



Decision Maker:	Deputy Leader and Cabinet Member for Built Environment Cabinet Member for City Management, Transport and Infrastructure Cabinet Member for Sustainability and Parking
Date:	20 October 2014
Classification:	For General Release
Title:	Baker Street Two Way - Initial Design
Wards Affected:	Marylebone High Street, Bryanston and Dorset Square
Key Decision:	Yes
Financial Summary:	The estimated cost to undertake the Initial Design of the Baker Street two Way Scheme as outlined in this report is £1,000,000 and will be fully funded by Transport for London, The Baker Street Quarter Partnership (BID) and The Portman Estate
Report of:	Strategic Director, Built Environment and City Commissioner of Transportation

1. Executive Summary

- 1.1 This report presents the results of the feasibility design developed to introduce two-way operation on Baker Street and Gloucester Place for traffic, from Rossmore Road to Oxford Street. The proposed design also provides significant public realm improvement on Baker Street; wider footway on Baker Street; improved pedestrian crossing facilities and improved public transport accessibility. In addition, this design also proposes to improve cycling facilities on Gloucester Place and Baker Street.
- 1.2 This feasibility design along with the proposed cycling facilities has been discussed by senior officers of the City Council and Transport for London and

representatives from The Portman Estate and Baker Street Quarter BID. The Deputy Mayor for Transport and the Cycling Commissioner of London also support the scheme for further design development and consultation.

- 1.3 The design team is working closely with Transport for London (TfL) to develop the scheme traffic modelling with a view to gaining formal TfL Scheme Notification Approval by early 2015.
- 1.4 This report seeks approval to undertake initial design, public consultation and Traffic Management Order (TMO) consultation.
- 1.5 This report also seeks approval for capital expenditure of £1,000,000 necessary to undertake surveys, further traffic modelling, initial design, public consultation and TMO consultation, which is being funded externally.
- 1.6 A further Cabinet Member Report will be prepared, once initial design is complete, to seek approval for detailed design and implementation of the proposed scheme. The results of all consultations will be presented in that report.

2. Recommendations

- 2.1 That approval be given in principle for pursuing the proposal to remove the present one-way gyratory system in Baker Street and Gloucester Place and to undertake initial design of the proposed scheme presented in this report.
- 2.2 That authority be delegated to the City Commissioner of Transportation, in consultation with Deputy Leader and Cabinet Member for Built Environment; Cabinet Member for City Management, Transport and Infrastructure and Cabinet Member for Sustainability and Parking, to approve the initial design for the purpose of going out to consultation and to approve the consultation strategy.
- 2.3 That approval be given to undertake public consultation on the proposed scheme.
- 2.4 That approval be given to initiate consultation for any modification to Traffic Regulation Orders necessary for the scheme proposals.
- 2.5 That approval be given for capital expenditure of £1,000,000 necessary to undertake initial design, surveys, further detailed traffic modelling and consultations.

3. Reasons for Decision

- 3.1 The initial design is required to develop the concept design produced during the feasibility stage. The initial design stage will ensure proposals meet the City Council's standards as well as developing the public realm and traffic management arrangements.
- 3.2 The initial design is also required to secure final funding for the detailed design and implementation stages from Transport for London, Baker Street Quarter BID and The Portman Estate.

- 3.3 The initial design will form the basis of the formal public consultation and Traffic Regulation Order consultation, which will be required to ascertain the full support of public and key stakeholder groups for the scheme and for producing the business case for Transport for London.

4. Background, including Policy Context

- 4.1 Baker Street and Gloucester Place, south of Marylebone Road, form part of the Strategic Route Network (SRN) managed by Westminster City Council. North of Marylebone Road, both streets are part of the Transport for London Road Network (TLRN). Both streets are part of a one-way gyratory system and are relatively wide. As a result, traffic generally behaves as if negotiating an urban motorway. Footways, especially on east side of Baker Street are narrow and street clutter further reduces the available space. The pedestrian crossing facilities on most junctions along Baker Street and Gloucester Place and on Marylebone Road are inadequate. There is also a lack of safe cycling facilities on these two roads.
- 4.2 A significant improvement to the street environment on Baker Street and Gloucester Place can be achieved by removing the one-way gyratory system and re-introducing two-way traffic flow. This would greatly increase accessibility for all road users including local traffic and would also provide an opportunity to improve facilities for pedestrians, cyclists and bus passengers. The completion of Cross Rail link is likely to generate a significant increase in pedestrian footfall throughout the area between Marylebone Road and Oxford Street.
- 4.3 The Baker Street Quarter BID has always supported improvements on these roads and this scheme has been developed with them and Transport for London (TfL) to meet existing policy goals of both highway authorities and to deliver a scheme which meets the BID's ambitions and resources.
- 4.4 This proposed scheme aligns with the 'Better City Better Lives' programme and relates to City Plan policies of providing clean and safe streets and attractive public realm.

The main objectives of the scheme are summarised below:

- § Provide a significant improvement to the quality of public realm on Baker Street and throughout the study area;
- § Reduce the dominance of traffic throughout the study area by removing the one-way system in Baker Street and Gloucester Place, introducing a two-way pedestrian friendly environment on Baker Street; reduce vehicle speeds and thereby improve safety; reduce vehicle trip length (and therefore noise pollution and emissions) by improving accessibility;
- § Improve the environment for pedestrians by increasing available footway space, providing additional and improving pedestrian crossings facilities

- on Baker Street and Gloucester Place, reducing street clutter and alleviating barriers to pedestrian movement such as Marylebone Road;
- § Improve public transport accessibility by providing bus access to Baker Street for northbound services and to Gloucester Place for southbound facilities, enhancing bus stops and connectivity between bus services, coaches and underground rail;
 - § Improve conditions for cyclists and provide a key cycle feeder between the proposed CSH11 route at Regent's Park to interface with the Westminster Cycle Grid at Upper Berkeley Street and George Street;
 - § Ensure adequate kerbside capacity is maintained to provide effective loading, servicing and parking for local residents and businesses;
 - § To ensure that the scheme does not adversely impact on the traffic operation of Oxford Street, Marble Arch and Marylebone Road;
 - § Provide a safe environment for all road users.

A feasibility design has been undertaken to try and meet these objectives and to deliver benefits to the area.

5. Scheme Description

- 5.1 A scheme design has been developed for Baker Street and Gloucester Place based on a review of existing conditions, both operational and geometric, to determine what benefits can be introduced without resulting in significant negative impacts on the movement of road users. The project team has identified a scheme that will perform well against the design objectives without compromising the function of the street environment. The key details are summarised in the following table. The drawings showing this design are in Appendix B.

Table 5.1: Proposed Baker Street and Gloucester Place Scheme

Proposed Scheme Element	Location	Key performance criteria
Footway widening 1.2m-2.0m	East side of Baker Street between Marylebone Road and Fitzhardinge Street	Average footway increase of 1m along entire length of Baker Street
Footway de-cluttering	Throughout Baker Street	40% improvement in usable footway width (when combined with widening on east side)
Crossings widened from 2.4- 3.2m range to 4.0-6.0m range	Throughout the study area	Reduced pedestrian congestion at crossing points
Introduction of pedestrian signal stages	All signal junctions on Baker Street and Gloucester Place (except at Marylebone Road)	23 New controlled crossing movements (not including diagonal movements)
Introduction of diagonal crossings	All signal junctions on Baker Street and Portman Square south of Marylebone Road	Average Crossing distance reduced by 2.9m
Introduction of two-way traffic movement	Baker Street, Gloucester Place and Park Road south of Rossmore Road	Average of 80m reduction in length of local vehicle trips
Introduction of central median at specific points	Four different locations on Baker Street and Gloucester Place	27% reduction in average maximum distance to crossing point

Other general improvements include raised surface treatments, improved quality of materials, improved lighting and street furniture, improved cycle parking provision, design solutions at specific locations to address local requirements. It is also proposed to improve the pedestrian crossing facilities across Marylebone Road.

5.2 In addition, various options were considered to improve the cycling facilities on Gloucester Place. A summary of these options is given below.

Option A - advisory cycle lanes on Gloucester Place with a minimum impact on traffic network operation and kerbside capacity.

Option B - a 3m wide segregated cycle facility throughout the length of Gloucester Place.

Option C - a 4m wide segregated cycle facility, which would ensure adequate capacity for future cyclist growth.

Option D - mandatory cycle lanes of 2m width for the majority of Gloucester Place coupled with specific measures at key junctions to improve conditions for cyclists and to maintain route continuity. The hours of operation for these

mandatory lanes, both northbound and southbound, would be determined during the initial design stage. These could either be 7am to 7pm or morning and evening peak and will be decided after taking stakeholders and public opinion into consideration. At certain sections these lanes are proposed to be advisory keeping the kerbside activity/ residents' parking bays in mind.

A traffic modelling assessment of the options was undertaken, which showed that Options B and C were unlikely to provide sufficient traffic capacity for an acceptable level of traffic network resilience to be achieved. It was also considered that Option A did not provide an optimal solution for cyclists. However, Option D provided significantly improved cycling facilities while maintaining an acceptable level of traffic network resilience. This option is shown to successfully minimise impact on kerbside capacity while achieving traffic network performance almost equal to Option A.

It is therefore proposed that along with the proposed measures for two-way scheme, Option D be developed further to initial design stage.

Impact on kerbside activity

Details of impact on parking and loading restrictions will be worked out as part of the initial design process and will be finalised based on stakeholder and public consultation.

An initial assessment of the impact on kerbside provision based on the feasibility design suggests the following key conclusions:

- Option A provides a negligible impact to general and residents parking. Considering the high degree of saturation for the existing provision, this is a key option benefit;
- Option B provides a 21% reduction in general and residents parking, nearly all of which occurs on Gloucester Place. This is likely to result in difficulty for residents and an increase in illegal parking and stopping activity as capacity will no longer meet demand. Illegally parked vehicles are likely to result in a loss of network resilience and could pose a risk to the safety of road users such as cyclists and pedestrians;
- Option C has a similar impact on parking as Option B but reduces the carriageway width available to general traffic and buses even further.
- Option D would result in a slightly greater impact on 24 hour parking than Option A with a total loss of 8 parking spaces over the length of Baker Street and Gloucester Place. However, this should provide sufficient on-street parking to meet existing demand. It is also balanced by some degree by 14 more off-peak parking spaces than Option A. The sections of WCC Strategic Route Network within the study area are not expected to experience any net loss of 24 hour parking provision.
- All options will have some impact on existing loading and servicing provision. This impact will be carefully controlled so that bays which have a specific requirement are maintained.

Section 4.4 in the feasibility report provides more detail for each section. In addition, a freight consolidation strategy is being developed by Baker Street Quarter Bid. The hours of operation for mandatory cycle lanes would be finalised after stakeholder engagement and public consultation.

5.3 Marylebone Road options

At present, the southbound traffic can only turn right onto Marylebone Road from Baker Street and Harewood Avenue. The capacity for this movement is limited at Baker Street leading to congestion and resulting in vehicles using Harewood Avenue as well. As part of the Baker Street Two-Way scheme development, various options have been suggested by the consultants to improve the right-turning capacity for southbound traffic onto Marylebone Road.

In all these options, the strategic and signed route for southbound right-turning traffic is retained at Baker Street. The current demand for right turning traffic from Baker Street into Marylebone Road is 373 Passenger Car Units (PCUs) AM peak, 260 PCUs inter peak and 304 PCUs PM peak. "Passenger Car Units" are used by transport planners and traffic engineers to indicate the amount of traffic passing through a junction. For example, a heavy goods vehicle (HGV) is equivalent to 2.3 passenger car units. This demand is likely to be maintained under the two-way scheme. The proposed junction arrangement at Baker Street/ Marylebone Road will provide a maximum flow rate of about 270 PCUs per hour for right turning vehicles. The various proposed options will help in providing the extra right turning capacity required for smooth operation of traffic in the area. A short description of various options is given below. The details of these options and the drawings are in the technical report.

Option 1 Do Minimum – The junction of Rossmore Road with Gloucester Place and Park Street to be altered to allow southbound traffic to turn right from Park Street into Rossmore Road. The junction of Harewood Avenue with Marylebone Road to be altered to allow increased traffic demand to turn right into Marylebone Road.

Option 2 Balcombe Street/ Marylebone Road – The junction of Balcombe Street with Marylebone Road to be altered to allow southbound traffic to turn right onto Marylebone Road. The junction of Gloucester Place with Dorset Square to be altered to provide a southbound right turn manoeuvre.

Option 3 Allsop Place/ Marylebone Road – The junction of Allsop Place with Marylebone Road to be modified to allow right turning traffic to exit Allsop Place onto Marylebone Road. This move could be permitted for all traffic or for buses and cycles only. The junction of Gloucester Place with Dorset Square to be altered to provide a southbound right turn manoeuvre.

Option 4 Glentworth Street/ Marylebone Road – The junction of Glentworth Street with Marylebone Road to be altered to permit traffic to turn right onto Marylebone Road.

Option 5 Fall back – Baker Street and Gloucester Place retain one-way operation north of Marylebone Road and immediately south of Marylebone Road. The proposed two-way operation to start south of York Street.

The City Council's officers have reviewed all these options and our view is that Option 2 appears to meet TfL's concern regarding capacity for southbound right turning vehicles and does not cause significant impact on other road users, residents and businesses. It is preferable to all other options. It is therefore recommended that Option 2 be taken forward for further design and traffic modelling and subsequently consultation. Having received feedback from Ward Councillors and residents on Glentworth Street at the Marylebone Area Forum, Option 4 will not be pursued.

5.4 Scheme Benefits

South of Marylebone Road (Strategic Road Network – SRN, City Council roads)

- § A pedestrian friendly environment on Baker Street and Gloucester Place with reduced traffic dominance and uplifted public realm contributing to the creation of a landmark location.
- § Significantly increased pedestrian comfort, permeability and amenity fit to meet increasing levels of demand generated by the Bond Street Cross Rail and upgraded LUL station and the aspiration for locally increased economic and social activity throughout the Baker Street Quarter BID area.
- § An improved street identity generated by footway widening, footway de-cluttering, Oxford Circus style diagonal crossings at all signal junctions on Baker Street and Portman Square and sections of centrally located median strips.
- § For Gloucester Place, the design proposes six new all-round, signal controlled pedestrian crossing junctions, of which two have the addition of full diagonal crossings. The junction with Marylebone Road is proposed to be enhanced by the provision of a straight across crossing of Marylebone Road and one junction where a new signal controlled pedestrian phase has been introduced across the west arm of Marylebone Road. This would be especially useful as pedestrian crossing demand is likely to significantly increase when the Westminster Council House becomes one of the university campus buildings.
- § For Baker Street, the design proposes six all-round signal controlled pedestrian crossings, with full diagonal operation, at the junctions. A further two junctions, the proposal is to introduce full all-round pedestrian signal controlled crossings. An enhancement of the existing crossing over the Marylebone Road at Baker Street by providing a straight across pedestrian movement on the east side of the junction.
- § A safe, coherent and comfortable cycling link on Gloucester Place fit to meet increasing levels of cycle demand, linking the proposed CSH11 route at Regents Park with the quiet-way 7 route at George Street or Upper Berkeley Street (alignment to be confirmed).

- § Direct access to northbound bus services on Baker Street and southbound bus services on Gloucester Place.
- § A well thought out allocation of kerbside capacity to provide for the servicing and parking requirements of local businesses and residents.

North of and including Marylebone Road (TLRN):

- § Continuation of the proposed pedestrian friendly environment on Baker Street and Gloucester Place with reduced traffic dominance created by the removal of the existing one-way system and the introduction of two-way flow.
- § Significantly increased pedestrian crossing amenity on Marylebone Road and at key junctions such as Melcombe Street/ Baker Street and Melcombe Street/ Gloucester Place, fit to meet current and future levels of demand generated by Marylebone Station. Improved pedestrian comfort through increased crossing capacities, footway de-cluttering and specific junction crossing upgrades.
- § A safe, coherent and comfortable cycling link on Gloucester Place fit to meet increasing levels of cycle demand, linking the proposed CSH11 route at Regent's Park with the quiet-way 7 route at George Street or Upper Berkeley Street (alignment to be confirmed).
- § Direct access to northbound bus services from Baker Street and southbound buses from Gloucester Place.
- § The potential to rationalise coach stopping around the northern end of Baker Street for both northbound and southbound coach movements and to improve passenger wayfinding from Baker Street station, subject to further design and consultation.

5.6 The details of the proposed scheme are in the feasibility report developed by our service providers and is available as a background paper.

6. Financial Implications

6.1 This report seeks approval for expenditure of £1,000,000 for undertaking initial design. The scheme will be jointly funded by Transport for London (Major Projects Fund), The Baker Street Quarter Partnership (BID) and The Portman Estate. The estimated cost for undertaking initial design stage is £1,000,000.

The breakdown of expenditure is as below:

Design costs	£250,000
Traffic Modelling	£200,000
Third party, survey costs etc.	£250,000
Consultation and traffic orders	£65,000
WCC costs	£55,000
Risk & contingencies	£180,000
Total	£1,000,000

The breakdown of funding sources is as below:

The Portman Estate	£300,000
Baker Street Quarter BID	£200,000
TfL Major Schemes 2014/15	£500,000
Total	£1,000,000

6.2 Should the scheme not progress after initial design, then the amount spend so far on this scheme will be charged to revenue. The costs would still be fully externally funded.

6.3 A further Cabinet Member Report will be prepared to seek approval for detailed design and implementation of the proposed scheme and for capital expenditure associated with it.

7. Programme

7.1 It is proposed to complete initial design by June 2015 with an aim of seeking Cabinet Member Approval to move to detailed design and construction as below:

- Initial design – August 2014 to June 2015
- Consultation – Spring 2015
- Detailed Design – June 2015 to November 2015
- Implementation commences – November 2015 to April 2017

8. Legal Implications

8.1 It will be necessary to enter into legal agreement, pursuant to Section 278 of the Highways Act 1980, with The Baker Street Quarter Partnership BID and The Portman Estate to secure collaboration and financial contributions.

9. Consultation

9.1 Consultation requirements will be determined during the initial design stage and the results of consultation will be set out in a subsequent report to the Cabinet Members. Consultation will however, as described above, include public and Traffic Management Order (TMO) consultation. Public consultation would include letter drop, presentations at area forums, public exhibitions and drop-in session. This will involve the established local amenity societies and other groups with meetings to specifically address their concerns.

10. Conclusion

- 10.1 This scheme will help to improve the streetscape of Baker Street and Gloucester Place resulting in improvements of our assets with no impact on City Council budgets. The scheme will also encourage walking, cycling and investment in the local area.

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

Anju Banga - 0270 641 2666

abanga@westminster.gov.uk

BACKGROUND PAPERS

Baker Street Two-Way Scheme – Feasibility Report by SKM Colin Buchanan (now Jacobs)

Marylebone Road - Technical Note and drawings

For completion by the **Deputy Leader and Cabinet Member** for Built Environment

Declaration of Interest

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

Signed: _____ Date: _____

NAME: **Councillor Robert Davis DL**

State nature of interest if any

(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled Baker Street Two Way Scheme – Initial Design

and reject any alternative options which are referred to but not recommended.

Signed

Deputy Leader and Cabinet Member for Built Environment

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Head of Legal and Democratic Services, Strategic Director Finance and Performance and, if there are resources implications, the Strategic Director of Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

For completion by the **Cabinet Member** for City Management, Transport and Infrastructure

Declaration of Interest

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

Signed: _____ Date: _____

NAME: Councillor Ed Argar

State nature of interest if any

(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled Baker Street Two Way Scheme – Initial Design and reject any alternative options which are referred to but not recommended.

Signed

Cabinet Member for City Management, Transport and Infrastructure

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

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For completion by the **Cabinet Member** for Sustainability and Parking

Declaration of Interest

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

Signed: _____ Date: _____

NAME: Councillor Heather Acton

State nature of interest if any

(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled Baker Street Two Way Scheme – Initial Design and reject any alternative options which are referred to but not recommended.

Signed

Cabinet Member for Sustainability and Parking

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

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Appendix A

Other Implications

1. **Resources Implications**
There are no resource implications arising from this report.
2. **Business Plan Implications**
No implications.
3. **Risk Management Implications**
There are no risk management implications arising from this report.
4. **Health and Wellbeing Impact Assessment including Health and Safety Implications**
The proposals identified in this report are considered to have a positive impact on the health and wellbeing of the community.
5. **Crime and Disorder Implications**
The measures in this report are not expected to have any implications.
6. **Impact on the Environment**
No implications.
7. **Equalities Implications**
The scheme will not negatively impact those with mobility difficulties.
8. **Staffing Implications**
There are no staffing implications arising from this report.
9. **Human Rights Implications**
There are no matters arising under the Human Rights Act 1998.
10. **Energy Measure Implications**
No implications.
11. **Communications Implications**
No implications.

Appendix B

Baker Street Two-Way Scheme – Option D, 1 of 3

Baker Street Two-Way Scheme – Option D, 2 of 3

Baker Street Two-Way Scheme – Option D, 3 of 3