



ASPIRATION

CHOICE

HERITAGE

Baker Street Two Way Consultation: Phase Two - Consultation Response Report

Evaluation and Performance Team



City of Westminster

Date: August 8, 2016

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1. Introduction

This report summarises the responses to the second phase of a public consultation which has been run on proposals to turn Baker Street and Gloucester Place from one way streets, into two way streets.

In summer 2015 Westminster City Council widely consulted on proposals to replace the one way traffic system on Baker Street and Gloucester Place with a two way traffic operation. A consultation on proposed changes to bus routes in the Baker Street and Gloucester Place area was also undertaken by TfL in summer 2015. The consultation result can be accessed through the link <https://consultations.tfl.gov.uk/buses/baker-street>

The proposals were put forward to address the current dominance of traffic in the area, whilst also delivering a combination of public realm improvements to benefit pedestrians and cyclists. The reintroduction of two way traffic to Baker Street and Gloucester Place could reduce unnecessarily long journeys, alleviate congestion and make the area a more pleasant place to move around.

The aim of the first consultation was to hear views on the initial proposals and designs. The council received a wide range of responses and various issues and concerns were raised during this consultation. Whilst there was clearly a significant degree of concern and objection in the local area regarding the original proposed scheme, a high proportion of the issues raised centred upon a core set of key issues in specific locations¹.

Therefore, after discussion with local groups on these issues, a number of specific alterations were made to the design to mitigate the concerns of those who responded to the first consultation and this second round of consultation was undertaken to seek views on these proposed changes.

¹ The report from the previous consultation can be found here: <http://committees.westminster.gov.uk/documents/s15443/item%20-%20Appendix%20A%20Baker%20Street%20Two%20Way%20Consultation%20Report.pdf>

2. Executive Summary

The second public consultation on the Baker Street Two Way project opened on the 22 February 2016 and ran for four weeks until the 20 March 2016. The consultation programme covered online, print and face-to face channels in order to encourage a broad range of responses from different groups. A broad range of responses were received across the consultation channels. 525 people responded to the consultation questionnaire.

The consultation area for this phase was the same as the first consultation and the same stakeholders were contacted. 12,498 letters were posted by the City Council to addresses within the consultation area and 910 contacts were emailed to inform them about this phase - many of whom had taken part in the first phase of consultation and had requested to be kept informed of developments on this project. Approximately 230 people attended the exhibitions.

During the consultation we received more than 100 duplicate responses from cyclists, identifying themselves as visitors. These duplicate responses have been treated as individual responses in the analysis, as there were some slight differences across the non-duplicated answers. These respondents have opposed all suggested design changes due to lack of segregated cycling facilities.

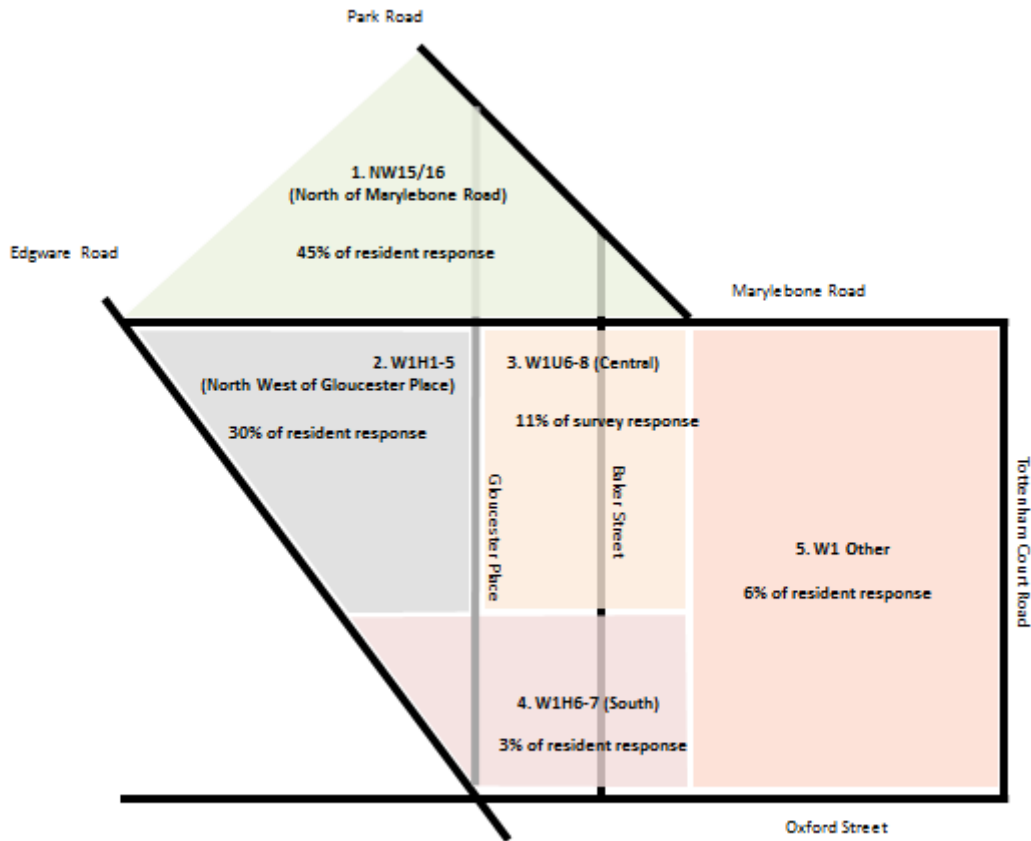
London Cycling Campaign's website offered suggested answers to the consultation questionnaire, asking all those who responded to oppose all proposals on the grounds of cycling related issues. These suggested answers can be seen in individual responses from visitors throughout the questionnaire. Therefore we have analysed the responses to all proposals including and excluding this group to allow an understanding of how opinions differ among respondent types.

The consultation response analysis in section 4 is based on the feedback we received from a mix of residents, workers, visitors, local businesses and stakeholder groups.

The profile of questionnaire responses is below:

- 303 residents
- 130 visitors
- 87 workers
- 39 business owners/representatives
- 16 stakeholders

Within the 303 respondents who identified themselves as residents, 75% were concentrated in two geographical areas - north of Marylebone Road and north-west of Gloucester Place.



Note: Map is not to scale but designed to show broad locations of postcode areas

Source: 303 resident responses to Baker Street and Gloucester Place Two Way Project Public Consultation, February – March 2016

Key Findings from the Consultation Questionnaire

Across the whole set of responses there is higher opposition than support for new proposals for Taunton Place/Gloucester Place, Ivor Place/Gloucester Place, Ivor Place/Park Road, Clarence Gate/Park Road and Dorset Square footway widening.

There is higher support than opposition for new proposals for Melcombe Place/Dorset Square/Melcombe Street, Marylebone Road/Gloucester Place and York Street/ Gloucester Place.

However, when looking at types of respondent and their opposition or support (shown in Figure 1 overleaf), nearly all visitors (who were mainly cyclists, and mostly live outside of the consultation area) oppose all new proposals and many say in their answers they oppose the original proposals too. Many of the open comments among those who oppose the various alternative designs are dominated by cycling related comments. The reasons given for opposition among most visitors relate to the information London Cycling Campaign offered about the consultation questionnaire on their website. Among residents there is higher support than opposition for all new proposals except for Ivor Place/Gloucester Place - where opinion is evenly split between support and opposition. The table overleaf details the responses to each proposal by respondent type.

Figure 1: Q. To what extent do you support or oppose the alternative proposed design?

Question	Answer	Total	Total - excl those who oppose due to cycling	Residents	Workers	Visitors	Businesses	Organisation/stakeholder/campaign group ²
Taunton Place / A41 Gloucester Place junction	<i>No. of responses</i>	446	321	243	75	121	35	14
	Support*	36%	49%	46%	43%	9%	40%	14%
	Oppose	46%	29%	33%	40%	86%	34%	57%
Ivor Place / A41 Gloucester Place junction	<i>No. of responses</i>	443	317	243	75	121	32	14
	Support	32%	43%	40%	39%	7%	38%	21%
	Oppose	51%	34%	41%	37%	87%	31%	64%
Ivor Place / A41 Park Road junction	<i>No. of responses</i>	445	320	244	76	121	32	14
	Support	39%	53%	51%	39%	8%	44%	29%
	Oppose	45%	24%	26%	46%	92%	31%	50%
Clarence Gate / A41 Park Road junction	<i>No. of responses</i>	444	317	243	75	121	32	15
	Support	37%	51%	49%	43%	7%	47%	20%
	Oppose	45%	25%	26%	45%	88%	22%	60%
Melcombe Place, Dorset Square and Melcombe Street	<i>No. of responses</i>	443	318	243	74	120	32	15
	Support	45%	57%	54%	50%	21%	53%	20%
	Oppose	36%	21%	25%	34%	72%	16%	33%
Dorset Square further footway widening	<i>No. of responses</i>	444	319	242	76	121	32	15
	Support	39%	46%	44%	47%	22%	31%	27%
	Oppose	42%	32%	36%	33%	70%	31%	33%
A501 Marylebone Road / Balcombe Street / Upper Montagu Street junction	<i>No. of responses</i>	478	354	268	79	125	35	16
	Support	47%	61%	61%	48%	14%	51%	31%
	Oppose	42%	25%	26%	43%	82%	26%	56%
York Street / A41 Gloucester Place junction	<i>No. of responses</i>	469	344	258	79	125	35	15
	Support	43%	58%	58%	43%	11%	37%	33%
	Oppose	37%	17%	17%	38%	82%	20%	33%

Open Responses

At the end of the consultation questionnaire respondents were offered the opportunity to leave a further comment. 416 people left a further comment. From analysis of these comments, the top themes respondent mentioned were; general opposition to the Baker Street Two Way Project as a

² This group of responses came from; four Cycling Campaign groups, the Licensed Taxi Drivers Association, London Business School, St Mary's Church Bryanston Square, Great Portland Estates plc, The Royal Parks, St Mary's Bryanston Square School, Baker Street: No Two Ways, Vision Zero London and Reuben's restaurant. *Total % of those who oppose or support each proposal does not add up to 100 as respondents were allowed to answer 'neither' or 'don't know'.

whole (43%) concern over pollution (20%), cycling related comments (18%) and general positive comment about the project/proposals (17%).

Email and Letter Responses

There was a mixed response to the consultation through letters and emails from residents, interest groups and stakeholders. While some residents were concerned that the project will increase congestion, some residents were also satisfied with the alternative proposals which have been developed in response to initial concerns raised during the first consultation. Residents who are supportive of the alternative proposals are strongly in support of a post implementation monitoring programme, with some concerned that certain roads are being left off the strategy. There were a number of emails from residents concerned that northbound coaches will be directed down Gloucester Place only.

Letters of support for the Baker Street Two Way Project were received from stakeholders and interest groups including; St Marylebone Society, The Marylebone Association, North Marylebone Traffic Group, Clarence Gate Gardens Residents Association and St Francis Holland School.

Letters of opposition was received from Montagu Square Residents' Association, Westminster and London Cycling Campaigns as well as a number of individuals, many of whom are residents living close to Baker Street and Gloucester Place.

Communications

A broad range of communications were used to inform the local area about the consultation including:

- A letter distributed to 12,498 households
- 2 exhibitions
- Social media
- Emails to contacts, including those who responded to the initial consultation and various stakeholders –910 email addresses

A more detailed overview of the communications approach can be found in section 3.1

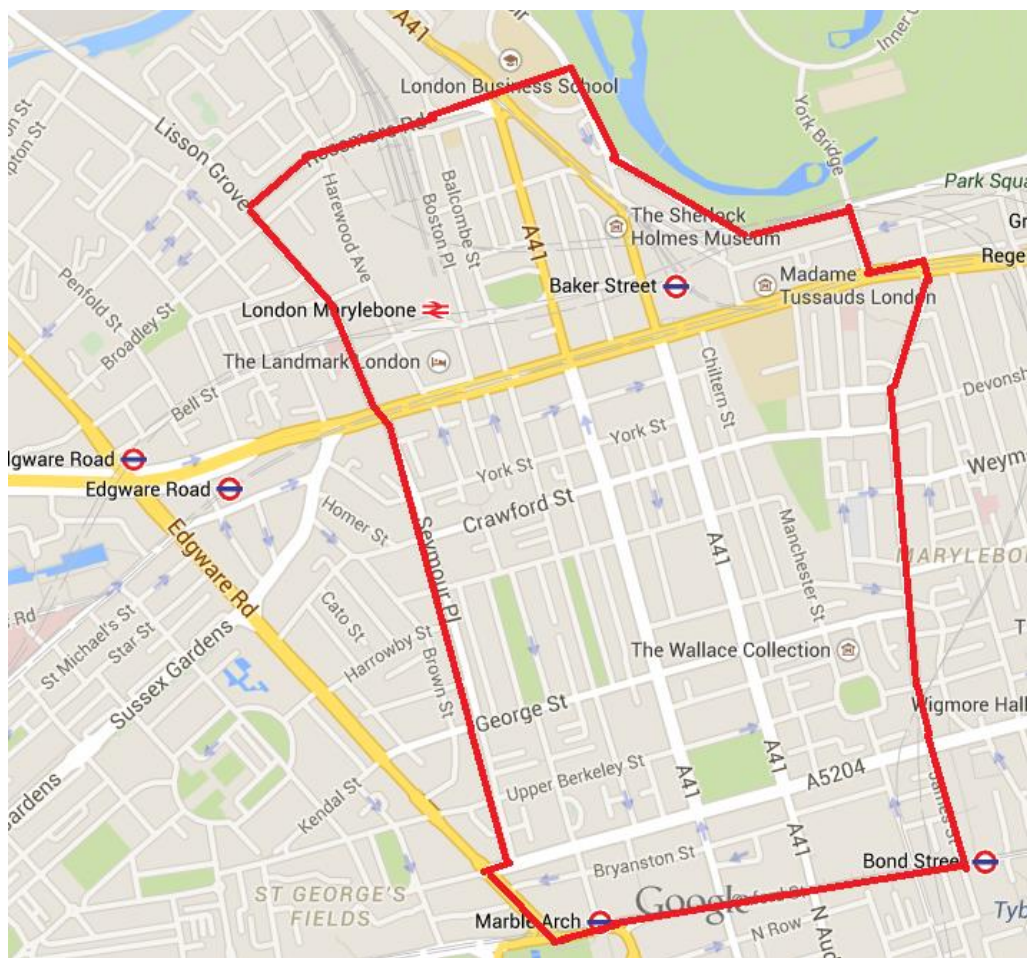
At the end of the questionnaire respondents were asked if they would like the council to keep in touch with them about the results of this consultation. Of the 525 respondents, 187 left contact details for further communications.

3. Consultation Programme

The second phase of public consultation on the Baker Street Two Way project opened on the 22 February and ran until the 20 March 2016. Information about the Baker Street Two Way project was available on the website www.bakerstreettwo-way.co.uk as well as updates to proposals and consultation material.

The consultation programme covered both online, in print and face-to-face channels in order to encourage a broad range of responses from different groups including residents, workers, visitors, business owners/representatives and organisations such as residents associations and amenity groups.

The area being consulted on is shown on the map below.



Consultation Material

A full list of consultation material that appeared on the website is detailed below:

- Cllr Davis letter
- Consultation Report
- Council Officer response to key issues
- Drawings of proposed changes, including benefits and disbenefits

- Revised General Arrangement drawings - North
- Revised General Arrangement drawings - Centre
- Revised General Arrangement drawings - South
- Post Implementation Monitoring Strategy
- Air Quality Report
- Summary of Air Quality Action in the Marylebone Area
- Noise Report
- Existing bus routes
- Proposed bus routes
- Existing and proposed traffic flow table – listed by street
- Existing and proposed traffic flow table – listed by street - abridged version
- Permitted movements diagram
- Questionnaire
- Archive project related documentation

Consultation Questionnaire

The consultation questionnaire was accessible online via the Baker Street Two Way website. Additionally, paper copies of the survey were made available at all exhibitions as well as Church Street and Marylebone Libraries or could be requested by residents. Completed hard copies could be returned to Westminster City Council via post or could be handed in at one of the exhibitions or libraries where copies were distributed. The survey was also advertised on the letter which was posted to 12,498 households and businesses, and was included on all other communications.

Email and Phone Number

A dedicated email address (bstw@westminster.gov.uk) and phone number were provided to allow members of the public to request paper copies of the questionnaire, ask questions and put forward their views and comments.

Exhibitions

Two public exhibitions were held during the consultation period. At these exhibitions consultation material was displayed in hard copies. Additionally, council officers, consultants and TfL representatives were on hand to discuss the scheme and receive feedback from attendees. The list of materials which were available at the exhibitions are listed in section 6.

The dates and times of the exhibitions are listed below:

St Cyprian's Clarence Gate, Glentworth Street

- Saturday 27 February 12pm–4pm

Park Plaza Sherlock Holmes, 108 Baker Street

- Wednesday 9 March 1pm–7pm

3.1 Communications Programme

In order to widely publicise the consultation, a range of communications channels were used.

Letter Distribution

A total of 12,498 letters were delivered via Royal Mail first class post, to addresses within the consultation area, shown in the map on page 8, at the start of the consultation period. The letter contained information about the project and new consultation proposals, the public exhibitions and directed readers to find out more at www.bakerstreetwoway.co.uk.

In the questionnaire 14% of all respondents said they heard about this phase of the Baker Street Two Way project consultation through the letter Westminster City Council distributed, this rises to 20% among residents.

Email

910 people were contacted via email about this consultation. These email addresses had been collected during the first phase of consultation – where people had said they would like to be kept updated on this project.

Other Communication

A total of 48 local groups and 36 statutory organisations as well as ward Councillors, were contacted by email or post.

As well as this activity, social media was used by Westminster City Council (@CityWestminster), Baker Street Quarter Partnership (@BakerStreetQ) and TfL to publicise the consultation.

Baker Street Quarter Partnership (BSQP) Communications

BSQP used a number of other communications channels to publicise the consultation. These included:

- Neighbourhood Newsletter - Print edition, circulated to 7000 local residents and businesses
- Two lead articles in their weekly newsletter
- Regular social media activity
- Promotion of the exhibition at their Food Market event
- Direct emails to board and steering group members to encourage completion (approx. 40 contacts)
- Raised in board and steering group meetings (approx. 40 contacts)
- Face to face, one to one member meetings (approx. 20).
- Homepage content on our website
- Webpage

The Portman Estate Communications

The Portman Estate was also involved in publicising the consultation via its website and emails:

- A feature on the homepage of the website, encouraging visitors to have their say
- Email to around 450 tenants in the immediate area (residents, hotels, clubs, retailers, offices and restaurants)
- Provided an overview of plans and encouraged tenants to take part during presentations/meetings

TfL Communications

During the consultation TfL supported communication of this phase via:

- Quote in the Baker Street Two Way press release in West End Extra
- Social media (tweets), linking to the www.bakerstreetwoway.co.uk website

Marylebone Association

- Newsletter – with a reach of just under 1,000 email addresses, 75% of which are residents and 25% businesses and other parties. Plus other activities.

St Marylebone Society

- Emails during the consultation period to c300 recipients

North Marylebone Traffic Group

- Emails sent to members during the consultation period

Marylebone Community First

- Emails sent to members during the consultation period

4. Responses to the Consultation

This public consultation received 525 responses from residents, workers, visitors, businesses and organisations. A breakdown of the feedback received is summarised below.

Consultation Questionnaire

The consultation questionnaire was available both online via the bakerstreettway.co.uk website, as well as in hard copy at all the exhibitions, Church Street Library, Marylebone Library. Hard copies were also available on request to both individuals and groups.

In total 525³ people responded to the questionnaire, of which 303 were residents (58%), 130 were regular visitors (25%), 87 were local employees (17%), 39 were business owners and 16 were stakeholders groups⁴ (3%).

A high proportion of those who responded as a visitor to the area are cyclists and were able to rally support for cycling issues and measures in the questionnaire response. London Cycling Campaign's website offered suggested answers to the consultation questionnaire, asking all those who responded to oppose all proposals on the grounds of cycling related issues. These suggested answers can be seen in individual responses from visitors throughout the questionnaire.

The vast majority of responses were made online (469), whilst the rest were received on paper (56).

Business Responses

There was a mix of businesses who responded to the consultation from the office, retail, food and beverage, leisure and other sectors.

Stakeholder Responses

Westminster City Council Councillors, Resident's Associations and Statutory Section 6 Consultees were contacted as part of this consultation. The full list of Section 6 stakeholders contacted about the consultation can be found at the back of this report.

In addition, responses were also received via the following channels:

Email and Letter Responses

61 emails and letters were received during the consultation from a mix of residents, resident's associations business and interest groups

Exhibition Attendance

Approximately 230 people attended the two exhibitions held during the consultation period.

³ The total of respondents is higher than the total number of questionnaire responses. This is due to respondents being able to tick more than one option regarding whether they are a resident, worker, visitor, business owner and/or from a stakeholder group

⁴ Representatives from Residents Associations/Amenity Societies/Statutory Consultees

Analysis Methodology

Some of the questions in the consultation questionnaire allowed the respondent to tick multiple answers. Therefore in some of the analysis the sum of the response to a question may be higher than 100%. In other cases, the total response to a single answer question may add up to slightly over 100% due to rounding of decimal points.

All the open ended questions in the consultation questionnaire were coded into themes to allow the responses to be quantified. This encompassed reading every response to these questions and creation of a code frame.

4.1 Questionnaire Response Analysis

The consultation questionnaire asked respondents' views about specific elements of the proposals. This section details the response received to the consultation questionnaire. Analysis is reported in the order of the questionnaire.

Not every respondent answered every question, therefore within this analysis those who did not respond to a question are reported as 'blanks' within the data. When calculating totals within the data for support and opposition to plans, figures have been rounded to the nearest whole number.

A number of questions received duplicate responses from over 100 cyclists (identifying themselves as visitors). These have been treated as individual responses. These respondents opposed all suggested design changes due to the lack of segregated cycling facilities. The comments made by cyclists during the second consultation were similar to the objections they made during the first consultation.

London Cycling Campaign's website offered suggested answers to the consultation questionnaire, asking all those who responded to oppose all proposals on the grounds of cycling related issues. These suggested answers can be seen in individual responses from visitors throughout the questionnaire.

Question 1: Taunton Place /A41 Gloucester Place Junction

During the July 2015 consultation, concerns were raised that the original proposed design allows a right turn from Park Road into Taunton Place thereby encouraging a rat-run for through traffic towards Harewood Avenue. In the alternative design it is proposed to provide a new traffic island that will prevent this right turn. Respondents were asked whether they support the alternative proposed design for this junction.

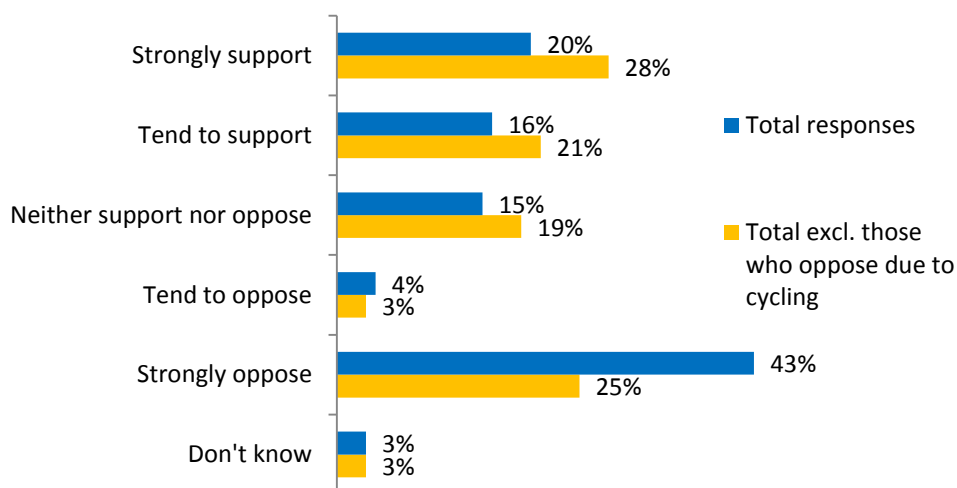
Across the total responses to this question, 20% strongly support the alternative proposed design, with 16% saying they tend to support it. However, there are a higher proportion of respondents who oppose the alternative proposed design with 43% of those who responded saying they strongly oppose it, while 4% said they tend to oppose it.

When we analyse the responses excluding those who oppose the proposals due to cycling, we see a very different picture, with far higher support. 28% of these respondents strongly support the alternative proposed design, with 21% saying they tend to support it. A far lower proportion oppose

the alternative proposed design, with 25% saying they strongly oppose it and 3% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?

446 respondents answered this question, 79 left this question blank.



Source: 446 total responses and 321 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	446	321	243	75	121	35	14
Strongly support	20%	28%	26%	27%	3%	26%	14%
Tend to support	16%	21%	20%	16%	6%	14%	0%
Neither support nor oppose	15%	19%	18%	13%	4%	26%	29%
Tend to oppose	4%	3%	4%	5%	4%	6%	0%
Strongly oppose	43%	25%	28%	35%	82%	29%	57%
Don't know	3%	3%	3%	4%	1%	0%	0%
Support	36%	49%	46%	43%	9%	40%	14%
Oppose	46%	29%	33%	40%	86%	34%	57%
Net support	-11%	20%	13%	3%	-75%	6%	-43%

Q: Please explain in summary why you support or oppose the alternative proposed design.

286 left a comment of some nature. 164 respondents left comments providing a reason for opposition. 102 respondents left comments providing a reason for support.

The top most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left a comment in opposition(164)	% of all respondents who left a comment (286)
Cycling comment	87	53%	30%
Perceived increase in traffic congestion	28	17%	10%
General opposition	20	12%	7%
Concern over impact on pollution	18	11%	6%

Among those who say they oppose the new alternative proposal due to cycling related issues, they were most likely to say: there is a need for segregated cycle lanes, there are CLoS⁵ 'critical fails', there are 'left hook' issues for cyclists and that both old and new proposals are insufficient for cyclists.

General opposition comments centred on a feeling that a two way system will not bring any benefits and that the current system works well. Concerns were also raised specifically about Rossmore Road and Harewood Avenue being turned into 'rat runs'.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (102)	% of all respondents who left a comment (286)
Decreases rat running on residential and side roads	55	54%	21%
New proposal is an improvement/deals with issues from previous proposal	29	28%	11%
This is safer for pedestrians	13	13%	5%

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Potential increase in traffic on Rossmore Road and Harewood Avenue due to the proposed right turn from Park Road onto Rossmore Road - there is predicted to be a minor net increase in traffic flow on Rossmore Road and Harewood Avenue as local traffic seeks a more convenient and shorter route to the Marylebone area, but this is unlikely to be through traffic to Marylebone Road because there is no change to the traffic capacity at the Harewood Avenue/ Marylebone Road junction, and strategic traffic is expected to remain on Baker Street. The post-implementation monitoring strategy provides for a review of traffic flow changes on this route, and any adverse impacts will result in consideration

⁵ Cycling Level of Service

of further mitigation measures. Any impact on Church Street area will also be monitored as part of this strategy.

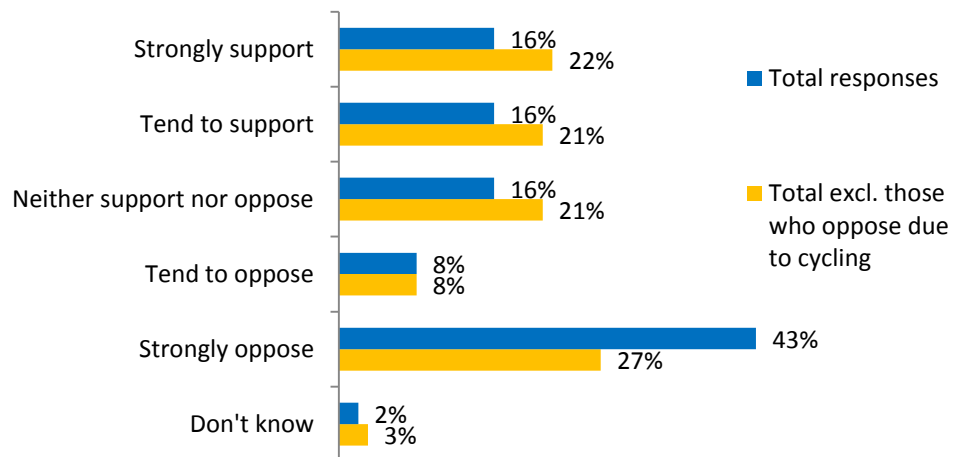
Question 2: Ivor Place / A41 Gloucester Place Junction

During the July 2015 consultation, concerns were raised that the original proposed design allows a right turn from Gloucester Place into Ivor Place, thereby encouraging a rat-run for through traffic towards Harewood Avenue. In the alternative design, it is proposed to provide a new traffic island which will discourage this right turn. If, following monitoring of the scheme, it is found that the right turn is still an issue then further mitigation can be considered. Respondents were asked whether they support the alternative proposed design for this junction.

Across the total responses to this question, 16% strongly support the alternative proposed design, with 16% saying they tend to support it. However, there are a higher proportion of respondents who oppose the alternative proposed design with 43% of those who responded saying they strongly oppose it, while 8% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, shows a very different result. 22% of these respondents strongly support the alternative proposed design, with 21% saying they tend to support it. A far lower proportion oppose the alternative proposed design, with 27% saying they strongly oppose it and 8% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?
443 respondents answered this question, 82 left it blank.



Source: 443 total responses and 317 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total – excl. those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	443	317	243	75	121	32	14
Strongly support	16%	22%	21%	17%	2%	22%	14%
Tend to support	16%	21%	19%	21%	5%	16%	7%
Neither support nor oppose	16%	21%	16%	23%	5%	31%	14%
Tend to oppose	8%	8%	10%	3%	6%	0%	7%
Strongly oppose	43%	27%	30%	35%	81%	31%	57%
Don't know	2%	3%	2%	1%	1%	0%	0%
Support	32%	43%	40%	39%	7%	38%	21%
Oppose	51%	34%	41%	37%	87%	31%	64%
Net support	-19%	8%	-1%	2%	-80%	7%	-43%

Q. Please explain in summary why you support or oppose the alternative proposed design.

268 respondents left a comment of some nature here. 163 respondents left comments providing a reason for opposition. 82 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left a comment in opposition (163)	% of all respondents who left a comment (268)
Cycling comment	74	45%	28%
Concern over rat-running	21	13%	8%
Perceived increase in traffic congestion	17	10%	6%
General opposition	13	8%	5%

Those who say they oppose the new alternative proposal due to cycling reasons were most likely to say: they have general safety concerns with the new proposals, there are CLoS 'critical fails', there are no segregated cycle lanes, there are pinch points which will create conflict between motorists and cyclists.

Among those who say they oppose the new alternative proposals respondents were most likely to say: they reject the whole proposal, the current system works fine, the proposal will increase congestion.

Concerns were also raised about the potential for rat running on Ivor Place, Glentworth Street, Melcombe Street and Balcombe Street. Five respondents also mentioned that they would prefer Ivor Place to remain two way.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (82)	% of all respondents who left a comment (268)
Decreases rat running on residential and side roads	42	51%	16%
This is safer for pedestrians	13	16%	5%
New proposal is an improvement/deals with issues from previous proposal	10	12%	4%

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Rat-run on Ivor Place (and Balcombe Street) still a concern – in order to achieve a benefit in terms of traffic reduction on Melcombe Street and through Dorset Square, local traffic must be permitted to enter the Marylebone area from the Gloucester Place southbound approach from Park Road, though this route will be discouraged through use of traffic calming measures such as the new traffic refuge on Gloucester Place and a new Zebra crossing and raised entry treatment at the junction of Balcombe Street and Melcombe Street. The post-implementation monitoring strategy provides for a review of traffic flow changes on this route, and any adverse impacts will result in consideration of further mitigation measures.

Ivor Place one –way – The current proposals relocate the Zebra crossing to the north side of the junction and introduce a new pedestrian crossing refuge, which makes the left-turn out of Ivor Place problematic for vehicles larger than a car. It is difficult to ban left-turn movements, and so a solution is to only permit cyclists eastbound on Ivor Place beyond Linhope Street. Access to Gloucester Place will be possible from Huntsworth Mews. This is certainly not intended to encourage use of Ivor Place as a rat-run, and other proposed features (such as the Zebra crossing over Balcombe Street) will mean that it would take longer to use this route than the prescribed route via Baker Street. This proposal is not critical to the delivery of the scheme, and if necessary can be reconsidered at detailed design stage. The post-implementation monitoring strategy provides for a review of traffic flow changes on this route, and any adverse impacts will result in consideration of further mitigation measures.

Rat-run on Glentworth Street – The previous scheme design proposed closure of the Ivor Place junction with Park Road, which meant that the only route out of the area was along Glentworth Street. However the changes mean that traffic can now continue to exit onto Park Road. A rat-run on Glentworth Street would only be used if it provided an advantage in terms of journey time, and it has been demonstrated that this would not be the case. This route will be monitored as part of the post-implementation monitoring strategy and any adverse impacts will result in consideration of further mitigation measures.

Pinch point for cyclists – The north-south cycle route is intended to link with the Outer Circle of Regents Park, and so cyclists would be expected to be turning between Gloucester Place and Ivor Place, rather than travelling through the road sections each side of the proposed refuge island on Gloucester Place. Nevertheless, cyclists will undoubtedly travel on the section of Gloucester Place north of Ivor Place but the carriageway widths both northbound and southbound are proposed to be around 3.5m wide, which is the same as the traffic lane widths to the north of the junction, where there is parking on both sides of the road.

Question 3: Ivor Place /A41 Park Road Junction

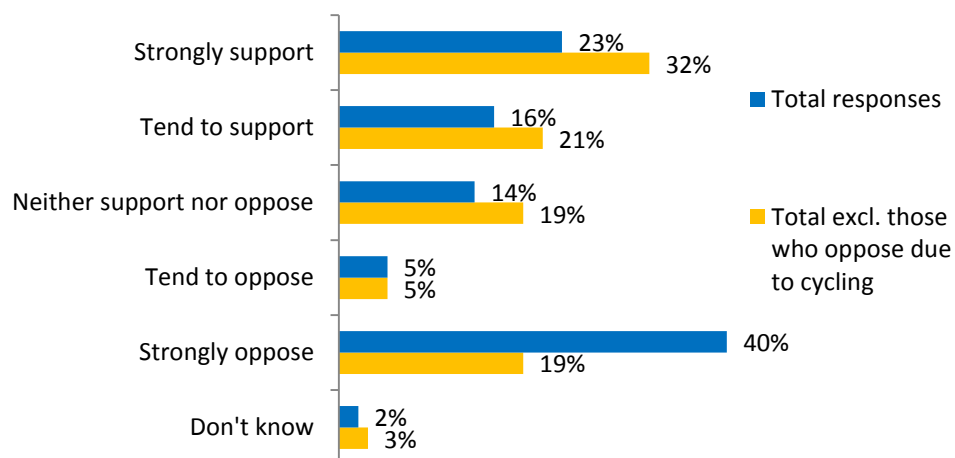
During the July 2015 consultation, concerns were raised that the proposed closure of this junction to general traffic would result in an unacceptable increase in traffic on Glentworth Street and Chagford Street and would disrupt day-to-day functioning of Francis Holland School. The alternative design proposes to maintain vehicle access from Ivor Place to Park Road while providing cycling facilities between Regent’s Park and Ivor Place. Respondents were asked whether they support the alternative proposed design for this junction.

Across the total responses to this question, 23% strongly support the alternative proposed design, with 16% saying they tend to support it. However, there are a higher proportion of respondents who oppose the alternative proposed design. 40% of those who responded said they strongly oppose it, while 5% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, shows higher support than opposition to the proposal. 32% of these respondents strongly support the alternative proposed design, with 21% saying they tend to support it. A far lower proportion oppose the alternative proposed design, with 19% saying they strongly oppose it and 5% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?

445 respondents answered this question, 80 left it blank.



Source: 445 total responses and 320 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total – excl. those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	445	320	244	76	121	32	14
Strongly support	23%	32%	33%	18%	4%	19%	21%
Tend to support	16%	21%	18%	21%	4%	25%	7%
Neither support nor oppose	14%	19%	18%	13%	0%	25%	21%
Tend to oppose	5%	5%	5%	11%	6%	9%	0%
Strongly oppose	40%	19%	22%	36%	86%	22%	50%
Don't know	2%	3%	4%	1%	0%	0%	0%
Support	39%	53%	51%	39%	8%	44%	29%
Oppose	45%	24%	26%	46%	92%	31%	50%
Net support	-6%	29%	25%	-7%	-84%	13%	-21%

Q. Please explain in summary why you support or oppose the alternative proposed design.

264 left a comment of some nature here. 151 respondents left comments providing a reason for opposition. 94 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (151)	% of all respondents who left a comment (264)
Cycling comment	97	64%	37%
Perceived increase in traffic congestion	14	9%	5%
Concern over impact on pollution	11	7%	4%
General opposition	10	7%	4%

Most common comments among those opposing the new alternative proposal due to issues with cycling facilities were: general safety concerns with the new proposals and that the previous proposals were better, the removal of the segregated cycle lanes is a problem, they prefer the previous plans, there are CLoS 'critical fails', and all new and old proposals are not sufficient for cyclists. Some also mentioned the issues of having parked cars on advisory cycle lanes.

There were also suggestions that a yellow box be inserted at this junction.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a	% of all respondents who
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	comment in support (94)	left a comment (264)
New proposal is an improvement/deals with issues from previous proposal	41	16%
Better/safer for pedestrians	27	10%
Decreases rat running on residential and side roads	13	5%

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Removal of segregated cycle facility – the only method of achieving complete segregation for cyclists at this location is to close Ivor Place at the junction of Park Road, however this proposal received strong objection and was likely to result in traffic impact that was considered unacceptable to residents and the school. The alternative proposal maintains a good degree of segregation at the Ivor Place junction, and wide advisory cycle lanes are proposed on Park Road up to the junction at Clarence Gate. This form of cycle infrastructure is consistent with that being provided on the rest of the route along Gloucester Place. Also, traffic flow on this section of Park Road is expected to reduce as a consequence of the two way scheme, thus reducing vehicle/cyclist conflict.

Parked cars next to advisory cycle lanes – the advisory cycle lane on the south side of Park Road passes a resident parking bay, yet the road is wide enough to provide a buffer zone of 0.5m, as recommended in the London Cycling Design Standards. The proposed advisory cycle lane includes this buffer zone.

Question 4: Clarence Gate / A41 Park Road Junction

As a consequence of the changes proposed on Ivor Place/ Park Road junction, it is possible to improve the junction design at Clarence Gate/ Park Road junction by providing a green man at all crossings with a countdown timer and a new diagonal crossing. Cyclists wanting to access Park Road from Clarence Gate will receive an 'early release' green signal at the junction, which will provide a 4 second head start for cyclists before following traffic receives a green signal. Respondents were asked whether they support the alternative proposed design for this junction.

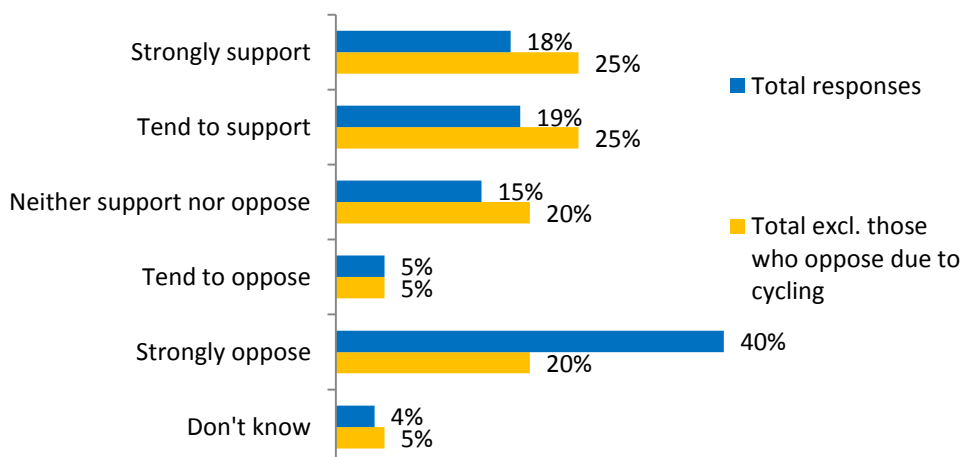
Across the total responses to this question, 18% strongly support the alternative proposed design, with 19% saying they tend to support it. However, there are a higher proportion of respondents who oppose the alternative proposed design. 40% of those who responded said they strongly oppose it, while 5% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, again shows higher support than opposition to the proposal. 25% of these respondents strongly support the

alternative proposed design, with 25% saying they tend to support it. A far lower proportion oppose the alternative proposed design, with 20% saying they strongly oppose it and 5% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?

444 respondents answered this question, 81 left it blank.



Source: 444 total responses and 317 responses due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	444	317	243	75	121	32	15
Strongly support	18%	25%	23%	21%	4%	16%	20%
Tend to support	19%	25%	25%	21%	3%	31%	0%
Neither support nor oppose	15%	20%	20%	9%	2%	31%	20%
Tend to oppose	5%	5%	4%	7%	5%	3%	0%
Strongly oppose	40%	20%	22%	39%	83%	19%	60%
Don't know	4%	5%	5%	3%	2%	0%	0%
Support	37%	51%	49%	43%	7%	47%	20%
Oppose	45%	25%	26%	45%	88%	22%	60%
Net support	-8%	25%	23%	-2%	-81%	25%	-40%

Q. Please explain in summary why you support or oppose the alternative proposed design.

243 left a comment of some nature here. 143 respondents left comments providing a reason for opposition. 83 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (143)	% of all respondents who left a comment (243)
Cycling comment	81	57%	33%
Perceived increase in traffic congestion	12	8%	5%
Concern over impact on pollution	6	4%	2%
Dangerous for pedestrians	6	4%	2%

Among those who say they oppose the new alternative proposal due to cycling reason were most likely to say: they have general safety concerns with the new proposals, there are no segregated cycle lanes, there are CLoS ‘critical fails’, they prefer the previous plans, and there are left hook issues.

Other comments suggested that the toucan crossing (shared cyclist and pedestrian) should be reinstated to make this safer for cycling. It was mentioned that the new proposal would make it particularly difficult for cyclists heading north to access Regent’s Park.

Again, some respondents also mentioned the issues of having parked cars on advisory cycle lanes and suggested that a yellow box be inserted at this junction.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (83)	% of all respondents who left a comment (243)
Safer for pedestrians	31	37%	13%
New proposal is an improvement/deals with issues from previous proposal	25	30%	10%
This is a better option for cycling	23	28%	9%

Officer’s Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, ‘left hook’ issue and ‘critical fails’ of ‘Cycling Level of Service’ have also been addressed in this section.

Specific Concerns

Access to Regent’s Park for northbound cyclists – it is recognised that northbound cyclists from Baker Street might wish to enter The Regent’s Park at Clarence Gate. Westminster City Council is considering design changes to facilitate this movement. This proposed change has been shown indicatively on drawings and will be finalised in detailed design.

Parked cars next to advisory cycle lanes – safety concern - the advisory cycle lane on the south side of Park Road passes a resident parking bay, yet the road is wide enough to provide a buffer zone of 0.5m, as recommended in the London Cycling Design Standards. The proposed cycle lane includes this buffer zone. Also, traffic flow on this section of Park Road is expected to reduce as a consequence of the two way scheme, thus reducing vehicle/cyclist conflict.

Yellow box junction - a yellow box junction is only required in certain congested traffic conditions when blocking back might occur on a regular basis. Detailed traffic modelling demonstrates that traffic congestion is removed from Park Road and Baker Street, because a proportion transfers onto Gloucester Place.

Question 5: Melcombe Place, Dorset Square and Melcombe Street

As part of the original proposed design, it was proposed to improve pedestrian crossing facilities at the Baker Street/ Melcombe Street junction and the Gloucester Place/ Dorset Square junction. In addition, it was proposed to increase the footway areas on the southeast and southwest corners of Dorset Square. During the consultation, various comments were received that the scheme could perhaps include improved pedestrian facilities between Marylebone Station and Baker Street station. Hence, in addition to the measures mentioned above, the following additional measures are also proposed:

- Footway build-outs and raised surface junction treatments
- Broader zebra crossing on Melcombe Place
- Raised surface junction treatment and option to provide zebra crossing at Balcombe Street/ Dorset Square junction
- Footway widening on southern side of Melcombe Street

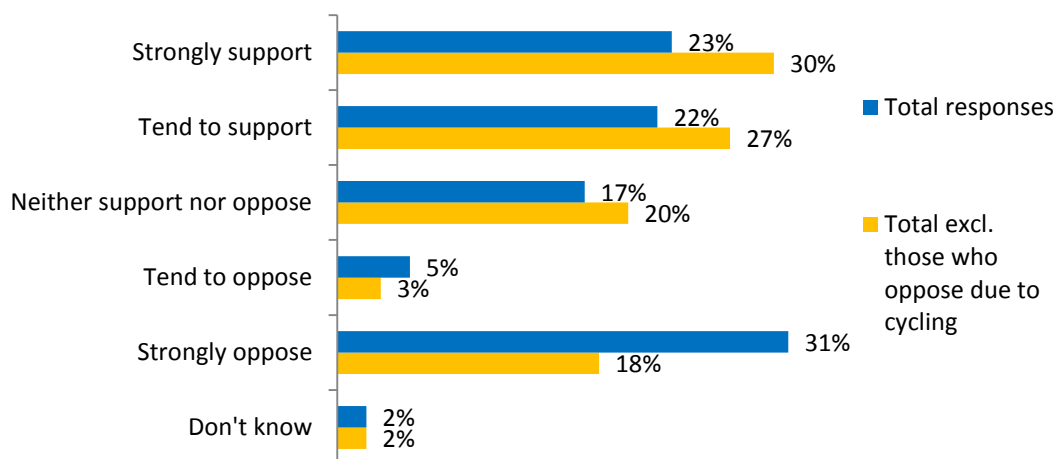
Respondents were asked whether they support the alternative proposed design for this junction.

Across the total responses to this question, 23% strongly support the alternative proposed design, with 22% saying they tend to support it. 31% of those who responded said they strongly oppose it, while 5% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, paints a different picture. 30% of these respondents strongly support the alternative proposed design, with 27% saying they tend to support it. A lower proportion oppose the alternative proposed design, with 18% saying they strongly oppose it and 3% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?

443 respondents answered this question, 82 left it blank.



Source: 443 total responses and 318 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	443	318	243	74	120	32	15
Strongly support	23%	30%	29%	27%	8%	22%	20%
Tend to support	22%	27%	26%	23%	13%	31%	0%
Neither support nor oppose	17%	20%	18%	15%	7%	28%	47%
Tend to oppose	5%	3%	4%	5%	9%	0%	7%
Strongly oppose	31%	18%	21%	28%	63%	16%	27%
Don't know	2%	2%	2%	1%	1%	3%	0%
Support	45%	57%	54%	50%	21%	53%	20%
Oppose	36%	21%	25%	34%	72%	16%	33%
Net support	9%	36%	29%	26%	-51%	37%	-13%

Q. Please explain in summary why you support or oppose the alternative proposed design.

210 left a comment of some nature here. 89 respondents left comments providing a reason for opposition. 96 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (89)	% of all respondents who left a comment (210)
Cycling comment	35	39%	17%
Concern over impact on pollution	9	10%	4%
Perceived increase in traffic congestion	9	10%	4%
General opposition	6	7%	3%

Among those who say they oppose the new alternative proposal due to cycling reason were most likely to say: they have general safety concerns with the new proposals, both new and old proposals are insufficient for cyclists, there are no segregated cycle lanes, there are pinchpoints which create conflict between cyclists and motorists and there are CLOS ‘critical fails’.

Concerns were raised about relocating the coach stop at Dorset Square. Concerns were also raised in relation to the raised zebra crossing – some feel there is no need for another crossing while others feel the raised surface will be too visually dominant in this conservation area.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (96)	% of all respondents who left a comment (210)
Safer for pedestrians	62	65%	30%
New proposal is an improvement/deals with issues from previous proposal	18	19%	9%
This will slow traffic down	7	7%	3%

Officer’s Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, ‘left hook’ issue and ‘critical fails’ of ‘Cycling Level of Service’ have also been addressed in this section.

Specific Concerns

Pinch point for cyclists – along Melcombe Street, it is proposed to narrow carriageways in order to widen footways and improve pedestrian comfort levels, which aims to accommodate the existing high level of pedestrians and the predicted growth in pedestrian footfall along the corridor and minimise risks to pedestrians. The traffic lanes will be around 3m wide, which means that cyclists would adopt the primary position, as recommended by the British Cycling Federation. Narrowing of the roads around the junctions with Great Central Street and Balcombe Street help to calm traffic, making it safer for cyclists.

Coach stop at Dorset Square – it is proposed to relocate the coach stop on Gloucester Place to the same location as the existing bus Stops T and U, which currently provide for all northbound bus services. Northbound buses will be largely relocated onto Baker Street and will no longer stop at the Dorset Square bus stop. Traffic capacity constraints will mean that it is not considered feasible to locate all bus and coach services onto Baker Street.

Zebra crossing at Balcombe St/ Melcombe St junction – the proposed measures are intended to encourage pedestrians to use the northern footway along Melcombe Street, particularly following the expected growth in pedestrian footfall. This will be achieved by widening the footway and prioritising pedestrian movement where possible. The Zebra crossing over Balcombe Street provides pedestrian priority, which in turn discourages vehicular traffic from using Balcombe Street as a potential southbound rat-run.

Balcombe Street and Glentworth Street as alternative cycle routes to Gloucester Place (north of Marylebone Road) – it is recognised that the proposal for mandatory cycle lanes on Gloucester Place between Melcombe Street and Ivor Place will reduce parking along the corridor. Comments have been received from cycling stakeholders and residents suggesting an alternative route comprising of contra flow cycle lane on Melcombe Street and two-way cycling on Glentworth Street (with no impact on parking), and contra flow cycling on Balcombe Street. This proposed design is being developed and is shown indicatively on drawings. It will be considered at detailed design stage in consultation with stakeholders.

Question 5 (continued): Dorset Square Further Footway Widening

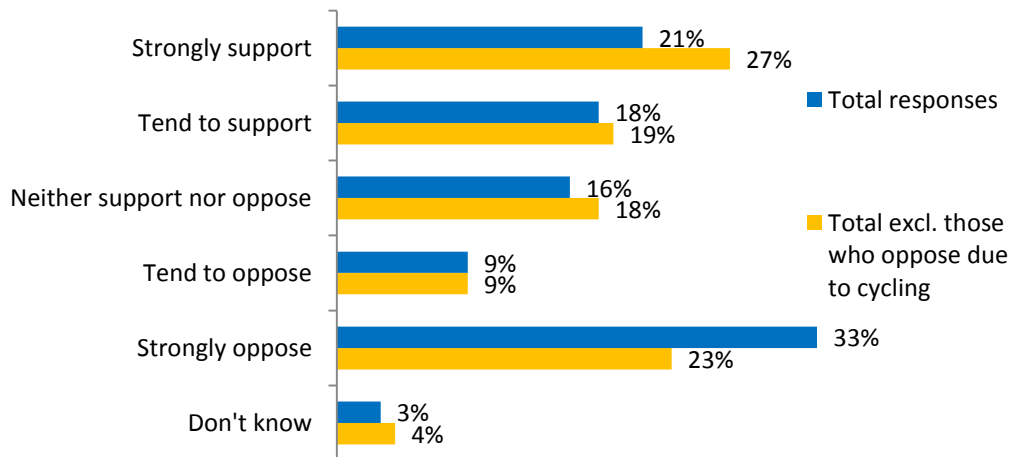
Under the original proposals, the footway on Dorset Square south is proposed to be widened by 0.7m to 1.0m. It has been suggested that it can be widened further, by another 1m to 2m, if parking is removed and the cycle hire stand is relocated from the south side of Dorset Square. Respondents were asked whether they support the alternative proposed design for this junction.

Across the total responses to this question, 21% strongly support the alternative proposed design, with 18% saying they tend to support it. However, there are a slightly higher proportion of respondents oppose the alternative proposed design, with 33% of those who responded saying they strongly oppose it, while 9% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, shows support is higher than opposition to the proposal. 27% of these respondents strongly support the alternative proposed design, with 19% saying they tend to support it. A far lower proportion oppose the alternative proposed design, with 23% saying they strongly oppose it and 9% saying they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B above)?

444 respondents answered this question, 81 left it blank.



Source: 444 total responses and 319 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while workers in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	444	319	242	76	121	32	15
Strongly support	21%	27%	26%	25%	10%	13%	20%
Tend to support	18%	19%	19%	22%	12%	19%	7%
Neither support nor oppose	16%	18%	15%	18%	7%	34%	40%
Tend to oppose	9%	9%	9%	9%	11%	16%	7%
Strongly oppose	33%	23%	28%	24%	60%	16%	27%
Don't know	3%	4%	5%	1%	1%	3%	0%
Support	39%	46%	44%	47%	22%	31%	27%
Oppose	42%	32%	36%	33%	70%	31%	33%
Net support	-3%	14%	8%	14%	-48%	0%	-6%

Q. Please explain in summary why you support or oppose the alternative proposed design.

208 left a comment of some nature here. 109 respondents left comments providing a reason for opposition. 76 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (109)	% of all respondents who left a comment (208)
Loss of parking unacceptable	44	40%	21%
Cycling comment	26	24%	13%
No need to widen footpath	11	10%	5%
Perceived increase in traffic congestion	10	10%	5%

Among those who say they oppose the new alternative proposal due to cycling reason were most likely to say: there are no segregated cycle lanes, they have general safety concerns with the new proposals, both new and old proposals are insufficient for cyclists, there are CLoS ‘critical fails’ and there are left hook issues.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (76)	% of all respondents who left a comment (208)
Safer/better for pedestrians	45	59%	22%
Public space is being better used for pedestrians and cycling than parking	7	9%	3%

Officer’s Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, ‘left hook’ issue and ‘critical fails’ of ‘Cycling Level of Service’ have also been addressed in this section.

Specific Concerns

Loss of parking bays – it is recognised that further widening of the footway on the north side of Melcombe Street will inevitably result in the loss of some parking. An alternative cycle route on Balcombe Street and Glentworth Street is being considered which will help in retaining parking and loading on Gloucester Place. These proposed measures will be developed further at detailed design stage.

Cycle Hire stand location – it is recognised that further widening of the footway on the north side of Melcombe Street will inevitably result in the requirement to relocate the cycle hire stand. Westminster City Council is investigating alternative locations within the new footway area so that the stand stays close to the station.

Question 6 and 7: A501 Marylebone Road / A41 Gloucester Place Junction

The next question asked respondents to view the following two plans (sections 6 and 7) in succession, reviewing the advantages and disadvantages before answering the question. This was due to the relationship between the retention or removal of the left turn from Gloucester Place northbound onto Marylebone Road and the ability to provide a straight-across crossing. Respondents were asked whether they support the alternative proposed design for this junction.

During the July 2015 consultation, concerns were raised that the banned left turn from Gloucester Place (for northbound traffic) onto Marylebone Road westbound (towards A40) will result in increased rat-running through local roads. An alternative design is therefore proposed which retains the left turn from Gloucester Place northbound onto Marylebone Road.

A501 Marylebone Road / Balcombe Street / Upper Montagu Street junction

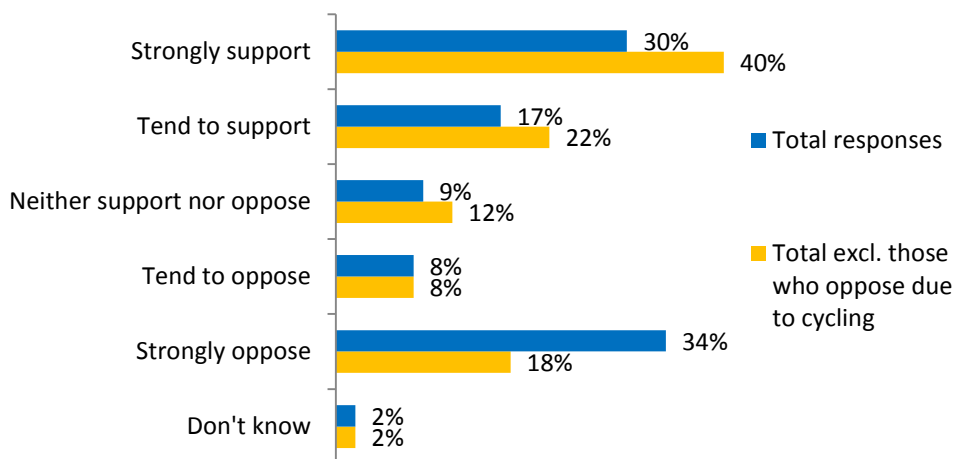
If the left turn from Gloucester Place northbound onto Marylebone Road is retained, then the straight-across crossing on Marylebone Road to the west of Gloucester Place cannot be provided without adversely affecting traffic operation. It is therefore proposed that a straight-across crossing is provided at the Marylebone Road/ Balcombe Street junction to improve the pedestrian crossing facilities over Marylebone Road.

Across the total responses to this question, 30% strongly support the alternative proposed design, with 17% saying they tend to support it. A lower proportion of respondents oppose the alternative proposed design, with 34% of those who responded saying they strongly oppose it, while 8% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, shows three in five as supporting the proposal. 40% of these respondents strongly support the alternative proposed design, with 22% saying they tend to support it. 18% say they strongly oppose it and 8% say they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposals to retain the left turn from Gloucester Place northbound onto Marylebone Road and an alternative straight-across crossing between Marylebone Road and Balcombe Street?

478 respondents answered this question, 47 left it blank.



Source: 478 total responses and 354 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/stakeholder/campaign group
No. of responses	478	354	268	79	125	35	16
Strongly support	30%	40%	40%	33%	8%	34%	25%
Tend to support	17%	22%	21%	15%	6%	17%	6%
Neither support nor oppose	9%	12%	11%	8%	2%	23%	13%
Tend to oppose	8%	8%	6%	18%	8%	3%	13%
Strongly oppose	34%	18%	20%	25%	74%	23%	44%
Don't know	2%	2%	2%	1%	2%	0%	0%
Support	47%	61%	61%	48%	14%	51%	31%
Oppose	42%	25%	26%	43%	82%	26%	56%
Net support	5%	36%	35%	5%	-68%	25%	-25%

Q. Please explain in summary why you support or oppose the alternative proposed design.

293 left a comment of some nature here. 138 respondents left comments providing a reason for opposition. 137 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (138)	% of all respondents who left a comment (292)
Cycling comment	71	51%	24%
Perceived increase in traffic congestion	17	12%	6%
General opposition	14	10%	5%
Concern over impact on pollution	10	7%	3%
Traffic island not needed	10	7%	3%

Among those who say they oppose the new alternative proposal due to cycling reason were most likely to say: they have general safety concerns with the reinstatement of the left turn, there are CLoS 'critical fails', there are left hook issues, there are safety issues with cyclists turning right on Gloucester Place and there are no segregated cycle lanes.

There were some suggestions that the petrol station site (North East corner) compounds the issue of coach stop location and pedestrian crossing locations on Gloucester Place.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (137)	% of all respondents who left a comment (292)
New proposal is an improvement/deals with issues from previous proposal	49	36%	17%
Decreases rat running on residential and side roads	47	34%	16%
Safer for pedestrians	27	20%	9%

Officer's Response

Response to general concerns for eg. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Left hook issues – it is recognised that permitting the left turn from Gloucester Place onto Marylebone Road results in a potential risk to northbound ahead cyclists from left-turning vehicles. It should be noted that this potential risk arises from driver and cyclist behaviour i.e. lack of driving with due care and attention. A range of options to mitigate the potential risk to cyclists has been considered by City of Westminster and TfL cycle design engineers. It has been concluded that an un-segregated early release is the most suitable facility at this location. This provides the opportunity for cyclists waiting at the stop line to receive a head start over potentially conflicting following traffic. A more detailed response is provided in Section 8 of this report.

Right turn traffic from Marylebone Road onto Upper Montagu Street - it is recognised that there is a local concern that southbound traffic may transfer onto Upper Montagu Street. It is not proposed to increase the right turn capacity from Marylebone Road onto Upper Montagu Street southbound. It is therefore not expected to be a significant increase in traffic turning right at that junction. Monitoring is proposed at the Marylebone Road junction and at Upper Montagu Street to identify any potential changes to traffic flow as a consequence of the scheme proposals. This route will be monitored as part of the post-implementation monitoring strategy and any adverse impacts will result in consideration of further mitigation measures.

Question 8: York Street / A41 Gloucester Place Junction

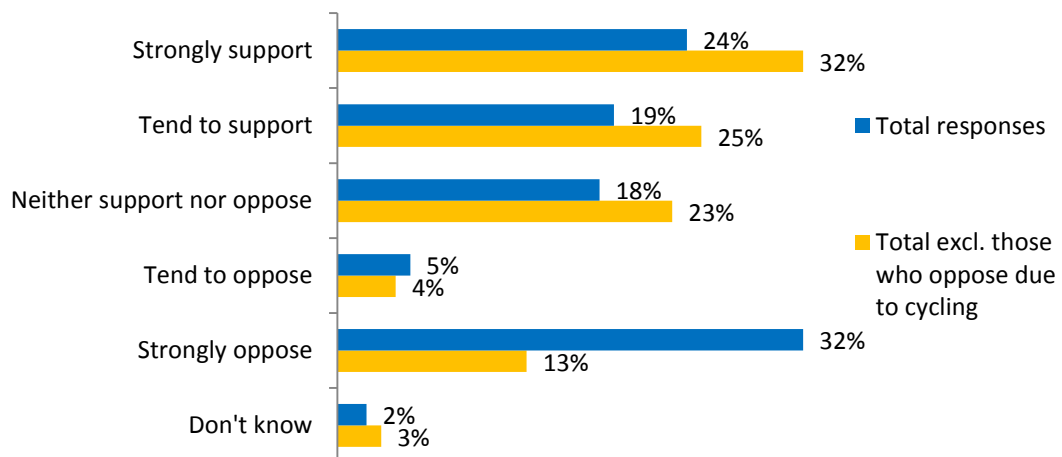
During the July 2015 consultation, concerns were raised that making York Street one way (west of Gloucester Place) would encourage rat-running traffic on that road, especially if the left turn on Gloucester Place/ Marylebone Road junction is to be banned. The alternative design proposes to retain two way traffic on York Street. Respondents were asked whether they support the alternative proposed design for this junction.

Across the total responses to this question, 24% strongly support the alternative proposed design, with 19% saying they tend to support it. A lower proportion of respondents oppose the alternative proposed design, with 32% of those who responded saying they strongly oppose it, while 5% said they tend to oppose it.

Analysis of the responses excluding those who oppose the proposals due to cycling, shows less than one in five of this group oppose the proposal. 32% of these respondents strongly support the alternative proposed design, with 25% saying they tend to support it. 13% say they strongly oppose it and 4% say they tend to oppose it.

Q. To what extent do you support or oppose the alternative proposed design (section B. above)?

469 respondents answered this question, 56 left it blank.



Source: 469 total responses and 344 responses excluding those who oppose due to cycling to the Baker Street and Gloucester Place Two Way Project Public Consultation, February - March 2016

Response by Respondent Type

Support and opposition to the scheme varies considerably across different respondent groups. Visitors are the most likely to oppose the alternative design, while residents in the area are most likely to support it. When we exclude the visitor group who responded with opposition due to lack of segregated cycling facilities, then there is overall support for the proposed change.

	Total	Total - excl those who oppose due to cycling	Resident	Worker	Visitor	Business owner/ reps	Organisation/ stakeholder/ campaign group
No. of responses	469	344	258	79	125	35	15
Strongly support	24%	32%	34%	25%	6%	17%	20%
Tend to support	19%	25%	24%	18%	6%	20%	13%
Neither support nor oppose	18%	23%	21%	18%	6%	43%	33%
Tend to oppose	5%	4%	4%	6%	6%	6%	0%
Strongly oppose	32%	13%	13%	32%	76%	14%	33%
Don't know	2%	3%	3%	1%	1%	0%	0%
Support	43%	58%	58%	43%	11%	37%	33%
Oppose	37%	17%	17%	38%	82%	20%	33%
Net support	6%	41%	41%	5%	-71%	17%	0%

Q. Please explain in summary why you support or oppose the alternative proposed design.

227 left a comment of some nature here. 103 respondents left comments providing a reason for opposition. 97 respondents left comments providing a reason for support.

The most common reasons given for opposing the alternative design are listed below.

Reason for opposition	No.	% of all those who left an opposition comment (103)	% of all respondents who left a comment (227)
Cycling comment	52	50%	23%
General opposition	13	13%	6%
Dangerous for pedestrians	10	10%	4%
Concern about rat-runs	9	9%	4%

Among those who say they oppose the new alternative proposal due to cycling reason were most likely to say: they have general safety concerns with the new proposals, there are CLoS 'critical fails', there are no segregated cycle lanes, there are left hook issues, and there is a need to introduce traffic calming measures.

It was asked by some whether cyclists will be able to turn right into Gloucester Place southbound. It was felt that if cyclists are not allowed to do this, many frustrated cyclists intending to join the Gloucester Place cycle route at this point, will then find they can't turn right as they had intended.

The most common support comments are listed below.

Reason for support	No.	% of all those who left a comment in support (97)	% of all respondents who left a comment (227)
Decreases rat running on residential and side roads	43	44%	19%
New proposal is an improvement/deals with issues from previous proposal	31	32%	14%
Decreases pollution in residential streets	5	5%	2%
Safer for pedestrians	5	5%	2%

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Right turn into Gloucester Place southbound for cyclists – It is not possible to allow any traffic (including cyclists) to turn right from York Street because the pedestrian crossing over Gloucester Place needs to receive a green man at the same time, and so would conflict with this movement.

Monitoring Strategy

Respondents were then asked whether they had any comments on the proposed monitoring strategy. 220 left a comment about this. The most common themes running through the answers are listed below.

Comment	No.	% of those who left a comment (220)
General support for the monitoring strategy/ feel it is essential/important	80	36%
Questions about what will happen if issues occur with traffic/the scheme	19	9%
Asked for air quality to be monitored	19	9%
Concern that Upper Montagu Street is missing from the strategy	17	8%
Feel the monitoring strategy has to be completely unbiased/concern over transparency of the monitoring	17	8%
Feel the monitoring strategy is not detailed enough/misses some streets	11	5%
Wish cycling to be monitored	11	5%
Feel scheme is a waste of money	8	4%
Other	60	27%

Other comments consisted of; those saying they oppose the scheme generally in relation to perceived lack of cycling provision and opposition to the scheme in relation a perceived lack of benefits it will bring to residents.

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Include air quality in the monitoring strategy – the post-implementation monitoring will assess junction performance (traffic congestion) and changes in traffic flow on residential streets. This will itself provide an indication of any changes to air quality. Westminster City Council will consider the use of air quality monitoring devices across the area as part of the post implementation monitoring strategy.

Monitor increase in walking & cycling - the post-implementation monitoring will assess all traffic flows, including cyclist numbers, and the use and performance of the proposed cycle infrastructure. CCTV survey data will be collected, which would also provide the opportunity to assess pedestrian comfort levels at critical locations. Pedestrian crossing and footfall surveys will be carried out at the locations of new crossings and along sections of Baker Street where footway widening is proposed.

Monitoring on Glentworth Street – it is intended, as part of the post-implementation monitoring strategy, to assess whether or not traffic flows alter on Glentworth Street as a consequence of the scheme proposals. Any adverse impacts will result in consideration of further mitigation measures.

Monitoring on Park Road/ Rossmore Road junction and Harewood Avenue - it is intended, as part of the post-implementation monitoring strategy, to assess whether or not traffic flows alter on Rossmore Road and Harewood Avenue as a consequence of the scheme proposals. Any adverse impacts will result in consideration of further mitigation measures.

Monitoring on Upper Montagu Street, Crawford Street, Montagu Square – it is recognised that there is a local concern that southbound traffic may transfer onto Upper Montagu Street. Monitoring is proposed at the Marylebone Road junction and Upper Montagu Street to identify any potential changes to traffic flow as a consequence of the scheme proposals. Any adverse impacts will result in consideration of further mitigation measures.

Further Comments

At the end the questions about the proposals, respondents were asked if they had any further comments on the project. 416 made a further comment. The most common themes running through the answers are listed below. Although a number of comments mentioned concern about specific issues, such as pollution and congestion, not all of these respondents were opposed to the project as a whole.

Comment	No.	% of those who left a comment (417)
General opposition to the BSTW project	178	43%
Concerns about air quality/pollution	82	20%
Cycling opposition	76	18%
General support for BSTW project	69	17%
Perceived increase in traffic congestion	44	11%
Concern over increase in rat runs	39	9%
Impact on parking	31	7%
Concern over safety of pedestrians/children	15	4%
Other	55	13%

Officer's Response

Response to general concerns for e.g. one-way system works; proposed two-way will lead to traffic congestion and rat-run; impact on air quality and noise etc. has been provided in Section 8 of this report. Concerns related to lack of segregated cycling facilities, 'left hook' issue and 'critical fails' of 'Cycling Level of Service' have also been addressed in this section.

Specific Concerns

Porter Street - The scheme traffic modelling showed an increase of traffic on Porter Street and Chiltern Street south of Porter Street. However, the traffic model was constructed when the car park on Chiltern Street was still operational and so the modelling reassigned traffic onto the shortest route via Porter Street. Now that the car park has been removed, there could not be a reassignment of traffic, and so traffic flows on Porter Street are not expected to change as a consequence of the scheme proposals. Nevertheless, post-implementation monitoring will include the review of any streets where increases in traffic flow are reported. Any adverse impacts will result in consideration of further mitigation measures.

Respondent Profile and Communications

Two thirds of those who responded to the consultation questionnaire are residents (58%), 17% are workers and 25% are visitors to the area. 7% are business owners or representatives. The percentage of respondents equals more than 100% as respondents could participate in multiple capacities, e.g. as both resident and business owner.

Q: Are you completing this questionnaire as a...

	No.	%
Number of responses	525	
Resident	303	58%
Worker in the area	87	17%
Regular visitor to the area	130	25%
Business owner/representative	39	7%
Organisation/stakeholder/ campaign group	16	3%

Residents, workers and visitors were asked for their address and postcodes of their home or workplace.

Demographics

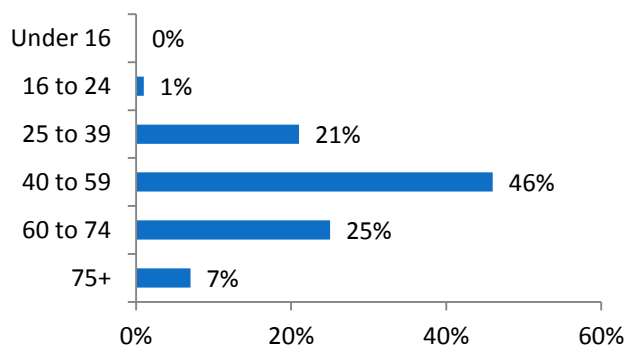
A higher proportion of males (58%) responded to the questionnaire than females (42%) although there was good representation from both genders across the respondent groups.

Q: Are you...

	No.	%
Number of responses	476	
Male	276	58%
Female	200	42%

The highest proportion of responses came from the 40 to 59 age group. There were very few responses from those aged 24 and under (1%).

Q: How old are you?



473 responded to this question.

Q: Are your day to day activities limited due to a health problem or disability?

Nine percent of respondents to this question (464 people) said their daily activities are limited due to a health problem or disability.

Businesses

Details from business representatives/owners including the name of their business, address and postcode were requested.

Q. What type of business are you?

	No.	%
Number of responses	37	100%
Office	14	38%
Retail	7	19%
Leisure	2	5%
Food & Beverage	5	14%
Other	9	24%

Modes of Transport

Respondents were asked what modes they use to travel around Baker Street and Gloucester Place. The top modes of transport used are on foot and cycling.

Q: How do you travel most often around the Baker Street/Gloucester Place area?

	TOTAL	Resident	Worker	Visitor	Business owner/ reps	Organisation/stakeholder/campaign group
Number of responses	493	288	87	126	39	3
Walk	57%	71%	51%	30%	59%	13%
Cycle	20%	5%	24%	54%	8%	6%
Car driver	7%	8%	10%	6%	10%	0%
Bus/	5%	6%	6%	2%	5%	0%
Taxi	1%	1%	3%	0%	8%	0%
Van or goods vehicle	1%	0%	0%	1%	3%	0%
Car passenger	0%	0%	1%	1%	0%	0%
Coach	0%	0%	0%	0%	0%	0%
Motorcycle/scooter	0%	0%	1%	1%	0%	0%
Other	3%	3%	3%	2%	8%	0%

Organisations

Details from organisations including their name, address and postcode and details on how many residents or businesses the organisation represents were requested.

Q: What type of organisation are you representing?

	No.	%
Number of responses	16	
Interest/pressure group	7	44%
Education/school	2	13%
Resident's Association/ Amenity Society	1	7%
Business group/Business Improvement District	0	0%
Other	6	38%

Communications

Respondents were asked how they found out about the consultation. The top channels were the Baker Street Two Way email, word of mouth and community groups/forums, followed by receiving a letter about the consultation. These results show the importance of having a mix of communications channels to reach a broad range of people in the local area.

Q: How did you find out about this consultation?

	TOTAL	Resident	Worker	Visitor	Business owner/ reps	Organisation /stakeholder /campaign group
Number of responses	525	303	87	130	39	16
Email from BSTW email	26%	29%	26%	9%	18%	56%
Word of mouth	22%	25%	25%	14%	18%	19%
Community forum/group	22%	28%	15%	17%	21%	13%
Letter delivered to my door	14%	21%	14%	2%	18%	25%
Baker streettwo way.co.uk	14%	15%	15%	6%	33%	19%
Social media (e.g. Twitter)	12%	3%	13%	34%	8%	6%
Email from other contact	11%	13%	6%	7%	21%	6%
Westminster City Council website	5%	6%	6%	3%	8%	13%
Newspaper	3%	3%	3%	3%	5%	0%
Other	6%	4%	9%	7%	8%	13%

Further Contact

Finally respondents were asked if they would like to hear the results of the consultation and if so were asked to leave their details.

Q32. Would you like us to keep in touch with you about any of the following... The result of this consultation.

Of the 525 respondents to the consultation questionnaire, 187 would like to be contacted about the results of the consultation.

5. Email and Letter Responses

In addition to feedback through online and paper surveys, many residents and interested parties responded to the consultations in letters and emails to Westminster City Council, the Baker Street Quarter Partnership and the Portman Estate. The council received responses from 61 individuals/organisations via email or letter and these responses were catalogued based on the concerns they raised and geographical locations for these concerns.

Most residents who wrote to the council expressed their opposition to the scheme. They felt that the consultation questionnaire did not provide an adequate outlet for their feedback and felt that some of the wording in the consultation material was misleading, by emphasising support for the principle of a two way traffic system in the first consultation. Residents were concerned about the impact of proposals for CS11 and how this would impact traffic levels throughout the Baker Street/Gloucester Place area, suggesting that the Two Way proposal would exacerbate issues of traffic in the area as a result of CS11. Residents were also concerned about high levels of air pollution in the area and felt that slower moving traffic and congestion as a result of the project proposals would increase pollution.

Letters of support were received from most residents' and amenity groups. St Marylebone Society, Marylebone Association, North Marylebone Traffic Group and the Clarence Gate Gardens Residents Association all gave their support for the proposal. These groups cited good communication with the council and the alternative options developed in consultation with these groups as reasons for supporting the proposal. They also requested the opportunity to participate in the post-implementation traffic monitoring programme.

Letters of opposition was received from Montagu Square Residents' Association, Westminster and London Cycling Campaigns.

Larger businesses tend to support the proposals citing how improvements for pedestrians would benefit their employees and will also lead to increased footfall. Smaller local businesses were concerned that a decrease in available parking spaces in the area would mean that they would see a loss of footfall in the area. The changes in the number of lanes available on Baker Street and Gloucester Place are deemed to have knock-on effects when stock is delivered to their stores.

Cyclists felt that the current proposals, including the alternative options, would pose serious safety risks for cyclists travelling in and through the area. One of their main suggestions was to have segregated cycle lanes separated from the road.

This report summarises the responses to an extensive public consultation which has been undertaken regarding proposals to turn Baker Street and Gloucester Place from one way streets, into two ways streets.

6. Public Exhibition Materials

At the public exhibitions the below materials were available:

- The consultation letter from Cllr Davis
- The Council Officer response to key issues
- Post Implementation Monitoring Strategy
- Drawings of proposed changes, including advantages and disadvantages
- Revised General Arrangement drawings – North, Centre and South
- Existing and proposed traffic flow table – listed by street
- Permitted movements diagram
- Consultation Questionnaire
- 5 Banners – covering; key features and benefits of the scheme; key concerns from the initial consultation; proposed changes being consulted on; monitoring strategy and next steps.

7. Section 6 Stakeholder List

The full list of Section 6 stakeholders contacted during this consultation is listed below.

Cabinet and Deputy Cabinet Members

Cabinet Member for the Built Environment – Cllr Robert Davis
 Deputy Cabinet Member for the Built Environment – Cllr Peter Freeman and Cllr Richard Beddoe
 Cabinet Member for Sustainability and Parking - Cllr Heather Acton
 Deputy Cabinet Member for Sustainability and Parking - Cllr Robert Rigby
 Cabinet Member for City Management and Customer Services - Cllr Melvyn Caplan
 Deputy Cabinet Member for City Management and Customer Services - Cllr Jacqui Wilson

Ward Councillors

Bryanston and Dorset Square - Councillor Julia Alexander
 Bryanston and Dorset Square - Councillor Adnan Mohammed
 Bryanston and Dorset Square - Councillor Richard Beddoe

Marylebone High Street - Councillor Iain Bott
 Marylebone High Street - Councillor Karen Scarborough
 Marylebone High Street - Councillor Ian Rowley

Regent's Park - Councillor Daniel Astaire
 Regent's Park - Councillor Gotz Mohindra
 Regent's Park - Councillor Robert Rigby

Also listed below are all other Section 6 stakeholders contacted and whether or not they responded to the consultation.

Section 6 Stakeholder	Response received
Marylebone Association	Yes
St. Marylebone Society	Yes
British Medical Association	No
British Telecom National Noticing Centre C/O Atkins Telecom	No
Cab Shelter Fund	No
Confederation of Passenger Transport UK	Yes
Crown Estate Paving Commission	No
EDF Energy plc	No
Energis	No
Freight Transport Assoc. Ltd.	No
Licensed Private Hire Car Association	No
London Cab Drivers Club	No
London Chamber of Commerce	No
London Cycling Campaign	Yes
London TravelWatch	No
Metropolitan Police Service	No
National Grid	No

Network Rail (South East Territory)	No
NOKIA	No
RMT London Taxi Drivers' Branch	No
Royal Mail	No
Taxi & Private Hire	No
Thames Water Utilities	No
The British Motorcyclists' Federation	No
The Licensed Taxi Drivers' Association	Yes
The London Fire Brigade	No
The Owner Drivers' Society	No
The Road Haulage Assoc. Ltd.	No
Transport for All	No
Transport for London	No
Transport for London Surface Transport Communications	No
Transport for London, Surface Transport	No
Unite the Union (Cab Section)	No
Waterloo Complex	No
Westminster Living Streets Group	Yes
Westminster Property Association	No

8. Response to General Concerns

This note provides an officers' and consultants' response to some of the general traffic and environmental concerns raised during the first and the second phase of consultation. A similar note was provided after the first round of consultation and has been updated based on any new comments received during the second round of consultation.

Why make Baker Street and Gloucester Place two-way?

Questions have been asked about the benefits of converting Baker Street and Gloucester Place to two-way and why public realm improvements cannot be made without making this change. The existing one-way system works so there is no need for change

Under the existing one-way system, there are regularly long queues and delays northbound on Gloucester Place towards Marylebone Road and southbound on Baker Street towards Marylebone Road and Oxford Street. The over-provision of traffic lanes at other locations means that some drivers speed away from traffic lights, and the lack of crossing facilities (especially on Gloucester Place) means that pedestrians must cross in gaps without any formal control. The wide carriageways and multi-lane traffic flows can be intimidating to cyclists and weaving across the lanes can be hazardous. The proposed two-way scheme is expected to maintain the current levels of traffic flow while distributing traffic more appropriately for particular destinations and improving accessibility, which will shorten journey distances and reduce overall journey time across the network. The traffic benefits can be achieved in addition to improving public realm; providing benefits to pedestrians, cyclists and bus users.

The main aims of converting the two roads to two-way are stated below -

- To remove the wide, imposing carriageways with multiple lanes, which give a sense of an urban motorway
- To provide a balance between 'movement' and 'place' function of these streets
- For better and more efficient traffic management;
- To improve accessibility to local streets in the area by providing new routes and allowing more convenient turns at junctions;
- To reduce vehicle journey distances, as the need to circumnavigate the one way system is removed;
- To provide greater route choice for local traffic.
- To have both northbound and southbound bus services on the same streets as far as possible, which is more intuitive and improves bus passenger amenity

There is evidence of benefits from similar schemes in London, such as Piccadilly/ St James's, South Kensington, Tottenham Hale and Shoreditch Triangle, as well as other similar initiatives in major cities around the world. Accident analysis for Camden Council's West End Project proposals for Tottenham Court Road/ Gower Street demonstrates that safety benefits are expected.

It is considered that, overall, the scheme is unlikely to result in any change to the number of accidents, but that it could reasonably be assumed that there is expected to be a reduction in the

proportion of accidents resulting in serious injury of at least 50%. It is generally considered that accident numbers and/or severity would reduce under a two way arrangement as a consequence of:

- reduced vehicle speeds, arising from narrower streets and removal of the multilane approaches;
- Improved and increased availability of formal pedestrian crossings, shorter crossing distances;
- Improved cycle facilities and greater driver awareness of cyclists;
- Greater driver awareness due to two way operation legibility, fewer weaving manoeuvres and the increase in conflicts at junctions;

Retaining the current one-way system, with footway widening to provide opportunity for public realm improvements, was considered at an early stage of scheme development. It was always recognised that this would not achieve all the objectives of the key stakeholders (TfL, Westminster City Council, Baker Street Quarter Partnership and Portman Estate) and would, if pursued, be designed in such a way that it would not prejudice conversion to two way at some point in the future. Also, the cost of undertaking these works would be significant for relatively minor gains for any road user or pedestrian.

The proposed conversion to two way working was identified as the preferred scheme for a number of reasons:

- The Mayor's Transport Strategy and cycling strategy includes policies to remove one-way gyratories;
- The TfL's Roads Task Force aspiration for a High Street environment (as opposed to its current form of a major road Connector) with permeable streets and safe speeds to enhance town centre vitality;
- TfL's aspiration for provision of both northbound and southbound bus services on the same road as far as possible.
- There is no funding for a one-way alternative, other than the standard maintenance budget which does not allow for public realm enhancements, improvements to street lighting (new lamp columns, white light – with related safety benefits), improved footway materials or much needed improvements to and the addition of new pedestrian crossings (due to imminent growth in pedestrian numbers from Chiltern Railways at Marylebone Station and Crossrail) and cycling facilities (as a consequence of rapid growth in cycling across London and the opening of the cycle superhighways);
- It prevents the need for several stages of scheme implementation, reduces costs and disruption due to works, and delivers a greater degree of benefits within a shorter timeframe;

Traffic capacity reduction (6 to 4 lanes); traffic congestion; creating rat runs in residential streets

Concerns have been raised about the perceived traffic capacity reduction by 30% and that it may lead to traffic congestion and rat-runs into residential streets.

The issue of road capacity and network performance (how close to capacity a street might operate) should not be confused. Detailed analysis of traffic conditions shows that there are a lot of junctions throughout the project area that operate with spare, and therefore potentially wasted, capacity. It is

therefore possible to reduce the road width on Baker Street to provide wider footways, and on Gloucester Place to provide cycle lanes and pedestrian crossings, without giving rise to traffic congestion problems.

This means that a perceived 30% reduction in road capacity due to lane loss does not necessarily result in a 30% reduction in actual capacity (because the amount of green time provided to traffic also affects capacity) or indeed a 30% reduction in network performance.

It should also be noted that traffic will balance across two southbound and northbound routes, as opposed to the single routes that are currently available.

The scheme has been designed to be 'capacity neutral'. This means that in general there is not expected to be any significant reassignment of traffic away from the main roads onto local residential roads. The traffic modelling is considered to be a worst case, and does not make any allowance for the likely traffic reduction effects of other major schemes that are to be introduced across London over coming years. It does not also take into account the wider benefits that are to be achieved through the current Transport for London (TfL) Active Traffic Management (ATM) strategy, which is designed to ensure that traffic is kept moving and does not cause the levels of congestion that might lead to rat-running within the study area.

Any change to traffic patterns within the local area as a consequence of the two way arrangement will follow from the introduction of new permitted turns at junctions and greater accessibility. This will result in a reduction in journey distances, as vehicles no longer have to negotiate the one-way system and can take shorter, more convenient routes. This means that on some streets traffic levels may rise slightly, and on others it will reduce. For example, southbound traffic on A41 Park Road heading for the Marylebone area must, at present, use Melcombe Street and pass through Dorset Square. Under the scheme proposals, this traffic will take a more direct route via Rossmore Road, thus avoiding Dorset Square.

A table showing changes to traffic flow, as a result of the proposed scheme, on various streets within the study area was provided as part of the consultation documents both during the first and second consultation. These changes to traffic flow have been assessed in detail using the TfL central London strategic reassignment model (CLOHAM). This is a regional model of the road network that is firstly validated against traffic turning counts and origin/destination data of baseline conditions, in accordance with national and TfL accuracy criteria. Changes are then made to the modelled road network to reflect the proposed scheme, and the model is then used to forecast if and how traffic patterns alter as a consequence of the scheme. These traffic models are then independently audited by TfL's Network Performance team. Changes in traffic patterns will inevitably occur when altering a road system from one way to two way, as new turning movements and routes are provided. Forecast traffic patterns and any wider reassignment are a function of journey time, and so the model assigns traffic to the network in a way that reduces journey times as much as possible. The modelling carried out for Baker Street Two Way Project demonstrates that, overall, the traffic on the Baker Street and Gloucester Place corridors can be reallocated between the streets without significant reassignment impact on the wider area, and that there are not expected to be significant changes to traffic flows on local roads.

Traffic modelling – methodology and robustness

Comments were received during the first consultation regarding the methodology and robustness of traffic modelling undertaken for the proposed scheme and hence doubts have been raised on the figures showing changes to traffic flows on various streets in the study area. No comments related to this concern were received during the second consultation

Meetings were held with residents' associations before the second round of consultation to explain how the proposed scheme has been tested for traffic impact. Westminster's transport consultants are recognised as specialists in the field of feasibility scheme design and traffic modelling, having worked on similar schemes across London for over 15 years. The form and process of traffic modelling used in the Baker Street Two Way Project is recognised across the UK and around the world. The traffic modelling suites used (SATURN, VISSIM, TRANSYT and LinSig) are industry standard and have been used to assess scheme of this nature for decades. The process is as follows:

- Validate all strategic, micro-simulation and local operational models to existing conditions to recognised degrees of accuracy to achieve Base models that are fit-for-purpose (using traffic flow and origin/ destination data, journey time measurements, accurate junction and link geometry and method of control characteristics, and performance measurements);
- Develop proposed models that reflect the intended geometric and method of control changes to the road network and junctions;
- Carry out strategic modelling (SATURN) to identify changes in traffic patterns;
- Use the traffic flow forecasts in the local operational models (TRANSYT and LinSig) to develop and refine detailed network operational characteristics (link and junction design and traffic signal timings, degree of saturation, queue length);
- Use the micro-simulation model (VISSIM) to develop/ demonstrate the detailed operation of the proposed scheme and identify operational characteristics (journey times, impacts of congestion, overall performance)

The traffic modelling has followed the prescribed modelling process set out in the Transport for London Traffic Modelling Guidelines (v3). These modelling guidelines are applied to every new traffic scheme in London, and require even greater degrees of accuracy than the national guidance from the DfT. There are specific requirements for accuracy of traffic flow at every turn, the journey times across the network, traffic signal operation and capacity and traffic behaviour. All the models used (SATURN, VISSIM, TRANSYT and LinSig) have been prepared by experienced consultants, audited and approved by TfL's Outcome Management team to ensure robustness and that they are fit-for-purpose

The modelling process adopted for the project ensures that the proposed scheme is resilient, is based on best practice traffic models and has been approved by Transport for London, who has the overall responsibility for setting standards for and approving traffic modelling in London.

Traffic projections

Some concerns have been raised regarding the traffic projections and lack of trust in them

The traffic flow surveys across the Baker Street and Gloucester Place road network were carried out in May 2013. Following comments received from residents during the first consultation in 2015, WCC

and TfL reviewed the traffic flow patterns across the network in the intervening years, and demonstrated that there has been no change to traffic volumes on all the key streets in the study area since 2013. As part of the initial traffic modelling exercise, TfL advised that there should be an assumption that there would be zero traffic growth between 2013 and 2018. The observed patterns of traffic to date certainly demonstrate that this is reasonable. This is the assumption that has been used in the traffic modelling undertaken for this project regarding traffic volumes on the road network for 2018. This can be considered to be a worst case scenario as traffic flows are likely to be lower across the area by 2018 for two key reasons:

- Traffic disruption in Central London, which might occur as a consequence of major highways works (including the construction and implementation of the cycle superhighways), is being managed by TfL through their Active Traffic Management strategy. This might result in a reduction in traffic flow on major roads by being controlled on the major radial approaches to Central London.
- TfL is planning alterations to the bus network to make it more efficient, which will include changes to bus routes and reductions in the number of services and frequency on particular routes. This is expected to result in a reduction in bus volumes on Baker Street, and so overall traffic volumes on the network are likely to reduce.

In terms of traffic flow reassignment as a consequence of the changes to the road network and creation of two way streets as part of this project, the forecasts have been achieved using the TfL strategic model (CLoHAM SATURN model). This is an approved model, which was refined and validated using the detailed traffic flow data collected in 2013. The scheme has been designed so that traffic demand on the current one way road network can be largely accommodated under the two way scheme, through a simple transfer of traffic between Baker Street and Gloucester Place.

Air quality; noise impact

Concerns have been raised about impact of the proposed scheme on air quality and noise levels

The air quality impact assessment report was published as part of the second consultation. Existing conditions within the study area show poor air quality and the site lies within an Air Quality Management Area. The proposed scheme will improve air quality in some locations but worsen it in others. The number of receptors where benefits are predicted is almost twenty times the number where adverse impacts are predicted. With specific regard to *residential properties*, a substantially greater number of properties (up to 190 times more) will experience benefits than dis-benefits as a result of the proposed scheme.

The City Council has been successful in its Low Emission Neighbourhood (LEN) bid for the Bryanston & Dorset Square/ Marylebone ward area, which was supported by the Estates and BIDs.

A noise impact assessment report for the proposed scheme was published as part of the second consultation. The results show that the beneficial impacts outweigh the localised adverse impacts. There are some small areas of localised adverse impacts which will be moderate in the short term but minor in the long term.

Cycling

Many comments were received as part of the first and second consultation on the provision of cycling facilities. These include requests to provide these facilities 24/7; provide segregated cycle lanes and/or to restrict Baker Street for buses and cyclists only. They also include 'left hook' issue for cyclists and 'critical fails' in Cycling Level of Service (CLOS).

It has never been an intention or objective of the Baker Street Two Way Project to consider closing Baker Street either partially or entirely (physically and/or temporally) to general traffic. Any such scheme would have a significant impact on access to properties on Baker Street, would have a significant impact on strategic traffic along the corridors, is likely to result in significant traffic reassignment to residential side streets or require considerable traffic management over a wider area to restrict levels of traffic entering the area. This would not achieve one of the stated objectives of the scheme when first developed, which is to ensure that the scheme is 'capacity neutral'.

As part of the initial feasibility design work, a specific study was carried out by Westminster City Council and their consultants in October 2013 to determine the potential impacts, benefits and implications of a range of segregated cycling facilities on Gloucester Place. This was because Gloucester Place was then being considered as the route for Cycle Superhighway CS11 by TfL. Variations on cycle segregation strategies were based on the following three principles:

- Provide a bi-directional segregated cycle facility on a single side of Gloucester Place (similar to the Tavistock Place Scheme)
- Provide uni-directional segregated cycle facilities on either side of Gloucester Place (similar to the Royal College Street scheme)
- Provide uni-directional segregated facilities on one side of Gloucester Place and use the proposed Upper Montagu Street quietway to provide for the opposite movement.

This design work informed the option development process described in *TR01 Scheme option feasibility report (August 2014)*, which compared and contrasted issues and benefits of four options for cycling provision, namely:

- Option A – 1.5m wide with-flow, advisory cycle lanes in each direction;
- Option B – 3m wide bi-directional segregated cycle track on the west side of Gloucester Place (north), switching to the east side of Gloucester Place (south), with shared pedestrian and cycle crossing facilities (to minimise traffic impact);
- Option C – as Option B but with separate pedestrian and cycle crossing stages within the traffic signal operation;
- Option D – 2m wide with-flow, mandatory cycle lanes in each direction

This assessment showed that provision of segregated cycling facilities on Gloucester Place was unlikely to provide sufficient traffic capacity for an acceptable level of traffic network resilience to be achieved. It would also have significant adverse impact on journey times both for buses and general traffic.

Since the study was carried out in 2013, the route for CS11 has been revised and no longer follows Gloucester Place. Nevertheless, it was felt that a high level of cycle provision should still be provided under the Baker Street Two Way scheme, so that adequate links and connections to the

Westminster Quietway Cycle Grid and the Cycle Superhighway CS11 on Portland Place-Outer Circle could be provided.

It was therefore concluded that Option D, which provides an unsegregated arrangement with mandatory cycle lanes, has many benefits. It provides the greatest level of traffic resilience and does not have as significant an impact on parking and loading (subject to the hours of operation) as the segregated options. It was concluded that none of the cycle segregation options would be feasible because of the impact they have on traffic capacity; none would achieve the stated objective of being 'capacity neutral'.

The proposed scheme therefore includes northbound and southbound mandatory cycle lanes on Gloucester Place. Because of servicing, loading and resident/visitor parking requirements along the corridor, it would not be possible to maintain the cycle lanes 24/7. A separate study to consider the hours of operation was carried out by Westminster and their consultants in April 2015. The study concluded that:

- Considering the range of data that is available, it is concluded that the peak periods of cycle activity are likely to be in the AM peak between 0730-0930hrs and in the PM peak between 1700-1830hrs. As cycling activity is likely to increase as a consequence of the enhanced facilities, it is reasonable to expect that cycle traffic demand will increase across the peak periods, extending these periods. London-wide cycle data (which is highly tidal in nature) shows a trend for cycle activity to extend beyond 1830hrs.
- Considering the current waiting and loading restrictions on Gloucester Place, and those on existing and proposed Cycle Superhighway routes, it was recommended that as part of the first consultation, views should be sought on the hours of operation for proposed cycle lane in order to gauge public opinion on local cycling needs/ expectations and requirements for loading, servicing and parking:
 - Cycle lanes to operate 7am to 7pm (Monday to Saturday)
 - Cycle lanes to operate 7am to 10am and 4pm to 7pm (Monday to Saturday)
 - No cycle lanes at all
 - No preference Other (Please write in)

The first consultation response showed that a third of all respondents expressed a preference for cycle lanes to be in operation Monday-Saturday between 7am-7pm. As many respondents voted for no cycle lanes at all as those who showed a preference for 24/7 access to the mandatory cycle lanes. It is therefore proposed to provide mandatory cycle lanes operating from 7am to 7pm as part of the proposed design.

Respondents to the second consultation raised concerns on 'left-hook' issues. There is always a risk that left-turning traffic at a junction will conflict with cyclists travelling along the inside of the traffic who wish to continue travelling ahead. Over the last 3 years, for the whole corridor of Gloucester Place between Portman Square and Park Street (some 13 junctions), there have been 2 accidents involving left-hooking vehicles and cyclists (at Portman Square and at Marylebone Road junction), resulting in slight injury, with a further 1 accident at the junction Of Oxford Street/ Portman Street.

There have also been 3 accidents involving right-hooking movements, which is only associated with wide, multi-lane one-way streets. Although there is clearly some evidence that this form of accident has occurred along the corridor, it does not appear to present a significant trend in type of accident. Nevertheless, potential mitigation for this form of accident is always considered as part of highway design modifications. There is a range of measures that could be considered, including:

- Prohibit the left-turn for general traffic, which removes the potential issue from a particular location, yet requires alternative traffic routes to be provided and may reassign traffic onto unsuitable roads;
- Provide Advanced Stop Lines for cyclists, which allows all cyclists arriving during the red signal to get a short head start over following traffic, while cyclists/motorists arriving during the green signal need to take greater care;
- Provide Advanced Stop Lines for cyclists with a non-segregated early release, which allows all cyclists arriving during the red signal to get a much longer head start over following traffic, while cyclists/motorists arriving during the green signal need to take greater care;
- Provide Advanced Stop Lines for cyclists with a segregated early release (cycle gate), which allows all cyclists arriving during the red signal to get a short, independent early release, while cyclists arriving during the traffic green signal are stopped within the cycle lane, which results in considerable additional delay to cyclists.

All of these options were considered for the Gloucester Place/ Marylebone Road junction by both Westminster City Council and TfL cycle design engineers and traffic modellers. It has been concluded that the use of the cycle gate option would result in too severe an impact on the operation of the A501 Marylebone Road, and so the next best option, for non-segregated early release, has been chosen as the preferred design.

At other junctions along the Gloucester Place corridor, the provision of early release facilities or the prohibition of left turns would result in an unacceptable traffic impact, and so the simplest form of ASL facility is proposed.

The conversion of the wide one way streets to two way streets is expected to eliminate the right-hooking type of accident.

Respondents have raised concerns that the scheme results in design elements where there are considered to be 'critical fails' in terms of the TfL Cycling Levels of Service (CLOS).

The Baker Street Two Way scheme has been developed through consideration of a range of key performance indicators. As described above, a scheme identification process was followed in the concept design stage of the project that included road scheme options where the CLOS values were higher, yet where the scheme objectives for network resilience and bus journey times could not be achieved. The chosen scheme design was demonstrated to achieve a considerably greater CLOS than the existing arrangements, while achieving other key objectives.

When considering design elements for the Baker Street Two Way scheme, those that are described as being 'critical' within the TfL Cycling Level of Service assessment matrix (TfL London Cycling Design Standards Figure 2.3) are:

- degree of conflict with left/right-turning traffic – neither along Gloucester Place nor Baker Street is the turning volume greater than around 100vehs/hour and so this is not a fail, indeed prohibiting turns may concentrate left turns at fewer locations, and so give rise to a fail;
- nearside lane width of 3.2m-4.0m – this only occurs on Gloucester Place where cycle lanes are not being provided (ie., Gloucester Place north of Ivor Place) and so where cycling is not necessarily being encouraged and where an alternative route is being provided;
- cycle lanes <1.5m wide – cycle lanes within the scheme are greater than 1.5m wide and so this is not a fail;
- 85th %ile speed>30mph – this is not applicable and so is not a fail;
- >1000vehs/hour in the peak – directional traffic flows are not as high as this, and so this is not a fail;
- frequent, close interaction with HGVs – this is not applicable and so is not a fail.

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Figure 2.3 Cycling Level of Service assessment matrix (part 1)

Factor	Indicator	Critical	Basic CLoS (score=0)	Good CLoS (score=1, or 3 for critical indicators)	Highest CLoS (score=2, or 6 for critical indicators)	Max score
Safety						
Collision risk	Left/right hook at junctions	Heavy streams of turning traffic cut across main cycling stream	Side road junctions frequent and/or untreated. Conflicting movements at major junctions not separated	Fewer side road junctions. Use of entry treatments. Conflicting movements on cycle routes are separated at major junctions	Side roads closed or footway is continuous. All conflicting streams separated at major junction	6
	Collision alongside or from behind	Nearside lane in pinch point range 3.2 to 3.9m	Cyclists in wide (4m+) nearside traffic lanes or cycle lanes less than 2m wide	Cyclists in cycle lanes at least 2m wide	Cyclists with a high degree of separation from motorised traffic	6
	Kerbside activity or risk of collision with door	Narrow cycle lanes <1.5m alongside parking/loading / no buffer	Frequent kerbside activity on nearside of cyclists / cycle lanes giving effective width of 1.5m	Less frequent kerbside activity on nearside of cyclists / cycle lanes giving effective width of 2m	No kerbside activity / Parking and loading on outside of cycling facility	6
	Other vehicle fails to give way or disobeys signals		Reasonable visibility, route continuity across junctions and priority not necessarily clear	Clear route continuity through junctions, good visibility, priority clear for all users, visual priority for cyclists across side roads	Cycle priority at signalised junctions; visual priority for cyclists across side roads	2
Feeling of safety	Separation from heavy traffic		Cycle lanes 1.5-2m wide / ASLs at junctions	Cycle lanes at least 2m wide / some form of separation	Cyclists physically separated from other traffic at junctions and on links	2
	Speed of traffic (where cyclists are not separated)	85th percentile greater than 30mph	85th percentile greater than 25mph	85th percentile 20-25mph	85th percentile less than 20mph	6
	Volume of traffic (where cyclists are not separated)	>1,000 vehicles / hour at peak	500 -1,000 vehicles / hour at peak < 5 per cent HGV or critical	200 - 500 vehicles / hour at peak, <2 per cent HGV	<200 vehicles / hour at peak	6
	Interaction with HGVs	Frequent, close interaction	Some interaction	Occasional interaction	No interaction	6
Social safety	Risk/fear of crime		Risk is managed: no 'ambush spots', reasonable level of street maintenance	Low risk: area is open, and well designed and maintained	No fear of crime: high quality streetscene and pleasant interaction	2
	Lighting		Some stretches of darkness	Few stretches of darkness	Route lit thoroughly	2
	Isolation		Route generally close	Route close to activity	Route always	2

Pedestrian Safety

Concerns were raised by some respondents during the first consultation over safety of people and children in particular, on side streets due to a perception of substantial increase in traffic on quiet residential streets due to rat-runs

The concern about rat-run on residential streets has been addressed in Section 1.2 and the information provided during both first and second consultation shows that there are not expected to be significant changes to traffic flows on local residential roads. Changes to specific junctions have also been considered in order to address concerns about rat-running. These proposed changes have been consulted upon in the second phase of consultation. Views were also sought on post-implementation monitoring strategy as part of the second consultation.

Westminster City Council consultants carried out an analysis of accidents across the study area in order to identify any particular trends and determine the likely impact of the scheme on road safety. It is generally considered that accident numbers and/or severity would reduce as a consequence of:

- Removal of one way streets
- Reduced vehicle speeds, arising from narrower streets and removal of the multilane approaches;
- Improved and increased availability of formal pedestrian crossings, shorter crossing distances and pedestrian countdown;
- Improved cycle facilities and greater driver awareness of cyclists;
- Greater driver awareness due to two way operation legibility, fewer weaving manoeuvres and the increase in conflicts at junctions;

There has been very little analysis of one way to two way conversions within London as regards accidents. It is difficult to draw direct comparisons, yet similar schemes at Shoreditch Triangle, Piccadilly and South Kensington seem to provide evidence that it is reasonable to expect at least a reduction in the proportion of accidents resulting in serious injuries to road users.

Studies from the US have certainly demonstrated reductions in the number of collisions following conversion from one way to two way streets.

Parking and loading

Concerns have been raised about impact of proposed scheme on parking and loading restrictions. Comments have also been received that detailed information, including the number of parking spaces that will be affected, was not provided during consultation

Usually for public realm projects, consultation is undertaken when design is fully developed and details of changes to parking and loading restrictions have been finalised. The proposed Baker Street Two Way scheme is a major scheme potentially bringing major changes to the area. Therefore public consultation was undertaken earlier on in the design stage to get stakeholders' views before details are finalised. Plans showing indicative changes to parking and loading restrictions were provided as part of consultation documents.

Subject to consultation responses and approvals, details of changes to parking and loading restrictions will be developed during the next stage of design. Various responses received regarding

parking, loading and servicing requirements of businesses and residents will be considered while developing these designs.

A statutory Traffic Management Order consultation will be undertaken on changes to parking and loading restrictions. Results of this consultation will be presented in a subsequent report to Cabinet Members.

20 mph zone

In relation to this proposal, TfL had requested WCC to consider the benefits of 20mph area wide limit as part of this scheme. St Marylebone Society and some residents have also asked for a 20mph zone to be considered in their response to the first public consultation

The Council is currently developing a walking strategy which will be out to full consultation during 2016. Within this, WCC will be seeking stakeholders' including residents' views on support for 20mph zones or 20mph limits. Therefore, at this stage of the Baker Street Two Way project, it is too early to advise what the Council's position will be. We would therefore urge stakeholders to respond to that consultation.

TfL are currently trialling a 20mph limit on nine sections of TLRN roads elsewhere in London. Most of these roads are strategic roads. We will be monitoring the effects of this trial and the zones implemented recently by Camden, City of London, Islington etc.

It should be noted that the introduction of a 20mph zone is unlikely to physically change road layouts and traffic flow on proposed Baker Street Two Way scheme.

The City Council is also awaiting the outcomes of the DfT studies into 20mph due in 2017.