‘You Said, We Did’ – Cycleway 51 – Informal Public Consultation

Introduction

Westminster City Council, in partnership with Transport for London, is proposing to deliver a new cycle route, Cycleway 51 (C51), connecting St John’s Wood to Marylebone. The route aims to make a safer and more pleasant route to cycle through the borough. This is part of a strategy to promote journeys by public transport, foot and cycle – helping to reduce congestion, improve air quality and protect our climate by using more space-efficient and energy-efficient modes of transport.

In December 2021, Westminster City Council’s Cabinet Member for City Management approved the route of Cycleway 51. The route was originally consulted on in 2016 as a Quietway. Since then, proposals have changed substantially to meet modern cycling design guidance.

Alongside the consultation held by WCC, Transport for London held a separate simultaneous consultation on the junctions at Marylebone Road and St John’s Wood along the C51 route. The Transport for London consultation website can be found at https://haveyoursay.tfl.gov.uk/c51.

The scheme aims to enhance cycle safety and connectivity between Abbey Road and Marylebone wards with improvements to junctions along the route. Proposed changes include:

- St John's Wood Road - A two-way cycle track was proposed between Hamilton Terrace and Northwick Terrace, as well as a parallel crossing at the junction with Hamilton Terrace, and a raised table with clear cycle signage at Northwick Terrace junction. This section was under a separate consultation and implementation by TfL.
- Northwick Place and Lyons Place Cycle wayfinding was proposed along both roads.
- Lyons Place and Northwick Terrace Junction – The junction will comprise a widened footway, enhancing safety for cyclists and pedestrians.
- Aberdeen Place - Cyclist wayfinding to Victoria Passage will create improved connections for cyclists to the canal.
- Orchardson Street - traffic direction will change to one-way southbound only for general traffic between Lyons Place and Fisherton Street, accompanied by a northbound contraflow cycle lane, allowing cyclists to travel in both directions.
- Penfold Street - traffic direction between Orchardson Street and Frampton Street would change to one-way westbound for general traffic, accompanied by an eastbound contraflow cycle lane. The junction with Frampton Street would have footway widening, cycle wayfinding, and a raised table.
- Penfold Street - traffic direction would remain two-way between Frampton Street and Broadley Street, with clear wayfinding and a raised zebra crossing at the junction with Boscobel Street.
- Broadley Street - Several changes are proposed, including a contraflow cycle lane, pavement widening, and a parallel zebra crossing at the junction with Lisson Grove. Resident parking spaces will be adjusted to facilitate cyclist continuity.
- Broadley Terrace – This section will be made one-way northbound for general traffic, featuring a contraflow cyclist provision. Pavement widening and a new parallel zebra crossing at the junction with Lisson Grove and Broadley Street was proposed.

- Casey Close, Swan Street and Tresham Crescent - cyclist wayfinding was proposed to guide users to the Regent's Canal.
- Harewood Avenue - A two-way protected cycle track will be introduced between Broadley Terrace and Hayes Place. This section will also include widened pavements and raised tables across side roads. Existing zebra crossings would be upgraded, and a new parallel crossing is proposed at the rear of Marylebone Station.
- Harewood Avenue - To implement cycleway improvements along Harewood Avenue this would require the removal of 82m of resident car parking and 2 car club parking spaces on the east kerbside between Broadley Terrace and Hayes Place. Additionally, 2 car club spaces near Waterdale Manor House would be removed, along with the removal of 7 pay and park spaces outside 1 Harewood Avenue.
- Harewood Avenue - The section between Harewood Row and Marylebone Road would have a new southbound cycle lane and a segregated northbound cycle lane. A new loading bay would replace 7 pay to park parking spaces, with hospital parking spaces relocated.
- Harewood Avenue - The proposals for Harewood Avenue include the planting of 7 new trees.
- Harewood Row and Hayes Place - Traffic flow on these two roads would be redirected, rerouting buses from Harewood Avenue to Harewood Row and Hayes Place to alleviate congestion on Harewood Avenue.
- The Marylebone intersection – The junction on Marylebone Road was under a separate consultation and implementation by TfL.
- Enford Street - Cyclists would have a new southbound option via a contraflow cycle lane, complemented by updated wayfinding and signage.
- Wyndham Place - An alternate cycle route was proposed to guide cyclists through the Wyndham Place public space area, connecting to Cycleway 27 on Crawford Street.
- York Street, Upper Montague Street, Crawford Street, Wyndham Place, and Bryanston Square – Cycle wayfinding and signage are proposed to enhance the cycling experience.
- Crawford Street and Wyndham Place junction - Improvements will be made at the junction, including a widened pavement and a raised table.
- Bryanston Square would feature cycle wayfinding and a raised table to improve traffic calming and access to the square.

In September – October 2023 we asked for your views on the updated proposals during this initial design stage to refine and improve them further.

The consultation activities and materials included a website with maps, annotated plans of proposals, FAQs and a link to an online survey, a letter drop to 8,133 addresses in the local area 50m either side of the route, emails to statutory consultees, 30 lamp column wraps along the route, and use of social media to promote the scheme. The scheme website (WCC's Commonplace platform) will be kept up to date as the project progresses.

The following organisations provided feedback on the proposals:

- Baker Street Quarter Partnership
- Let's go Cycling
- The Landmark London Hotel
- Westminster Cycling Campaign
- The St Marylebone Society

- The Portman Estate
- St. John's Wood Society
- Chiltern Railways
- GIC (London) Private Limited
- United Cabbies Group
- Black fox Uk ltd
- Arnold House School
- FoSMA

Consultation Results

The consultation website contained a link to a survey that sought people's views on the proposals, including a question whether they support or do not support the proposals and an option to leave their comment. All responses required a post code to be entered. Below is a summary of the responses:

Cycleway 51 Proposals:

	No. of Responses	Support		Do not support		Not sure	
		%	Number	%	Number	%	Number
All Responses	788	60%	453	35%	263	6%	44
Respondents identified in the immediate vicinity of the proposals (50m)*	69	30%	21	62%	43	7%	5

* For 'respondents identified in the immediate vicinity of the proposals (50m)', this is a 0.84% response rate assuming one response per address (of which 8,133 were identified within 50m of the proposal).

Extracting the underlining themes of the responses via the open text comments provided a stronger understanding of concerns and suggestions raised from the public consultation. This allows the Council to address the concerns and refine the proposals in an informed and targeted way.

From all the responses received, 398 [51%] did not include a comment.

Main Themes of Issues Raised

1. **You Said (Total 80 [6%] Respondents):** Design suggestion and requests for additional features

   WCC Response: The table in the following section details the design suggestions and requests made during the consultation and the Council's response and next steps to them. Suggestions received are considered on a case-by-case basis at the next stage of design by the design team where they are within the scope and budget of the scheme. Where proposals are considered feasible not within the scope of

the scheme, they will be passed to respective team within the Council to be considered separately. Where suggestions require additional consultation, they will be incorporated into the traffic management order consultation should the scheme progress.

2. **You Said (Total 67 [5%] Respondents):** Wyndham Place Piazza/St Mary's Church isn't suitable for a cycle route.

   WCC Response: During the consultation period and within the responses received, it became clear that Wyndham Place Piazza in front of St Mary's Church represented a significant local amenity as a pedestrian realm and open space as well as key heritage status. The Council therefore intends to route the Cycleway away from the piazza so as not to introduce pedestrian-cycle conflicts and erode the use of the space by pedestrians. The route will be retained on the carriageway.

3. **You Said (Total 52 [4%] Respondents):** Concern about cyclists' behaviour (including speeding, cycling on the pavement and riding through red lights)

   WCC Response: The Council agrees that a minority of cyclists do not follow the highway code (and provides free cycle training to educate residents and help them cycle safety), but this is not true for the majority and the Council works with the Police to identify and enforce in areas where there is an issue.

   A key method of prevention for poor behaviour is the provision of good quality cycle infrastructure that provides safe and direct routes by bike such that people cycling don't feel they need to cycle illegally to be safe as safety and comfort is improved for all vulnerable road users.

4. **You Said (Total 49 [4%] Respondents):** Requests for more protection and/or segregated cycle routes

   WCC Response: To ensure the proposals are proportionate and cost effective, the design of the route is in line with national cycle infrastructure guidance that recommends protected space for cycling on 20mph roads with greater than 4000 vehicles per day. Where traffic volumes are less than 4000 motor vehicles per day, there are circumstances where mixing with traffic or a non-protected cycle lane may be suitable for most people.

Figure 4.1: Appropriate protection from motor traffic on highways

Speed Limit[1]	Motor Traffic Flow (pcu/24 hour)[2]	Protected Space for Cycling			Cycle Lane (mandatory/ advisory)	Mixed Traffic
		Fully Kerbed Cycle Track	Stepped Cycle Track	Light Segregation		
20 mph[3]	0					
	2000					
	4000					
	6000+					
30 mph	0					
	2000					
	4000					
	6000+					
40 mph	Any					
50+ mph	Any					

Provision suitable for most people

Provision not suitable for all people and will exclude some potential users and/or have safety concerns

Provision suitable for few people and will exclude most potential users and/or have safety concerns

Notes:
1. If the 85th percentile speed is more than 10% above the speed limit the next highest speed limit should be applied
2. The recommended provision assumes that the peak hour motor traffic flow is no more than 10% of the 24 hour flow
3. In rural areas achieving speeds of 20mph may be difficult, and so shared routes with speeds of up to 30mph will be generally acceptable with motor vehicle flows of up to 1,000 pcu per day

5. **You Said (Total 40 [3%] Respondents):** Safety concerns raised with the proposals

   WCC Response: Proposals are designed in accordance with national infrastructure guidance, informed by site surveys, and road safety audited to ensure they are as safe as possible. Additionally, specific concerns and local knowledge gathered at public consultation are further being used to refine proposals. The table in the following section outlines specific concerns and the Councils response and next steps with them.

6. **You Said (Total 61 [3.4%] Respondents):** Suggestions for alternative routes

   WCC Response: The table in the following section details the alternative route suggestions received during the consultation and the Council's response and next steps to them. Additionally, please see the Council's Response to Item 2 above.

7. **You Said (Total 38 [3%] Respondents):** Criticism of the consultation process.

   WCC Response: The Council undertakes engagement and consultation on proposed schemes in line with the Gunning Principles; ensuring proposals are presented at formative stage, sufficient information is presented to allow intelligent consideration, adequate time is provided to consider the proposals, and

conscientious consideration is given to responses received. The project team works with other Council departments, including WCC Communications and Communities teams, to ensure proposals are accessible, well published and easy to respond to via multiple channels.

However, it's acknowledged that improvements are always possible and the following will be incorporated into future consultations: extended letter drop areas where scheme impacts are expected to extend beyond the standard 25m distribution area, provision of a telephone number to contact the Council and request hard copies of materials if internet access is an issue, ensuring drop-in events are located in fully accessible locations in close proximity to the proposals.

8. **You Said (Total 37 [3%] Respondents):** Request that current parking spaces are retained.

   WCC Response: The streets along the route and the surrounding area have an average car ownership of less than 35% (ONS Census) and average resident parking occupancy of below 80% (WCC Parking Occupancy Survey, 2022). Even with the removal of some parking, it is not anticipated that average occupancy rates in the area will increase such that residents are unable to park in the vicinity based on availability of alternative parking nearby. All parking that is proposed to be removed along the street would have an alternative location within 35m.

9. **You Said (Total 35 [3%] Respondents):** Criticism of Westminster City Council.

   WCC Response: The Council will review the specific criticisms received during the consultation and pass these to the relevant department for consideration.

   Regarding criticism received about the Council's cycling and walking programme, proposals align with the Council's democratic mandate; the Mayor's Transport Strategy to increase the share of trips made by walking and cycling while decreasing reliance on private motor vehicles; WCC's Fairer Westminster Strategy to create a city *where it is easy to walk and cycle; and the Council's Cycling Strategy to raise participation in cycling.*

   The Council proposes and develops new cycle route proposals based on a number of factors; an annual London-wide analysis of current and future trips made by cycles (analysed by Transport for London), opportunity to unlock local journeys by cycling and other forms of active and sustainable travel, connection into existing and future cycle routes across London, and opportunity to improve road safety and accessibility for everyone.

   Considering the downward trend of car ownership in the borough (<30%) and reduction in residential bay usage locally (based on WCC Parking Occupancy Surveys between 2018 and 2022), plus the increasing uptake of cycling in the borough and London wide- a rebalance of kerbside allocation is in line with the Council's Cycling Strategy and the Mayor's Transport Strategy to increase the proportion of trips made by cycle. Proposals have been developed in line with national cycling infrastructure design guidance.

10. **You Said (Total 32 [2%] Respondents):** General support for the scheme

    WCC Response: Support is noted.

11. **You Said (Total 30 [2%] Respondents):** Concern relating to proposals causing traffic congestion

    WCC Response: Based on an Imperial College London study in 2021, it's considered that cycling infrastructure does not generally cause congestion; instead, contributing to the overall reduction in traffic. By providing a dedicated space for cyclists, cycleways encourage people to choose sustainable and space-efficient modes of transportation, so decreasing reliance on motorized vehicles. This leads to a more efficient use of road capacity and a reduction in traffic volume, particularly for short journeys. There is evidence to suggest that cycleways can lead to a reduction in roadside concentrations of nitrogen dioxide (NO2) by 10-25% based on traffic reduction (traffic evaporation) and modal shift as they can encourage people to switch from cars to cycling, which also helps reduce pollution.

    Additionally, where signalised junctions are proposed to be modified such that they may impact traffic operations, TfL has undertaken traffic modelling. The outcomes of this exercise have shown very limited impacts on queuing traffic or traffic displacement. Details of these assessments are available on TfL's website: https://haveyoursay.tfl.gov.uk/c51.

12. **You Said (Total 29 [2%] Respondents):** Comments on the route alignment

    WCC Response: Please see the Council's Response to Item 6 above.

13. **You Said (Total 28 [2%] Respondents):** Concern about value for money of the scheme

    WCC Response: Cycling infrastructure can offer great value for money due to economic, environmental, and health benefits and are a cost-effective way of reducing traffic congestion and improve mobility and air quality. There are also long-term health benefits associated with increased cycling, such as reduced healthcare costs and improved wellbeing. By promoting a sustainable and environmental mode of transportation they also align with the Council's Fairer Westminster Delivery Plan. Relatively low construction and maintenance costs compared with infrastructure associated with other transport modes make cycling a cost-efficient investment, making it excellent value from both short-term and long-term perspectives.

14. **You Said (Total 25 [2%] Respondents):** *Enford Street isn't suitable for a cycle route*

    WCC Response: Based on Enford Street's School Street status, traffic volumes and road geometry, the Council considers it to be suitable for a cycle route, in particular because of the associated benefits of enabling trips to school via active travel. But the Council acknowledges concerns received about ensuring the safety of pupils and will therefore be working closely with the school to develop complementary measures to ensure cycle speeds and pedestrian-cycle conflicts are minimised within the proposals.

15. **You Said (Total 25 [2%] Respondents):** *Comments about Harewood Avenue Changes*

    WCC Response: The table in the following section details the specific comments received during the consultation about Harewood Avenue and the Council's response and next steps.

Assessment of Design Suggestions and Requests for Additional Features

The following suggestions and requests were made within the response to the consultation on Cycleway 51 proposals. The table below outlines the Council's assessment of these contributions and next steps for each one.

Location	Design Suggestion / Request	WCC Response	Next Steps
Northwick Terrace	Realign route to Cunningham Place to remove shared space on St John's Wood Road	Alternative route is feasible with minimal changes required to Cunningham Place. The suggestion will be incorporated in proposals.	Design to be updated.
Northwick Terrace	Road narrowing with SUDs or modal filters - to help reduce speeding vehicles as it is a wide road.	Incorporating SUDs would not be feasible as this requires the removal of substantial parking.	None
Lyons Place junction with Aberdeen Place	Modal filter - dangerous junction with vehicles turning at speed and lack of visibility with parked vehicles on Abeerdeen Place.	Junction treatment to be incorporated, including widening of lanes at turning point and consideration of additional raised table at uncontrolled crossing on Aberdeen Place. To be monitored post implementation to determine if modal filter is necessary.	Design to be updated.
Lyons Place	One way on Lyons Place - currently a narrow and busy street prone to rat running.	Dependent on point closure at Lyons Pl w/ Aberdeen Place, one way system may not be required. However if rat-running is detected with monitoring following the closure of Aberdeen Pl, then one way on Lyons Pl would be considered in the SE direction. To be monitored post implementation to determine if one way is necessary.	Monitoring post scheme implementation.
Orchardson Street	Modal filter - narrow road and prone to high speed vehicles.	Potential to introduce bollards for access only. This will be incorporated subject to further investigation of access and servicing requirements	WCC to investigate suitability and subsequent incorporate into proposals.

Penfold Street	Modal filter - narrow road and prone to high speed vehicles.	Requires further investigation into access and impacts to wider area, especially if other closures are being considered within the vicinity. Not required if Orchardson St filter is incorporated.	WCC to investigate suitability and subsequent incorporate into proposals.
Penfold Street junction with Frampton Street	Use of Green Spine - realignment east towards Fisherton Street to utilise the Green Spine route.	The realignment would go through the Green Spine and a play street which are pedestrian priority areas which may not accommodate a high volume of cycle traffic. There are also sections of insufficient width, would require contra-flow and routing off highway and is therefore not feasible due to these conflicts.	None
Frampton Street junction with Penfold Street	Warning signage for vehicles - cars tend to speed up on Frampton Road.	Signage to be reviewed and implemented if suitable.	Design to be updated.
Broadley Street	Double yellow lines - parking currently blocks road for emergency vehicles and is dangerous to cross the road or cycle down.	Kerbside restriction to be reviewed and implemented if suitable.	Design to be updated.
Broadley Terrace junction with Lisson Grove	Crossing for eastbound cyclists - cyclists will need to cross westbound traffic to access Lisson Grove crossing on southern side of intersection before re-crossing westbound cycle lane to rejoin eastbound traffic.	Installing a parallel crossing will address safety concern in original proposals. Suggestion will be incorporated subject to further assessment	WCC to investigate suitability and subsequent incorporate into proposals.
Harewood Avenue junction with Rossmore Road	Difficult crossing for cyclists - Harewood Avenue has high speed and volume of vehicular traffic.	Consider parallel crossings on both sides will make proposals safer. Suggestion will be incorporated subject to further assessment	WCC to investigate suitability and subsequent incorporate into proposals.

Harewood Avenue junction with Broadley Terrace	Parallel crossing - lack of connection between Broadley Terrace and cycle path on Harewood Avenue. Southbound cyclists will need to cross 3 lanes.	Parallel crossing could be implemented with some shared zones to make crossings safer. Suggestion will be incorporated subject to further assessment	WCC to investigate suitability and subsequent incorporate into proposals.
Harewood Avenue	Two way cycle track - only provided for a short distance and query value to northbound cycles.	To implement with-flow cycleway would require the removal of the majority of parking on both sides of Harewood Avenue.	None
Harewood Avenue	Side road accesses will result in turning vehicles moving across and blocking the cycle track. Swap bi-directional track to opposite side of Harewood Avenue	Suggestion would result in avoidable loss of residents parking. Servicing conflicts on SB side will be further assessed to understand risks and mitigations for accesses.	WCC to undertake traffic surveys in the vicinity to assess conflicts.
Hayes Place	Cycling contraflow - possible to segregate?	This is not feasible, high risk location for conflicts as current bus route with turning buses.	None
Harewood Row	Cycling contraflow - possible to segregate?	Segregation is not necessary based on traffic volumes but introduction of contra-flow to be investigated to enable additional cycle permeability.	WCC to undertake traffic surveys in the vicinity to assess conflicts.
Harewood Avenue	Two way cycle track - relocate southbound cycle lane to western kerb between one way southbound vehicular traffic and currently contraflow northbound cycle lane.	This would require new traffic signal phase at junction and likely have traffic impacts locally, it is therefore not currently feasible.	None
Enford Street	Modal filter - narrow road and prone to high speed vehicles and rat running.	Traffic data to be reviewed to determine if modal filter is applicable and feasible.	WCC to investigate suitability and subsequent incorporate into proposals.

Enford Street	Introduce traffic calming along school street to slow vehicles and cycles and reduce conflicts between pupils and cycles during school street hours of operation	Whilst conflicts are already low due to School Street restrictions, enhancements to school street will improve safety and awareness of pedestrians. Suggestion will be incorporated into design updates.	Design to be updated.
Wyndham Place	Remove 'alternative route' Wyndham Place to eliminate conflict between pedestrians in public realm and cycles.	Space has significant heritage and local amenity as dedicated pedestrian realm and cycles can be safely routed around. Alternative Wyndham Place route will be removed from proposals.	Design to be updated.
Upper Montagu Street	Reroute alignment to Montagu Square to avoid cycle rat run through Wyndham Place	Change of alignment will deter cut-through across Wyndam Place and provide more direct connection to Cyclway 43. This will be incorporated into proposals subject to additional assessment of carriageway widths and traffic volumes.	WCC to investigate suitability and subsequent incorporate into proposals.
Bryanston Square	Modal filter for wide road and allow contraflow cycle traffic down one way road to allow symmetrical routes either side of the square.	Traffic data to be reviewed to determine if modal filter is applicable and feasible.	WCC to investigate suitability and subsequent incorporate into proposals.

Next Steps

Following the feedback from public consultation, the Council will continue to develop the permanent proposals for Cycleway 51 to address the concerns raised at consultation, taking actions the actions described above to address the specific concerns. The team will incorporate the feedback received, where applicable, into the updated proposals and they will be presented to the Cabinet Member for Streets for agreement to proceed to detailed design.

Subject to agreement with WCC Cabinet Member for Streets, statutory Traffic Management Order (TMO) consultation will be carried out at the end of the next design stage.