercers' Company, and inflation due to the length of time passed since initial estimate from the Gateway 1&amp;2 report in 2015.</p> <p>The project is to be fully funded by the Mercers' Company through a voluntary Section 278 Agreement.</p>
<b>6. Ongoing revenue implications</b>	<p>It is not envisaged that the granite setts on the carriageway will cause maintenance issues, due to it not being frequently used by vehicles. The cost of the scheme includes the commuted sum, which accounts for the replacement of the carriageway in 20 years with non-standard materials and associated labour costs.</p>
<b>7. Legal implications</b>	<p>A Section 278 Agreement will be entered into with the Mercer's Company to secure payment for the works.</p> <p>Traffic orders will be required to implement the changes as proposed in section 1 and listed in section 8 below. Statutory notice will need to be given and any objections must be considered. The outcome of such consideration cannot be pre-determined.</p>
<b>8. Traffic implications</b>	<p>The proposal includes permanent traffic changes to Frederick's Place to create a more pedestrian focussed space. These are:</p> <ul style="list-style-type: none"> <li>- A 7am-7pm loading restriction</li> <li>- The relocation of motorcycle parking to Trump Street (please see Appendix 1)</li> <li>- The removal of a disabled parking bay.</li> </ul> <p>Further details, including the rationale behind the proposed changes, are detailed in the Design Summary (section 1).</p> <p>During the implementation works, parking bay suspensions and the closure of Frederick's place will be necessary.</p>
<b>9. Equality Impact Assessment</b>	<p>The impact assessment concluded that there is a neutral/positive impact on equality criteria as a result of this project.</p> <p>The proposal aims to improve accessibility for pedestrians, including people with mobility impairments. By raising the carriageway to the footway level there is, on balance, a benefit for wheelchair users, as they will be able to navigate without the restriction of the narrow footway and with less vehicles accessing the space. The current footway has low kerbs which research has shown to be a trip hazard for all pedestrians. Although a raised carriageway may impact visually impaired pedestrians, a suitable</p>

	<p>kerb height cannot be achieved and thus a level surface would be a preferable alternative. Furthermore, Fredrick's Place is a cul-de-sac and will have restricted vehicle access, which will reduce the conflict between vehicles and pedestrians.</p> <p>The use of granite setts on the carriageway could form a less even surface than asphalt, which could be more difficult for wheelchair users or those with visual impairment to negotiate. However, the granite setts proposed would be a more even surface than the existing, and the carriageway will only be navigated at crossing points as it is not a pedestrian zone. The expected impact of this is outweighed by the heritage interests of the scheme (given that it is in a conservation area), low pedestrian traffic and access improvements that the scheme provides overall.</p> <p>The removal of the disabled parking bay may have an adverse impact on disabled users. However, a 12-month monitoring period has suggested that the parking bay is not in use. Disabled parking bays in the City are provided upon request, so it is likely that the bay was used by someone who has since moved. Furthermore, the bay is poorly located for accessibility. Frederick's Place has little kerb upstand, narrow footways and obstacles (e.g. the lighting column) adjacent to the parking bay. However, the outcome of the statutory notice process in connection with the removal (as with all the traffic orders required for the project) cannot be predetermined. If representations or other evidence emerged which suggested the disabled bay is used, officers would consider adding a bay on Old Jewry Street or in another suitable location. It would also remain open to the City to provide a disabled bay nearby at a later date should it receive a request, or should a need arise.</p> <p>Given the evidence the of the bay not being used and its poor location, the benefits of removing the disabled parking are deemed to outweigh the risks of adverse equalities impact.</p>
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## **Appendices**

<b>Appendix 1</b>	Location Plan
<b>Appendix 2</b>	Existing photos
<b>Appendix 3</b>	Design layout
<b>Appendix 4</b>	Indicative montage
<b>Appendix 5</b>	Financial Table

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