

Project:	Imperial College Healthcare NHS Trust: St Mary's	Job No:	60278416
Subject:	Paddington Quarter Planning Application Interim Access Road Review		
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1. Introduction

- 1.1 AECOM has been commissioned by Imperial College Healthcare NHS Trust to provide transport advice for the comprehensive redevelopment of the St Mary's Hospital site, located in Paddington, West London. This Technical Note (TN) provides a review of the interim access road proposed as part of the planning application for the Paddington Quarter (16/09050/FUL) and subsequent recommendations for how this link could be improved to make it more acceptable from a highway access perspective.
- 1.2 The original proposal for the interim access road that accompanied the planning application was shown on drawing SK-LD-5013 Revision A. Following resolution to grant consent and discussions between Westminster Council, Sellar Property Group (SPG) and the Trust a composite plan was prepared that aimed to address the comments raised at the Stage 1 Road Safety Audit. This plan (reference SK-LD-5013 Revision A Composite Street Level Landscape Plan) has been used as the basis for review in this TN.

2. Interim Access Road Review

- 2.1 The planning application for Paddington Quarter includes the full closure of London Street between Praed Street and Winsland Street to provide an enhanced pedestrian environment around Paddington Station. Highway access between Praed Street and South Wharf Road, Winsland Street and Winsland Mews will be retained through the provision of an interim access road to the east of the proposed 'Cube' building along the western boundary of the existing Outpatients, Jefferiss and Winston Churchill hospital buildings. This road will be provided in the interim period before the Trust's preferred solution for highway access can be delivered.
- 2.2 This new highway will link with Praed Street in the south and Winsland Street in the north. This will require all traffic that currently uses London Street to use the new highway and the section of Winsland Street between the interim access road and London Street. The main concerns that AECOM have raised with the interim access road can be summarised as follows:
 - The level of forward visibility between the interim access road and Winsland Street when heading north towards the hospital is likely to be restricted by the northern most parking bay and presence of a building column on the corner. Whilst this matter has been partially resolved through the removal of the loading pad to the immediate east of the service yard, forward visibility is still constrained by the design.
 - The proposed interim access road route is an additional 50m in length when compared to the existing London Street. Coupled with the introduction of two 90 degree bends this will

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significantly slow the passage of emergency vehicles when compared to the existing alignment.

- The level of visibility available from the proposed service yard to vehicles using the interim access road route is restricted by the location of the service yard entrance and position of the bends. Service vehicles turning at the access will be slow moving and there is an increased risk of collisions due to the limited visibility and need for emergency service vehicles to be using this route.
- The presence of the service yard entrance to the development on Winsland Street is likely to result in service vehicles waiting on Winsland Street if the service yard is fully occupied and blocking the highway causing congestion around the interim access road/Winsland Street junction. The likelihood of congestion developing in the area has been exacerbated by the most recent revision to the proposal that removes the loading pad adjacent to the service yard.
- The swept paths for the articulated vehicle show that the vehicle will need to pass over the centre line of the carriageway when manoeuvring around the bends at the northern end of the road. This will restrict vehicles travelling in the opposite direction and may delay emergency ambulances. The addition of sharper bends when compared to the existing situation will exacerbate this issue. Coupled with limited forward visibility due to the presence of the Mint Wing and proposed development this could result in head on collisions.
- Motorists manoeuvring into and out of the proposed parking spaces on the northern side of Winsland Street would restrict the ability for motorists to turn from the interim access road into Winsland Street causing congestion on the interim access road and subsequently delay emergency service vehicles. The parking in the immediate vicinity of the proposed junction of the interim access road and Winsland Street should be removed.
- Two parking spaces are shown on the interim access road located very close to the junction with Praed Street. Motorists manoeuvring into and out of these spaces would delay vehicles turning at the junction with Praed Street. These spaces should be removed.
- The latest proposals include the splitting of the existing bus stops east and west of the interim access road junction with Praed Street. These bus stops will be located in close proximity to the interim access road junction and may result in buses at the stops restricting visibility for motorists entering and leaving the junction increasing the risk of collisions. In addition, vehicles waiting to turn right into the new road may block the road when a bus is stopped at the bus stop to the west on Praed Street. The bus stops should be relocated to provide sufficient visibility from the interim access road junction onto Praed Street.
- Visibility out of Winsland Mews to the north and south along the interim access road is likely to be restricted by the retained hospital buildings resulting in drivers pulling out of the junction into the path of vehicles on the interim access road. The interim access road should be relocated further west to allow sufficient visibility around the retained hospital vehicles to be achieved from this junction.
- Service vehicles accessing the linen store will have to reverse down Winsland Street. Whilst it is acknowledged that this is an existing issue, turning to make the reverse movement at the northern end of the interim access road will cause delay to vehicles such as emergency ambulances. The space to turn at the existing London Street junction is more generous and therefore easier to achieve without causing delay to emergency service vehicles. This could be resolved by increasing the space around the bend through the removal of parking or through utilising smaller vehicles for deliveries to the linen store that can manoeuvre around the Outpatients buildings.
- Patients accessing the Outpatients buildings currently use Winsland Street for pick up/drop off. Retention of parking in this location coupled with pick up/drop off activity would result in congestion which could cause delay on the interim access road. Sufficient space should be provided to facilitate the pick-up/drop-off demand that is generated by the Outpatients buildings whilst at the same time not causing congestion on the interim access road.

- The removal of the loading pad to maximise visibility to the east for vehicles emerging from the service yard access as shown in the Composite Plan is welcomed. However, confirmation is required about how this will affect the servicing strategy of the site. In addition, Transport for London are known to have raised concern about where cycle hire service vehicles would stop when re-distributing bicycles to/from the cycle hire docking station proposed to the west of London Street. Confirmation of how the cycle hire docking station will be serviced now that this loading bay has been removed should be provided to ensure that servicing of the docking station does not cause delay to emergency vehicles.
- The proposals only include for the provision of a footway on the western side of the interim access road. Whilst this appears acceptable from a pedestrian amenity perspective, given the likely desire line of pedestrians, a threshold between the carriageway and rear of the Outpatients Buildings will still need to be provided to reduce the likelihood of vehicle strikes with the buildings. A suitable threshold of at least one metre should be provided to reduce the risk of vehicle strike.
- No comparison is provided in the planning submission Transport Assessment regarding the level of existing on-street parking that will be lost as a result of the access proposals and the number proposed. **Table 2.1** below provides this comparison and demonstrates that four spaces will be lost as a result of the development proposals. The parking survey results demonstrate that parking is in high demand in the vicinity of the site during the day and any loss of parking should, where possible be compensated.

Table 2.1: Existing and Proposed Car Parking Provision in Vicinity of Site

Location	Existing Provision	Proposed Provision	Change
Winsland Street (north-south)	18 pay by phone	7	-11
	7 disabled	7	0
	5 ambulance	5	0
Winsland Mews	3 pay by phone	0	-3
New Access Road	-	6 pay by phone	+6
South Wharf Road	40 pay by phone	44 pay by phone	+4
	3 Disabled	-	-
	2 resident permit holder	-	-
	7 hospital vehicles	-	-
Total			-4

2.3 The main areas of concern with the current interim access proposals can be summarised as follows:

- There is a lack of forward visibility introduced by the two sharp bends between London Street and Winsland Street and Winsland Street and the interim access road;
- The location of the service yard means that there is limited visibility for motorists exiting the service yard to see other traffic using the interim access route as well as limited forward visibility to the access point;
- Whilst the loading pad outside of the service yard has been removed in the latest Composite Plan it is unclear how servicing demand for the development will be managed without overspill onto the interim access route where delay to other traffic may occur. Demand is identified in the planning application Transport Assessment as being as high as 22 vehicles (44 movements) in the 08:00-09:00 weekday period;
- The introduction of two 90 degree bends on the route to/from the hospital will lengthen the route to the hospital and slow emergency service vehicles as well as limiting forward visibility as identified above; and

- The concentration of parking, servicing and access at the northern end of the access road is likely to result in congestion which could further delay ambulances and is considered unacceptable.
- 2.4 All of these points in combination raise fundamental concerns with the proposal and demonstrate that the route is sub-optimal when compared to the existing access route.

3. Recommendations

- 3.1 To address the concerns raised in Section Two AECOM have the following recommendations:
 - a. Investigate the potential to relocate the entrance to the service yard for Paddington Quarter to the western end of the northern side of the building to create better separation between the northern end of the interim access road and the entry/exit point to the service yard. This will help to increase the level of visibility available from the service yard to other traffic using Winsland Street and London Street and improve forward visibility to the access to the yard.
 - b. Increase the size of the service yard to adequately accommodate the level of demand anticipated and to ensure that no service vehicles would need to wait on street to service the site.
 - c. Remove the parking on the northern side of Winsland Street in the vicinity of where the interim access road meets Winsland Street. This will in turn allow a wider carriageway to be provided around the bend to provide a space for vehicles to wait to turn right into Winsland Street (east) and enable larger vehicles to complete the turning movement without over-hanging into the opposing side of the carriageway.
 - d. Ensure that no obstacles are placed on the south western side of the bend at the northern end of the interim access road to maximise the level of forward visibility achievable. The removal of the northern most parking bay on the western side of the interim access road and the setting back of the northern most column would assist in this.
 - e. The level of parking currently on Winsland Street and the buildings and functions located in the area mean that parking is in heavy demand. The relocation of parking away from the current Outpatients buildings is not considered desirable as this could limit access for mobility impaired patients and neither is the reduction in quantum of parking available. However, the current design for the interim access road includes several areas of concern in relation to parking including parking very close to the junction with Praed Street and at the northern end of the interim access road. To address the issue of parking it is suggested that SPG could investigate the potential for delivering some car parking within their site. This parking could be on a pay and display basis and would potentially facilitate the reduction in parking on roads surrounding the site.
 - f. Visibility from the Winsland Mews junction with the interim access road is likely to be restricted in the proposal due to the alignment of the junction in relation to the current Outpatient buildings. It is recommended that the alignment of the road is adjusted (i.e. the road is moved further west) to ensure sufficient visibility can be achieved.
 - g. The implementation of the interim access road will require the relocation of the bus stop currently located on Praed Street immediately to the east of the junction with London Street. The strategy to split these stops has been agreed with TfL. However, these

stops are located in close proximity to the interim access road junction and are therefore likely to restrict visibility from the junction as well as restricting turning movements for larger vehicles. The bus stops should be placed outside of the visibility zone for the junction.

- h. Double yellow lines are currently provided on Praed Street in the vicinity of the proposed interim access road junction. The double yellow lines on the southern side of Praed Street have been observed to be used for servicing. It should be ensured that servicing is prohibited throughout the day when the interim access road is likely to be at its busiest to prevent large vehicle movements from being restricted.
- i. Whilst not shown in the concept design plans it should be ensured that an uncontrolled pedestrian crossing is provided across the interim access road where the road meets Winsland Street to facilitate pedestrian movements to and from the Outpatients Buildings. In addition to this, the footway on the southern side of Winsland Street to the east of the interim access road should be widened to a minimum width of two metres to provide a suitable pedestrian route between Paddington Station in the west and the Outpatients Buildings.
- j. Servicing of the linen store for the hospital currently takes place on Winsland Street through the use of 10m rigid vehicles. These vehicles have to reverse down Winsland Street in order to exit in a forward gear. The proposed interim access road will make reversing down Winsland Street more difficult and it is therefore recommended that linen deliveries are undertaken using smaller vehicles that could enter and exit Winsland Street in a forward gear.
- k. An offset as small as 0.587m is shown between the interim access road and the rear of the Outpatients Building. Large vehicles turning between Winsland Street and the interim access road may overhang the threshold on the eastern side of the interim access road risking collision with the building. The interim access road should be realigned and the width of the threshold increased to reduce the likelihood of vehicle strikes with the building.

3.2 The locations of the recommendations are shown on a plan contained in **Appendix A**.

4. Summary

4.1 AECOM has been appointed by Imperial College Healthcare NHS Trust to provide transport advice in relation to their Trust wide strategy for the provision of clinical services. This TN has provided a summary of the review AECOM has undertaken of the interim access road for the planning application for Paddington Quarter (reference 16/09050/FUL) and recommendations for improvements to the design.

4.2 The proposal to deliver a new access road to the east of the development to replace the section of London Street that will be closed has been reviewed and a number of comments raised. In particular the following areas of concern have been raised:

- Several areas of concern have been raised in relation to visibility. These issues have been introduced by the inclusion of two 90 degree bends within the scheme.
- The access road will increase journey times for ambulances accessing the St Mary's site and is therefore considered sub-optimal to the existing route via London Street or the alternative solution being developed for the wider St Mary's masterplan.

- The concentration of parking, servicing and access at the northern end of the access road is likely to result in congestion which could further delay ambulances and is considered unacceptable.
- No firm proposals have been presented for relocation of the bus stop on Praed Street. Careful consideration will need to be given to where this is relocated.
- The introduction of two 90 degree bends results in larger vehicles crossing over the centre line around the bend. Movements by larger vehicles may delay other traffic using this route, particularly emergency service vehicles and is considered unacceptable.
- The access arrangements result in an overall loss of parking across the area. Any loss of parking will need to be carefully considered and agreed with Westminster Council. From a hospital perspective any loss of parking will be detrimental to the level of care the Hospital can provide to its patients.

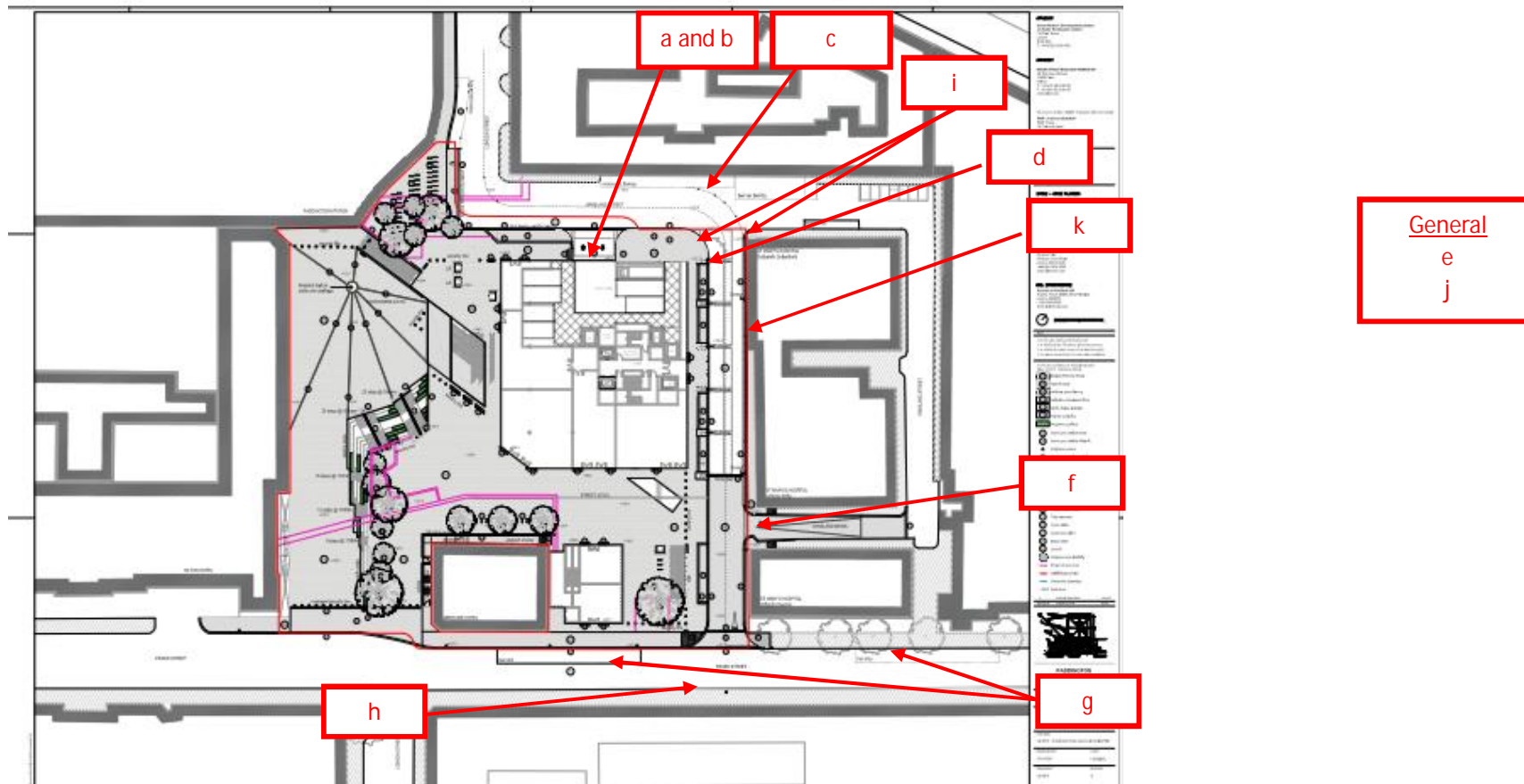
4.3 The following recommendations have been suggested for further investigation to improve the current design of the interim access road:

- Investigate the potential to relocate the service yard entrance further west within the proposed development to improve visibility from the yard for vehicles existing and increase forward visibility to the entrance to the yard. The service yard should be increased in size to adequately cater for the level of demand anticipated.
- Remove the parking on the northern side of Winsland Street in the vicinity of the junction with the interim access road, the northern most and two southern most parking bays on the interim access road and investigate the potential for providing parking within the development site.
- Maximise the level of forward visibility around the bend between the interim access road and Winsland Street.
- Improve visibility from Winsland Mews by realigning the interim access road further west.
- Increase the distance between the bus stops on Praed Street and the interim access road junction to provide sufficient visibility and reduce the likelihood of congestion.
- Ensure loading is prohibited in the immediate vicinity of the interim access road junction with Praed Street.
- Ensure pedestrian crossing facilities are included across the interim access road where the road meets Winsland Street to facilitate pedestrian movements to and from the Outpatients Building.
- A two metre footway should be provided on the southern side of Winsland Street between the interim access road and the entrance to the Outpatients Building.
- Provide an alternative servicing strategy for the linen store for the hospital located on Winsland Street.
- Realign the interim access road to increase the distance between the carriageway and rear of the Outpatients Building.

4.4 Overall it is considered that whilst a number of issues could be addressed through amendments to the current layout the more fundamental concerns regarding the two 90 degree bends, alignment of the access road, forward visibility and location and size of the service yard would require changes to the design of the development.

Technical Note

Appendix A – Locations of Recommendations



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