

Date:	15 September 2014
Classification:	For General Release
Title:	Two Way Traffic Schemes
Report of:	Rosemarie MacQueen, Strategic Director Built Environment
Cabinet Member Portfolio	Councillor Edward Argar, Cabinet Member for City Management, Transport and Environment Councillor Robert Davis DL, Deputy Leader and Cabinet Member for the Built Environment
Wards Involved:	All
Policy Context:	Westminster's City Plan: Strategic Policies (2013) emphasise the need to prioritise pedestrian movement and support sustainable transport options, reducing reliance on private motor vehicles thereby improving air quality and public health. Public realm enhancements and improvements around mainline stations are supported. The need to carefully manage freight and servicing to minimise adverse impacts is also acknowledged.
Financial Summary:	There are no financial implications arising from this report.
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1. EXECUTIVE SUMMARY

- 1.1 This report sets out the background to the major one way systems and gyratories in the City, and the status of various schemes and studies being implemented and considered to replace some of these with two way working.

- 1.2 Reference is also made to the policy context in Westminster, the Mayor and Transport for London's (TfL) approach and some relevant examples from adjacent boroughs. All of these illustrate a growing demand for two way schemes to be considered and implemented to meet the demands of a number of local stakeholders including residents.
- 1.3 Such projects are, of course, also affected by other major schemes, such as the completion of Crossrail in 2018, the decision on the Thames Tideway Tunnel, the proposed Garden Bridge and the various cycling projects all now under active consideration, as well as the availability of private sector and TfL funding.
- 1.4 Subject to the views of the Committee, a further report on the policy and wider issues could be considered at a later meeting. Individual schemes will continue to be reported and consulted in the normal manner.

2. KEY MATTERS FOR THE COMMITTEE'S CONSIDERATION

- 2.1 The purpose of this report is:
 - i. To provide an update on recent experience of the conversion of one way streets and gyratories to two way operation and current proposals.
 - ii. To note views of Members in connection with current schemes.
 - iii. To note Members' views of potential further schemes.

3. BACKGROUND

- 3.1 The highway network of Westminster and central London is complex and fulfils many local and strategic functions. For this reason roads are assigned two main classifications according to their primary role, a plan of which is included in Appendix A:

- Strategic Roads - where the primary function is to distribute through traffic across the city, e.g. Bayswater Road on the WCC network and Vauxhall Bridge Road on the Mayor's Transport for London Strategic Road Network (TLRN); and
- Local Distributor Roads (sometimes referred to as Westminster Local Roads) - which make up the vast majority of other roads and are maintained to service a multitude of local amenity, distributor, economic and environmental needs.

The report of the Mayor's Roads Task Force (RTF) in 2013 takes the above a stage further by identifying some 9 types of road typology (see section 4.5 and Appendix B). The findings of the RTF are not mandatory but are being considered when schemes are put forward by TfL, local authorities and other promoters. One of the principal themes within RTF is the appreciation of the relationship between the transport function of a road and the places it passes through, in this respect the general findings of the RTF address one of the criticisms of one way schemes in that they have physically segregated and isolated streets due to the operation of one way traffic and relegated the importance of both the character and function of place and especially the movement of pedestrians. In Westminster this impacts on the operation of public transport and shopping streets.

3.2 To fulfil such needs, the management of Westminster's highway network has evolved over the years to suit the demands placed on it at different times and during different stages of development. There are various types of road design, some of which work better than others. These include complex gyratory systems that were designed many years ago to move strategic traffic around urban areas, e.g. Victoria; there are two-way streets that are able to accommodate traffic flows with relative ease; there are also streets where restrictions are applied during times of the day / night when there is traffic stress, e.g. Oxford Street and there are one-way streets that seek to manage traffic on both Strategic and local Distributor Roads alike in local areas more efficiently given limitations such as limited carriageway space, and the need to increase highway capacity.

3.3 Most one-way streets and gyratories in Westminster were developed between the 1960s and early 1990s. At that time, the general consensus was that the conversion of two-way streets to one-way was implemented because:

- Given that road traffic levels were increasing markedly at the time and that walking, cycling and using the bus and Underground was not considered a priority it was seen necessary to increase the capacity of local road networks. To meet this objective it was considered then that the conversion of two-way streets to one-way streets would increase road traffic speeds and thus increase highway capacity. This is believed to be the reason for the larger one-way conversion schemes such as the making of Baker Street and Gloucester Place one-way;
- It was clear that in some areas the presence of two-way streets encouraged local short cuts or 'rat running' through sensitive areas so the highway planners at the time recommended that conversion to one-way would reduce this concern;
- Apart from taxis most other vehicles grew in size over that time and so it became an increasing problem that wider and longer cars, vans, HGVs, buses and coaches struggled to pass each other on certain narrower two-way roads. This led to local congestion and road safety concerns;
- In the late 1960s and early 1970s Westminster, like many other urban local authorities, introduced Controlled Parking Zones as a means to control the increasing demand for carriageway and kerbside space. This led to the introduction of regulated on-street parking bays for residents, local businesses and visitors alike that in turn rendered some two-way streets as un-passable to passing traffic. So in many areas, such as Soho, it was not possible to implement parking on some streets without making them one-way.
- The traffic flows in parts of Paddington, notably Westbourne and Gloucester Terraces, date from the 1972 opening of Westway where they act as the feeder roads to and from Westway along with the Marylebone Road to the east and through the Lancaster Gate gyratory to the Bayswater Road in the south and in this respect is of a different nature to most of the other one way road systems.
- The removal of traffic from the north terrace of Trafalgar Square, as part of the World Squares for All can be seen as an example of a recognition

of a problem caused by traffic physically encircling public spaces with consequential environmental effects that needed to be reconsidered.

4. CURRENT AND FUTURE PROPOSALS

4.1 In 2014 the pressure on the city is considerably different to the years before and this has impacted on how local and strategic traffic is managed; in how residents, workers and visitors travel; the increasing impact of transport on the economy and the environment and; how goods and services are delivered. To substantiate these differences the following pressured of today are stressed below:

- Residential and commercial development is now increasingly denser than before thus impacting on kerbside demand;
- Whilst the level of car traffic in central London has stabilised in recent years, and reduced over the past ten years, there has been a contrasting and considerable increase in the number of pedestrians, cyclists and users of the bus and underground networks;
- The means in which deliveries are made is increasingly varied in terms of their number, delivery times during the time of day and/or night and their consignment size;
- The recognition that street improvement schemes should now be designed to the highest level of public realm design;
- Despite the ever increasing pressure on the kerbside that the City Council's management of local parking, loading and waiting controls has improved markedly in recent years. This is evidenced by a position where fewer Penalty Charge Notices are issued and where more drivers are adhering to local controls. The introduction in 2014 of Traffic Marshals and parking bay sensors will further improve this state of local traffic management; and finally
- There is increasing evidence that road traffic emissions is the cause of increasing harm to those living, working and visiting the city so improved traffic management and the reduction in vehicle emissions is of a greater priority than before.

4.2 This is reinforced through the policies contained in Westminster's City Plan: Strategic Policies (adopted 2013) which set out the need to prioritise pedestrian movement and support sustainable transport options and to reduce reliance on private motor vehicles thereby improving air quality and public health. Public realm enhancements as well as improvements around mainline stations are supported. The need to carefully manage freight and servicing to minimise adverse impacts is also acknowledged. The Council is currently consulting on more detailed transport policies which it is envisaged will replace those in the Council's Unitary Development Plan. The draft policy states that:

"In order to improve traffic network permeability, the council will consider positively conversion of one way streets to two way working where:

- 1. Sufficient road width is available;*
- 2. There is no overall loss of footway space;*

3. There is no overall loss of parking provision or loading facilities, unless it can be demonstrated that there is no practical alternative, that the loss has been minimised and that equivalent facilities / provision are included as part of the scheme; and

4. There is no substantial adverse impact on bus services.

The council will not normally support any proposals for new one way streets or the conversion of two way roads to one way.

The consultation runs until 19 September 2014.

4.3 Therefore it is timely to review whether it is appropriate to review some or all of the city's one-way roads and determine whether it would be preferable to return them to two-way roads, especially if these:

- Improve permeability for pedestrians and cyclists in particular in areas that were hither-to difficult to access due to an ungainly one-way network which demand circuitous access routes;
- Improve local access for drivers visiting family or friends or for the undertaking of deliveries;
- Make it safer for all road users especially pedestrians and cyclists;
- Improve local air quality by reducing the need for lengthy diversion routes around local one-way networks;
- Better facilitate access to sensor equipped visitor parking bays especially where a driver has access to the Parkright App or an in-vehicle Parkright equipped SATNAV system in the future; and finally
- Do not lead to a substantial loss of on-street parking, loading or waiting provision.
- Do not lead to any negative impacts on local residents and businesses along such routes that cannot be mitigated against.

The establishment of Business improvement Districts (BIDs) has led these groups in many cases to carry out studies into their local areas and along with major estates, such as Crown, Grosvenor & Portman, to promote schemes to return to two way working in the areas they have some responsibility for.

In the West End the findings of the West End Partnership, due later this year, is likely to establish a view on the desirability of such schemes and their funding.

4.4 Therefore it is considered that there is a case to convert some one-way Strategic or Local Distributor Roads to two-way if such a proposal is capable of fulfilling on all or most of the above criteria. In Westminster, some conversions from one-way to two-way have already been implemented (Piccadilly), and others are currently under investigation or being considered for the future and are set out below. Appendix C gives details of schemes in Westminster and elsewhere in central London.

Roads Task Force / Inner Ring Road

- 4.5 The Roads Task Force (RTF) comprises a number of stakeholders including representatives from TfL, London boroughs and a range of road user groups, tasked with developing a vision for the future of London's roads.

One of the recommendations of the RTF was that in the interim a plan for the Inner Ring Road (IRR) should be developed as a matter of urgency given the cumulative development pressures in the area. TfL's response document committed to beginning a number of further studies, including one on the IRR by late 2015 and this has already commenced. This will give consideration to gyratories along the IRR such as Victoria and Marble Arch. As part of the RTF process, TfL has also asked boroughs and landowners to consider applying the principles developed as part of the RTF process to streets in their area. The Grosvenor Estate is undertaking a pilot study in this respect.

Cycling

- 4.6 As part of the Mayor's Vision for Cycling (2013) and the draft Westminster Cycling Strategy (due to be adopted Autumn 2014), the Council has plans to implement a network of Cycle Grid routes in partnership with TfL and neighbouring boroughs. This will consist of Superhighways and Quietways, with a core network to be delivered by May 2016. Some parts of this network are currently one way and consideration is being given to making these routes two way, either for cyclists only or for both general traffic and cyclists.

The East West Cycle Superhighway proposals include changes to the Lancaster Gate gyratory to create two way working for general traffic on the southern arm of the gyratory and a segregated contraflow cycle lane for cyclists on the eastern arm of the gyratory. A contraflow cycle lane is also proposed for the northern side of Parliament Square.

As part of the Mayor's Cycle Vision, TfL has developed a 'Better Junctions Review' programme to address junctions where there have been high numbers of accidents involving cyclists. Within Westminster, the list of junctions includes the gyratories at March Arch and Great Portland Street. Whilst improving cycle safety will be a key part of the proposed improvements, enhancements for other road users, particularly pedestrians will also be sought.

Neighbouring authorities such as Kensington and Chelsea and the City of London have successfully introduced cycling contraflows on a number of one way streets. One of the proposed actions in the draft Westminster Cycling Strategy is to make further connectivity improvements outside of the Cycle Grid network in order to make it easier for people to cycle their way through Westminster's quieter back streets, thereby avoiding busier roads..

Freight Consolidation Schemes

- 4.7 In recent times the City Council has actively encouraged the development of Freight Consolidation schemes and other shared freight initiatives in areas of dense development, e.g. the Regent Street Freight Consolidation scheme which is supported by the Crown Estate. Although difficult to develop and fund the City Council believes that more schemes are on the horizon, e.g. in Bond

Street, and that the conversion of one-way streets to two-way would ably assist local access and reduce emissions of any future scheme accredited delivery vehicle. For this reason it is considered appropriate that any future Freight Consolidation Scheme should always be coupled to a review of any one-way streets within its area of interest.

5. FINANCIAL IMPLICATIONS

- 5.1 There are no financial implications for the council arising directly from this report. The financing of any particular scheme for the removal of a gyratory is subject to the particular funders, the relationship to TfL and Westminster highway and funding responsibilities. These are currently set out in the City Council's Capital Programme, shortly to be reviewed, the Council's Local Implementation Plan, LIP, which shows how the funding received from TfL is allocated and through the individual financial reporting on specific schemes.

6. LEGAL IMPLICATIONS

- 6.1 There are no legal implications for the council arising directly from this report.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact:

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APPENDICES

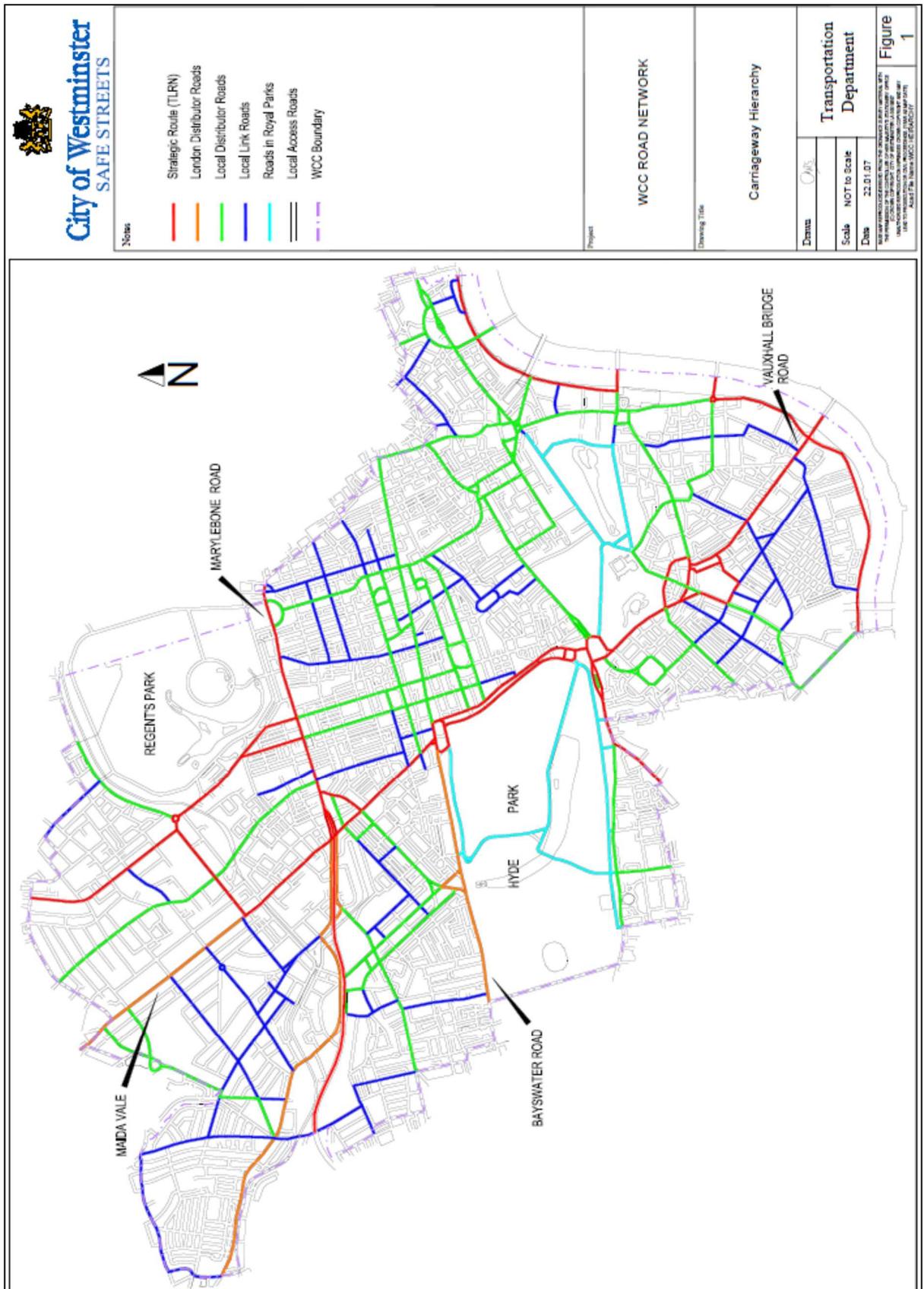
Appendix A - Plan showing strategic and distributor roads

Appendix B - Road's Task Force (RTF) street typologies

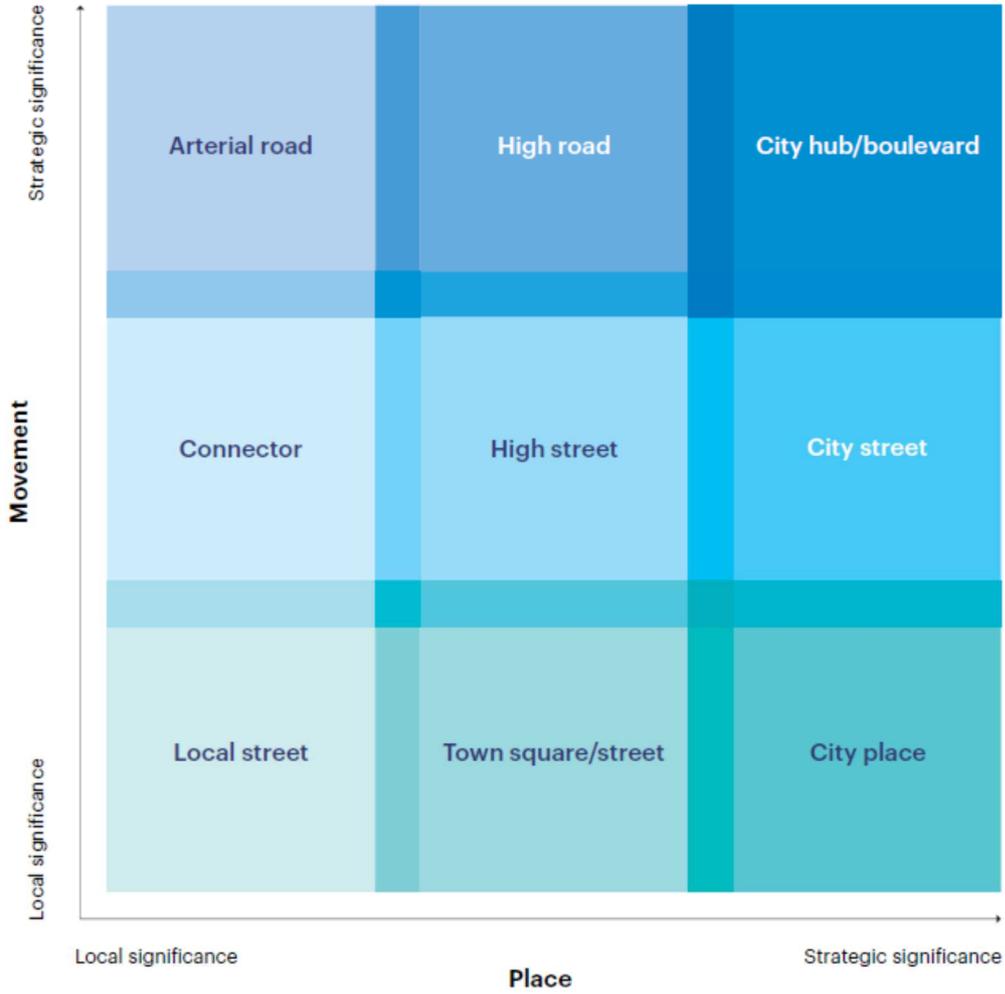
Appendix C - Summary of Two Way and Gyratory Schemes

Appendix D - Economic Benefits of the Piccadilly Two Way Project

APPENDIX A: Plan showing strategic and local distributor roads

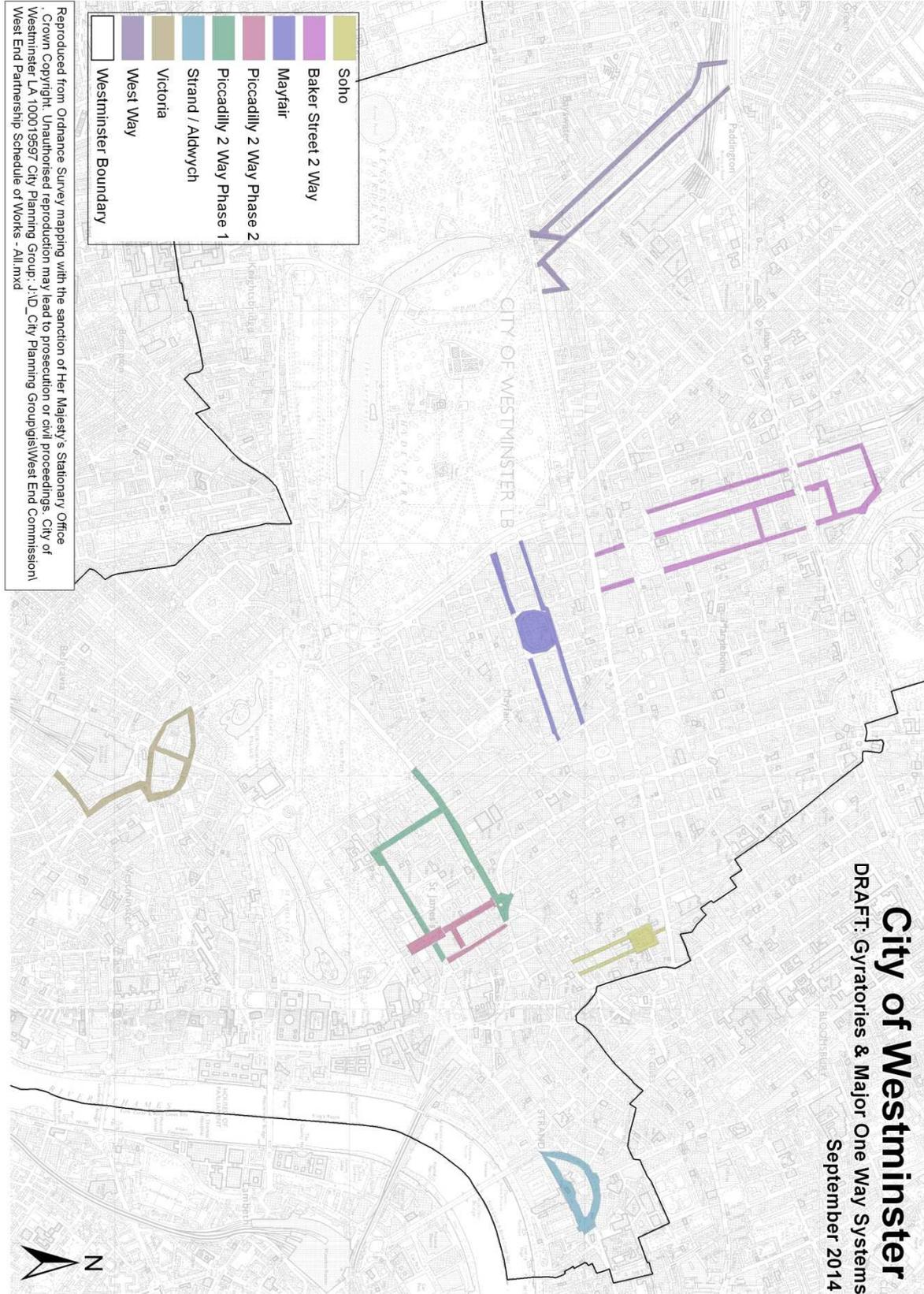


APPENDIX B: Road’s Task Force (RTF) street typologies



APPENDIX C: Summary of Two Way and Gyrotory Schemes

This Appendix provides a summary of current and planned proposals for two-way / gyrotory removal schemes. An overview location plan of the schemes within Westminster is provided below. Note that the shading of Montague Street, the western side of Montague Square, Upper Montague Street, Balcombe Street and Rossmore Road indicates a proposed cycling route and is shown for completeness. There are no changes to the current traffic arrangements on this road as part of the proposed Baker Street two way project.



Within Westminster

Piccadilly

The Piccadilly Two Way (P2W) scheme is one of the City Council's "Better City, Better Lives" initiatives and is being introduced in partnership with Transport for London and the Crown Estate. Phase 1 of the P2W scheme introduced major improvements in Pall Mall, St James's Street and Piccadilly and was completed in October 2011. It introduced two-way traffic movements on Piccadilly (where there was previously a contraflow bus lane), Pall Mall and St James's Street and significant improvements to the streetscape and public realm. Part 2 of the scheme, which covers Regent Street (south of Piccadilly Circus), Waterloo Place, Charles II Street and Haymarket involves similar improvements to the street environment and public realm, though Haymarket and Regent Street will remain as one-way streets. Implementation of Phase 2 is currently underway and is programmed to be completed in spring 2015 to create a vastly improved environment which enhances the unique setting of listed buildings and heritage assets, and is easier for pedestrians to access and enjoy. The improvements will include: substantially wider and repaved footways; resurfaced roads; new street lighting to modern illumination standards; removal of street clutter; improved pedestrian crossing facilities; and the use of high quality materials. These improvements are in conjunction with the Crown Estate's redevelopment and regeneration of the St James's Market area to provide a significant enhancement to this part of the West End. The economic benefits of the P2W project are shown in Appendix D.

Baker Street / Gloucester Place

Baker Street and Gloucester Place are both part of a one-way gyratory system and relatively wide streets. As a result, traffic generally behaves as if negotiating an urban motorway. Footways are narrow and street clutter further reduces available space. Pedestrian crossing facilities on most junctions are inadequate and there is lack of safe cycling facilities on these roads. Re-introducing two-way traffic flow would greatly increase accessibility for all road users including local traffic and would also provide an opportunity to improve street environment, improve facilities for pedestrians, cyclists and bus passengers. A feasibility study has been carried out into the introduction of two-way working in Baker Street and Gloucester Place in partnership with TfL, the Baker Street Quarter BID and The Portman Estate. The feasibility study has concluded that two-way working could be introduced (including the sections of Baker Street and Gloucester Place north of Marylebone Road which are on the TLRN). The sections south of Marylebone Road are on the Westminster road network. The proposals for the Baker Street Scheme are to implement a full two-way traffic system which will require changes at the junctions of Baker Street and Gloucester Place with Marylebone Road and Oxford Street. The benefits of the scheme include: significant public realm improvement; reduction in vehicle trip length (and therefore noise pollution and emissions); reduction in vehicle speed and thereby improved safety; wider footways on Baker Street; additional, wider and improved pedestrian crossing facilities at all junctions; improved public transport accessibility; improved cycling facilities; effective loading, servicing and parking for residents and businesses; raised surface treatments; improved lighting and street furniture and improved cycle parking provisions. It is also proposed to improve pedestrian crossing facilities across Marylebone Road with an aim to provide straight across crossing at both junctions. Subject to Cabinet Member approval, initial design will commence in

September 2014 with a view to implementation commencing in 2015/16, subject to funding, consultation and further approval.

Victoria

The Victoria gyratory is on the TLRN and is currently subject to a considerable number of roadworks as a result of London Underground’s Victoria Station Upgrade works and Land Securities’ Nova development. General traffic on the northbound Inner Ring Road (IRR) is currently diverted via Eccleston Bridge and north along Buckingham Palace Road rather than via Wilton Road and west-bound on Victoria Street. Although the current proposals do not include any changes to the one way working around the gyratory, the Mayor’s Roads Task Force and TfL’s Victoria Vision envisage future changes to the road network around Victoria which could include the permanent diversion of the IRR away from the front of Victoria Station and the introduction of two way working on the gyratory. Given the approach set out in the RTF and the scale of development currently underway in the area it is the intention to put a report before members early next year on the options for consideration concerning this gyratory, the operation of the Inner Ring Road and the potential impact on the area of the proposed acceleration of Crossrail 2 .

Figure 1: Original and Current Northbound IRR Traffic Routes



Soho / Mayfair

The greatest density of one way streets in Westminster is in Soho and Mayfair. Most of these are roads providing local access but are also heavily used by taxis, cyclists and delivery vehicles. The recent Soho Public realm study has concluded that the character of these local streets should be retained, whilst improving access and routes across Soho for cyclists and delivery vehicles. In Mayfair, the major one-way “gyratory” is Brook Street / Upper Brook Street and Grosvenor Street / Upper Grosvenor Street which provide links in to and out of the area to and from Park Lane. The conversion of these routes to two way working is now at an initial stage of being considered as part of future proposals for Mayfair with TfL and Grosvenor Estate for implementation by or after the opening of Crossrail in 2018. Old & New Bond Street, Grosvenor Square along with the streets listed above will be reviewed.

Strand/Aldwych.

The Northbank BID have recently carried out study of their area and have sought to start discussions with the City Council & TfL officers on the options for reviewing the current gyratory at Aldwych. This has been considered over many years, through the various earlier improvement proposals for Strand and the processional route, the proposed Cross River Tram and a number of schemes to improve bus movements in the area but the BID now consider that with the amount of development in the area and the possibility of the Garden Bridge proposal, which alone could bring 7-8mppa to the area, that it is now timely to review and for them to devote resources to this. A joint working group of officers from TfL, the City Council & BID is being established to review the case and then a report will be put forward for members’ consideration. The Mayor’s proposed East-West cycle route will also have an impact on any such proposal along with the Thames Tideway Tunnel work sites. The assessment of any options would also require close liaison with City of London and London Borough of Camden as well as the BID and local businesses and residents.

Outside Westminster

Tottenham Court Road (Camden)

The London Borough of Camden has recently carried out public consultation on the “West End Project” to transform the Tottenham Court Road area. A key element of Camden’s project is to return Tottenham Court Road and Gower Street to two-way traffic. It is proposed to make Tottenham Court Road two-way for buses and cyclists only (from 8.00am to 7.00pm, Monday to Saturday). During these hours, local access for cars, taxis and loading would be allowed on short sections of Tottenham Court Road via side roads. It is proposed to make Gower Street and Bloomsbury Street two-way for all traffic, although all bus routes would be moved to Tottenham Court Road. The scheme would provide: high quality public spaces; better streets that reduce traffic congestion, delays and collisions; new parks, green spaces and improved air quality; safe and attractive streets with wider tree-lined pavements; simpler and faster bus journeys; and improved streets for cycling including protected cycle lanes on Gower Street. It is understood that these proposals can be introduced without significant traffic impacts within either Camden or Westminster, although the City Council has asked for the impacts to be monitored and changes made if necessary. Camden are currently considering the responses from consultations and there will be further discussion on the subsequent changes to the scheme. Issues of local access and potential disruption have been noted although the modelling carried

out does not indicate any negative impacts on Westminster. Camden propose to present the results of their consultation to a Council Cabinet meeting in late 2014, where a decision will be made on the project. If the project is approved, construction will begin in early 2015 and be completed by 2018, subject to technical details and funding. The majority of the funding required has already been secured by Camden including contributions from TfL and developers. Camden's current plan is for the works to be substantially complete by 2018 to coordinate with commencement of Crossrail services at Tottenham Court Road station and the revised public realm in that area.

Aldgate (City of London and Tower Hamlets)

The City of London, the London Borough of Tower Hamlets and Transport for London are working together to introduce two way working at the Aldgate gyratory. Consultation on these proposals took place in 2013 and implementation is currently underway. As with the other proposals, the Aldgate scheme is intended to enhance safety for road users; improve cycling routes; improve pedestrian routes and connections; improve bus journeys, introduce more greenery and improve lighting. In particular, the centrepiece of the scheme will be a large public open space adjacent to two listed buildings. The phased works are programmed to be completed in autumn 2016.

Vauxhall (Lambeth)

Within the London Borough of Lambeth there is a proposal to remodel the one way and gyratory at Vauxhall Station. This is linked to the major redevelopment schemes in Lambeth and Wandsworth at Vauxhall and Nine Elms and the Mayor's Cycle Superhighway 5 proposals which are currently out for consultation.

APPENDIX D: Economic benefits – Piccadilly Two Way (P2W) Project

The P2W project is being introduced in 2 parts.

P2W Part 1 cost £12.5m and introduced two way working on Pall Mall, St James's Street and Piccadilly, new pedestrian crossing points, central medians to improve informal crossing arrangements, widened footway, modern street lighting, removal of street furniture that hindered pedestrian movements and the use of high quality street materials. It was completed in advance of the London 2012 Olympic Games. P2W Part 2 will cost £10.5m and will continue to deliver the successes already achieved by P2W Part 1 delivering similar improvements on lower Regent Street, Waterloo Place, Haymarket and Charles II Street. It commenced in 2013 and it will complete in late 2014.

Using Part 1 of P2W, there has been a significant amount of investigation of the economic benefits of returning a large one way gyratory back to two way operation, and to assess the financial benefits of introducing significant improvements to the public realm from a perspective of those that use the improved space to visit or to trade.

The P2W Part 1 Business Case prepared (by SKM Consultants) for the funding partners showed:

1. Pedestrian Journey Time Savings (from the improved crossings and wider footways)	£ 2.3m
2. Vehicle journey time savings (Including more reliable journey times)	£ 97.5m
3. Road safety benefits	£ 3.1m
4. Ambience of the improved area	<u>£ 5.8m</u>
TOTAL	£108.7m

Over a 10 year design period and a Cost benefit Ratio (CBR) of approx 10:1

In addition a further assessment has taken place on completion of the Part 1 to assess the wider based economic benefits of this part of the project in terms of increased economic activity associated with the greater footfall and more attractive spaces in this important commercial part of the West End. This provided further useful information about the benefits of a P2W approach when traffic changes are undertaken together with a significant investment in the improvement of the public realm:

The P2W Assessment of the Wider Economic Benefits (by MVA) for the City Council through an assessment of schemes across central London showed (over a 10 year design period):

1. Economic benefit of improved PR	£ 4.8m
2. Monetized benefit of improving the PR (Increased property values and rents)	£59.0m
3. Improved business profitability	<u>£ 5.6m</u>
TOTAL	£69.4m

The overall financial benefits of the initial £12.5m investment in P2W Part 1 are therefore expected to be significant and approaching £170m over a 10 year design period.