

Appendix 3 to the City Council's Cabinet Member report on TfL's proposals for CS3 Phase 2

P R A C T

Paddington Residents' Active Concern on Transport

RESPONSE TO FORMAL CONSULTATION (for 20 March 2016)

'East-West Cycle Superhighway from Paddington to Acton'

This response covers the following aspects:-

1. Timing of installation of a segregated cycleway in Westbourne Terrace
2. Impact of the cycleway on access to frontages in Westbourne Terrace, including potential conflict with cyclists
3. Confirmation is sought on certain features of junction design, including diversions and pedestrian crossings
4. General aspects of pedestrian crossings.

In places, reference is made to our detailed briefing note submitted for the meeting held on 20 January 2016, which is attached, at Annex.

Conclusions/Objections and Questions/Points for Confirmation are at the end (see pages 5-7)

Key conclusions/objections:-

- a) **Segregated cycles lanes in Westbourne Terrace are justified by the A40 Westway extension, and therefore should be installed only as part and parcel of a scheme including contemporaneous installation of the extension to Acton, along Westway (Section 1).**
- b) **We remain concerned about blockages in Westbourne Terrace, with segregated cycle lanes installed, if there is an breakdown or accident or if – as happens from time to time – deliveries are made to a house, or building site, by vehicles too large to get into the service roads, which therefore stop illegally in the carriageway. We have had no response to our earlier expressions of concern on these points (2.2)**
- c) **We are also concerned about the risk of accidents when vehicles turn left into service roads, away from controlled junctions, without noticing a cyclist going in the same direction; and about conflict between vehicles exiting the service roads and cyclists (2.3)**
- d) **At the junction between Westbourne Terrace and Cleveland Terrace, there should be a yellow box to prevent blockages from tail-backs of northbound vehicles, or at the very least a box on the western half of the junction (3.4.2)**

1. Timing of installation of a segregated cycleway in Westbourne Terrace

1.1 Scenario 1 – delay to the Extension to Acton, Crossrail bus diversions continuing to 2017 or 2018

1.1.1 You (TfL) say, at the end of the leaflet explaining your consultation, that opening the extension of the cycling route along the elevated A40 (Westway) section may be delayed, if renewal work is required on that road. The extension, once opened, will lead to a large volume of cyclists in Westbourne Terrace. There is thus a further reason why there may be delay – the present use of Westbourne Terrace for occasional bus diversions during the building of the new Crossrail station beneath Eastbourne Terrace. In PRACT's opinion, there can be no question of installing the segregated cycle lanes in Westbourne Terrace, on the entire section between Craven Road and Bishop's Bridge Road, so long as Crossrail require diversion of buses there when they have to close the bus-ways in Eastbourne Terrace temporarily.

1.1.2 It may turn out that the Westway extension will open later than the full reopening of Eastbourne Terrace to all traffic, in which case all would be well. Otherwise, it would be necessary to delay somewhat installation of the segregated cycle lanes in Westbourne Terrace. Opening of the link for cyclists between the route of the Cycle Superhighway and Little Venice via Westbourne Terrace Road, and of the partial link with Harrow Road, might be possible in any interim period, before installation of the segregated cycle lane in Westbourne Terrace.

1.2 Scenario 2 – Extension to Acton cancelled

In this situation, given the much lower volume of cyclists to be generated by the local links, it would follow that segregated lanes in Westbourne Terrace should be cancelled, and that the need for them should be reviewed against alternatives not including segregation, but with other changes to junctions and loading restrictions much as now proposed .

2. Impact of cycleway on access to frontages, particularly in Westbourne Terrace: potential conflict between vehicles and cyclists

2.1 We think a general review is needed of double yellow lines and loading restrictions in the area directly affected by the Cycleway or by traffic diversions due to it. We make some suggestions below (2.5-2.7).

2.2 As you know already, we remain concerned about illegal stopping in Westbourne Terrace when a large vehicle cannot get into the service roads, and obstructions through accident or breakdown. All these would oblige vehicles in both directions to use 'shuttle mode' so long as the obstruction lasts. You have so far not responded to our expression of these concerns (on several occasions), and we would like to know what you propose. CCTV as a deterrent to illegal loading in the carriageway is one possibility.

2.3 Potential conflict between vehicles entering or leaving the service roads and cyclists

These points apply to service roads in the whole of Westbourne Terrace, with segregated cycleways installed.

2.3.1 Vehicles leaving the service roads. Please confirm that at all sixteen exit/entrance points south of Bishop's Bridge Road (two on each side per block) there will be 'give way' signs obliging exiting vehicles to give way to cyclists before they enter the carriageway of Westbourne Terrace. Even if so, we remain concerned at the risk of accidents.

- 2.3.2 Vehicles turning left into the service roads at points not immediately following signal controlled junctions. At these points there will not have been advance stop lines for cyclists at an immediately preceding junction, and both vehicles and cyclists will be moving at up to 30mph. When the entry involves a left turn, we are concerned that drivers, after slowing down, may not see a cyclist behind them on the pavement side, who may attempt to get past first. What is to be done to avoid accidents of this nature? The same applies to vehicles making a left turn into Chilworth Street, where the junction is not signal-controlled.
- 2.4 What are your proposals to accommodate deliveries to Enterprise House and 140 Westbourne Terrace, north of the junction with Bishop's Bridge Road? (We understand that Enterprise House has recently been sold and may be redeveloped as a hotel.)
- 2.5 Bishop's Bridge Road, south side between Westbourne Terrace and Gloucester Terrace. Will loading/unloading be permitted in off-peak hours? Given any new loading restrictions on the south side, should there not also be loading restrictions on the north side, perhaps for 24 hours on that side, as there is alternative access to the frontage of buildings there?
- 2.6 Gloucester Terrace, northbound approach to the junction with Bishop's Bridge Road. Given increased pressure on this junction, we propose that you add peak-hour loading restrictions to the existing double yellow lines at this approach, on the western side. (The other day, a furniture removal van serving a flat on the eastern side was parked close to the junction, causing traffic delays.)
- 2.7 Regarding the necessary new loading restrictions in Westbourne Terrace (Sussex Gardens to Bishop's Bridge Road, with segregated cycleways installed), we assume these will mandate prevention of loading, 24-hours, but seek confirmation.
- 2.8 In general, we request consultation *before* any draft traffic orders on loading restrictions are issued.

3. Confirmation about features of junction design, including diversions and pedestrian crossings

This section deals with the various junctions in turn, going north to south, and then clockwise.

3.1 Junction Westbourne Bridge/Harrow Road/Westbourne Terrace Road (cyclists only)

- 3.1.1 We assume that the design would enable cyclists to make a direct connection from Harrow Road (incoming/eastbound) to the south-going Superhighway, as well as the connection in both directions between Westbourne Terrace Road and the Superhighway, but we seek confirmation.
- 3.1.2 What route would be preferred for outgoing cyclists to get from the Superhighway to Harrow Road in the north-westerly direction? Would it be safe for them to go directly across the bridge?
- 3.1.3 With the connection to and from Acton open, some cyclists leaving or entering the Cycleway by the ramp from or to the A40 (Westway) may wish to make a connection to or from Harrow Road or Westbourne Terrace Road. Will this be possible and safe? (For instance, to cycle from Acton towards the Queen's Park or Maida Vale areas, or vice versa)

3.2 Westbourne Bridge

3.2.1 We welcome retention of the northbound vehicle lane across Westbourne Bridge towards Harrow Road. This is a vital alternative to the fragile Lord Hill's Bridge. It also provides a second route towards Maida Vale, avoiding the congested Bishop's Bridge.

3.2.2 We read the drawing as removing the existing central reservation which separates vehicular traffic in the two directions, and substituting a white line, displaced slightly towards the west side of the bridge.

3.2.3 There is a long history of car drivers who have left the A40 seeking to do a 'U' turn at the southern end of the existing central reservation, by the junction with Orsett Terrace, in order to reach Harrow Road (north-westbound), despite there being a good alternative route by way of the right turn into Orsett Terrace, Porchester Square and Lord Hill's Bridge.

3.2.4 Rather than the single dotted line now proposed, we suggest a double continuous line with studs in the middle, coupled with CCTV, for two reasons:-

- To discourage attempts by southbound vehicles to overtake, by going into the opposing lane, if there is a delay or temporary blockage ahead
- Whilst making a 'U' turn on the bridge itself (see 3.2.3 above) may be difficult, even for a very small car, attempts might still be made to do it there.

3.2.5 We suggest directional signposting at the junction with Orsett Terrace of the best route from the A40 to Harrow Road (westbound), see 3.2.3 above for an outline of this route.

3.3 Westbourne Bridge/Orsett Terrace/Westbourne Terrace (see section 4.2 of the Annex)

3.3.1 We welcome the continued facility for the right turn from Westbourne Bridge, going south after leaving the A40, into Orsett Terrace, but we seek confirmation that there will be a smooth flow through inter-linkage with the signals at the junction with Bishop's Bridge Road. It is desirable that the main southbound flow across Westbourne Bridge, which will become a single traffic lane, is not impeded at all during the 'green phase' by vehicles waiting to make this right turn.

3.3.2 We understand that measures are proposed aimed at preventing attempts by drivers to do a 'U' turn to the south of this realigned junction, and would like to know what these are. In our opinion, they should include CCTV at this point too.

3.4 Cleveland Terrace - junction with Westbourne Terrace (see section 4.3 of the Annex)

3.4.1 We seek confirmation of our reading of the drawing:-

a new 'all pedestrian/no vehicles' phase similar to that at the junction with Craven Road;

vehicular movements as now;

southbound cyclists constrained, like vehicles, to move ahead only,

northbound cyclists able to turn left as well as go straight on.

3.4.2 We consider a yellow box at this junction to be essential, as we fear blockages when northbound queues are long – or at the very least a half box on the western side. We recognize that this might require removal of the dotted lines indicating the cycle lane.

3.4.3 We request directional signs advising vehicles in Cleveland Terrace heading for the A40 to turn right into Westbourne Terrace. This would apply to vehicles coming from Eastbourne Terrace, once fully reopened¹, or from Bishop's Bridge and choosing to divert by way of Cleveland Terrace so as to avoid any congestion in Bishop's Bridge Road.

3.5 Cleveland Terrace, junction with Gloucester Terrace

3.5.1 We seek confirmation that there is no change in design or layout. As mentioned above, we seek signage at the junction with Westbourne Terrace, to discourage movement towards the A40 by way of Cleveland Terrace as far as its junction with Gloucester Terrace; it is important to discourage higher volumes of traffic at this accident-prone priority junction.

3.5.2 Incidentally, we have heard that signage / road markings at this junction are being reviewed (after a report about dangers and difficulties there, in SEBRA NEWS Autumn 2015). The review is being led by Westminster City Council assisted by their contractors WSP Group/ Conway's, who have done a site visit to review existing position and have made suggestions.

3.6 Gloucester Terrace, junction with Bishop's Bridge Road (see section 4.1 of the Annex)

We seek confirmation of adequate capacity of the junction with the new three-phase layout of the traffic signals, and we request a review of a continuing lack of facilities for pedestrians. It seems strange that this is virtually the only main junction which does not have an 'all pedestrian/no vehicle' phase

4. General aspects of pedestrian crossings.

4.1 As regards pedestrian crossings generally, please confirm that all signal-controlled crossings will be activated only when a button is pushed.

4.2 Will there always be tactile paving in central refuges at uncontrolled crossings?

5. Conclusions/Objections

5.1 Delay installation of segregated cycleways in Westbourne Terrace until Crossrail confirm that at no time will Eastbourne Terrace be closed to buses (1.1.1). Cancel installation if the Westway extension is also cancelled (1.2)

5.2 General review of double yellow lines and loading restrictions (2.1)

5.3 Problems from vehicular blockages in Westbourne Terrace have not been addressed (2.2)

5.4 We remain concerned about conflict between cyclists and vehicles leaving the service roads (2.3.1)

¹ Once Eastbourne Terrace has been fully reopened, vehicles coming from Sussex Gardens or Praed Street may well prefer to travel to the A40 by way of Eastbourne Terrace. Spring Street plus Eastbourne Terrace will be used, when coming from Sussex Gardens. They are then likely to prefer the Cleveland Terrace route to the Bishop's Bridge Road route, thereby encountering one less set of traffic signals.

- 5.5 Potential conflict between cyclists and vehicles turning left into service roads at points away from signalled junctions, or at Chilworth Street, has not been addressed (2.3.2)
- 5.6 Add loading restrictions in Gloucester Terrace at approach from the south to junction with Bishop's Bridge Road (2.6)
- 5.7 Request double white lines/studs on Westbourne Bridge to prevent overtaking/'U' turns, coupled with CCTV (3.2.4)
- 5.8 Request sign at the Westbourne Bridge approach to the junction with Orsett Terrace indicating the route towards Harrow Road – turn right into Orsett Terrace (3.2.5)
- 5.9 We believe a yellow box at junction Westbourne Terrace/Cleveland Terrace is essential (3.4.2)
- 5.10 Request sign at the Cleveland Terrace approach to the junction with Westbourne Terrace indicating the route to A40 – turn right there (3.4.3)
- 5.11 Request review of continuing lack of controlled pedestrian crossing at junction Gloucester Terrace/Bishop's Bridge Road (3.6)

6. List of questions or points where confirmation is requested

Questions

- 6.1 Deliveries to Enterprise House and 140 Westbourne Terrace? (2.4)
- 6.2 Access to frontages in a section of Bishop's Bridge Road - loading in off-peak hours on the south side but not the north side? (2.5)
- 6.3 Route for cyclists from Superhighway to Harrow Road, going north-west (3.1.2)?
- 6.4 Cyclists can connect between Acton and Maida Vale, from Queen's Park area by Harrow Road towards Acton, and from Acton to Harrow Road eastbound? (3.1.3)
- 6.5 Measures to prevent 'U' turns, south of junction Westbourne Bridge/Orsett Terrace? CCTV? (3.3.3)
- 6.6 Tactile paving in central refuges of all uncontrolled pedestrian crossings? (4.2)

Points for confirmation

- 6.7 Mandatory 'give way' signs for vehicles exiting Westbourne Terrace service roads at all sixteen points (2.3.1)
- 6.8 Loading restrictions in all Westbourne Terrace will operate 24 hours, seven days a week (2.7)
- 6.9 Cyclists going eastwards on Harrow Road can connect with the Superhighway (3.1.1)
- 6.10 The inter-linking of traffic signals, at the two junctions Westbourne Terrace/Orsett Terrace and Westbourne Terrace/Bishop's Bridge Road, always allows forwards movement of southbound vehicles at the first junction, on a green signal. (That is, the way forward is never blocked by a vehicle having to wait in order to make right turn there.) (3.3.1)

6.11 Our description of the features of the junction Westbourne Terrace/Cleveland Terrace is correct (3.4.1)

6.12 No change at all to configuration of junction Gloucester Terrace/Cleveland Terrace (3.5.1)

6.13 Adequate capacity of re-configured junction Gloucester Terrace/Bishop's Bridge Road (3.6)

6.14 All signalled pedestrian crossings must be activated by pressing a button (4.1)

J Walton

For PRACT

20 March 2016

ANNEX – see pages 8-11

ANNEX

(Sheet 1)

COPY OF PRACT NOTE OF 14 JANUARY TO JOY WIGG, TfL.

Re.: East-West Cycle Superhighway from Paddington to Acton

Many thanks for the info with your message of Friday 9 January. Subject to detailed design, we welcome the general thrust of your proposals.

Here are my reactions. I am copying to the others attending the meeting [on 20 January].

PRELIMINARY AND SUMMARY

- A1. The drawing for the middle section of Westbourne Bridge refers to other drawings for the section beyond. We would like to know how you propose to implement your objective to connect the cycling superhighway with Harrow Road, and presumably also with Westbourne Terrace Road, at the northern end of the bridge. It is in everybody's interest that this should be ventilated when you go out to public consultation [It was]. It would be most helpful to see the relevant drawings, for the north end of Westbourne Bridge, before any meeting [They were seen].
- A2. We accept that queuing of vehicles towards the exit from A40 at Paddington is inevitable, given only one vehicular lane on the 'off' ramp. The proposed restriction to one vehicular lane southbound on the bridge adds little further delay, it seems, subject to detailed design, see below.
- A3. [Further comments may come from SEBRA or PW&MVS.] I now summarise my comments below.

SUMMARY

As regards the main road junctions:-

Gloucester Terrace/Bishop's Bridge Road (BBRd) (Section 4.1 below)

We seek confirmation of adequate capacity and request a review of a continuing lack of facilities for pedestrians.

Westbourne Terrace/Orsett Terrace (Section 4.2 below)

We seek confirmation of the feasibility of a smooth flow for the right turn through inter-linkage with the signals at the junction with BBRD, and of the presumed impact of a continuing lack of facilities for pedestrians.

Cleveland Terrace - junctions with Westbourne Terrace and Gloucester Terrace (Section 4.3 below)

Junction with Westbourne Terrace: we seek confirmation of our description of the impact of the new design. Junction with Gloucester Terrace: confirmation that there is no change.

ANNEX: second sheet

Other diversions and other pedestrian crossings

These seem OK but the impact of a possible change in arrangements for servicing shops in Paddington Station needs to be taken into account.

Access to frontages

There is an important question about access to frontages in Westbourne Terrace, north of BBRD, couple with loading restrictions etc.

DETAILED CONSIDERATION

A4. The Main Road Junctions

A4.1 Junction Bishop's Bridge Road/Gloucester Terrace

- 4.1.1 The new right turn, westbound to northbound, is the key to the whole scheme, it minimises diversions and relieves the junction Cleveland Terrace/ Gloucester Terrace of diverted traffic and eliminates the consequential risk of unwanted traffic lights there. Please confirm that no changes are proposed at this junction.
- 4.1.2 We need more information about likely lengthening queues of traffic, eg BBRd westbound and GT northbound, because the existing two-phase traffic lights would be replaced by three-phase ones, like those now operating at the junction between Westbourne Terrace and Craven Road (where there also an all-pedestrian phase). Double yellow lines and loading restrictions seem necessary on the southern side of the section of Bishop's Bridge Road between Westbourne and Gloucester Terraces. There will be additional queuing space for westbound traffic, between Eastbourne Terrace and Westbourne Terrace.
- 4.1.3 Pedestrian movement at the junction with Gloucester Terrace needs further consideration. Other junctions, such as that mentioned above, have a further 'all pedestrian' phase. Crossing Bishop's Bridge Road safely, on both sides of Gloucester Terrace, would now become possible in two stages, by waiting for the appropriate phases of the signals, for instance crossing half the road when traffic is held and then waiting for that traffic to move, when the remainder of the road will be clear. However, there seems to be no room for signalisation in two stages with an enlarged central refuge. In any event, crossing Gloucester Terrace, on both sides of Bishop's Bridge Road, would remain fraught, as now, and on the northern side would become more difficult because of the new turning movement for vehicles

A4.2 Junctions Ex-Westbourne Bridge (Southbound) With Orsett Terrace and then Bishop's Bridge Road

- 4.2.1 As you have said, queueing on the A40 is inevitable, given only a single lane for vehicles on the 'off' ramp. It makes little difference that it would be followed by only a single southbound lane for vehicles across the bridge. What matters is that this vehicular stream can proceed smoothly towards the junction with BBRd (where there can be two lanes) without being obstructed by vehicles waiting to turn right into Orsett Terrace.

ANNEX: third sheet

- 4.2.2 It appears that your design achieves this in the following way - please confirm - by appropriate linkage of the two sets of traffic signals, as shown in your drawing for the junction between Westbourne Terrace and Bishop's Bridge Road. (Incidentally, we assume that there will be no central reservation on the part of Westbourne Bridge devoted to vehicles - just a line to separate the opposing streams. Measures will be needed to prevent attempts of drivers to do a U turn ex-A40 towards Harrow Road, as has happened with the existing road layout; and to prevent cyclists doing a similar U turn at the junction with Orsett Terrace, if there were no direct link at the foot of the ramp.)
- 4.2.3 Without going into too much detail, on phases 4 and 1 of the signals at the junction with Bishop's Bridge Road, northbound traffic is held. Thus, if phase 1 at the junction with Orsett Terrace (vehicles move south) can coincide with the above two phases, with the appropriate lag, the way will always be clear for southbound vehicles to turn right into Orsett Terrace, without delaying vehicles behind wishing to move straight ahead. Hopefully the tidal flows will also be congruent: longer phases for southbound traffic in the am peak coinciding with longer periods when the lighter northbound traffic can be held, and vice versa in the pm peak.

A4.3 Junctions with Cleveland Terrace

Please confirm no change at the junction between Cleveland Terrace and Gloucester Terrace. As regards the junction between Cleveland Terrace and Westbourne Terrace, for the avoidance of doubt please confirm our reading of the drawing: a new all pedestrian phase similar to those at the junctions with Craven Road, vehicular movements as now, southbound cyclists constrained, like vehicles, to ahead only, and northbound cyclists able to turn left as well as straight on.

A5. Other Diversions And Other Pedestrian Crossings

- 5.1 On the diversion for vehicles coming from Bishop's Bridge or Eastbourne Terrace (once fully reopened) and heading for the short section of Orsett Terrace between Westbourne and Gloucester Terraces, we accept that there should be few vehicles, but you should know that currently a major planning application proposes to relocate all servicing of shops in Paddington Station to one of the vehicle parks adjacent to the station's Platform One, and we do not know, now, whether this would be the vehicle park approached from Bishop's Bridge Road or that approached from Orsett Terrace.
- 5.2 You should note that this route will also be followed, after Eastbourne Terrace reopens fully, by vehicles coming from Praed Street or Spring Street and heading for Harrow Road, with no increase in the length of route. It is also a possible route for taxis leaving the taxi facility at Paddington Station and also heading for Harrow Road (westbound), though it seems easier for them to turn right on leaving the station and go towards Harrow Road directly.
- 5.3 As regards pedestrian crossings generally, please confirm that all signal controlled crossings will be activated only when a button is pushed. Will there be tactile paving in central refuges?

ANNEX: fourth sheet

5.4 There is currently no pedestrian crossing facility at the junction between Westbourne Terrace and Orsett Terrace, because the crossings at the adjacent junction with Bishop's Bridge Road serve most purposes. We are a bit concerned that people walking South across Westbourne Bridge and wanting to reach Orsett Terrace may 'jay walk' at that junction rather than go on to Bishop's Bridge Road and double back.

A6. Access to Frontages

6.1 What are your proposals to accommodate deliveries to Enterprise House and 140 Westbourne Terrace?

6.2. We think a general review is needed of double yellow lines and loading restrictions. As you know already, we remain concerned about illegal stopping in Westbourne Terrace (or obstructions through accident or breakdown), which would oblige vehicles in both directions to use 'shuttle mode' so long as the obstruction lasts. You have so far not responded to our expression of these concerns and we would like to know what you propose.

Kind regards

John

For PRACT