

## **Written submissions received for the Transport Committee's review of the cycle hire scheme and cycle superhighways**

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5 October 2010

Dear Valerie

**Re: Transport Committee's investigation into the Barclay's Cycle Superhighway and Barclay's Cycle Hire scheme**

Thank you for your letter of 13 September inviting TfL to contribute to the Committee's scrutiny into these flagship initiatives.

I have included with this letter an appendix setting out answers to the specific factual questions included with your letter. You asked also what impacts the Superhighways and Cycle Hire schemes have had to date and what lessons had been learned. Before moving on to address these points I do think it valid to caution the Committee on making firm conclusions on the operation of either scheme so soon following their launch. However TfL is very pleased with the progress made to date and believe that there is more to come. This does not understate the fact that there have been challenges to overcome with the introduction of both schemes.

In terms of the impacts of the introduction of the two pilot Cycle Superhighways routes, surveys with potential and actual users show that there is both wide support for and a high level of awareness of the scheme. Early results from both pilot routes suggest an overall increase of 25% in cycle journeys, with peaks in usage at certain points, for example Clapham Road and Southwark Bridge Road in respect of Cycle Superhighway route 7. Further details of the findings of our surveys are detailed in the Appendix. In summary however these indicate that the two Superhighways introduced so far (routes CS3 and CS7) have had a positive impact and are well regarded by cyclists. Our engagement with stakeholders during the development of the pilot routes

proved hugely useful in terms of lessons which will be applied to the future roll-out of the scheme. Further details are set out in the Appendix.

In terms of Cycle Hire, whilst there were some initial technical difficulties, it is clear that the scheme has been very well received by users and that these issues affected a relatively small number. Around 18,500 journeys a day are now being made on hire bikes, despite the scheme only being open to Members so far, of which there are over 90,000. Since the launch of the scheme on 30 July 2010, over 900,000 journeys have been made by members. The introduction of the scheme has provided TfL with valuable experience which will be applied to future expansion of the scheme, funding permitting.

The Bike Hire scheme has introduced a brand new form of public transport for London and the Cycle Superhighways are helping to grow cycle number and change the face of the City.

I look forward to the Committee's hearing on 12 October.

Yours sincerely

David Brown  
Managing Director – Surface Transport

## **Appendix: Request for specific information**

### **Information on the Cycle Superhighways**

We ask that the Committee note that the data contained in this section may be partially skewed by ongoing road works on the A24 in the vicinity of Clapham Common. A more accurate picture of the effects of the Cycle Superhighways will be available in October, following a further set of surveys.

#### *Cycle flows on the highways and on parallel routes*

Please see the section '*Any measured increase in the number of cyclists on the Superhighways*'.

#### *Cycle journey times*

To determine cycle speeds along the Cycle Superhighways, surveyors on cycles equipped with Global Positioning System (GPS) devices travelled along the highway, in both directions, during different times of the day.

Cycle journey times were also recorded prior to the implementation of Cycle Superhighway route 7, allowing for comparisons. We found that post implementation of the Superhighway; there was a slight increase in cycle journey times during the AM peak period in the northbound direction of 1.3 minutes. There were however more significant reductions in cycle journey times observed during the PM peak period, post implementation of the scheme. A 7% reduction (or 3.8 minutes) was observed in the northbound direction and an 8% reduction (or 4.8 minutes) was observed in the southbound direction. Data from the October monitoring will present a clearer picture of the overall impact on cycling journey times, and enable firmer conclusions to be drawn.

#### *Traffic flows and speeds*

Traffic flows along Route 7 were monitored in 11 distinct sections, with fully classified counts for 12 hours being collected for each of the sections.

Traffic flows in the AM peak increased in the northbound direction between August 2009 and August 2010 by 7%. In the PM peak traffic also increased by 9.7%. The average increase in 12 hour flow for all sections of the route for traffic travelling northbound in the AM peak was 11%.

Traffic flows in the AM peak increased in the southbound direction between August 2009 and August 2010 by 10%. In the PM peak traffic also increases by 11%. The average increase in 12 hour flow for all sections of the route for traffic travelling southbound in the AM peak was 10%.

The speeds of general traffic along the Cycle Superhighway were monitored using vehicles equipped with Global Positioning System (GPS) devices

travelling along the Superhighway, in both directions. Traffic journey time surveys have been undertaken but the results are, as yet, inconclusive due to the variability of the results due in part to the time of year and the number of roadworks being undertaken at different times. A more robust indication of traffic impacts will be available when the surveys are repeated in October.

#### *Bus journey times*

No data is yet available specifically relating to bus journey times along the pilot routes; however this is currently being investigated.

#### *Casualty figures along each Superhighways*

The following baseline data is taken from the period prior to implementation of each Superhighway. Typically three years of accident statistics are required to robustly assess any accident reduction impact arising from a scheme.

**Table 1:** Route 3 (A13 / Cable Street) – All Casualties

		No. of Casualties			
		1 Fatal	2 Serious	3 Slight	Sum
Year	Mode of Travel				
2007	1 Pedestrian	0	2	7	9
	2 Pedal Cycle	0	1	7	8
	3 Powered 2 Wheeler	0	6	21	27
	4 Car	3	3	89	95
	5 Taxi	0	0	1	1
	6 Bus Or Coach	0	2	4	6
	7 Goods Vehicle	0	1	1	2
	8 Other Vehicle	0	0	3	3
	9 Private Hire	0	0	3	3
	<b>Sum</b>	<b>3</b>	<b>15</b>	<b>136</b>	<b>154</b>
2008	1 Pedestrian	0	1	5	6
	2 Pedal Cycle	0	1	12	13
	3 Powered 2 Wheeler	0	5	23	28

		No. of Casualties			
		1 Fatal	2 Serious	3 Slight	
	4 Car	0	3	109	112
	6 Bus Or Coach	0	1	4	5
	7 Goods Vehicle	0	0	7	7
	8 Other Vehicle	0	0	4	4
	<b>Sum</b>	<b>0</b>	<b>11</b>	<b>164</b>	<b>175</b>
2009	1 Pedestrian	1	5	7	13
	2 Pedal Cycle	0	1	9	10
	3 Powered 2 Wheeler	1	7	16	24
	4 Car	0	2	87	89
	5 Taxi	0	0	1	1
	6 Bus Or Coach	0	0	8	8
	7 Goods Vehicle	0	0	8	8
	<b>Sum</b>	<b>2</b>	<b>15</b>	<b>136</b>	<b>153</b>
2010 (provisional, to end May 2010)	1 Pedestrian	0	1	2	3
	2 Pedal Cycle	0	0	4	4
	3 Powered 2 Wheeler	1	0	9	10
	4 Car	1	10	52	63
	6 Bus Or Coach	0	0	2	2
	7 Goods Vehicle	0	0	2	2
	<b>Sum</b>	<b>2</b>	<b>11</b>	<b>71</b>	<b>84</b>

**Table 2:** Route 7 (A24) – All Casualties

		No. of Casualties			
		1 Fatal	2 Serious	3 Slight	Sum

		No. of Casualties			
		1 Fatal	2 Serious	3 Slight	
Year	Mode of Travel				
2007	1 Pedestrian	2	17	45	64
	2 Pedal Cycle	0	11	49	60
	3 Powered 2 Wheeler	0	12	56	68
	4 Car	0	2	71	73
	6 Bus Or Coach	0	1	10	11
	7 Goods Vehicle	0	0	4	4
	8 Other Vehicle	0	0	1	1
	<b>Sum</b>	<b>2</b>	<b>43</b>	<b>236</b>	<b>281</b>
2008	1 Pedestrian	0	12	45	57
	2 Pedal Cycle	2	7	70	79
	3 Powered 2 Wheeler	0	6	93	99
	4 Car	0	4	61	65
	5 Taxi	0	0	1	1
	6 Bus Or Coach	0	0	17	17
	7 Goods Vehicle	1	1	6	8
	8 Other Vehicle	0	1	0	1
	<b>Sum</b>	<b>3</b>	<b>31</b>	<b>293</b>	<b>327</b>
2009	1 Pedestrian	2	14	48	64
	2 Pedal Cycle	1	13	80	94
	3 Powered 2 Wheeler	0	13	77	90
	4 Car	0	1	58	59
	5 Taxi	0	0	3	3
	6 Bus Or Coach	0	2	8	10
	7 Goods Vehicle	0	0	7	7
	8 Other Vehicle	0	0	3	3
	<b>Sum</b>	<b>3</b>	<b>43</b>	<b>284</b>	<b>330</b>
2010 (provisional , to end May 2010)	1 Pedestrian	0	6	16	22
	2 Pedal Cycle	0	4	27	31
	3 Powered 2 Wheeler	0	3	28	31

		No. of Casualties			
		1 Fatal	2 Serious	3 Slight	
	4 Car	0	2	22	24
	6 Bus Or Coach	0	0	6	6
	7 Goods Vehicle	0	0	4	4
	<b>Sum</b>	<b>0</b>	<b>15</b>	<b>103</b>	<b>118</b>

*Any preliminary market research conducted with cyclists and other users of the cycle routes to monitor their preferences and behaviour*

#### *Behaviour Research*

Data is available from the first wave of Cycle Superhighways behaviour research, carried out from 6-18 July (pre-launch). The survey comprised a total of 904 panel interviews, 448 undertaken using an Internet approach and 456 using a computer assisted telephone interview (CATI) approach. Interviewees lived within 1.5km of the pilot routes.

There was wide support (83% for Cycle Superhighway 3 and 76% Cycle Superhighway 7) and awareness of cycle superhighways amongst potential and actual cyclists. Additional findings were:

- Roughly four fifths of existing cyclists (79% for CS3 cyclists; 78% for CS7 cyclists) were likely to use the Cycle Superhighways, with roughly two fifths (44% CS3 cyclists; 39% CS7 cyclists) stating that they were very likely to do so,
- Two fifths to one half of potential cyclists (41% CS3 potential cyclists and 51% CS7 potential cyclists) stated that they would use them three or more days a week. Only 7% of CS3 potential cyclists and 4% CS7 potential cyclists stated that they anticipated using them less than once a month.

A second wave of customer behaviour research (post-implementation) is underway, with results available by the end of November 2010. In addition, a Scheme Users Survey is being piloted, which involves interviewing cyclists using the Cycling Superhighways, with a total target sample of 1000 users. The results of this survey will be available alongside the customer behaviour research, by the end of November.

#### *Research into Roadside Safety Mirrors*

The Cycle Superhighways project gained approval from the Department for Transport for a trial of roadside mirrors designed to reduce the risk of collisions at traffic lights by providing the drivers of large goods vehicles (LGVs) a clear view of cyclists and pedestrians in their blind spots. As part of the launch of the Cycle Superhighways, 34 mirrors have been installed along the pilot routes.



Customer research was conducted as part of the trial evaluation programme; accompanying work was also undertaken involving video monitoring of road user behaviour, monitoring of glare / reflection issues, and monitoring of vandalism and maintenance issues. The overall customer research objective was to understand awareness and perceptions of the roadside safety mirrors amongst LGV drivers, cyclists and car drivers.

The research, conducted in September 2010, provided respondents with the opportunity to express their views on the mirrors as well as collecting data on levels of awareness and usage. The target number of interviews was achieved: 51 Large Goods Vehicle (LGV) drivers, 20 cyclists and 20 car drivers. Almost half of LGV drivers and nearly a third of cyclists and car/van drivers interviewed recalled seeing the roadside safety mirrors. The majority of LGV drivers (45 out of 51), cyclists (15 out of 20) and car/van drivers (17 out of 20) believed that roadside safety mirrors would improve cyclists' safety; the majority of LGV drivers (41 out of 51) said they would change the way they used junctions fitted with roadside safety mirrors. The full customer research report is due to be published by the end of November 2010.

#### *Any measured increase in the number of cyclists on the Superhighways*

Automatic and manual counts were undertaken during August and October 2009 to provide information prior to the implementation of the Superhighways, with comparable data collected in August 2010 (and planned for October 2010), after implementation.

The use of automatic counters helps to validate the costly manual counts (carried out over a single day in each month, to reduce spend) by providing comparable data for the day of counts. Thus it is possible to determine whether the manual counts are representative of traffic conditions along each of the Cycle Superhighway routes.

The following is an early summary of results: a fuller report planned for November 2010 will include results from the route 3 monitoring as well as additional data for route 7 collected during October 2010. In addition, the route 7 results to date are partially skewed by ongoing road works on the A24 in the vicinity of Clapham Common, and a more accurate picture of the effects of the Cycle Superhighways will be available after the October series of surveys.

Overall, early results from both pilot routes suggest an overall increase of 25% in cycle journeys. When counts along the length of route 7 are compared for the month of August, significant growth in the number of cyclists is observed in particular sections. This is particularly noticeable in the northern sections between Clapham Common South Side and Southwark Bridge Road. Northbound along Clapham Road, in the morning peak, there are an extra 1000 cyclists using the route (an increase of 94% since August 2009), and in the afternoon peak a similar increase of 97%. Further north, along Southwark

Bridge Road, increases are observed of 90% in the morning peak and 79% in the afternoon peak, an extra 400 and 300 cycles respectively.

Screenline monitoring was undertaken to determine if any change in cycling levels along the Superhighway route was attributable to cyclists diverting onto the route from parallel routes. The most southerly screenline at Balham shows cycle flows increased from August 2009 to August 2010 by 6%, the middle screenline at Tooting by 19.2% and the northernmost at Clapham by 8.2%. Thus it is reasonable to conclude, based on the limited data available to date, that the increases in cycling along the Superhighway are not necessarily a consequence of cyclists diverting from parallel routes (although concentration of cyclists along the Superhighway is also a benefit).

NB: the pan-London cycling index for London as a whole, shows an 11% increase in cycling numbers between 2009 and 2010.

*A breakdown of the cost of each Superhighway to date*

<b>Routes 3 and 7 Budget Overview</b>	<b>(£m)</b>
Highway Infrastructure Costs*	12.47
Cycle Parking	1.41
Cycle Training, Maintenance & Safety	1.46
Additional Cycle Support Measures	0.87
Route Promotion	1.44
Overheads, Monitoring and Other Costs	3.23
<b>Project Base Cost**</b>	<b>20.89</b>
<b>Initial Project Budget</b>	<b>22.99</b>
Unspent risk and contingency at time of writing**	2.10
* Includes civil engineering works, blue surfacing and urban realm ** Caveat: contracts have not yet been closed	

*The number of organisations TfL has worked with to create staff travel plans along both Superhighways*

To date, this work has covered 91 businesses/organisations and over 42,000 staff, with the aim of encouraging their employees to cycle to work. We are aiming to sign up 200 businesses in total by March 2011.

Businesses involved include:  
British Film Institute

London Eye  
Shakespeare Globe  
Guys and St Thomas' Hospital  
Swissotel  
Shell international

*The amount of extra cycle training provided as a result of the Superhighways*

The pilot routes budget allows for up to 17,500 cycle training hours, with the training element of the programme launched on 19 July 2010. To date, 175 sessions have been completed, totalling 350 hours, with many more scheduled over the coming months.

*The number of cycle parking spaces created as a result of both Superhighways*

Since 19 July 2010, 533 cycle parking spaces have been installed as part of the Smarter Travel packages, with a further 384 installed as part of the main infrastructure works (total to date = 917). Further parking spaces will be provided in the coming months via the London boroughs and through businesses as part of the work end programme, with an eventual target of 5,300 spaces along the pilot routes.

*The number of roadworks which have led to sections of both superhighways becoming disrupted*

A count of the total volume of works between 19 July and 22 September 2010 across routes 3 and 7 is as follows (includes both Transport for London Road Network and borough roads):

<b>No. of incidences</b>	<b>Route 7</b>	<b>Route 3</b>
Planned	210	30
Unplanned*	183	23
<i>Total</i>	393	53

Of those planned works which have affected Route 7, only five were of a duration of 11 days or more. No planned works on route 3 lasted for more than 11 days.

*\*These include either emergency works (works required to prevent or put an end to a risk to persons or property) or urgent works (works which are not emergency works but are required to prevent or put an end to an unplanned interruption of a supply provided by the promoter).*

*The projected maintenance budgets for the Superhighways*

The projected incremental maintenance cost of the Cycle Superhighways pilot routes, over a 20-year period, is on average £71,500 per annum across both

routes (including both Transport for London Road Network and borough roads).

*Any changes made to preliminary plans for the Superhighways as a result of stakeholder consultation*

The Cycle Superhighways stakeholder engagement strategy aimed to achieve the following key objectives:

- Informing elected representatives (MPs, GLA Members and Councillors) in advance of implementation and at key milestones. This was intended to give them the opportunity to comment, and allow them to understand what was planned, enabling them to represent the scheme to their constituents and others.
- Reaching stakeholders and affected members of the public with key messages, in order to inform and re-assure them.
- Establishing contact points so that elected representatives and members of public had the opportunity to enter into dialogue directly with TfL.
- Fulfilling TfL's statutory obligation to consult with emergency services about changes to the highway, and with the Traffic Police from a road safety point of view.

As part of this strategy TfL identified main London-wide stakeholder groups, as well as local stakeholders for each route. Broadly speaking these included:

- All elected representatives, including MPs, GLA Members and local councillors.
- Those representing road users, both cyclists and others. For example London Travelwatch, CTC (Britain's National Cycling Body), London Cycling Campaign, Sustrans, Roadpeace, Living Streets, Freight Transport Association and others.
- London-wide organisations representing business, students, other transport providers, the voluntary sector and London-wide media.
- Frontagers (those with properties along the line of route either businesses or residents).

The wider local communities were engaged with as far as possible through briefings or dialogue with existing representative organisations such as Town Centre Management Boards, for example those at Tooting and Balham, and the Kennington Business Network.

The original concept for Cycle Superhighways was conceived using knowledge and lessons learned from previous cycling programmes in the UK and abroad. It was then significantly shaped by qualitative market research carried out in February 2009, to establish the "ideal" customer-focused package of measures to be delivered by the Superhighways Programme. Twelve focus groups were conducted amongst five target audiences – commuter cyclists, commuters who cycle in their leisure time, non-cyclist commuters, non-cyclist non-commuters

and motorists. Attendees were presented the basic concept to comment on, followed by a series of potential measures.

Subsequently, key stakeholders were consulted during the development of the pilot routes on route-specific feasibility recommendations, preliminary design drawings, and detailed design drawings. Specific consultations included:

- In all written communications, TfL offered face to face briefings. A large number of stakeholders took up this offer. Particular emphasis was given to engaging with bodies representing cyclists and other road users. A Memorandum of Understanding was agreed with the Freight Transport Association, and a series of Cycling Roadshows were set up at bus garages, to give bus drivers the opportunity to learn more about the scheme, and to experience the bus/cycle interface from the cyclists point of view.
- Site visits at feasibility stage were held with borough officers and local cycling group representatives, followed by joint office-based meetings to discuss the ensuing recommendations. These extended site meetings covered the whole of each route by cycle, before design work began. They gave council officers, the Police, and local cycling representatives the opportunity to comment on particular design issues along the routes, and propose solutions to particular problems. The information from these site meetings was collated into a Cycle Highway Implementation Plan. These were used as the basis for the design of the Cycle Superhighways.
- Meetings between the Project Director and Borough heads of services prior to and during the design stage.
- Bi-weekly meetings between the project team and borough officers throughout preliminary and detailed design, to obtain feedback on developing design drawings.
- Final design approval by borough officers for all measures on borough roads.
- Consultation with the emergency services regarding design drawings and traffic management during the construction stage.

As an example, the scale of consultation on pilot route 3 at feasibility stage alone included 202 individual comments from stakeholders of which 140 were incorporated at design stage. The key feedback relating to infrastructure measures is provided below, along with a summary of feedback and changes made to the Smarter Travel programme.

#### *Infrastructure measures*

- Commitment to and ongoing exploration of 20mph speed limit restrictions on Southwark Bridge Road, at the request of LB Southwark.
- Contribution to complementary urban realm scheme at Great Suffolk Street, at the request of LB Southwark.
- Feedback from local cycling groups and LB Southwark regarding the major barrier presented by Elephant and Castle gyratory, leading the

project to upgrade and sign a less well known, quiet backstreet route that avoids the gyratory.

- Exploration of future cycling improvements along the A13, at the request of LB Tower Hamlets.
- Request from LB Tower Hamlets to retain parking and loading in residential and commercial areas, such as Narrow Street and Poplar High Street.
- Feedback from cycling groups regarding greater protection for cyclists at Stockwell gyratory and Kennington/Oval, leading the project to implement a reduction in general traffic lanes to provide more space for cyclists and reduce potential conflict points.
- Feedback from a local cycling group regarding width of Cable Street segregated cycleway being too narrow in places, leading the project to implement widening of the cycleway at pinch points in a number of locations.
- Feedback from cycling groups that all cycle lanes should be at least 1.5m wide; where there is not space to do so, cyclists should be in a prominent riding position within general traffic. This guided the project on the placement of cycle lanes and the placement of Cycle Superhighways logos within mixed traffic.
- Feedback from the Department of Transport on the implementation of continuity markings in bus lanes, with cycle logos and white lines not permissible at the time of implementation. This led to the inclusion of the continuous blue surfacing within bus lanes as an alternative, to delineate the route.
- Request from LB Southwark and LB Tower Hamlets to reduce street clutter and remove pedestrian guard railings where feasible. As a result, the project used existing signage poles where possible and minimised the introduction of new signing. Guard railing was removed in several locations, with boroughs endorsing the formal Guard Rail Assessment Forms on borough roads.
- Substantial carriageway resurfacing was completed in a number of locations, when requested by borough officers, providing a dual benefit for cyclists and motorists.

#### *Smarter Travel measures*

- Following feedback, more face to face meetings are being held with businesses to help officers develop 1-2-1 relationships and provide the opportunity for employers to ask questions.
- Staff surveys have proven a challenge for businesses, with some employers struggling to reach the required response rate. The project team is now assisting businesses with these surveys, for example by conducting snap shot surveys at business entrances.
- Feedback shows that guidance to the London Boroughs regarding the bidding process for Cycle Superhighway support measures needs to be clearer and more specific, and this will be improved for future routes.

*Any changes to the next phase of the Superhighways as a result of experiences from the first phase*

A number of changes were made, as follows:

*Infrastructure measures*

- Insufficient time was allowed for in the pilot routes delivery schedule to implement the Traffic Orders required for mandatory cycle lanes. Mandatory cycle lanes will be introduced where appropriate in subsequent phases, including along routes 2 and 8 opening in summer 2011.
- Wider spacing of cycle logos will be considered on future routes, particularly in conservation areas.
- Consider suspension of parking and loading during peak hours at pinch points on future routes, to provide a free kerbside route for cyclists. This will be subject to local consultation with residents and businesses.
- Ensure lessons learned from the introduction of the new blue surfacing material are captured by future contractors, to ensure a “right first time” approach when laying the material.
- Following DfT approval, cycle logos are now permitted on bus lanes. Subject to research outcomes available in December 2011, TfL will consider an alternative approach to continuity markings in bus lanes.
- The DfT authorised a one-year trial of roadside safety mirrors along the pilot Cycle Superhighways routes, with driver behaviour research and customer research underway. Subject to the results and further DfT approval, the roadside mirrors will be introduced on future routes.
- Road user behaviour studies are underway examining blue surfacing through junctions and in bus lanes, logos around loading bays and bus stops, and full blue nearside lanes on approaches to left turn junctions, with the results available in December 2010. The design of future routes will consider the results of these studies, alongside findings from post-implementation customer research.

*Smarter Travel measures*

- Delivery via the London Boroughs has taken longer than envisaged along the pilot routes, so it is planned to start the process earlier for routes 2 and 8 (subject to final funding confirmation), with the aim of installing additional parking facilities before the launch.
- Promotions to workplaces will no longer include direct mail, as this was not considered value for money based on the number of leads generated. However the telemarketing was a great success and will be repeated for future routes.
- Led rides will be removed from the Smarter Travel package, due to low demand along the pilot routes.
- General travel awareness activity will be removed from the borough funding package as there are duplications and overlaps with TfL activity.

Boroughs will be able to bid to run industry-recognised "Certificate of Professional Competence" HGV training courses rather than general HGV/Cycle awareness activities.

### **Information on the Cycle Hire scheme**

All figures quoted are accurate as at 3 October 2010.

*The number of registered members and how they break down into annual weekly or daily subscriptions.*

Since scheme 'go live' there have been 91,208 registered members who have purchased access periods of varying lengths. Of these, those with active access periods are shown below:

24 Hour access: 22,287

Weekly access: 1,522

Annual access: 36,696

*The number of people who have cancelled their membership*

16 members have cancelled their membership since go-live.

*The number of journeys made so far using the scheme*

As of 3 October 2010, over 900,000 journeys had been made.

*The average length of journey*

Data is available to show average journey length in terms of time. Currently, Members make journeys of around 16 minutes in length.

*The number of docking stations damaged*

There has been one instance where a Docking station (terminal) has been out of use due to it requiring repair. This was at St Georges Street as a result of a vehicle damaging the terminal. The terminal was out of use for five days from the 11-15 of September whilst repairs were undertaken.

*The number of instances when more than one docking station has been out of use*

There have been three occasions where due to system issues there has been more than one docking station unavailable. These were on 17 August and 19 and 26 September. TfL has, at the request of the Metropolitan Police suspended docking stations during two events (eight for the Notting Hill Carnival and two for the Papal visit).

*The average number of bikes in use during peak periods*



As each cycle may be hired multiple times during a particular period, TfL cannot determine the average number of cycles which may have been used during peak periods. The average number of journeys since go-live within peak periods is 6,937 per day. Peak periods are 07:00 – 10:00 and 16:00 – 19:00.

*How many distribution teams are working across London, and if these numbers have increased since the launch of the scheme*

At scheme go live there were 24 redistribution staff using a total of 20 vehicles (a mixture of electric and low emission vehicles) on a rota basis providing 24 hour cover.

Serco now have 48 redistribution staff providing 24 hour cover and a further 10 static staff (currently undergoing training) to be allocated to specific docking stations to meet peak AM and PM demand. There are now a total of 31 vehicles available for redistribution. In addition there are 29 routine maintenance staff whose primary role is the maintenance and monitoring of docking stations but who may be called upon to support redistribution. The number of teams operating at any one time is variable depending on the day of the week and anticipated demand.

*Daily/Weekly maintenance costs for the Hire Scheme (including costs for the use of distribution teams, increase in numbers in the call centre/.agency staff required for cover etc*

Operating costs for the Cycle Hire scheme, including Contact Centre/maintenance and redistribution are commercially confidential.

*The number of call centre staff hired for a) The initial launch and b) currently working including any short-term agency staff used*

There were 119 call centre staff originally employed for the initial launch of the scheme. 132 staff are currently employed in the call centre, including short-term agency staff.

*The steps being taken to prepare for the launch of casual users*

TfL and Serco are participating in technical proving of all the IT systems involved with the provision the Cycle Hire scheme for casual users. Operationally, both the Contact Centre and maintenance and redistribution staff are being trained in the new systems to ensure they have a full understanding of the service and are able to provide a good level of customer service. Public information using the web/leaflets and other marketing materials are being prepared to ensure customers understand how the system will operate. A volunteer programme is also being devised to provide assistance to customers at high priority docking stations at launch date.

*The impact of delay in the full implementation, and system errors, on revenue predictions*

System errors have been short lived and are not believed to have had any revenue impact. At this time there has been no analysis undertaken to establish the impact on revenue predictions with regards to the 'members only' launch of the scheme.

*Any preliminary market research conducted with users of the scheme to monitor their views*

TfL has commissioned independent market research to monitor the views of cycle hire users and help understand how to further improve the scheme. This is in the form of an online survey. The survey is open from 20 September until 4 October. Ipsos MORI, who are conducting the survey for TfL, are expected to provide a full report on the results in the first week of November.



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Valerie Shawcross AM  
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Dear Val

## **Transport Committee meeting on 12 October**

Thank you for your letter, which I received on 25 October. You requested some additional information which I have provided below:

*The amount of funding provided to Boroughs for cycle training relating to the Cycle Hire scheme and the number of people who have so far participated in this training.*

Funding for cycle training in support of the Cycle Hire and Cycle Superhighways schemes is provided either direct to the relevant Boroughs, or to businesses via the workplace measures programme. The funding available to Boroughs totals £802,940 and to businesses £581,000. The funding is intended to provide 17,500 hours of training, of which 1,362 hours have been completed to date. Many more are scheduled for completion over the next few months.

*What contribution the cycle hire scheme and superhighways are expected to make to the Mayor's target for 5 per cent of all journeys to be undertaken by bike by 2025 and what else is expected to contribute.*

To achieve the Mayor's target TfL is taking a targeted approach to unlock the cycling potential in London and to focus investment in the areas where it will have most effect. The Superhighways are one element designed to realise this potential, along with Cycle Hire (design to cater for short trips in central London) and Biking Boroughs (to encourage trips of less than 8km contained within inner and outer London to be made by bike rather than car). TfL plans for the Cycle Hire scheme to deliver 40,000 trips per day (once the scheme has been fully rolled out to casual users) and the Superhighways 120,000 trips per day once all routes have been introduced by 2015.

The TfL Cycling Programme includes a number of additional projects and initiatives to encourage more people to cycle. These include:

- Cycle Parking, Cycle Security Plan & Cycle Task Force – which we expect will lead to reduced bicycle theft, increased confidence in bike security measures and improved perception of bike security.
- Implementation of the Cycle Safety Action Plan, Cycle Safety Campaign, Cycle/HGV Safety Campaign, London Freight Driver Training– we expect these will yield improved safety considerations for cyclists, increased awareness of safety by cyclists, reduced casualty rate among cyclists, improved perception of safety.
- Cycle Training, Cycle Wayfinding initiatives – both contributing to improving cycling confidence.
- Infrastructure projects (Cycle paths on the Transport for London Road Network, the Greenways<sup>1</sup> programme, Olympic Cycle Routes) – which contribute to improved perception of the convenience of cycling and improved perception of the predictability and reliability of journey times).
- Cycling promotion and marketing (e.g. Catch-up with a bicycle<sup>2</sup>) – which are key to improving the image of cycling and raising its profile within London, as well as increasing the number of new cyclists.

*Details of any action TfL has taken or will take to improve the telephone helpline so users of the cycle hire scheme who call whilst using the cycles get quicker responses.*

In the first 26 days after opening, Serco's Cycle Hire contact centre had received over 58,000 calls, averaging around 2,200 calls per day. This far exceeded the volume anticipated. We worked closely with Serco to ensure additional staff were recruited, to drive down call waiting times. Whilst TfL will continue to monitor Serco's performance in this regard, we are assured of their progress: average call answering times in October were around 16 seconds, as compared to 79 seconds in August.

*A list of boroughs which TfL has been in contact with about possible expansion of the cycle hire scheme.*

TfL engaged with the following boroughs about the future of the scheme, both in terms of intensifying the existing zone and expanding the scheme.

- City of London
- City of Westminster
- London Borough of Camden
- London Borough of Hackney
- London Borough of Islington
- Royal Borough of Kensington & Chelsea

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<sup>1</sup> These are cycle routes running through parks, forests, waterways and quiet residential streets and are intended to enable new cyclists to build confidence.

<sup>2</sup> This campaign showcases cyclists experiences, including testimonials from Edith Bowman and Dermot O'Leary. See <http://cyclestories.tfl.gov.uk/> for more details.

- London Borough of Lambeth
- London Borough of Southwark
- London Borough of Tower Hamlets
- The Royal Parks

TfL announced on 10 November that the Cycle Hire scheme would be extended from Olympia in the west to Bow in the east. Residents living in Bethnal Green, Bow, Canary Wharf, Mile End and Poplar will have access to docking stations.

You included a number of questions in the appendix to your letter, including the total capital cost for Cycle Hire and the annual operational cost for Phase 1 of the scheme. The total implementation cost for Phase 1 of the Barclays Cycle Hire scheme is expected to be £79 million. Annual operating costs are currently around £18m per annum. These costs are offset by sponsorship funding from Barclays of £25m over five years, and by revenue from membership fees and hire charges, which are expected to amount to around £18.7m in 2011/12, once the scheme has been fully rolled out to casual users. It is on this basis that TfL believes the scheme will break even 'within three years'. As requested we have also updated the tables included in your appendix, and these are attached.

Finally you requested a breakdown of expenditure on the expansion of the Cycle Hire scheme, which you suggested was more than £100m. This is incorrect; the scheme is expected to require £45m of funding, over a six year period. The scheme is required to require around £30m of funding to implement with operational costs over a six year period amounting to around £15m.

I look forward to the Committee's report,

**David Brown**  
**Managing Director – Surface Transport**

<b>Cycle Hire Scheme – phase 1</b>	<b>Original estimates</b>	<b>Actual to date</b>	<b>Expected at end of March 2011</b>	<b>Assumptions for each remaining year of the contract with Serco phase 1</b>
TfL's expenditure on the scheme	£73m - £54.1m total project cost plus £23m for internal costs of which £10m for staff.	£46.3m	£79m (phase 1 only)	Operating costs are expected to amount to £18m for the remainder of the contract
Income from fares	£119.4m over 7 years - £13m in one year; £18m p.a. thereafter.	£1.9m	£18.7m	£18.7m
Income from sponsorship	£8.1m over 7 years	-	-	-
Demand	30,000 journeys/day in year one; 40,000 journeys p/day p.a. thereafter.	15,178 journeys/day	27,000 journeys/day	40,000 journeys p/day p.a.
Docking Stations	400	344	400	400
Bicycles	6,000	5,000	6,000	6,000
Docking points	10,200	8,182	10,000	10,000
Schemes in operation	Member & Casual	Member	Member & Casual (by end of 2010)	Member & Casual

<b>Cycle Superhighways</b>	<b>Estimated</b>	<b>Actual to date</b>	<b>Expected at end of March 2011</b>	<b>Expected upon completion of all 12 Superhighways in 2015</b>
Expenditure on Pilots	£23m	£14.72m	£20.89m*	£20.89m
Expenditure on the Remaining	£145m	£2.33m	£15.48m**	£145m

Routes				
Funding from Barclay' sponsorship	-	-	-	-

\* Contracts have not yet been closed

\*\* Subject to programming

TfL's sponsorship agreement with Barclays provides £25m of funding over a five year period (equating to £5m each year), providing TfL meets Key Performance Indicators, such as the number of trips generated through the cycle hire scheme.

05 October 2010

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Dear Valerie

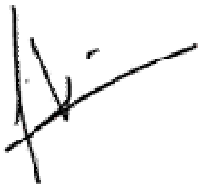
Thank you for your invitation to submit evidence to the London Assembly's scrutiny hearing....

As you know, Serco was appointed in August 2009 to design, build, implement and operate the London Cycle Hire Scheme. We have worked closely with TfL, the Boroughs and other statutory agencies to launch the scheme, on schedule, on 30 July 2010 and to continue to develop and improve the service we deliver. We are very pleased with the overwhelmingly positive public reaction to the scheme and the rapid growth in usage over the first two months.

The attached document sets out our response to the Assembly's initial questions. To avoid duplication with TfL's evidence we have jointly produced the answers to your detailed questions and included these in their response. You will appreciate that, with such a fast-growing scheme, many of the statistics you have requested change on a daily basis. I will be pleased to update the Transport Committee on key figures at the evidence session.

I look forward to seeing you at the evidence session on 12 October 2010. If the Committee would find it helpful, I would also be pleased to arrange for a visit to our customer contact centre in Enfield and the Operation Centre in Islington at any time. Do, of course, contact me if I can be of any further assistance in the meantime.

Yours sincerely



Jeroen Weimar  
**Managing Director Transport**  
**Serco Civil Government**



## **Evidence to London Assembly Transport Committee**

### **Investigation into Cycle Hire Scheme**

#### **Introduction to Serco**

Serco is a FTSE 100 international service company, which combines commercial know how with a deep public service ethos. It has annual sales of around £4 billion. Serco supports governments, agencies and companies which seek a trusted partner with a solid track record of providing assured service excellence. Worldwide its 70,000 people offer operational, management and consulting expertise in the aviation, business process outsourcing, defence, education, environmental services, facilities management, health, home affairs, information and communications technology, knowledge services, local government, science and nuclear, transport, welfare to work and the commercial sectors.

Serco has a track record of delivering mission critical services for governments around the world, including the start up of some very complex and demanding programmes. Serco is a major provider of transport services to the UK and markets in Australia, the Middle East and U S. The company operates heavy and light rail systems, leads in the development of integrated traffic management systems and is one of the world's largest private sector suppliers of air traffic control services.

Serco has a number of important contracts with Transport for London. In addition to the Barclays Cycle Hire Scheme, Serco also operates the Docklands Light Railway, London's traffic light systems, tunnel control systems and the Woolwich Ferry.

#### **Serco involvement in Barclays Cycle Hire scheme**

The Barclays Cycle Hire scheme (BCH) is an exciting and ambitious project providing a new, low cost, convenient, environmentally friendly and healthy travel option to central London. Serco are privileged to be working with Transport for London (TfL) and the Mayor of London to deliver a world class cycle hire scheme to London.

Serco tendered for the contract in early 2009 and the five year contract was signed in August 2009. All BCH services are delivered in accordance with the contract between TfL and Serco which contains agreed performance criteria and service level agreements.

Serco was responsible for the design of the cycle hire scheme in accordance with TfL's detailed specification. Key elements of the scheme were based on the Bixi cycle hire operation in Montreal and adapted to meet London's requirements. The design, production and delivery of the cycles, terminals, docking stations and systems was all undertaken by Serco and its suppliers – including PBSC who operate the Montreal scheme.

Serco was also responsible for the installation of "docking stations" once planning consent had been secured by TfL from the relevant Boroughs. Serco continues to work with TfL and the Boroughs to install at least 70 more sites across central London.

Serco is responsible for all the day to day operations of the service. This includes operating the customer contact centre in Enfield, the handling of customer accounts and dealing with customer enquiries. Via the operations centre in Penton Street, Serco also handles the distribution of cycles across the zone as well as the maintenance and repair of all the infrastructure.

Serco's vision for cycle hire is *"to leave a lasting legacy to the people of London by delivering a new, environmentally friendly and sustainable way of travelling in the Capital which will enhance everyone's experience of the city"*

## **Overview of the Barclays Cycle Hire scheme – design and installation**

Barclays Cycle Hire opened for registration of members on Friday 23 July 2010. Since that date people have been able to register on-line or via the contact centre for membership. As at 3rd October 2010, 91,208 people had registered membership of the Barclays Cycle Hire Scheme.

The full scheme launched on Friday 30 July 2010 with 4,138 cycles available for hire across 315 docking stations across Central London. A further 884 cycles were available for re-distribution, spares and maintenance replacement.

To get to this point, Serco had eleven months from August 2009 to design, develop and install the cycle hire scheme. To do this the Serco project team:

1. Specified, designed and sourced all physical equipment needed to deliver the scheme – including over 6000 bikes, 400 terminals and 10,000 docking points.
2. Marshalled the delivery of the supply chain to ensure that all elements of the infrastructure were delivered to specification and time ready for deployment on-street, using a temporary warehouse facility in Wembley to house the hardware and the assembly of cycles, docking points and terminals as they arrived.
3. Developed the end-to-end business processes needed to deliver this new scheme, including the specification, sourcing, delivery and testing of the IT systems needed to support the service.
4. Identified, specified and arranged the fit-out of new facilities to house the Operations Control Centre (sited at the old Public Carriage Office in Penton St) and the Contact Centre in Enfield.
5. Recruited and trained over 270 staff to deliver the service – including a new apprenticeship scheme and active recruitment amongst those who had been out of work for over a year.
6. Designed, built, tested and commissioned 315 Docking Stations ready for service on the 30<sup>th</sup> July, including the management of civil construction contractors working at multiple sites across central London.
7. Established the Operation Centre from scratch, including the introduction of an electrically powered fleet of redistribution vehicles and bespoke trailers. This team is responsible for the redistribution activities as well as the maintenance of the cycles and the docking station infrastructure.
8. Established a volunteering programme whereby over 300 TfL and Serco employees provided on site support at key docking stations for the first four days of the scheme. These staff were critical in raising the profile of the scheme and in assisting the pioneer members to get moving quickly and smoothly.

## **Overview of the first two months of live operation**

As at 3rd October 2010, over 90,000 people had registered for membership of the scheme. These numbers have risen consistently since 23rd July 2010, increasing at 1,745 membership applications a day on average at the peak in early August. At the end of September there were still around 550 new membership applications being received each day.

Over 900,000 journeys have been made by customers of the cycle hire scheme. Daily usage figures continue to be variable – primarily according to weather – with the scheme regularly seeing 20,000 – 22,000 journeys made on a dry weekday. At week ends the number is lower at between 11,500 – 15,000 each day. The highest number of hires in a day so far is 24,442 on Tuesday September 7.

The average journey duration is 16 minutes, with 95% of all journeys less than 30 minutes and therefore attracting no additional charge.

It is still too early to draw firm conclusions on the pattern of use, but it is clear that rail commuters are keen to use the scheme. There is very high demand for cycles at the major rail termini in the morning peak – with a commensurate demand for docking spaces in the West End, Holborn area and City. This pattern is reversed in the evening peak. An estimated 70 - 75% of all Barclays Cycle Hire cycles are brought into the very centre of London during the morning peak.

To date only five cycles have been stolen, three of which have been recovered by the Metropolitan Police Service.

The Contact Centre proactively follows up all customers who have taken a bicycle out for more than 4 hours to check the hire status in order to ensure customers have not inadvertently failed to re dock the cycle correctly.

There have been some settling-in issues in the first few weeks of operation. This included three brief periods in August where a number of terminals were unable to process any hires and an error in a billing run which led to a small number of members being incorrectly billed. We fully understand the frustration and inconvenience that these errors have caused and, in the case of the billing issues, contacted each affected customer to ensure that the situation had been fully corrected. These system errors have been addressed and our staff retrained in appropriate procedures.

Despite the complexities and risks inherent in launching a major new scheme such as Barclays Cycle Hire, the overwhelming feedback from our members has been positive. The majority of customers are enjoying the freedom of being able to choose when to cycle in central London. They have praised the quality of the ride and design of the bike, the ease of use of the infrastructure and the change in London's streetscape from the hundreds of docking stations dotted around the centre.

### **Immediate next steps for the scheme**

TfL and Serco continue to work with the Boroughs to complete the roll out of docking stations in the central area. Around 70 – 80 sites are still in the planning process, under construction or constrained by other factors such as temporary nearby scaffolding or shallow foundations. These matters are being dealt with on a case by case basis by TfL and Serco as appropriate. In any event we anticipate progressively adding to the current 337 locations, building to a total of 10,000 docking points and 6000 cycles available by March 2011.

The next major challenge is handling the high levels of demand. It is, of course, good news that commuters and leisure users alike have taken to the scheme with such enthusiasm. Serco and TfL are developing a range of re-distribution plans and approaches, such as concentrating efforts around the morning and afternoon peaks. However, with over three quarters of the entire fleet being brought into the most central 80 stations during 90 minutes in the morning peak, the challenge of re-distribution should not be underestimated. The completion of the remaining sites will clearly help in this regard.

TfL and Serco are also preparing for the launch of the "casual user" functionality on the cycle hire scheme. This will enable anybody with a valid credit card to "walk up" and hire a cycle for one journey using the terminals at each site. Having established almost 100,000 registered members we expect regular users to continue with the simpler and faster functionality offered by the registered members key but for one-off users (such as tourists) the "casual user" functionality should prove attractive.

## **Conclusions**

Serco welcomes this opportunity to contribute to the London Assembly's investigation into the Cycle Hire Scheme. We have sought to address the main questions in the Assembly's invitation and to provide an insight into what it has taken to deliver the scheme and the benefits that it is started to deliver.

Despite the positive start, Serco is determined to ensure that the Barclays Cycle Hire Scheme continues to deliver for all of its current and future customers. There will be significant developments over the coming months as we continue to roll out the sites and introduce Casual Users to the benefits of the Cycle Hire Scheme.

Serco Transport  
October 2010

## Annex: Jobs and the Apprentice Scheme

There are many positives associated with the success of BCH – just two being the rising numbers of new permanent long term jobs created and the apprentice scheme which has been put in place to recruit and benefit young local people. The Serco recruitment strategy enabled us to select from the most diverse population and has given us a tremendous opportunity to demonstrate our commitment to social responsibility and working with the local community. This approach to diversity has reduced unemployment in London boroughs and is supported by a solid retention strategy. A succession plan is being developed to build a career path for employees for the future. Serco endeavour to train and generally up skill the people deployed on the BCH contract.

Serco is grateful for the support and assistance offered by Job Centre Plus Employment officers, the London Probation Service, Flexible New Deal providers, Crisis – who work with the homeless and disadvantaged - and various cycling organisations who provided advice and training.

## Apprentices

Serco have developed a working relationship with the National Apprentice Scheme (NAS) to design a training programme for BCH On-Street technicians. NAS have worked closely with us to source a suitable training provider (ATG) for the 23 Apprentices.

The apprentices were recruited from a diverse background, including the London Apprentice Company who has been working on programmes with groups of young people not in education, employment or training (NEETS). The apprentice scheme enabled these young, unskilled people to be provided with key work opportunities by providing rigorous on-the-job training for them as well as our other staff members. Our pre-requisites for joining as apprentice Level 1 Technicians are mainly based on attitude and behaviours rather than competency based.

In total a team of some 270 people have been carefully recruited by our in house HR experts to deliver the Barclays Cycle Hire project to London. The work opportunities have ranged across the employment spectrum including specialists in management, finance, procurement, IT, operations and to those experienced in contract start ups. Some people were recruited from elsewhere within the Serco group but the vast majority are new to Serco. On the operations/customer facing side of the BCH contract new permanent jobs range from apprentice cycle technicians, customer service representatives, control room personnel, redistribution operatives, electrical technicians through to supervisors and contract management staff. The profile of the employee group supports the all inclusive approach to recruitment.

*"I've learned so much since joining the organisation in April. I received external as well as in-house training and learned how to build and assemble and maintain a bicycle from scratch"*

Routine Maintenance Apprentice

*"I visit each of the docking stations in the sector that I am responsible for the maintenance of. I enjoy being out and about maintaining both the docking points and the terminals. I enjoy the responsibility involved for maintaining my sector and am proud of being involved with the cycle hire scheme."*

*He continued, I am always being asked questions by members of the public. Whilst undertaking routine maintenance at a docking station, a young woman asked me a number of questions regarding the scheme. I provided her with as much detail as I could, telling her about the benefits of the scheme. Whilst at the docking station, she called our call centre and joined there and then."*

Routine Maintenance Apprentice

Bringing service to life

11th November 2010

Valerie Shawcross AM  
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Dear Valerie,

### **Transport Committee Meeting on 12 October**

During my attendance at the Transport Scrutiny Committee meeting on Tuesday 12<sup>th</sup> October 2010, I promised the committee further information on two matters. This is set out below.

#### • **Contact Centre**

The Contact Centre started accepting calls for pre-registration of members for Barclays Cycle Hire on Friday 23 July. In the first 26 days of operation the Contact Centre received over 58,000 calls, and averaged about 2,300 calls per day during August, reducing to an average of about 1,000 calls per day during October. This level of calls far exceeded forecasts and, despite the additional staff we employed to help manage the early 'bow-wave', some customers experienced longer call waiting times than we or TfL would have wanted. During August, September and October the average call waiting times were as follows:

August: 79 seconds  
September: 25 seconds  
October: 13 seconds

To manage this unprecedented demand, we have been using an overflow bureau. The average number of calls passed through to the bureau service per day were as follows:

August: 693 calls  
September: 241 calls  
October: 89 calls

As demand continues to stabilise, the quality of service offered by the Contact Centre has improved significantly. A research study commissioned by Serco recently shows that 91% of our members are satisfied the 'overall service' and 71% are satisfied with the 'Contact Centre' itself.

#### • **Vehicles**

Barclays Cycle Hire has a range of vehicles in the fleet to support the routine maintenance function and the redistribution operation;

Electrically powered Alke vehicles x 14 (re-distribution) - please note Serco have increased these vehicles by 4 since contract start as 10 were in the operational original plan.

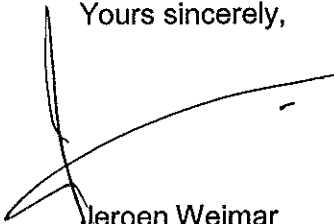
Focus cars – diesel x 10 (re-distribution).

Nissan vans diesel x 10 (engineers and technicians undertaking regular and reactive on-street maintenance work).

In addition to the permanent fleet, we are using of 3 x 7.5 ton lorries to assist the re-distribution process and 4 x Sprinter vans - only on a temporary basis. These vehicles do not form part of our normal operational fleet, but they have been used recently as we experiment with alternative redistribution options to establish the best long term solution. We are committed to operating a fleet of low emission vehicles for Barclays Cycle Hire.

I am delighted to be receiving the committee members for a visit to the Barclays Cycle Hire Operations Centre in Penton Street, Islington on 22 November. This behind-the-scenes look at Barclays Cycle Hire will be of great value to you and your colleagues and I look forward to seeing you all on the 22 November at 10am.

Yours sincerely,

A handwritten signature in black ink, appearing to be "Jeroen Weimar". The signature is written in a cursive style with a large, sweeping initial "J".

Jeroen Weimar  
Managing Director, Transport  
Serco Civil Government

## **Comments by the London Cycling Campaign to the GLA Scrutiny on the Mayoral Cycling Programme: Cycle Hire and Cycle Superhighways**

The London Cycling Campaign (LCC) welcomes the opportunity offered by the London Assembly to comment on the Mayoral cycling programmes.

We have more than 11,000 members and have been the voice of cycling in London for more than 30 years. We share the view expressed by Mayor Boris Johnson that a 'cycle-ised city is a civilised city' and we share his aspiration, proclaimed when launching the Cycle Hire scheme, to increase cycling in London to 20% of journeys.

### **Executive Summary**

The LCC congratulates the Mayor and TfL on the success of the Cycle Hire scheme. We support continued expansion of the scheme and completion of the network of hire stations, and we also call for the completion of more complementary measures and the LCC's proposed 'Bike Grid'. Some minor improvements are required to the scheme workings.

The LCC continues to support the principle behind the Cycle Superhighways scheme, but we see process and outcomes as less successful, and offer substantive comments on how to improve these.

We introduce our comments with a reflection on the future of cycle infrastructure funding in London.

### **Introduction**

The evidence of the major cycling cities in Europe is that rebalancing transport policies and investments away from motor traffic to the active travel modes, walking and cycling, achieves benefits for the community as a whole as well as for the individual. It is also a cost-effective investment that can help reduce the estimated £38 billion annual cost (DfT estimate 2010) of urban transport congestion, emissions, collision, noise and physical inactivity. We welcome the increased investment in cycling in London and wish to see that funding increased further and used cost-effectively. We champion additional funding programmes that would build on the existing ones and increase their effectiveness. We are delighted that the Mayor's programmes have turned cycling from a low-profile managerial project run by Transport for London to a high-profile political project backed at the highest level.

The Mayor and Transport for London have a current modal share target for cycling of 5% to be achieved by 2025. This target is based upon the proportion of the growth in the working population of London that cannot be absorbed by other public transport modes. As noted above, cycling delivers public policy objectives beyond those related to public transport congestion, such as climate mitigation, health inequality, public realm improvements, increased quality of life, safer and more liveable neighborhoods. This is why the LCC's, and the Mayor's, aspiration to a target of 20% of journeys is



essential for the capital. Surveys for Transport for London (Synovate 2008) show that one in three Londoners would like to cycle or cycle more. Enabling those people to cycle by removing barriers to cycling and making cycling an easy choice would help achieve this aspiration.

This will not only require significant progress on the two programmes being examined by the scrutiny but also on the Biking Boroughs programme, the London Cycle Network Plus (now stalled), the Greenways programme, as well as the so-called 'softer measures' such as cycle training, community cycling, theft reduction, cycle parking provision and road danger reduction. Neglecting these programmes, or expecting them to be funded and driven by the boroughs, will undermine the welcome impetus that has been given to cycling in the past 8 years.

We note that TfL expects 70% of the projected 400% growth in cycling by 2025 to come from the Biking Boroughs programme and cycling growth in Outer London. If this estimate is correct, it is a key element of the expected growth and needs to have a higher status in the Mayor's 'Cycling Revolution.'

While the Scrutiny is not examining this aspect of the Mayor's programmes, we offer here some reflections on the overall funding picture, as the programmes being examined have strong relevance to this.

### **Major barriers and continuity of investment**

The TfL analysis for the Cycle Superhighways (CSH) programme has highlighted a large number of barriers to cycling that exist on major streets in London. Where the CSH programme is or will be unable to address these barriers, it is of key importance that they, in conjunction with those identified in previous Transport for London studies, are tackled and removed in order to achieve the Mayor's target for an increase in cycling of 400% from 2000 to 2026. The required improvements on the TLRN, and other major roads, need to be implemented regardless of CSH implementation in order to reduce road danger for all road users.

We note that the Cycle Highway Implementation Plan (CHIP) reports compiled by TfL provide a catalogue of all of the locations where improvements in road design are required to improve conditions for cyclists and other road users. For all routes on which studies have been completed, TfL has a list of recommendations along with comments from stakeholders. We note that TfL has previously carried out additional similar studies (using the Cycle Route Implementation Stakeholder Plan (CRISP) model that was applied on London Cycle Network Plus routes) on many TLRN roads and now holds the information necessary to tackle a large proportion of issues on the network that are of concern to cycle users.

As London Councils and LCC noted previously (*Breaking Down the Barriers to Cycling*, London Councils and LCC 2010), the incomplete LCN+ network of 500 miles, like the initial pair of pilot Superhighways, has also been assessed for the required improvements and this has been fully documented. *The value*

*of the information gathered from this investment will only be realised if works on key sections of these routes are completed within the sort of timetables that were set for the pilot Superhighways, and if this network is integrated with the proposed Superhighways.*

### **Towards a pan-London 'Active Travel Network'**

The LCC holds that the LCN should not be abandoned but incorporated into a pan-London 'Active Travel Network' that would include not only the 'best of' the LCN and LCN+ and the Cycle Superhighways but also sections of Greenways (another Mayoral programme), Olympic routes, and borough cycling programmes. This network should become a headline Mayoral programme, combining aspirations for a better walking environment with an exemplary transformation of London's streets for cycling.

Consistent planning and marketing of such a project over time is essential to make increasing cycling in London a durable success. It should end the Balkanisation of cycle funding and be capable of playing a key role in tackling the major barriers like gyratories, making increasing cycling the main auspices under which such problems are addressed.

It should also be designed to provide strategic direction in how the funding for corridor schemes can be used by providing a clearly ring-fenced component of funding in each corridor scheme that would ensure that such schemes were designed, from the outset, to be cycle-friendly.

A key challenge to overcome towards such a network is the poor permeability ('maximum route choice, minimum diversion') for cycling in Central and Inner London. Cycle Hire and Cycle Superhighways should be directed to begin to target this. The LCC has already made a proposal as to how to begin to unlock Central London with the 'Bike Grid', whose application can straddle both projects.

## **Comments on Cycle Hire and Cycle Superhighways**

Below, we offer comments on the Cycle Hire scheme and the Superhighways.

### **1. Cycle Hire**

The LCC considers the Cycle Hire scheme to have been a success. It has achieved its objectives and delivered a working system on time. There were a few initial technical troubles, but criticisms of the scheme have been minor, and the Bike Hire team should be congratulated on a successful first phase.

We strongly supported mass cycle hire in central London before it was introduced and we are pleased that the scheme was implemented in mid-2010. We continue to support the programme, which has already been highly successful, and believe that it should be expanded further.

Mass cycle hire offers the benefits of cycling to a huge number of people and will extend to an even greater number when the casual use facility is introduced (due in late 2010).

Transport for London reports that the uptake of the scheme has been strong, with more than half a million journeys reported in less than two months. The bikes are seen regularly on London's streets and they are becoming as characteristic of the capital as the double-decker bus. The scheme highlights the convenience and benefits of cycling and, if the Paris experience is followed, will generate additional cycle journeys on privately-owned bikes as well as by means of those that are part of the hire scheme. In Paris, the 20,000-bike Vélib scheme helped increase cycle use by more than 50 percent over three years.

### **Scheme expansion**

More than 90% of respondents to a recent LCC survey wanted the scheme to be expanded. The Mayor has already proposed expansion to the Isle of Dogs and to the Olympic Park.

Expanding the scheme in other directions from the central zone to more of inner London could potentially help deal with the problem of cycle distribution. By extending the catchment areas of particular hubs, such as Euston or King's Cross, in different directions, patterns of use may be evened out.

It is certainly conceivable to establish scheme dependencies in larger Outer London town centres such as Croydon. Installation and maintenance costs there would be lower.

*Recommendation: Expand the hire scheme to Docklands, the Olympic Park and around mainline rail stations.*

### **Distribution of cycles**

Owing to London's heavily tidal traffic patterns and the high preponderance of radial journeys into the centre, a common complaint about the hire cycles is that docking points are either full or empty depending on the waves of commuter flow. It is vital that this is addressed to ensure a continued increase in usage. Introduction of the casual use option in late 2010 may help with more even distribution. For better scheme efficiency, 'natural' re-distribution of cycles is preferable to reliance on operational staff re-distributing them.

In the Paris Vélib scheme, incentives are provided, in the form of additional free hire time, for taking cycles to destinations where they are in short supply. A similar incentive scheme should be considered in London to assist with distribution of cycles that move with commuter flows in the morning and evening.

*Recommendation: Allow "casual users" to help distribution.*

### **Number of docking points**

It is important for the functionality of the scheme that the full complement of 400 evenly-spaced docking stations is completed. TfL reports that the initial number of docking points was limited to approximately 335 owing to obstacles in implementing a further 70 stations. We understand that a lack of planning permissions was responsible for a large part of the shortfall. In view of the popularity of the scheme and the reports from estate agents (Evening Standard 9.9.2010) that the stations help to boost property prices, progress on implementation of all 400 stations may improve. Efforts need to be made by TfL and the relevant boroughs to secure a full complement of docking stations. London should aim to attain a spread of docking stations comparable to that in Paris.

The popularity of the Hire Scheme has led to problems of bike supply not meeting demand for trips to and from major rail stations. In part, this can be improved by providing more docking points near rail stations. The excess demand for these commuter journeys is so high that the Cycle Hire Scheme can never provide a full solution. TfL should support cyclists using their own bikes for these trips by expanding secure cycle parking at stations and helping more companies provide parking at the workplace.

It will also be key to the success of the Cycle Hire scheme whether it has a lasting effect on changing people's attitude to owning and using a bike to get around London. It is therefore important that the scheme include a subtle component in its marketing to encourage permanent modal shift.

The scheme should continue to be improved constantly based on careful monitoring. Where certain locations prove unpopular over time, relocation should be considered. This may result in increased usage.

*Recommendations:*

- *Provide more docking stations in high-demand areas.*

- *Encourage commuters to use their own bikes instead of overstraining the Cycle Hire Scheme.*

## **Bikes**

Reviews of the hire cycles have been positive, with many cycling magazines praising them. They are considered durable and comfortable and, thus far, they have been well-maintained. In comments to LCC, numerous riders have said that the gearing on the bikes is too low for the relatively flat area of Central London. Users have also noted that the large rear reflector is prone to damage and a slimmer one, installed closer to the mudguard may prove more durable.

## **Complementary measures**

The programme of measures complementary to the Cycle Hire scheme was very welcome and this funding should be renewed and increased. Cycle Hire offers an excellent delivery mechanism to ensure that the number of cyclists it has increased in the centre are less deterred by the proliferation of permeability blockages like one-way streets or banned turns. Each such measure increases route choice for all cyclists, not only scheme users, and the value of the cycling experience, both in time saved as well as distance.

*Recommendation: More funding should be made available for complementary measures.*

## **Journey Planner/Oyster Card**

At the time of writing, TfL's Journey Planner does not include the Cycle Hire docking stations, nor does it identify the nearest docking stations to the traveller's stated destination. Such information would be a useful addition and recognise the hire scheme as a part of London transport. Users of the Journey Planner need to know where they are able to pick up and drop off bikes.

It has frequently been suggested that the scheme would benefit from providing access via the Oyster card. We understand that this possibility has been under consideration and are strongly supportive of implementing it in the future.

We note that Cycle Hire-related mapping (on hire stations or the new Central London Cycle Guide) does not, at present, show one-way streets. This should be amended, as it would assist journey planning and also those looking for the next hire station to return the bike.

The location of hire stations, and the number of bikes at each, should also be shown in the next edition of the London Cycle Guides.

*Recommendation: Integrate Cycle Hire into TfL's Journey Planner and with Oyster card payments.*

## **Processing Problems**

Users have complained to LCC that owners of more than one key are charged for all of their keys even though only one may be in use.

Users also report cases where they have been overcharged for periods spent on the cycles when their journeys have been shorter. We trust both problems are being resolved.

## **Corporate Membership**

The present charging system prevents companies and organisations from becoming members. There is great potential for the Cycle Hire Scheme to be used to replace other forms of company travel in Central London by allowing multi-user corporate membership accounts.

*Recommendation: Provide for corporate membership.*

*Summary of recommendations:*

- *Expand the hire scheme to Docklands, the Olympic Park and around mainline rail stations.*
- *Allow "casual users" to help distribution.*
- *Provide more docking stations in high-demand areas.*
- *Encourage commuters to use their own bikes instead of overstraining the Cycle Hire Scheme.*
- *More funding should be made available for complementary measures.*
- *Integrate Cycle Hire into TfL's Journey Planner and with Oyster card payments.*
- *Provide for corporate membership.*

## **2. Cycle Superhighways**

We concentrate our comments in the following on the aspects of the project to which we would draw the Committee's attention. LCC has previously commented extensively on the detail of the Cycle Superhighways (CSH), and the Project Team will be able to make these reports available to the Committee on request.

LCC sees the CSH programme as a potential complement to (or component of) measures to complete a cycle network across London. It should not, however, be considered a replacement for the LCN+. See also the LCC's Manifesto for Superhighways in Appendix A.

The main strengths and weaknesses of the project can be summarised more quickly.

### **Strengths**

- The LCC is delighted that the Mayor is showing his political will to increase cycling in London.
- The Superhighways raise the profile of cycling along key routes.
- Owing to the high percentage of radial journeys in London, investment in radial routes for commuters is a good idea.
- The LCC strongly supports attendant 'soft measures', like cycle training, to support potential new cyclists as users of the Superhighway routes.
- We very much welcome other complementary measures, such as the provision of cycle parking along the routes.
- The Cycle Superhighways create a strong 'wayfinding ribbon' to guide users along their length. Wayfinding is of critical importance for cycling in London and lack of wayfinding guidance one of the main barriers to take-up of cycling in London. This lack has previously also been addressed by the highly successful London Cycle Guides, and wayfinding initiatives are highly welcome.

### **Challenges**

There are, however, a number of points of considerable importance on which the CSH pilot routes fell short.

### **Consultation mechanisms and design process**

- The LCC has been left disappointed with the rushed and frequently unresponsive nature of consultation mechanisms. That the LCC, as a key stakeholder, has been unable to have its views reflected and acted upon

satisfactorily throughout the process has worked to the detriment of the project.

- The LCC's suggestion was for a more comprehensive consultation and design process that could have been carried out if the timescales had not been so rushed:
  1. **A Route Affirmation Process:** This would be an initial appraisal to identify issues along the route that may compromise its deliverability. This would include examining its alignment, which should not be fixed from the beginning of the funding programme.
  2. **A Rapid Route Quality Assessment** of the whole route would then be carried out, before the CHIP, by local cyclists. It would assess the current state of each section of the route, and alternative sections, and assess the potential. The CHIP could then focus on the optimum alignment, and on achievable upgrades to poor-quality sections that could not be excluded during the Route Affirmation Process.

(Both 1 and 2 would help ensure that the fundamental parameters for the programme were well-set. Poorly-chosen alignments of routes have caused considerable problems in the past.)

3. **An Interactive Design Process** would help with resolving the most significant barriers on the most critical sections of each route. This would take the form of interactive workshops with stakeholders to thoroughly explore possible options and solutions.
  4. **A Final Quality Audit** would be carried out by users once the route was believed to be 'complete', but before the launch. This would identify any omissions or sub-standard implementation, and could result in a remedial work schedule.
- This process would ensure that alignments would be carefully examined by activists with local knowledge and ensure that the project was well-conceived from the start.

*Recommendation: The Scrutiny should recommend that consultation be carried out in the spirit of partnership working, as in the best examples of London Cycle Network Plus CRISPs. The consultation and design processes should be reviewed and improved using the above suggestions, and lessons from previous joint working should be applied.*

### **Project Timetables**

- Primarily, the very constricted timescales of the programme did not permit adequate treatment of the critical junctions and gyratories.
- The treatment of Cable Street is another example where longer timescales would have been essential. A long-established though poor-quality cycle route, LCC suggested that Cable Street would benefit from being a no-



through route for motor vehicles. Instead, only a minor upgrade of the existing sub-standard facility has been carried out.

- The restricted timescales likewise appear to mean that TfL is minded not to agree to a further round of improvements on the pilot Superhighways.
- The project timetables for future Superhighways therefore need to allow for more substantive improvements to take place, at the timescale that their complexity requires, or risk short-changing the Mayor's ambition for the Cycle Superhighways.
- Also, a further round of improvements is required for the pilot routes.

*Recommendation: The project timetables should be revised and extended so that there is time to address barriers more successfully.*

### **Strategic aspects**

- The project has almost exclusively adopted design approaches very low in the Department for Transport's 'Hierarchy of Solutions' to benefit cycle traffic.
- Virtually no measures have been adopted to reduce motor traffic volumes or motor traffic speeds, especially at junctions, the highest desirable achievement of the 'Hierarchy of Solutions'. This is essential to enable the desired modal shift.
- Without such advanced measures, the Superhighways are bound to fall short of the project's potential. It is key to understand that increased usage now may well be drawn from existing cyclists previously using other routes. We would welcome it if it was monitored whether this is the case (e.g., by including the question in an origin-destination survey of users).
- Effective investment in future Cycle Superhighways must include a clear Mayoral commitment to reduce motor traffic capacity at key junctions where necessary. If this cannot be secured, the project will not achieve its targets.
- The Superhighways are not continuous throughout Central London. CS3, for instance, effectively stops at the Tower Hill gyratory, which makes continuing difficult for inexperienced cyclists.
- The London Cycling Campaign has consistently said that it is most important to address barriers in Central London first, to create cycle routes from Central London outwards as opposed to inwards, and has proposed a separate project called the 'Bike Grid' aimed at addressing this shortcoming. Continuing its routes into Central London should be a priority for the Cycle Superhighways. That a separate project may be needed exposes this shortcoming. As noted above, we would ideally advocate the conception of a unified approach to a pan-London Active Travel Network.

### *Recommendations:*

- *One of the key aims of the project must be to reduce the speed and volume of motor traffic along the routes.*
- *The project must be enabled by TfL to achieve other solutions high in the Hierarchy of Solutions at all times*
- *The 'Bike Grid' should be implemented to address the lack of continuity of Cycle Superhighways through Central London. Ideally, this should be an integral part of the Cycle Superhighways project, but if this is not possible, it should become a project in its own right. The LCC has already held initial talks on this with TfL.*

### **Major Schemes**

- Gyrotory improvement schemes, like the one constructed at Stockwell, are noted, but while they might have been progress ten years ago, they are now out of step with Mayoral ambition on delivery of the Cycling Revolution, as well as the requirements of existing levels of cycle traffic.
- There is still considerable reluctance by Transport for London to adequately address major junctions, not only owing to funding issues, but also owing to unfounded worries about motor traffic capacity. The Mayor should ensure that the Project Team are enabled to drive forward junction schemes that would reduce motor traffic capacity and increase capacity for cyclists and in turn cause modal shift, enabling the Mayor's ambitious yet realistic targets to be achieved.
- In fact, the Cycle Superhighways programme can provide an excellent vehicle for prioritising and addressing some of these key barriers. (As stated above, all barriers must be addressed irrespective of this programme in any case.)
- One of the major causes of difficulty for major schemes is TfL's approach to macro- and micro-modelling the projected impact. This generally assumes that levels of motor traffic should remain the same and does not factor in the likely effect of motor traffic evaporation leading to modal shift. It is a major factor why traffic projects often at best preserve the status quo, blocking innovative schemes, and at worst cause more motor traffic.
- A possible approach to trial, for which the CSH project would be an appropriate delivery mechanism, would be to retain vehicle capacity by dedicating space and time to cycles and removing it from other traffic. A target increase in numbers of cycles should be decided and capacity should be removed for up to this many cars. This would mean that overall link capacity was maintained or increased.
- See also the LCC's CSH manifesto in Appendix A.

### *Recommendations:*

- *The Mayor should support the CSH Project Team to, where necessary for successful implementation of the Cycle Superhighways, reduce motor traffic capacity at junctions.*
- *All one-way sections of any CSH must be returned to two-way operation, but the CSH project will also be supported by returning all nearby gyratories to two-way operation.*
- *The bulk of CSH infrastructure funding should be spent on junctions and gyratories along the proposed alignments of future and existing Superhighways.*
- *As a wider recommendation which would also benefit the CSH project, TfL should radically alter its approach to traffic modelling.*

### **Implementation quality**

- Use of full depth 5 metre Advance Stop Lines is welcome as are the mandatory bike lanes that are 2 metres wide in a small number of locations. Implementation of the Superhighways has not, however, consistently followed best practice in cycle infrastructure design. The quality of measures varies constantly along the routes, from advisory cycle lanes to 'ghost' lanes (sections of blue paint without any legal status), which provide a poor level of service.
- There are some highly problematic sections, such as the contraflow cycle lane on the right wrong side of the street in Horseferry Road, E14.
- An impression has been created that some measures were taken only to ensure visual continuity, without regard for their suitability for riding, as well as the interaction between cycle traffic and motor traffic.
- Many lessons that were learned throughout the LCN+ process could have been taken on board from the start had there been greater continuity between teams.
- While we note that some work has been done on adjustment of lane widths, this has been inconsistent and has not, for instance, widened nearside lanes, e.g. bus lanes, to widths that are comfortable for cyclists.
- For wayfinding purposes, other strategies than nearside lanes could be adopted, such as a blue ribbons in the centre of carriageway lanes. These would often be much preferable to nearside lanes, especially at junctions.

### **Value for money**

- ‘Soft’ measures like cycle training are excellent value for money, but the infrastructure component of Cycle Superhighways only has the potential to deliver value for money and be an effective delivery mechanism if key junctions and gyratories are addressed.
- A potentially more effective project for delivering cycling growth is the ‘Biking Boroughs’ project, which has effectively been sidelined apart from a few small-scale studies (£25k per borough).

*Recommendation: Biking Boroughs should be given a far higher priority in central funding. If TfL’s own analysis is correct, 70% of the growth potential for cycling lies in this project, and as much the more ambitious approach, it will need longer to succeed. In that case, it is important to begin this process now.*

### **Summary of recommendations**

- *The Scrutiny should recommend that consultation be carried out in the spirit of partnership working, as in the best examples of London Cycle Network Plus CRISPs. The consultation and design processes should be reviewed and improved using the above suggestions, and lessons from previous joint working should be applied.*
- *The project timetables should be revised and extended so that there is time to address barriers more successfully.*
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*it should become a project in its own right. The LCC has already held initial talks on this with TfL.*

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## **Conclusion**

We hope that these comments will assist the Committee's assessment of these projects. We offer them in the constructive spirit of great support for the Mayor's enthusiasm for cycling.

## **Appendix A**

### **CSH Manifesto**

LCC's CSH manifesto stands as a statement of what LCC wants the CSHs to deliver.

- 1. Make cycle journeys enjoyable, not a daily struggle for space.*
- 2. Give cycle users priority over motor traffic.*
- 3. Include sections free of motor traffic.*
- 4. Stop buses, lorries and cars passing too close and too fast.*
- 5. Keep cyclists' paths free of parked cars and the danger of opening car doors.*
- 6. Enable cycle users to ride at the speed they prefer.*
- 7. Don't force cycle users to cross lanes of fast moving motor traffic.*
- 8. Do away with hazardous or difficult one-way systems and roundabouts.*
- 9. Implement routes that are continuous and don't stop and start.*
- 10. Implement routes that allow cycle users to stop at red lights ahead of other traffic and move off first.*

Dear Laura,

Further to our recent correspondence, I give below a summary of the responses I have received from borough cycling officers to the issues raised in Valerie Shawcross' letter of 13 September.

As you know, my co-chair Gina Harkell will be attending the committee meeting on 12 October to discuss these issues in greater depth.

Only a small number of boroughs responded as most do not yet have direct experience of the Superhighways and the Cycle Hire scheme only covers Central London boroughs. There is also a view that both schemes have only been in operation for a short time and any assessment of them at this stage must necessarily be provisional and tentative.

We share the Mayor's aim to increase cycling in London, and while boroughs have differing views on the best way to achieve this, any criticisms we may make of either scheme are intended to improve them and help make them successful.

The most comprehensive response we received was from the London Borough of Merton, who have experience of one of the first Cycle Superhighways running through their borough.

The points made by Merton are:

- \*the measures introduced serve cyclists well during the peaks although higher cycle speeds appear to be evident that raise some concerns for ped safety where peds crossing often focus on vehicular traffic;
- \* the concept of the cycle super highway has possibly been compromised due to the seriously short timescales consultants had for design / consultation / implementation. It is hoped that given more time, designs can be more creative and give better segregation and priority at key intersections with better off peak facilities - again easy to say not necessarily easy to do but issues such as land acquisition, better time for consultation / negotiation might help;
- \* the current scheme appears to have calmed traffic in Colliers Wood high street as traffic schemes steer away from the blue surfacing and come closer together - this is my observation from site visits - I have no evidence based data;
- \* The colour has been an issue but local concern has died away and there has been no correspondence for some time.
- \* In relation to "encouragement of cycling", the Council held a series of cycle breakfasts over four weeks in August which were well attended over 200 individuals.

They were all experienced cyclists who all commented that the CSH improved their cycle journey. However the event was also designed to provide a cycle trainer to take novice cyclists along the route for which we only had one person interested.

They also provided adult cycle training and cycle maintenance classes all of which have been fully taken up however attendees indicated a significant confidence building would be necessary for them to consider cycling on the CSH.

In a nutshell to encourage new cyclists to use the CSH other training and led cycle rides will be needed to make the significant increase in cycling expected in the MTS.

LB Greenwich

The borough's Technical Specialist (Cycling) comments as follows:

I think this a bit quick off the mark as the schemes have not been running very long. However, I can say that I think the cycle hire scheme is a no brainer as we tried to get one up and running in Lewisham funded by advertizing. This fell foul of legal issues in respect of the advertizing and there was no funding for such a scheme without any income. At the time mobile phone technology was not around, however, cycle hire schemes have been running for many years in tourist areas, including Greenwich, run by cycle shops. So the demand has been met in the past. Now demand is generated by the economic climate so general journeys can be met by such provision. Problems highlighted on the TV are teething and will settle down in due course.

The cycle highways appear to be in the order of a marshalling system to free up nooks and crannies of unused carriageway space and provide a reasonable area for cyclists to use. This reallocation of space is to be applauded if it extends to areas where it is difficult to achieve. Having had a route survey, I can report that as soon as it gets difficult the engineer concerned started looking for alternatives that were not direct and not, necessarily, any safer. TfL still regard the capacity of the system as sacrosanct and this will result in a second class provision as always. Others may be able to report on the trial routes on this issue.

RB Kingston-upon-Thames

Have no experience of these schemes in RBK so are unable to comment.

LB Lewisham

Have sent comments directly to the Assembly LB Ealing Their cycling officer comments as follows:

"I have no direct experience of either the hire scheme or the superhighways.

I would like to see speed reduction on the Superhighways, either by enforcing the 30 limit strictly, or by retiming the traffic signals to give a green wave to those doing 20 or so, if 20mph speed limits are not an option.

I also want capacity taken from motor traffic and given to cyclists, on the basis that the overall capacity of the link stays the same - i.e. if we expect to generate 200 extra cycle trips a day, we can reduce motor traffic capacity by 200 PCUs per day.

The anti-cycling mob are getting worked up about the cycle hire scheme not providing helmets. This needs to be countered by showing just how safe cycling is, probably by comparing it with walking. [How many serious pedestrian head injuries in the hire zone in the time that there have been 2 to users of hire bikes?] Anecdotally, quite a lot of the hire bike usage is by people who would otherwise walk, so this comparison is reasonable."

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Have not been involved in detailed design of a Superhighway yet but we have concerns about the blue colouring. The superhighways should be designed in partnership with boroughs and not imposed on them. We would like the bike hire scheme to be extended to our borough as soon as possible.



General

From discussions with colleagues it would seem that, in spite of teething troubles, the bike hire scheme is working reasonably well and we look forward to its being made available to casual users. I know that there are staff in Kensington and Chelsea who use it regularly for their in-work journeys. One of the largest potential markets for the scheme is for the final leg of the journey for commuters and others who come into London by surface rail. I am told that at the one station where there is a bike hire station, Waterloo, the bikes are taken as soon as the lorry comes to unload them at the docking station.. Expanding the scheme to cover more termini would help maintain the resilience of London's transport in the event of overcrowding on the underground or disruption due to engineering works, etc.

Yours sincerely

Chris Bainbridge

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Joint Chair, BCOG  
Head of Transport Planning  
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## **Response from London Boroughs Cycling Officers' Group**

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Joint Chair of Boroughs Cycling Officers' Group

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4 October 2010

Dear Valerie,

Thank you for your letter of 13 September asking for views on the Mayor's Cycle Hire and Cycle Superhighways schemes for the Transport Committee's investigation into them.

London Councils welcomes the committee's investigation. We represent all 32 London boroughs, the City of London, the Metropolitan Police Authority and the London Fire and Emergency Planning Authority. We lobby on our members' behalf, develop policy and provide a collective voice for London's authorities.

### **General comments**

London Councils supports the Mayor's aim of increasing cycling in London. We believe that increased levels of cycling will deliver many benefits to London and Londoners, and that the boroughs are very well-placed to help deliver this.

London Councils stated in our response to the Mayoral Transport Strategy that we want to see the Mayor and TfL adopt a road user hierarchy for different modes of transport. Such a hierarchy would put walking above cycling, cycling above public transport and public transport above the private car, thus ensuring that policies which promoted sustainable transport were given greater emphasis. While we would still wish to see this hierarchy formally adopted, we believe that the Cycle Hire and Cycle Superhighway schemes are in-keeping with the practical effect that such a hierarchy would have, by raising the profile of cycling in London and helping to achieve a modal shift towards more sustainable modes of transport.

In November 2008 London Councils and the London Cycling Campaign (LCC) published a report called 'Breaking Down the barriers to Cycling', which set out a number of recommendations to increase cycling levels in London. In February 2010 this was followed up with a report that specifically looked at how to increase levels of cycling in outer London ('Delivering the Benefits of Cycling in Outer London'), which was written jointly with TfL and the LCC. Following this, in our response to the draft replacement London Plan consultation, London Councils noted evidence from TfL that showed that 70% of the potential for encouraging more cycling is for short local trips to shops, schools and work outside Central London. This compares to 15% of the potential being for short trips in Central London and 15% for commuter journeys into Central London.

This suggests that, while the two schemes being looked at can help increase cycling levels, the real potential lies in outer London. London Councils notes that, to this end, the Mayor is helping some outer London boroughs become 'Biking boroughs'. We would like to see this work continued and intensified to help those boroughs significantly raise their rates of cycling. London Councils hopes that the Mayor's focus on the Cycle Hire and Cycle Superhighway schemes will

not undermine the strong case for unlocking the potential for cycling in the outer London boroughs.

The significant investment that has gone into these two schemes not only must not divert attention away from realising outer London's cycling potential, but they must also not divert funds from general investment to encourage cycling. The quality of road surfaces in London can vary greatly, and potholes or uneven roads can pose safety problems for cyclists. Further, existing cycle lanes that are poorly maintained or discontinuous can cause frustration and put potential cyclists off. If the Mayor wants to achieve higher levels of cycling throughout London, he must ensure that TfL does not sacrifice investment – whether directly or through its funding of the boroughs - in the broader cycling infrastructure for his flagship schemes.

As well as road quality, the Mayor must ensure that cycle safety is not compromised. London Councils notes the positive work of the Cycle Safety Action Plan, but we are conscious that the proposed removal of some sets traffic lights on the TLRN in order to smooth traffic flow must be undertaken in full consultation with the boroughs involved, taking full account of the potential safety impact on cyclists.

### **The Cycle Hire Scheme**

London Councils supports the introduction of the Cycle Hire Scheme as part of a package of measures to increase levels of cycling in London, subject to the caveat above. We note that TfL has worked closely with boroughs to deliver the scheme and that boroughs have granted the overwhelming majority of planning applications for the scheme's docking stations, and are continuing to grant them. We hope to see this positive working relationship continue. London Councils notes that TfL wants to extend the scheme, and that there is reference to this in the draft replacement London Plan and Mayor's Transport Strategy. London Councils would like TfL to be clear about whom it envisages funding extensions to the scheme. London Councils would also like TfL to ensure that it maintains an approach of early and comprehensive engagement with any boroughs to which TfL would like to extend the scheme.

London Councils would especially like to recommend that TfL will make available to the relevant boroughs the scheme's usage data for those boroughs. This will help them in their transport planning and help them ensure that any additions or amendments to the scheme that they are asked to make are done with as much knowledge as possible.

### **The Cycle Superhighway Scheme**

London Councils has in the past expressed concern about the way that TfL's borough engagement process for the pilot Superhighways took place. Consultation over the two routes began much later than with the Cycle Hire scheme and the affected boroughs were not given much opportunity to input into the route selection. We note, however, that TfL have acknowledged this and have committed to working more closely with the boroughs in the development of future Cycle Superhighways. We hope that this happens.

Where the Superhighways are on borough roads TfL have paid for the cost of installing the road markings and improvements, and then have passed responsibility for future maintenance to the borough. TfL have offered a commuted one-off sum to those boroughs as payment for all future maintenance of the Superhighway. The blue material used to colour the Superhighways is relatively expensive, however, and boroughs have expressed concern that the cost of ongoing maintenance will not be covered by TfL's one-off payment. London Councils notes that TfL have said that the costs are falling as the material becomes more widely used, but we would like TfL to commit to fully funding any additional ongoing maintenance costs to which they are asking

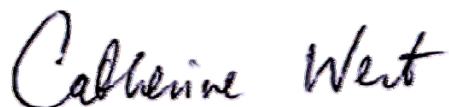
boroughs to commit, where the materials used for the Superhighways are more expensive than what would otherwise be used.

We note that TfL are monitoring usage of the pilot schemes, and are also undertaking smarter travel planning with businesses along the pilot routes to encourage more cycling. As with the Cycle Hire scheme, we want to see TfL share the data gathered on usage and the success of the travel planning with the relevant boroughs, so that they can incorporate this data into their own transport planning, cycle training and smarter travel work. We would especially like to see monitoring of traffic, including cycling, on roads adjacent to the Superhighways to see if they divert cyclists away from what will often be quieter and safer parallel routes.

Finally, we note that the two pilot Cycle Superhighways, and the majority of the Cycle Superhighways to come, terminate in, or very close to, the City of London. London Councils is concerned that once all the Superhighways are completed there could potentially be very significant numbers of cyclists arriving at the same parts of central London at the same time. There needs to be adequate cycle infrastructure, especially parking, for them so that traffic flow remains smooth around the points where the Highways terminate. We want to see a commitment from TfL to ensure that this will happen.

We hope that this is helpful to the Assembly's investigation. Should you have any questions or want any further information, please contact Dominic Curran using the details at the top of this letter.

Yours sincerely

A handwritten signature in black ink that reads "Catherine West". The script is cursive and fluid, with the first name and last name clearly distinguishable.

Cllr Catherine West  
Chair, London Councils Transport and Environment Committee

Laura Warren  
Scrutiny Team  
City Hall  
The Queen's Walk  
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**Transport Planning**  
**Direct Dial** 55317 5317  
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Our Ref: 100929/LA  
Your Ref:

29<sup>th</sup> September 2010

Dear Valerie Shawcross

### **London Assembly Investigation into the Cycle superhighways and Cycle Hire Scheme**

Thank you for the invitation to contribute to the London Assembly investigation into the cycle superhighways and cycle hire scheme; our comments focus on the particular areas suggested in your letter. It should be noted that both schemes were implemented under very tight deadlines and although the achievement in completing to programme given these deadlines is recognised this has resulted in a number of problems.

#### **Cycle superhighways**

##### **Design and implementation**

Regarding CS7 the tight timescale resulted in a lack of engagement with the borough and a lack of response to borough suggestions for alternative routes and design treatments. Although the majority of CS7 lies on the TLRN, within Southwark it is wholly on the borough road network and this lack of early engagement was disappointing. The superhighway design team did not routinely provide justification for the measures proposed and were still adjusting details as the scheme went on site. There was also a lack of understanding regarding the resources required to enable the borough to respond in a timely manner. These would have been of less concern had the route been on the TLRN rather than borough roads.

CS7 is a pilot route and we would anticipate that amendments may be necessary once the pilots have been evaluated. The borough is concerned that available funding will be directed at future routes rather than carrying out remedial measures on the pilot routes. There is some concern that design work is proceeding on the next tranche given that the pilots have not been evaluated.

### **Encouraging more cycling**

At present there is insufficient data available on CS7 to be able to differentiate between new cyclists and existing cyclists who have transferred to the route. There is some uncertainty regarding whether the monitoring regime adopted will be able to make this distinction. In light of this the borough was disappointed that TfL did not approve funding for more extensive pre-monitoring until after the route had been opened.

Demand for cyclist training has increased and the funding from cycle hire and cycle superhighways is welcomed in this respect. It is likely that a more lasting legacy will be the funding for cycle parking on housing estates along CS7 and for promotional events which has been very welcomed. We hope this will be continued with future routes as we believe these have considerable potential to encourage greater numbers to cycle.

### **Future improvements and expansion**

Regarding the subsequent phases of the cycle superhighways programme we believe a more realistic timetable would address a number of the problems experienced with the pilot routes but remain concerned that these are progressing before a full evaluation of the pilots has been undertaken.

## **Cycle hire**

### **Design and implementation**

The early engagement with the boroughs was a welcome feature of this programme as was the regular partnership board meetings which included all the boroughs. This enabled a number of common problems to be addressed early in the process.

The programme required for the installation of the equipment to meet the imperative of a simultaneous “big bang” launch has meant that problems arising in construction could not be dealt with at the time resulting in a long snagging list to be addressed later

### **Encouraging more cycling**

We are sure that the cycle hire scheme has encouraged more cycling based on the current anecdotal evidence and independent websites. In some cases it may be difficult to distinguish between cycling generated by the hire schemes and that generated by the cycle superhighways particularly where the schemes are collocated.

We would particularly urge that corporate membership be introduced as soon as possible. This has the potential both to increase the number of cyclists and also to help with distribution of cycles during the day.

Demand for cyclist training has increased and the funding from cycle hire and cycle superhighways is welcomed in this respect. The opportunity to use cycle hire bikes in the training has proved particularly popular.



**Future improvements and expansion**

We are in principle supportive of both the intensification and expansion of the cycle hire scheme but consider that there needs to be a robust evidence base available before taking decisions as to the location of new sites or increasing the size of current sites. We would welcome early discussions about an extension to Camberwell and Peckham and consider these locations would have potential for off-peak as well as peak hour usage. This could help the efficiency of the current scheme by providing more natural redistribution of cycles.

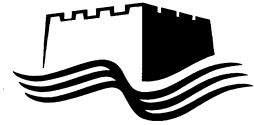
Yours sincerely

Matthew Hill     Barbara  
Public Realm Programme Manager

Selby  
Head of Transport Planning

**LBTH Officer Response to the London Assembly  
investigation into the TfL Cycle Superhighways and TfL  
London Cycle Hire schemes**

**TOWER HAMLETS**



Tower Hamlets Council welcomes the opportunity to assist with the London Assembly's investigation into the early impacts of the TfL Superhighways and TfL London Cycle Hire schemes.

The response below comprises officer comments.

**TfL London Cycle Hire Scheme**

- Tower Hamlets Council welcomes the introduction of the TfL London Cycle Hire scheme in central London.
- This Council has worked closely with TfL and other London Boroughs on the planning and implementation of this popular and successful addition to London's public transport system and has found the process to be inclusive and sensitive to local issues.
- The TfL London Cycle Hire scheme is a significant step forward in investment in, and the promotion of, healthy, climate friendly transport for London's diverse and vibrant communities and visitors, as well as supporting the renewal and regeneration of our urban and social fabric.
- Usage figures show a healthy take-up of the scheme from the limited number of sites within Tower Hamlets, but we feel demand is suppressed by our position on the periphery of the TfL London Cycle Hire scheme area.
- High usage figures at docking stations in residential locations suggest the scheme may be used to make the journey to work and other uses.
- Current TfL figures indicate a relatively low level of cycling within Tower Hamlets in comparison to other Inner London boroughs and this Council believes there is untapped potential to increase this through improved cycling infrastructure and the TfL London Cycle Hire scheme.
- Tower Hamlets Council is aware that lack of storage in older high rise flats in the borough is a particular barrier to cycle ownership and considers that the TfL London Cycle Hire scheme offers a new unique opportunity for many residents to take-up cycling and thereby help encourage healthier, greener lifestyles.
- The Council's 10 year Cycling Plan (Cycling Connections 2010-20), indicates that we would welcome an early intensification and extension of this innovative scheme across Tower Hamlets and elsewhere to the benefit of more of London, in a similar way to the Paris Velib scheme.
- We would welcome further discussions with TfL on the development of the TfL London Cycle Hire scheme.

## TfL Cycle Superhighways

- Tower Hamlets Council welcomes the introduction of the TfL Cycle Superhighways across London and is pleased that two routes in the borough are included within the first implementation phases of the initiative.
- The TfL Cycle Superhighways scheme is a significant step forward in terms of investment in, and the promotion of, healthy, climate friendly transport.
- Pilot Route CS3 (Tower Gateway to Barking) was introduced through the borough in July, largely on Tower Hamlets roads. Tower Hamlets Council still has a number of concerns regarding the routing of TfL Cycle Superhighway CS3. We have received a high number of complaints regarding cyclist behaviour in the narrow back streets and the Council has always felt that it would have been more appropriate for commuter cyclists to be routed along the entirety of the A13 from Canning Town to Butcher Row where it can rejoin the segregated route along Cable St.
- We have secured an agreement from TfL to design a feasible alternative route along the A13 alignment described above and are currently progressing discussions with TfL on this route, although there is no firm commitment to implement any alternative route at this stage.
- Although the entire route of CS3 had already been in place through the Borough for more than 10 years, and a steady trend in increasing usage had been observed, we recognise that the higher profiling of the infrastructure has been complemented by additional marketing and awareness raising activities which seem to have contributed to increased numbers using the route in the first month of operation. The improved surfacing in key locations is also a welcome benefit.
- CS2 is now nearing implementation along the A11, which, in contrast to CS3, is a TfL road. We welcome the enhanced provision for cyclists along this route and, having secured over £10m of external investment in public realm improvements along this route as part of our High Street 2012 initiative, we are working constructively with TfL to tie-in complementary projects.
- We would encourage the extension of CS2 by linking it at Bow roundabout to the Lower Lea canal side routes extending northwards along the Lea Valley.

**Contact officer:** Jack Ettinger, Strategic Transport Planning, Major Project Development, Planning & Building Control, Development & Renewal,  
[Jack.ettinger@towerhamlets.gov.uk](mailto:Jack.ettinger@towerhamlets.gov.uk),  
020 7364 2542



Michael Jordan, Director of Environment  
Environment Department

**Ms Valerie Shawcross AM**

Chair of the Transport Committee  
London Assembly  
City Hall  
The Queen's Walk  
London SE1 2AA  
Attention: Laura Warren, Scrutiny Team

**Transport Planning & Policy  
London Borough of Hounslow  
Civic Centre, Lampton Road  
Hounslow, TW3 4DN**

Your contact: Chris Calvi-Freeman  
Direct Line: 020 8583 5215  
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E-Mail: [chris.calvi-freeman@hounslow.gov.uk](mailto:chris.calvi-freeman@hounslow.gov.uk)  
Your ref: Letter dated 13 September 2010  
Our ref: Cycle Superhighways  
Date: 1 October 2010

Dear Ms Shawcross

## **London Assembly Investigation into the Cycle Superhighways and Cycle Hire Scheme**

As Head of Transport at the London Borough of Hounslow, I am writing in response to your letter of 13 September on the above issues. My letter addresses only the Cycle Superhighways project, as the Cycle Hire scheme is unlikely to be extended to outer London in the near future. Please note that due to the short timeframe for responding to your letter, my response is an officer submission only at this stage.

### **Support for the Cycle Superhighways**

LB Hounslow strongly supports Mayoral and TfL initiatives to increase the number of people cycling in London. Hounslow was the first Borough to be acknowledged as a "Biking Borough" following the Mayor's informal launch of this initiative last summer, and our efforts to encourage cycling through improved infrastructure and modal shift initiatives have been acknowledged in the London Transport Awards.

I was excited to learn of the Cycle Superhighways initiative, and noted that the longest of the twelve proposed superhighway routes (CSH route 9) was to run through Hounslow en route between central London and Heathrow. As lead officer for transport, I immediately sought to engage with the process and encourage early implementation of route 9, attending the launch presentation on 18 May 2009, participating in route-rides and presenting at the London Council's Cycle Superhighways Forum on 8 June 2010.

The original announcement suggested that a considerable budget would be available to create a network of very high quality routes, which would be safe, comfortable, fast and direct. The Mayor's media release said:

*"No longer will pedal power have to dance and dodge around petrol power - on these routes the bicycle will dominate and that will be clear to all others using them. That should transform the experience of cycling - boosting safety and confidence of everyone using the routes and reinforcing my view that the bike is the best way to travel in this wonderful city of ours."*

As the concept has progressed, there appear to have been changes in its scope and timeframe, with indications that improvements on many sections of the routes are likely to be confined to the installation of lines, signs and blue surface dressing, when more substantial work is really required to achieve the standard of facility required to minimise conflicts between cyclists and motor traffic.

Current budgetary pressures are of course acknowledged, but Hounslow is nonetheless keen to work with TfL to progress route 9 to the highest possible standard within prevailing funding limits. To this end, I would like to see more active engagement with the project team, and active discussion aimed at establishing the most effective way forward.

## **Route Alignment - route 9**

Route 9 was originally envisaged to run westwards through Hounslow borough, via the A315 Chiswick High Road, Chiswick Roundabout and the A4 Great West Road. However, I believe this is not the optimal route, and I emailed the then project manager German Dector-Vega on 6 June 2009, to this effect. My email is reproduced below:

*"I have been giving considerable thought to Cycle Highways, following the Cycle Revolution Forum on 18 May. I would like to reiterate my support for the Cycle Highway concept, and would ask you to consider viewing route 9 as one of the top priority routes after the first two already in train.*

*Over the course of the last few years, we have undertaken topographical surveys and completed preliminary design proposals for several significant sections of the A315, the main Borough road route running east-west through Hounslow.*

*Utilising TfL LIP funding (mainly bus priority and LCN+) we have:*

- Completed improvements to several sections of this route including the majority of Chiswick High Road, Kew Bridge Road and significant parts of London Road;*
- Finalised plans to implement improvements to Brentford High Street including junction upgrades and localised widening to accommodate cycle lanes;*
- Identified several major schemes that would allow us to extend bus lanes and/or LCN+ compliant cycle lanes along further lengths of the A315, for example at Watermans Park, Brentford;*
- Identified other potential improvement sites where we could move the car-parking into footway bays and install cycle lanes with reasonable ease over the next two years.*

*In short, we have an excellent grasp of the current and potential layout of the A315 from the Hammersmith & Fulham borough boundary in the east through to Henlys Roundabout in the west, and I am very keen to develop this route to its fullest potential for sustainable transport.*

*This brings me of course to your draft Cycle Highways map, which shows route 9 running west along the Chiswick High Road to Chiswick roundabout, then running via the A4 Great West Road to Henlys Roundabout. I believe this route is not the best option. While, arguably, a cycle path is already in place along the A4, this path is not well used and has the following shortcomings:*

- It runs alongside a six lane, fast and noisy major traffic arterial (the speed limit is 40mph but much higher off-peak speeds are observed and peak-hour congestion is severe).*
- It includes a section under the M4 elevated motorway, one of the most depressing parts of the borough for anyone walking or cycling.*
- The separate cycle path involves conflicts at side roads that will be extremely difficult to resolve. As the path is off-carriageway, cyclists must give way to cross traffic, including traffic turning at speed from the A4, and I doubt whether any solution will be found to this problem, as holding the A4 traffic at signalised junctions is unlikely to be favoured due to its potentially significant effect on junction and link capacity.*
- The cycle path is "attractive" to pedestrians, who quite often stray in front of fast-moving cyclists, especially when boarding or alighting from buses.*
- The inset bus stops (some of which could be removed) disrupt the path and force cyclists abruptly onto the carriageway.*
- At some points the path is difficult to clean, as it is inaccessible to mechanised road sweepers.*
- It runs through relatively sparsely populated residential areas and is a generally barren and uninspiring ride which serves to remind cyclists making off-peak or contra-peak journeys that they are a very "slow mode" compared to motor traffic.*

*By contrast the A315 route is significantly better utilised by cyclists, particularly in its eastern half, as:*

- It's on 30mph streets, and by and large the traffic volumes restrain traffic to that speed or lower.*
- There are very few difficult-to-resolve junctions, as the cycle path is (and would be) on-carriageway at all times.*
- It runs through much more densely populated residential areas, including areas of significant recent growth (specifically many apartment developments in Brentford where car parking is limited and cycle use is growing rapidly).*
- It runs through several town centres which, apart from being destinations in their own right, add interest and relief to the longer journeys.*
- It runs past several cycle stores, which are available to offer repairs or support if necessary.*
- At 8.8km, it is only 0.6km longer than the A4 route.*

*It should come as no surprise therefore, that I'm advocating the A315 as the route for Cycle Highway 9.*

*You will be aware that, as a result of the reform of the LIPs process, Boroughs will now be formula-funded for Corridors, Neighbourhoods and Smarter Travel from 2010/11 onwards. A major challenge faced by my colleagues and myself is how to develop a programme of works that meets with the approval of the Borough, TfL and the Mayor of London, with the Boroughs required to submit their proposed itemised programmes to TfL for approval by 21 September 2009. Preliminary work in my office has established several possible corridors for multi-modal improvement in 2010/11. Obviously, I am keen to have advice at the earliest possible time regarding the alignment, timing and possible funding for the development of Cycle Highway 9, as this will have a direct bearing on the Borough's LIP programme.*

*In summary, I would like to discuss the above issue with you and colleagues at the very earliest opportunity and hopefully come to an agreement as to route alignment this summer. If this can be achieved, I believe that Hounslow will be in a position to deliver a very high quality, near continuous cycle highway over the next 2.5 years. Any significant delays to resolving initial route issues would of course risk pushing this programme back, into 2012.*

*I need of course to caveat all the above by saying that I will naturally need to seek Member approval for any major cycling improvement schemes in the Borough, but I believe the leading Members are very committed to the sustainability concept in general and cycling in particular.*

*Finally, I will now turn to the related issue of the colour of the cycle surface. Initially I believed that the use of blue surfacing had advantages, identifying the Cycle Highways as something special and different from the rest of the cycle network. "Blue for bikes" seemed to have some merit. On reflection, I have reservations. In my view the use of the blue has the following disadvantages:*

- It is a relatively harsh colour and is unlikely to be acceptable in many boroughs.*
- It's already identified, in traffic management terms, only with disabled parking bays at supermarkets etc.*
- Its cost and colourfastness etc are probably yet to be established.*
- It would necessitate the removal of, or overlaying over, significant stretches of good quality green surfacing, at least in my borough, or alternatively if the green was to remain, it would result in a patchwork of different colours along what should be a continuous route.*

*I believe the same positive effect, without the above disadvantages, could be obtained by use of a rectangle (about 0.8 m2) of blue surface with a white outline and white cycle logo at intervals along the Cycle Highway lanes and perhaps along the bus lanes, perhaps accompanied by the Cycle Highway route number and direction plates on adjacent lamp columns utilising a blue rectangle with a green border colour theme."*

While I had no response to this email, I have subsequently discussed it with several officers in TfL.

At the London Councils' Cycle Superhighways Forum on 8 June 2010, I presented a series of GIS plans showing the relative densities of population along the two routes. I will supply these plans under separate cover, together with some photographs illustrating the different route conditions.

More recently, a plan has been supplied which suggests the proposed route has been changed and shortened to Hounslow - Hyde Park. Unfortunately, this plan, titled *Potential CS9 alignment, following LB Hounslow feedback (Project Board Phase 3 Update)* misinterprets my submission and places still more of the proposed route onto the Transport for London Road Network (TLRN), including routing it through the Hogarth roundabout where achieving a conflict-free alignment would be extremely challenging. No attempt appears to have been made to check this proposed route change with the Borough.

### **Progressing the Route in Hounslow**

My current understanding is that route 9 is unlikely to commence until 2013/4, when TfL's consultants would be engaged to design the route and oversee its construction. While active engagement with the Borough has been promised, the imposition of an externally designed and managed infrastructure project on borough roads (assuming that the alignment will indeed include any borough roads) is unlikely to be welcomed by the Borough and is unlikely to be the most cost-effective method of working. Equally importantly, the delay to commencement of this scheme is regrettable, especially when the Borough is making sustained efforts to improve cycling conditions along what we believe to be the best alignment for route 9.

At the London Councils' Cycle Superhighways Forum I proposed an alternative method of progressing route 9 (and others). This can be summarised as follows.

1. **Agree the route alignment.** In respect of route 9, this should be done by the end of the year.
2. **Agree the approximate overall budget,** based on a reasonable first estimation of costs and likely funding available. This can be reviewed from time to time as necessary but would at last give the Borough an indication of the scale and scope of improvements that might be available.
3. **Design the improvements in stages.** The Borough will design the improvements at key locations using Local Implementation Plan (LIP) Corridors & Neighbourhoods funding and/or working in co-operation with developers, for example at Commerce Road Brentford where a major new mixed-use development is likely to necessitate extensive junction improvements. (Note that the Borough is already well advanced with designs along key sections of the route and is about to commence implementation of major improvements with LIP funding at two sites – these will provide Superhighway-standard lane alignments.)
4. **Calculate project costs and seek TfL approval.** The Borough would calculate the cost of proposed improvements at discrete sites along the route and would seek TfL's approval for the designs and the necessary Superhighway funding to implement the improvements. This funding would range from a small contribution if the scheme is already LIP or s106 funded through to 100 percent funding at other sites.
5. **Implement the improvements under Borough control.** The improvements at discrete sites on borough roads would be implemented by the Borough using its own contractors. The cycle lanes would be either introduced without coloured surface or with green surface and would be signed as normal cycle lanes.
6. **Implement and launch the Superhighway.** In 2013/14, when a critical mass of improvements has been achieved, the cycle lanes could be blue-surfaced if necessary and would be signed and launched as Superhighway 9.

The above co-operative, staged methodology would be more cost-effective and less disruptive than an all-at-once initiative in 2013/4. It would allow appropriate time for consultation with all parties and would leverage TfL Superhighway funds through the use of LIP and s106 contributions and the services of Borough design and engineering officers, who have established their credentials with a number of schemes that have been acknowledged in recent years in the London Transport Awards as best practice.

TfL has recently indicated that there may be scope for this approach. Alex Williams, Director of Planning, has stated in a letter following a meeting with the Borough's Lead Member for Environment and the Head of Transport:

*"I stated that TfL had agreed to the Hounslow proposal to realign cycle highway route 9 and a revised map of the route is attached\*. We also discussed who actually carried out the work on the borough roads and this can be done by TfL contractors (through a section 8 agreement) or by your contractors (through a s278 agreement). We are flexible on this issue and would be happy to discuss the best way forward nearer the time for implementation."*

(\*This is the *Project Board Phase 3 Update* plan mentioned above.)

I intend to respond to this invitation to discuss the way forward, but am keen to reach agreement on these issues well before 2013 and in fact to see the majority of the route implemented by that time.

**In conclusion...**

Thank you for the opportunity to make this submission. I hope the above information will be of interest to the Assembly and will help to advance the implementation of Cycle Superhighways through the London Borough of Hounslow and in other boroughs.

Yours sincerely



**Chris Calvi-Freeman**  
Head of Transport



Streetscene, 1 Casterton Street, London E8 1FB

**Respond to:** Steve Walker  
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Email: [steve.walker@hackney.gov.uk](mailto:steve.walker@hackney.gov.uk)

Valerie Shawcross AM  
Chair of the Transport Committee  
City Hall  
The Queen's Walk  
London  
SE1 2AA

Our ref:

Your ref:

Date: 01/10/2010

Thank you for your letter of 13<sup>th</sup> September 2010 regarding your investigation into the Cycle Superhighways and Cycle Hire scheme and Hackney Council's views on these matters.

Our comments on the issues for consideration outlined in the London Assembly letter are:

## **Cycle Superhighways**

- Overall Hackney supports the concept of the Cycle Superhighway route for the A10 through Hackney however the scheme needs to fully consider the removal of the Stoke Newington Gyratory. We are also disappointed to see that the proposed A10 route does not continue south of Liverpool Street station through the City to London Bridge as this is a major trip attractor for cyclists.
- The use of blue surfacing and signage along the proposed routes can be considered street clutter and as such conflicts with the Council's public realm design guide because of the negative impact on the aesthetics of the street environment
- Where a proposed route passes through busy high street areas with competing kerbside demands such as bus stops, loading bays and parking it may be more effective and safer for all road users to reduce the legal speed limit of this stretch of road to 20mph.
- As part of the implementation of the A10 route Hackney would like to see the completion of the LCN+ feeder routes.
- Currently there are no routes connecting central London with Waltham Forest however there is the potential to create a direct and safe feeder route between the A10 and Walthamstow via Cazenove Road, Spring Hill and Coppermill Lane.
- There is also the potential for an additional Cycle Superhighway route connecting Stratford and the Olympic Park to the West End via Victoria Park, Hackney Road (A1208), Old Street, Clerkenwell Road (A5201) which should be considered at some future point.



INVESTOR IN PEOPLE

**Steve Douglas**

Interim Corporate Director, Neighbourhoods and Regeneration

# **Hackney** Neighbourhoods and Regeneration

Streetscene, 1 Casterton Street, London E8 1FB

- Hackney continues to oppose allowing motorcycles to use the bus lanes, and we feel it conflicts with the objectives of the cycle superhighway scheme on any corridors where the bus lanes are used.

## **Cycle Hire Scheme**

- Hackney feels that this has been a very positive scheme and we support the scheme's expansion east but we are disappointed that it will not be going north up the A10 corridor to Dalston.
- Both the Cycle Hire and the Cycle Superhighway schemes have had a positive impact on the Council's Travel Awareness programme because they have been so highly visible. There has been a high level of public interest in them resulting in a significant increase in the number of enquiries to us in search of cycling information since their launch.
- Hackney would like to see a commitment from TfL to funding and implementing additional infrastructure improvements in the current Cycle Hire area as well as expanded areas to counter safety concerns and improve permeability for cyclists.

If you have any queries regarding any of the above comments please do not hesitate to contact me.

Yours sincerely,



**Andrew Cunningham**  
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Neighbourhoods and Regeneration  
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INVESTOR IN PEOPLE

**Steve Douglas**

Interim Corporate Director, Neighbourhoods and Regeneration

## Response from officers at Royal Borough of Kensington & Chelsea

I am responding on behalf of the Council to the GLA Transport Committee's investigation into cycle hire and cycling superhighways. I refer to the letter from Valerie Shawcross, dated 13 September. Because of the very short timescales, I'm afraid this must be an officer response only. As we have no direct experience at present of the superhighways, I will confine my remarks to the cycle hire scheme. However, you may be interested to note that in our response to the Mayor's Transport Strategy we expressed some reservations about the scheme:

*"We remain to be persuaded of the benefits of the Cycle Superhighway proposals (Proposal 53). We are very sceptical about the value of painting lines on a small number of roads as a means of increasing cycling, especially as the superhighways will be advisory so there may be parking and loading blocking the path of cyclists. We are far more interested in doing what we can to make all roads attractive to cyclists. We also question the wisdom of funnelling cyclists into one or two routes, when there are already capacity issues on many central London roads"*

By contrast, the Council has been keen to support the cycle hire scheme, and we now have 45 docking stations operating in the borough, with three more due to open soon.

While it is difficult for the Council to respond directly to Ms Shawcross's question about the extent to which cycle hire has encouraged a growth in cycling (we have not measured cycle flows in the previous couple of months), I can offer the following observations:

- We understand from TfL that demand has exceeded their expectations, given that there are fewer stations than they originally hoped to have open by this stage
- There is quite a large variation in the number of trips recorded at the docking stations in the borough, but on average each station has seen about 200 cycle hire trips a week starting from them, and a similar number of trips ending at them
- We do not have data on the scale of the problem of completely empty and completely full docking stations, but anecdotally we observe it and information on unofficial websites indicates that many stations in the borough are often full, especially during the rush hour peak periods. We understand that this may begin to change as, for instance, students return for the new academic term and make journeys outside the main peak periods. The introduction of casual use will also open up the scheme to visitors, who may be more likely to use the scheme between the peak periods.
- The majority of the informal feedback so far from residents has been positive, and we have been pleased to receive very few complaints. We have received requests for new stations to be installed outside the existing scheme zone.

I'm afraid that at this stage our feedback is necessarily quite limited, but I hope that this is useful.

Mark Chetwynd  
Chief Transport Policy Officer

## **Response from officers at London Borough of Islington**

Dear Ms Warren

Thank you for the letter from Ms Shawcross, dated 13 September 2010, inviting feedback on the Cycle Superhighways project and Cycle Hire scheme. Islington Council supports initiatives to encourage cycling as a safe and convenient mode of transport. Council officers are continuing to work with Transport for London on the early phases of the Cycle Superhighways project and on the expanding Cycle Hire scheme. Please find below feedback from Islington Council officers on each of the projects.

### **Cycle Superhighways**

Route number 12 proposes to run along the A1 through Islington, connecting Hornsey and Angel. We support the proposed alignment along the A1, as it provides the opportunity to deliver significant improvements for cyclists on a major TfL controlled road that is currently dominated by vehicles. Route 12 is in the early design phase and is expected to be delivered by the end of 2012. We have therefore provided a response below to each of the bullet points in the letter from Ms Shawcross, which is based on our ongoing discussions with TfL.

- **The design and implementation of the Cycle Superhighways and the Cycle Hire Scheme including specific comments on issues experienced along the routes of the two current superhighways.**

As mentioned, route 12 has not been implemented. Council officers have raised a number of issues that require further discussion, which include the following:

- The route terminates at Angel and does not facilitate improved connections through Central London or to other Cycle Superhighways.
- The route needs to be better connected to LCN+ and other popular cyclist routes.
- We are not convinced that the approach to applying road markings, including blue lanes and cycle symbols, is the best way to prioritise cyclists. We are particularly concerned with the use of blue lanes in a bus lane and are interested to know more about how successful this has been within the two current Superhighways.
- We welcome the improvements to junctions. However we are concerned that the Mayoral priorities for smoothing traffic flow will potentially compromise the safety of cyclists.

- **The extent to which the Cycle Superhighways and the Cycle Hire Scheme have or may encourage more cycling.**

We consider that the above-mentioned issues need to be addressed in order to successfully encourage cycling.

- **Any suggestions for improvements in any further rollout or expansion of the schemes.**

The Cycle Superhighways play a key role in creating a safer and more convenient cycle network in London.

The proposed route terminates at Angel and is generally being implemented as an isolated scheme. We would like to see Route 12 better integrated with other parts of the network, including:

- Streets through Central London
- LCN+ routes
- Other Superhighways
- Other popular commuter cycling 'spurs' that diverge from the Superhighway, such as Canonbury/New North Road and Liverpool Road.

### **Cycle Hire**

The first phase of the Cycle Hire scheme has been delivered in the southern area of Islington, primarily around Old Street, Clerkenwell, Angel and King's Cross. The Cycle Hire scheme has been well received in Islington and appears to be well used by residents and visitors. We look forward to seeing details of

membership by borough and the level of use within each borough. In response to the specific bullet points set out in the letter from Ms Shawcross, we provide the following comments:

- **The design and implementation of the Cycle Superhighways and the Cycle Hire Scheme including specific comments on issues experienced along the routes of the two current superhighways.**

The timescale for delivery was particularly demanding on borough resources. Because the project commenced before the delivery partner had been appointed, the scope of the work changed along the way.

TfL has acknowledged the shortfalls of the contractor appointed to construct the docking stations in Islington. During the construction period, the borough suffered from unsafe working practices, incomplete and inactive sites open for several weeks and works taking place without appropriate permits. There is still a long snagging list of site issues to be resolved before the docking stations will be signed off by the borough. TfL have agreed that they will allow the borough to carry out the majority of works relating to the construction of future docking stations in the borough.

- **The extent to which the Cycle Superhighways and the Cycle Hire Scheme have or may encourage more cycling.**

It will be some time before we have robust empirical evidence to quantify the increase in cycling generated by the cycle hire scheme. The cycle hire scheme offers a great opportunity for an increase in cycling in Islington and the scheme appears to be very well used. The cycle hire scheme allows residents and visitors easy access to bikes in the south of the borough and throughout the scheme area. The scheme is a particular benefit for those facing barriers to cycle ownership. Often older high density housing stock lacks secure off-street cycle storage and a high rate of cycle theft prevents residents from storing cycles outside their property.

- **Any suggestions for improvements in any further rollout or expansion of the schemes.**

We would like to use information regarding the use and redistribution of cycle hire bikes in the borough to help identify suitable areas for intensification of the scheme and we would welcome the expansion of the scheme throughout the borough. It is important that any expansions make provisions for complementary measures to ensure that the network is as safe and convenient to use.

We thank you for the opportunity to provide our views on these two projects and look forward to hearing more feedback from other boroughs.

Eric Manners  
Team Leader (Programmes and Policy)  
Environment and Regeneration

## **Response from Lead Member for Cycling at City of Westminster**

Dear Mr O'Sullivan

I am the Lead Member for Cycling for Westminster and would like to make the following observations.

I greatly welcome the supportive stance that the Mayor has taken towards cycling and applaud the two big initiatives of Cycle Super Highways (CSHs) and the bike hire scheme and the funding for associated complementary measures.

However, I believe that we have not gone far enough in making cycling safe, pleasant and efficient in London. In particular:

a) on the busy / fast HGV routes on which TfL is proposing to implement Cycle Super-highways safety should be paramount

I fear that the solutions installed in phase 1 on A3-A24 will not suffice on the Victoria Embankment (CSH8). As you know, it is heavily used by coaches / other HGVs. There is ample space to provide full width segregated tracks or protected lanes or shared use of the riverside pavement.

b) Much safer junction design is vital ; there has recently been another fatal accident in Pimlico on the proposed CSH5 at an obvious left-hook hazard - safe access to and from Vauxhall Bridge must be provided and it is not acceptable for this CSH to end at the dangerous Victoria gyratory with no cycle facilities whatsoever.

It is also not appropriate to deliver cyclists into Parliament Square with no protection. A redesign of this fast multi-lane gyratory is preferable, but in the meantime cyclists need a protected / segregated route through the square. Alternatively, upgrading the safer alternative via Great Smith St-Horse Guards should also be considered

b) TfL's route selection could be better:

Edgware Rd is not an ideal cycle route and TfL should consider relocating CSH11 to Harrow Rd .

At or before the dangerous gyratory that is the A404/A40 intersection the route the CSH should diverge onto safer roads leading south to Hyde Park (eg via Gt. Western Rd-Hereford Rd) and east to St. Johns Wood (eg via Sutherland Avenue) where the existing cycle routes are quite good in parts but could be upgraded

c) If we are to have a CSH along the Embankment, it should extend all the way along it (as proposed by TfL in earlier studies) from Fulham to Blackfriars, not just one section.

Moreover, all the Thames Bridges need safer cycle access e.g. both sides of Lambeth Bridge are unsafe - removing the roundabouts on both sides should be considered - signalled cross-roads would be safer (all other northside bridges are signalled)

d) As I said when Kulveer Ranger launched the scheme in May 2009, the CSH maps currently look like the Victorian railway map, with the stations forming a doughnut shape. That made sense when an existing city made it impossible to do the heavy engineering required to tunnel or join up railway lines overland. However, the same constraints do not apply to the CSHs. They should join up across the centre and not merely leave cyclists on the periphery.

In summary we will support this initiative so long as it provides safer conditions for cycling

Kind regards

Margaret Doyle  
Councillor for Little Venice Ward, Lead Member for Cycling

## **Response from officers at London Borough of Havering**

Dear Laura

Further to our telephone conversation this morning, attached are comments from London Borough of Havering. Please accept my apologies for the delay. I hope that you will find the above information helpful. Please contact me if you have any further queries.

### **Background**

London Borough of Havering has actively been involved in developing the strategic London Cycle Network + (LCN+) in the borough. During the course of time, the borough has developed three strategic LCN+ links as listed below:

Link 90 - between borough's western boundary with Barking & Dagenham to Gallows Corner via Romford Town Centre. From the Gallows Corner to route extends eastwards to the M25 motorway (junction 28). This route is along the A12 Colchester Road corridor. TfL is currently developing the facilities in stages.

Link 91 - Romford to South Hornchurch (A1306) via Elm Park.

Link 92 - Rainham station to borough boundary of Barking & Dagenham.

The borough has recently completed a public consultation on Hornchurch to Harold Hill Cycle route with a view of delivering the measures in the next financial year.

The borough is part of Cycling Boroughs and had developed a comprehensive Cycling Strategy which forms basis for bidding in the Local Implementation Plan.

### **Aspirations for Developing Cycle Superhighway Schemes in the London Borough of Havering.**

The Leader of Havering Council, Councillor Michael White has expressed his interest in developing Cycling Superhighways (CSH) in the borough when the Cabinet was briefed last year on the London Plan and the Mayor of London Transport Strategy.

The main problem at present is that the CSH schemes in east London extends as far as in the boroughs of Barking and Dagenham, route 3 [Barking to Tower Gateway (A13)] and in Redbridge, route 2 [Ilford to Aldgate (A118-A11)]. As a result, a joint co-operation would be required by the neighbouring boroughs in conjunction with Transport for London to develop these routes into Havering.

Based on the Leader's Interest, the borough would welcome TfL's proposals in developing the routes into Havering.

Musood Karim  
Principal Engineering Assistant  
Streetcare Services  
London Borough of Havering

# London Assembly investigation into the Cycle Superhighways and Cycle Hire Scheme

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Sustrans submission  
September 2010

compiled by Greg King



**Sustrans makes smarter travel choices possible, desirable and inevitable.** We're a leading UK charity enabling people to travel by foot, bike or public transport for more of the journeys we make every day.

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## Introduction

Sustrans welcomes the opportunity to respond to the London Assembly investigation into the Cycle Superhighways and Cycle Hire Scheme.

Whilst it is difficult to provide an assessment of the impact of these schemes so early in their operation, it appears that the schemes, particularly Cycle Hire, are a success. With roughly 20,000 cycle hire journeys being made daily and hire bikes a conspicuous presence on the streets of central London, the Cycle Hire Scheme is clearly making a positive difference.

Sustrans wholeheartedly supports the strong backing that the Mayor has given to developing cycling in London and we have supported the delivery of the Cycle Superhighways and the Cycle Hire Scheme.

Sustrans sees Hire and Highways as important elements in a broad range of projects that are needed to achieve the cycling revolution in London. However, Sustrans has concerns that this range of projects is not being adequately supported.

In isolation, Hire and Highways are not enough. Their impact is concentrated on Central London and radial journeys to and from Central London and Sustrans believes that the balance of expenditure on these schemes, compared with others, is disproportionate. We believe that many areas of London and millions of Londoners are missing out on the Cycling Revolution as a result.

This brief response sets out Sustrans' concerns about the concentrated impact of Cycle Superhighways and the Cycle Hire Scheme, and puts forward our recommendation for broadening cycling investment in London.

## Concentrated impact and limited scope to deliver change

Whilst Sustrans supports both the Cycle Superhighways and the Cycle Hire Scheme it is clear that they only cater for a limited range of journeys and potential cyclists.

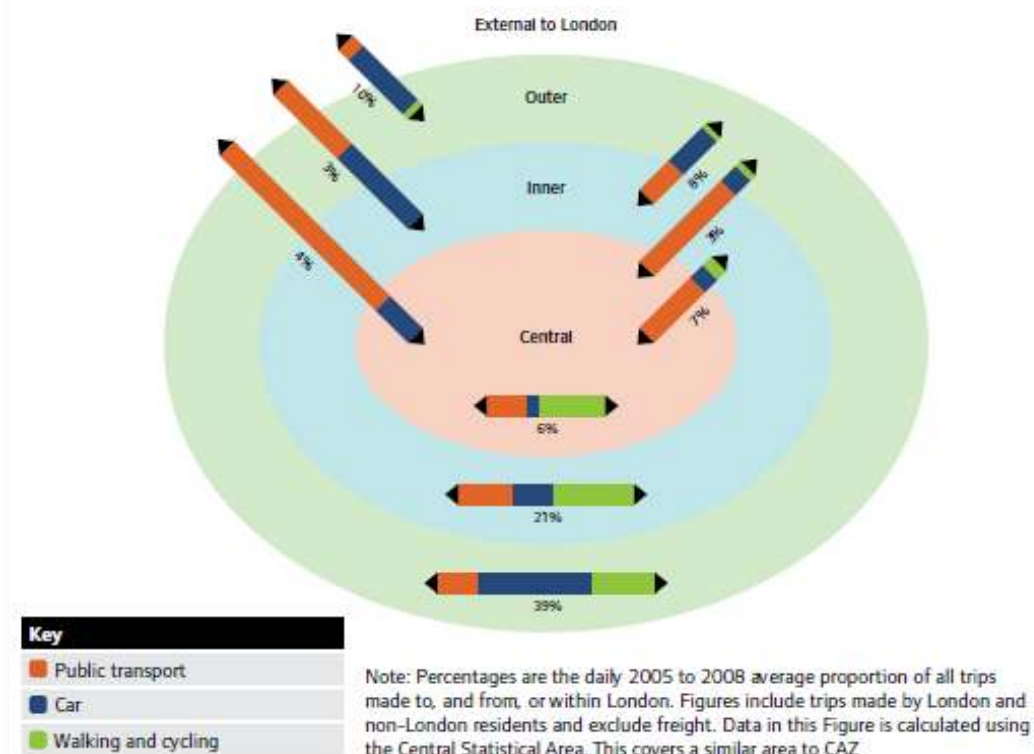
### **Geographical limitations**

Looking at the profile of daily journeys across the capital by all modes, only 6 percent of journeys take place within central London, and only 10 percent are radial journeys between central and the rest of the city\*. Since Cycle Hire and Cycle Superhighways largely cater for these journeys, the scope of these schemes to support a growth in cycling is limited.

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\* 10 percent figure based on journeys between Inner and Central London (7 percent) added to journeys between Outer and Central London (3 percent), from data in Mayor's Transport Strategy, Mayor of London, May 2010.

**Figure 11: Spatial pattern of travel across London, with mode shares**



Source: Mayor's Transport Strategy, Mayor of London, May 2010.

Focusing cycling investment so heavily on Central London and radial commuter journeys is also questionable, since the highest levels of cycling are already seen in these areas and there is greater potential for cycling growth elsewhere.

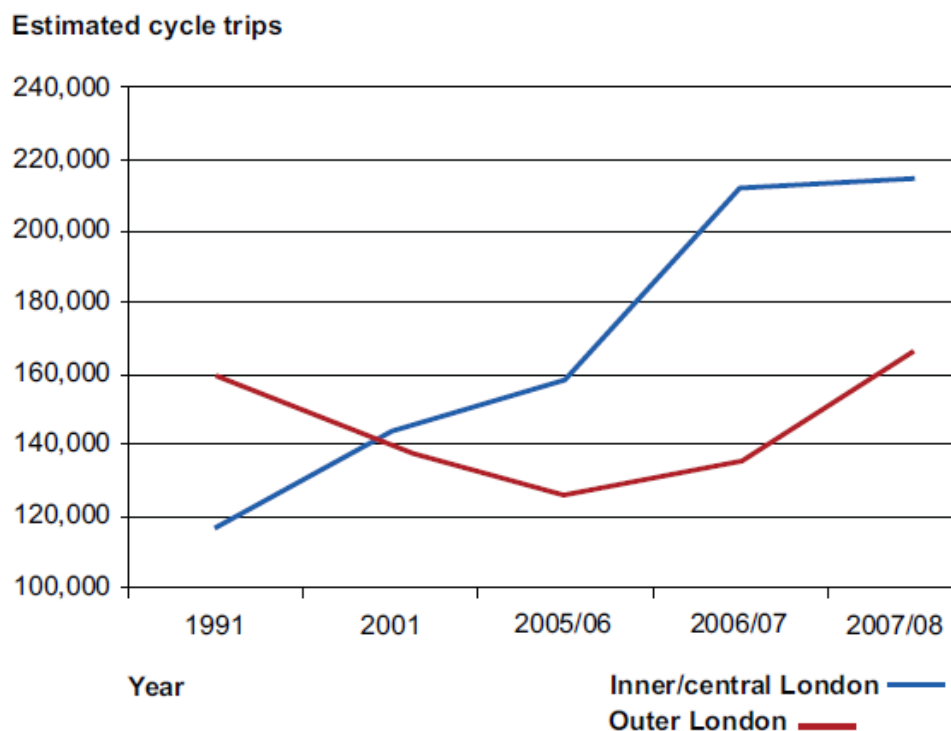
Cycle journeys between Central London and Inner/Outer London comprise 23 percent of all cycle trips<sup>1</sup>, more than double the overall proportion of journeys. The mode share of cycling for radial trips between Central and Inner London is already 5 percent, which is more than double the cycle mode share across London generally<sup>2</sup>.

In addition, commuting by bike (which is the main focus of the Superhighways) already comprises a high proportion of cycle trips, with 38 percent of all cycle trips for work purposes, whereas only 22 percent of trips overall are for work<sup>3</sup>.

As the graph below shows, the last couple of decades have seen steady growth in cycling in Central/Inner London, but levels declining for much of that period in Outer London. Despite increases in recent years, levels of cycling in Outer London remain significantly lower than the Inner/Central boroughs, even though many more journeys overall are made there.

As well as journeys within Outer London being the most common type of trip in London (comprising 39 percent of all journeys), recent analysis has shown that the majority (perhaps as much as two thirds) of the potential for increased cycling levels is in outer London<sup>4</sup>.

Sustrans therefore believes it is inappropriate for the Mayor's two major cycling policies to focus on developing cycling where levels are already highest and do nothing to develop cycling in Outer London where cycling levels are lowest and the potential positive change is highest.



Source: *Travel in London – report 2, Transport for London, 2010.*

## Social limitations

Sustrans believes that a defining issue for cycling in London is the demographic profile of cyclists. With less than half as many cycle trips made by women as men<sup>5</sup>, and younger and older people making disproportionately low levels of trips by bike<sup>†</sup>, cycling in London is highly inequitable. This is in contrast to many German, Dutch and Danish cities with very high cycling levels that London wishes to emulate, where levels of cycling by women, children and older people is as high or higher than men.<sup>6</sup>

Despite recent growth in cycling levels in London, the majority of Londoners never cycle, with some research suggesting that as many as 84 percent of London residents never get on a bike<sup>7</sup>.

Sustrans believes that a key focus of the cycling revolution should be to enable and encourage more of the vast majority of Londoners who never cycle to discover the benefits of cycling, and in particular to make cycling accessible to a broader range of Londoners. Sustrans has serious concerns that the Mayor's two major cycling policies fail to deliver this.

Sustrans welcomes that, by making bikes easily available, the Cycle Hire Scheme reduces barriers to people in central London taking up cycling for the first time. However, the scheme is clearly limited in terms of who can use it; to be a member of the scheme you need to be aged 18 or over and anyone under the age of 14 is not permitted to ride the bikes.

Whilst it remains to be seen whether the Cycle Superhighways contribute to enabling more new people to cycle, Sustrans is doubtful. Many Londoners would like to cycle or cycle more<sup>8</sup>, but the

<sup>†</sup> 14 percent of cycle trips in London are made by people aged 19 and under [*Travel in London 2*], but this age group comprises 25 percent of London's population (18 percent of London's population is aged 5 – 19) [2001 census data from [www.statistics.gov.uk](http://www.statistics.gov.uk)]; Those who are aged 60 or above make up 15 percent of the London population, but make only 7 percent of cycle trips [*Travel in London 2*].

greatest barrier to them doing so is fear of traffic, with 86 percent of Londoners agreeing that traffic makes people afraid of cycling in London<sup>9</sup>. Research also finds that people feel significantly less safe on busy roads compared with quiet roads, with 78 percent of cyclists saying they feel safe from traffic on quiet roads and 65 percent saying they feel not very or at all safe on busy roads<sup>10</sup>.

Given that the Cycle Superhighways generally follow busy arterial roads and provide no or minimal segregation from traffic, Sustrans believes that the scope for them to facilitate an uptake of cycling, particularly by new cyclists, is limited.

## Recommendations

As noted, despite our concerns, Sustrans supports both Cycle Superhighways and Cycle Hire. The Cycle Hire Scheme is making a positive difference to journeys in Central London and the Cycle Superhighways raise driver awareness of cyclists and provide a degree of cycle priority. In addition we support that these are high profile schemes which have been heavily promoted and created a buzz around cycling in London.

However, as set out above, both schemes are of limited scope and are restricted in terms of numbers of beneficiaries. We believe that Cycle Superhighways and Cycle Hire should be part of a much wider programme of measures and need to be complemented by other major schemes to achieve a cycling revolution and to ensure that many more Londoners benefit from the Mayor's investment in cycling.

We believe that the current balance of spend between central London and inner/outer London, and between cycle routes on major roads and other types of infrastructure and smarter travel projects is disproportionate.

Whilst Cycle Superhighways and Cycle Hire have substantial allocations of TfL spend, despite being largely untested and of concentrated impact, other projects, which deliver London-wide benefits and/or are proven to deliver an increase in cycling levels, are being sidelined.

Outside Local Implementation funding;

- the current Cycle Superhighways budget is £168m<sup>‡</sup>
- the current Cycle Hire Scheme budget is £92m, with a potential additional funding being floated for expansion of the scheme
- the Biking Borough initiative to bring the Cycling Revolution to outer London received a £350k one-off allocation, with no on-going core budget
- the London Greenways project, which delivers routes that are suitable for all and are proven to encourage an uptake of cycling will receive £2.3m in the current funding year, and no core budget thereafter.

Sustrans believes there needs to be a major shift in focus, and in funding, before cycling in London can be mainstreamed.

We recommend that the Biking Borough programme is allocated a substantial annual budget, in order to deliver initiatives agreed through the scoping exercises carried out in each Biking Borough

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<sup>‡</sup> figures for Cycle Superhighways and the Cycle Hire Scheme are taken from TfL Investment Programme 2010 (Cycle Superhighways budget broken down as £23m for routes 3 & 7, £145m for remaining ten)

in early 2010. We recommend that key infrastructure programmes, which complement Cycle Superhighways and the Cycle Hire Scheme and deliver proven benefits to other areas of London, such as London Greenways, continue to receive core funding through the TfL budget.

## Appendix

### Greenways

London Greenways is a collection of projects that seek to create a network of attractive and functional routes for walkers and cyclists, and aims to improve access to and through green space across the capital.

London Greenways has been developed and funded by Transport for London (TfL), Sustrans, the Olympic Delivery Authority, the London Boroughs and others over a number of years and incorporates schemes delivered through the TfL Greenways Programme, the Mayor's Great Outdoors programme and Sustrans' Connect2, National Cycle Network and Greenways for the Olympics and London (GOAL) projects.

A key focus of greenway development is to create a more supportive environment for those who are discouraged from walking or cycling on or beside busy roads. In this way, greenways complement other major active travel infrastructure projects, such as the Mayor's Cycle Superhighways (which are more suitable for experienced adult cyclists), by helping a broader range of people to participate in active travel.

Greenways are also known to play a key role in helping new people to cycle. Despite people's fears of cycling in traffic, research also shows that for a large proportion of Londoners, cycling does have an appeal from an environmental, health and enjoyment point of view. Most Londoners think that it is healthy and good for the environment and over three-quarters agree that cycling is enjoyable<sup>11</sup>. Because greenways respond to both peoples' concerns about the safety of cycling in traffic and the positive perceptions of cycling as a healthy, fun activity they are key in facilitating a greater uptake of cycling. Greenways can also contribute to a wider growth in cycling, since people who take up cycling recreationally may then adopt cycling as a more general transport mode<sup>12</sup>.

Recent monitoring of greenways in London indicates that 19 percent of users are below 16 years of age, suggesting that proportionately greenways are more heavily used by children than most other age groups.<sup>13</sup> It also found that greenways particularly help women to cycle more with 55 percent of women cycling more than they were a year ago and 56 percent saying that they intend to cycle more in the next year.<sup>14</sup>

## References

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- <sup>1</sup> Travel in London – Report 2, Transport for London, April 2010.
- <sup>2</sup> Travel in London – Report 2, Transport for London, April 2010.
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- <sup>4</sup> Delivering the Benefits of Cycling in Outer London, TfL et al, Feb 2010.
- <sup>5</sup> Travel in London – Report 2, Transport for London, April 2010.
- <sup>6</sup> Making Cycling Irresistible: Lessons from The Netherlands, Denmark and Germany, Transport Reviews, Pucher and Buehler, July 2008.
- <sup>7</sup> Attitudes to Cycling 2009, Synovate for TfL, May 2009.
- <sup>8</sup> Attitudes to Cycling 2009, Synovate for TfL, May 2009.
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- <sup>10</sup> Travel in London – Report 2, Transport for London, April 2010.
- <sup>11</sup> Travel in London – Report 2, Transport for London, April 2010.
- <sup>12</sup> Cycling Greenways Implementation Plan, Draft, April 2006.
- <sup>13</sup> Based on comparison of cycling and walking data in Travel in London – report 2, TfL, 2010 and London Greenways Monitoring Report 2009, Sustrans and TfL, 2010.
- <sup>14</sup> Greenways Monitoring Report 2009, Sustrans and TfL, 2010



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Valerie Shawcross  
Chair, Transport Committee  
London Assembly  
City Hall  
The Queen's Walk  
SE21 2AA

30 September 2010

Dear Valerie

### **Investigation into the Cycle Superhighways and the Cycle Hire Scheme**

Thank you for letting us know about your meeting on 12 October discussing the initial impacts of these 2 new schemes and any issues arising which can be mitigated in future.

Wheels for Wellbeing (WfW) has just this month taken on a new manager, and so I am replying on their behalf. I am also replying on behalf of the London Disability Cycling Forum (LDCF), as their recent Chair. I have not had an opportunity to discuss your meeting with others so although I would like these views to be taken as representative of both WfW and the LDCF, there will inevitably be other views which I have not represented.

Both schemes are welcomed in that they are attempting to increase the levels of cycling in London, so reducing the many costs associated with the high levels of motor traffic. However, the case of the Cycle Superhighways, there may be other cheaper ways of achieving the same aim. In both cases, as well as offering up the positives of the Schemes, I have identified how I think they can be improved.

#### **The initial impact of the Cycle Superhighway scheme**

The Cycle Superhighways (CS) are an ambitious programme to increase cycling. As someone writing on behalf of disabled cyclists I think that the same comments that are made by non-disabled cyclists apply such as:

On the plus side:

- the publicity surrounding the CS raises the profile of cycling and encourages more people to try
- the CS gives some people who don't cycle more confidence to try
- the blue painted lanes make people who drive motor vehicles more aware of cyclists when they are on the road ( so less of the "sorry I didn't see you" near misses).

However

- people who don't cycle usually don't realise that the CS do not provide the protection that they seek when beginning cycling. Indeed, CS is a misnomer which misleads both people who cycle and people who drive motorised vehicles. For example, in many places, cyclists do not have priority:

- car drivers are legally allowed into the lanes,
- buses are also allowed into the lanes and
- perhaps most importantly, the lanes do not put cyclists first in the places which are difficult even for experienced cyclists to negotiate. People new to cycling, travelling south at the Oval will be disorientated when they find themselves siphoned down towards Brixton rather than Clapham, and the lane stops altogether. Losing confidence once people have made an effort to cycle can stop people from trying again. Cycle training is available (and hopefully will continue to be) but even 2 2 hour lessons are not enough for many people new to cycling on the road. Most people will need time and practice to build up their confidence.
- The promotion of the CS has not yet included someone who is using a trike - which many disabled or older people might use. It seems like they are excluded but there is no sound reason why, and indeed there are many good reasons for targetting this group of people:
  - they will be encouraged to travel more independently, reducing some of the barriers often faced when using public transport such as inaccessibility, prejudice or harassment.
  - by cycling, they will be freeing up public transport or taking a car off the road
  - the physical activity will also provide the protective benefits so reducing the likelihood of heart disease, diabetes etc, and the costs incurred in dealing with these diseases.
  - Have the improved mental wellbeing that comes from doing physical activity which is outside, so reducing the chance of depression.
- We need to be confident that the lanes will be maintained at their initial high standards. This is particularly important for trike users, where pot holes are much more difficult to deal with.

### **How can the roll-out/ expansion of the CS scheme be improved?**

Transport for London (TfL) knows already (from continental cycling levels) that if lots of people are cycling then others will join them. This is the critical mass idea that the CS scheme is building upon – encouraging more people by building routes they feel confident to use. However, this will only go so far, due to the issues raised above.

Suggestions to make the CS scheme more successful in its aim of increasing cycling are, in no particular order:

- 20 mph limits

The Mayor should look at the main barriers to people cycling and address them. The major barrier to cycling is the speed and amount of motorised traffic on the road. TfL could introduce 20 mph limits on all its roads, and encourage boroughs to do the same. TfL knows the many benefits that this bestows on all members of society, including improved traffic flow, lower “killed and seriously injured” statistics (Roadpeace is a good source of this information) and an improved environment with lower noise and pollution levels, so reducing ill health. Introducing 20 mph zones seems relatively inexpensive to implement in financial terms.

- motorbikes in bus lanes

The Mayor has extended his experiment of allowing people on motorbikes in bus lanes. Initial analysis already shows that this increased the rate of injury to people on motorbikes. To my knowledge, no research has been done on how many people are being dissuaded from cycling, whether they are existing or potential cyclists, as a result of motorbikes in bus lanes. Anecdotally, the noise and acceleration of motorcycles is frightening and off putting, and can certainly act as a deterrent to existing or potential cyclists. The Mayor should consider commissioning research to confirm if the anecdotal evidence is deterring more cycling, before allowing his experiment to become the norm.

- adopting the hierarchy of road users

The hierarchy of road users is already implemented in England, and can be found locally as near as Lambeth. This means that when planning, road use is prioritised for the following groups in the following order:

- emergency vehicles
- pedestrians
- cyclists
- buses
- private vehicles.

If this is adopted by TfL then people who cycle can be confident that their needs as cyclists will not be secondary to the bulk of motorised traffic, making it much more likely that they will continue to cycle. It will mean that the difficulties at the Oval junction will not be repeated and people could cycle with confidence on CS.

- Recognising disabled people as potential cyclists

Targetting messages to disabled people as well as non-disabled people will encourage them to cycle, with the concomitant benefits mentioned above.

### **The initial impact of the Cycle Hire Scheme**

The Cycle Hire Scheme is another scheme introduced to encourage more people to cycle. As the 30<sup>th</sup> scheme in the world, it is able to build on the lessons of other cities so reducing the teething period which is to be expected from any major project.

I have no direct experience of using a cycle in the Scheme, and can think of only one person who has registered. This is not surprising, as of the people I know, most have their own cycle or come cycling with WfW as there is no cycle that suits them, which they can afford or have storage space for.

I know that the Royal National Institute for the Blind and the Guide Dogs for the Blind are concerned about the impact of more people cycling who may be less able to control their cycles and less aware of their beneficiaries' needs as visually impaired people. In addition there are concerns about the position of the cycles on the pavements, and people riding on the pavements, where pedestrians, visually impaired or not, are usually able to walk without meeting people cycling. It will be interesting to hear to what extent their concerns pre-Scheme have been realised, and how any increased hazards are being reduced.

### **How can the Cycle Hire Scheme be improved?**

Despite no direct experience of the Scheme, there is definitely one way in which the Scheme can be improved: introducing trikes. At a stroke this would raise awareness that cycling is possible for disabled (and older?) people and others who don't have the confidence on 2 wheels that they would have on three. People who build up confidence on three wheels may enjoy the experience so much that they decide to learn to ride a cycle and build cycling into their lives.

At the London Health Commission Awards this month the Mayor said that he would consider trikes in the Scheme, subject to the budget pressures. I spoke with Michelle Dix, who manages the Mayor's Transport Strategy, together with WfW's Chair Isabelle Clement, and the new manager of WfW, Heather Goodwin, and she seemed positive about the idea. It would certainly make London's Scheme a world leader.

I am sure that if trikes are introduced then there will be considerable promotion of this.

Secure trike parking will be an issue to be considered. No-one has considered this in a rigorous way, to my knowledge, so it will be good for some time to be spent looking at this. There is a short fact sheet available at the bottom of the [www.ldcf.org.uk](http://www.ldcf.org.uk) page, drawing together ideas from Forum members on cycle parking for non-standard cycles at a residential home. I am sure the Forum will be happy to be consulted on ideas on how this could work, or to comment on draft ideas.

If you have any further queries, please contact Heather, 020 7346 8482, 07930 148 312, [heather@wheelsforwellbeing.org.uk](mailto:heather@wheelsforwellbeing.org.uk).

Best wishes

Janet Paske

cc Heather Goodwin, manager of Wheels for Wellbeing, Chair of the London Disability Cycling Forum

**GREATER LONDON AUTHORITY**  
Mayor's Office

Received 17 Oct

RECEIVED 10 OCT 2010

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**Peter McCabe**  
Chief Executive  
Headway  
Nelson Hospital  
Kingston Road  
London SW20 8DB

**Our ref:** MGLA090810-7270

**Date:** 29 SEP 2010

Dear Mr McCabe

**Re: Cycle helmets**

Thank you for your letter of 4 August. I apologise for the delay in responding to you.

Many studies have been carried out to look into the effectiveness of helmets. Though they may absorb minor impacts such as knocks and scratches, they are not proven to offer effective protection in more serious collisions, such as those involving a motor vehicle. Statistically, the risk of a serious head injury when cycling is very low – similar to that of a car occupant and less than the risk of a pedestrian.

Transport for London (TfL) is focusing on helping to prevent collisions occurring in the first place and I am pleased to say that, while cycling levels in London have increased sharply in recent years, the rate of cyclists killed or seriously injured has gone down. Nevertheless, the Greater London Authority and TfL take the safety of cyclists extremely seriously and are keen to build on this positive trend.

Earlier this year, I launched a Cycle Safety Action Plan, which outlines 52 actions aimed at reducing collisions involving cyclists. These include improving infrastructure safety; training and information; communication; enforcement; regulation; technology, and commercial driving and working practices. It also identifies areas for further research and monitoring as well as partnership working. A copy of the plan is available to download on the TfL website using the following link:  
[www.tfl.gov.uk/corporate/projectsandschemes/15480.aspx](http://www.tfl.gov.uk/corporate/projectsandschemes/15480.aspx).

Although helmet use is not a legal requirement in the UK, TfL already encourages people to consider wearing them. As you mentioned in your letter, the Barclays Cycle Hire Code of Conduct includes the words, 'DO always abide by the Highway Code,' and 'DO consider wearing a helmet.' In addition to producing the code of conduct, TfL has funded cycle training for Cycle Hire customers and has provided the Central London boroughs with funding to improve the safety of their streets and pavements.

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## GREATER LONDON AUTHORITY

TfL has also recently launched a number of road safety campaigns to improve cycle safety, including campaigns designed to make cyclists aware of the dangers of passing lorries on the nearside at junctions and a campaign encouraging motorists to look out for cyclists. Examples of these campaigns can be found on cycling pages of its website at [www.tfl.gov.uk/cycling](http://www.tfl.gov.uk/cycling).

Additionally, Barclays Cycle Hire members receive the following exclusive discounts through TfL's website:

- 10% off Trek Vapor Helmet and/or free windproof jacket when you spend £25 or more at Action Bikes.
- 15% off non-sale Helmets and cycle accessories at Evan Cycles.
- 20% off high-visibility safety equipment and helmets at On Your Bike.
- Spend £30 and get £10 off your next purchase at Decathlon.

I hope I have been able to explain our current position on the use of cycle helmets, and thank you again for writing to me.

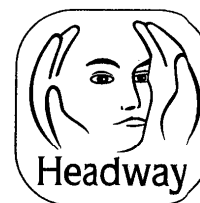
Yours sincerely



**Boris Johnson**  
Mayor of London

I am a friend  
have one home  
when I don't wear it  
— but that's the way it is!

Boris Johnson  
Mayor of London  
Greater London Authority  
City Hall  
The Queen's Walk  
London  
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the brain injury  
association

4 August 2010

Dear Mr Johnson

I am writing on behalf of Headway – the brain injury association to express my grave concerns regarding the lack of clear, strong advice for users of the new London cycle hire scheme to wear helmets. It is our considered opinion that it is only a matter of time until an inexperienced, unprotected cyclist loses their life or sustains a lifelong disability as a direct result of not wearing a helmet.

It is our firm belief that all cyclists should wear helmets, particularly those cyclists that are more vulnerable than others. These include children and those who are inexperienced and lack the confidence and know-how to navigate traffic safely.

The London cycle hire scheme encourages occasional and novice cyclists to travel around the busy streets of London on bikes they are not used to, without suitable experience and, where tourists are concerned, often without a good working knowledge of our road traffic laws – all without the vital protection a helmet provides!

Getting more people to cycle is a good thing, but only if full and proper safety measures have been implemented. We are deeply concerned that not enough has been done to protect the safety of those using this scheme.

While there may be practical difficulties to overcome in order to provide helmets with the bikes, cyclists using the scheme need to be given stronger and more visible information and encouragement to wear helmets.

The scheme's website, along with publicity posters, is awash with images of cyclists without helmets while you have to look very hard to find any advice on wearing helmets. When you do find that advice, it is woefully inadequate with a suggestion that cyclists should 'consider wearing a helmet'.

The safety advice video on the scheme's website begins with the message that cyclists must abide by the Highway Code. I'm not sure if you're aware of this or if

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**improving life after brain injury**

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anyone in your office has read the Highway Code, but the very first item under the heading 'Rules for cyclists' states 'You **should** wear a cycle helmet that conforms to current regulations, is the correct size and securely fastened'. There is a significant difference between saying 'you should' and 'you might consider'; if you are asking people to abide by the Highway Code, you are telling people they **should** wear a helmet.

In addition, the message to consider wearing a helmet appears more than two thirds of the way through the safety video and is the last point on the information boards at docking stations.

A strong, clear and unambiguous message telling cyclists that they should wear helmets while using the bikes should be prominent on the homepage of the website and the first piece of information on the information boards at the docking stations.

I urge you to make these changes without delay in order to avoid the needless deaths and serious injuries that will inevitably occur from having inexperienced cyclists riding around London without adequate protection.

Finally, I would like to take this opportunity to request you set a good example to all London cyclists by wearing a helmet **every time you cycle**.

Yours sincerely,



**Peter McCabe**  
Chief Executive



**Executive Member for  
Strategic Planning and  
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Laura Warren  
Scrutiny Team  
London Assembly  
**[by email to [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk)]**

Date: 15th October 2010

Dear Ms Warren

**London Assembly Investigation into Cycle Superhighways and Cycle Hire**

Wandsworth Council welcomes the opportunity to provide comments to the London Assembly on the Cycle Superhighways (CSH) and Cycle Hire schemes.

We welcome the Mayor's commitment to cycling as an important transport mode and it is good to see new initiatives such as these being put into practice. In general terms we believe both schemes have the potential to increase the number of people cycling in London and also to increase the status of cycling. In particular the Cycle Hire scheme could become a natural part of the suite of A-to-B transport options people are happy to select for their day-to-day journeys.

As these are the first phases of two significant new projects it is not surprising that there have been some issues which have not worked quite so well and could be improved. We have set out some of these issues below, that have been provided by a variety of stakeholders.

Regarding impacts on levels of cycling, we understand that TfL is collecting data and this seems the most appropriate source of information to use rather than any impressions we are able to give.

Cycle Superhighways

- (1) Concerns that there appears to be a departure from the original agreement, which stated that blue lanes would not be introduced where there was an existing coloured surfaced facility that could be used by cyclists (e.g. a green cycle lane or a red bus lane); although the continuity of blue branding helps identify the route it is questionable whether extensive resurfacing is necessary, as routes could still be well-branded and identifiable using other methods (e.g. recurring symbols in the highway)

- (2) Inconsistencies in the configuration of the blue cycle lane along the route, for example: the lane passing through some parking bays and not through others; the blue square “super highway branding” appearing next to some parking bays and not others, and also next to some bus stops but not others; conflicting markings where the blue cycle lane passes through pelican crossings; greater consistency would help cyclists and other road users understand how they are expected to behave when travelling on CSH routes;
- (3) The status of “virtual” cycling lanes is confusing for some cyclists and other road users; more publicity (and experience) could address this concern;
- (4) A minimum cycle lane width of two metres should be provided where carriageway width/running lanes are very wide;
- (5) A number of sections of road have single red line restrictions only, so vehicles can park there after 7pm and on Sundays, thus rendering part of the “Cycle Superhighway” redundant. This also applies to the loading and parking bays, most of which allow parking or loading between 10 and 4, and when occupied create pinch points for cyclists;
- (6) Problems in a number of locations where pedestrian refuges reduce the lane width to below four metres, which create a pinch point for cyclists. There have also been a number of pedestrian refuges that don’t have dropped kerbs leading to them;
- (7) New signage associated with the routes needs to be carefully considered so that it does not create further street clutter. On CSH route 7 the provision of signage “miniliths” does not appear to us to offer great benefits to cyclists using the route.
- (8) Limited opportunity for businesses and residents along the route corridor to review and comment upon the outline proposals before implementation. TfL have stated that the frontagers would be informed of the proposals, rather than consulted, unless a proposal was likely to affect them directly, for instance, a change to parking/loading restrictions;
- (9) Most of the proposed Route 8 in Wandsworth is on the Olympic Route Network (ORN), which needs to be assessed further.
- (10) There were concerns that an inadequate time period had been provided for the return of comments for Route 7. TfL have given an undertaking that this is being addressed for future routes. Consultation for Route 8 has noticeably improved.
- (11) TfL’s package of funding support around CSH route 7 for related cycle training, parking and other awareness activity was welcome, but the level of bureaucracy and reporting involved has been beyond that required for LIP funding; a less bureaucratic process would be welcome.

### Cycle Hire

From our point of view the biggest problem with phase one of the scheme has been that it does not extend south to our borough. The Leader of Wandsworth Council supports the cycle hire scheme and there is a desire to expand the scheme out of zone 1 southward to Wandsworth. This could have great benefits along congested public transport corridors. For example, some relatively short rail trips could potentially be substituted by bike (e.g. Wandsworth Town/Clapham Junction into Vauxhall, Victoria or Waterloo)

The provision of Legible London style mapping at docking stations is an excellent idea and integrates cycle hire with other transport. Unfortunately some maps on the docking points are wrongly oriented and as a result they can be confusing. Legible London should provide consistent "heads up" mapping but we have seen some hire points that provide a map facing in the wrong direction (e.g. Kings Road, Chelsea at Sydney Street).

Should you require any further information or clarification on any point, then please contact Wale Adeyoyin, Highways and Traffic Manager on 020 8871 6659 or by email at [waleadeyoyin@wandsworth.gov.uk](mailto:waleadeyoyin@wandsworth.gov.uk)

Yours sincerely

Councillor R Govindia  
Executive Member  
Strategic Planning and Transportation