London Assembly Transport Committee

Submissions to cycling infrastructure investigation – from organisations

(March 2018)

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

As a leading operator of buses in London, we would like to comment on the impact that cycling infrastructure has had on buses. Whilst we fully support the Mayor's strategy for increasing the use of cycling and understand that in order to deliver this on the streets of London space would need to be identified for it, we are concerned about the impact this has had on speeds of buses in the Capital.

Due to removal of road space, many buses have now lost aspects of their bus priority which has meant that they are sitting in the same traffic as other vehicles, thus slowing down journeys for the many users. We firmly believe that buses are the solution for congestion and in a number of areas, they have lost their advantage. Whilst punctuality performance has undoubtedly suffered, the detriment to journey-time reliability has also negatively impacted on the level of fares received by TfL. This is due to passengers finding it quicker to use other means (e.g. walking) to complete their journey rather than sit on a bus in traffic.

We undertake regular training for our staff on driving safely around cycles and include additional awareness sessions to ensure ongoing safety. However, we are concerned by the growing potential conflict between cyclists and buses where routes are not segregated and would ask that greater focus is placed on these corridors to safeguard these vulnerable road users as having a high number of cyclists sharing a bus lane with a large vehicle is undoubtedly challenging for the driver and cyclist alike. As a direct result of the success in generating greater usage of bikes, we now see certain corridors experiencing very high volumes of cyclists using standard bus lanes, with the often combined outcome of slowing down the bus and exposing the cyclist to increased risk.

Whilst not directly related to the provision of the bus service, where floating bus stops have been installed on segregated cycle tracks, it is important to include a safe pedestrian access to the pavement, as many stops do not have this.

We would welcome the opportunity for the usage of cycle lanes to be reviewed and where volumes are low, to look at options for returning road space to buses.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

We would suggest that where there is very limited road space for a segregated cycle way (most likely to be in central areas rather than outer London), consideration be given to restricting or even closing the road to other traffic, rather than trying to ensure all previous traffic can access the reduced road space.

7. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

8. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

9. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

10. Is there sufficient cycle parking in London, and is it in the right locations?

11. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

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From: [redacted]
Sent: 22 January 2018 16:59
To: Transport Committee
Subject: Call for evidence: Cycling Infrastructure

Follow Up Flag: Follow up
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Dear Transport Committee,

This response to your call for evidence is from Brent Cyclists, the local group in Brent of the London Cycling Campaign. We answer the questions from a viewpoint of those actively campaigning for better conditions for cycling in an Outer London borough which has had, traditionally, very little accommodation for cycling, and very hostile conditions for cycling.

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long - term plans ?

It remains unclear what Sadiq Khan's long-term plans may be. Though lip-service is paid, with a promise that he will make London a 'By-word for cycling', we see no clear, ambitious, practical plan coming forwards, certainly no plan comparable to that which we saw from the last Mayor and his Cycling Commissioner. Certain schemes planned under the last Mayor have continued, such as the completion of the East-West Superhighway (CS3) and North-South Superhighway (CS6) in Central London, but at a disturbingly slow pace. New Superhighways planned, in SW London (CS 9) and SE London (CS 4) are not as ambitious or transformative as those planned under the previous Mayor, and there are already signs that they may get bogged-down in local political processes.

Worst of all for Brent cyclists, the north-west quarter of London, beyond Camden Town, remains largely a desert for cycle infrastructure, and is set to be such for the rest of Sadiq Khan's term. The cycle superhighway that we were promised by Boris Johnson, CS 11 from the West End to Edgware, then later curtailed to end at Brent Cross, then later curtailed to end at Swiss Cottage, appears now not to be on the cards ever to happen in any meaningful sense. The cycle superhighway planned into west London, CS10 via the A40, has been abandoned with no practical plan for its replacement. Both of these abandonments are huge blows for the prospects of increasing cycling in NW London, and not just for obvious reasons. The original plan for CS11 would have had to provide a solution to the severance created by the North Circular Road, that cuts Brent into two halves that are extremely challenging to cycle between. The consulted plan for CS10 included a vital connection to the Paddington area from the north, that would have solved the N-S severance problem created by the A40 and railway corridor that makes it hard to cycle from Brent into western Westminster and Kensington except via the busiest and most dangerous roads. The section of CS3 built north of Hyde Park to connect to the proposed CS10 has been left as a useless stub of infrastructure because of the CS10 abandonment. There seems no sensible plan here.

The last Cycling commissioner promised Brent a Quietway route that would parallel approximately the Jubilee Line, running from central London to Wembley. This has not happened in any meaningful sense, and there are no plans for it to do so. The Quietway that was 'built' was essentially the resurfacing of an existing cycle route that was not that attractive, and provided no new connections. The basic problem of the severance caused by the North Circular Road, with no adequate cycle crossings in Brent and Barnet for 5 miles between Park Royal and Golders Green, remains unsolved, despite many funded studies and concept designs for a new link produced over the years. Further Quietway plans in Brent and Harrow look half-hearted, do not address the issue of rat-running traffic on the narrow backstreets proposed for their use, and reman disjointed.

We conclude that the vast potential for cycling in outer NW London remains untapped, and this situation will continue for the foreseeable future. We need plans that would provide not only radial cycle connections into central London, as with Superhighways, but connections between local town centres such as Wembley, Willesden, Harrow, Hendon and Edgware. These are arguably more important in Outer London, as these are the orbital journeys not well-served by public transport. But there is no programme that is designed to deliver these. The Quietway programme does not, we have no Superhighways here, and Liveable Neighbourhoods would not, as these schemes likely will be too local, if and when they ever do come to our area. There is a basic lack of strategic cycling vision for Outer London.

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

No, as indicated above, progress has slowed under this Mayor. The basic problem is the existence of so many different road authorities. For example, the A5, as a straight, direct route from the NW suburbs to the West End, is a huge desire-line for cycling. But it is controlled by 5 boroughs: Harrow, Barnet, Brent, Camden and Westminster. There is no prospect of the co-operation between these needed to create good cycling conditions on this road. We believe roads such as the A5 must be taken over by TfL if we are to make progress.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

We believe it has. We have not counted them (TfL has done that), but it is obvious that the range of people cycling on the best of these routes (CS3, CS6 and part of CS5) is quite different to the normal demographic of cycling in London. These routes enable unaccompanied children, those carrying large loads, the less fit, those with mobility impairments, older people, and more women, to experience the benefits of cycling. They are a great success.

4. To what extent has segregation had negative consequences for other road users and , if necessary, how can this be mitigated?

There are no negative consequences that we can see. Motor traffic continues to flow satisfactorily, if not better than before, on these roads, after conversion, and pedestrian conditions have been improved. Emergency vehicles can, in an emergency, use the cycle tracks, allowing them to bypass congestion. Bus performance is improved by buses not being impeded by cyclists in the same lane.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

Again, we have not measured numbers. We hope TfL has. In our view, the Quietway in Brent has delivered little benefit. There is little evidence of an increase in cycling on that route, as the main problems with the route, in Camden, particularly the traffic on West End Lane, have not been addressed, and the North Circular issue has not been addressed. Large-scale infrastructure changes are needed to enable routes in Brent to work, owing to the severance cause by numerous railway lines, major roads, and watercourses. The scale of investment, and limited political will that backed the Quietway routes, was never going to address these problems.

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

We have largely addressed this above. In our part of Outer London, the main cycling potential is not for commuting into the centre, as we have very efficient rail links for that. The main potential is for school journeys, other trips by children, leisure trips, shopping, and cycling to railway stations, as well as commuting journeys between local town centres that are poorly connected by public transport. Some of these could be address by Liveable Neighbourhoods funding, if the schemes were very high-quality, the

remit correct, the areas covered correct, and the funding adequate. The Walthamstow and Enfield mini-Holland projects offer the best examples for Outer London, but we have doubts they will be reproduced again without clearer guidance, more rigour in awarding, and higher funding levels from TfL.

7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

If will help if it is seriously used. However, most of the routes and corridors identified have been identified many times before. For example, the potentials of the A404 and A5, covered in the SCA, have been examined in numerous (now forgotten) studies over the years. It is not really the analysis that has been lacking, but a governmental system that can deliver the needed changes. These changes seem impossible to be delivered on roads controlled by multiple authorities with contradictory political attitudes and objectives for the roads. For example, Brent Council has, due to our campaigning, recently delivered a good semi-segregated cycle route on Carton Vale, Kilburn. But where this road runs into Westminster, the infrastructure disappears, thus it does not connect with the A5 or other cycle routes. At best, the SCA may deliver good infrastructure on roads entirely controlled by sympathetic councils, but the end result will not be 'strategic'. There is also a problem with some 'beating about the bush' with the CSA, in its insistence that the corridors it identifies are not specific roads. We can see what roads in Brent need cycle infrastructure: they are the main ones already used by cyclists, principally the A404 and A5. There are no possible roads that can be used as alternatives, owing to the limited crossing points of the railways and other barriers. A lack of honesty about this in the SAC leads, for us, to a lack of confidence that it will lead to the right solutions being delivered.

8. How appropriate is the 400 - metre target set in the draft Transport Strategy ? Can we equate proximity with access?

The target is resonable, if the routes are of good quality. It needs to be recognised that some of the existing Cycle Superhighways, and all the Quietways, are of inadequate quality or continuity. The access question is a good one, however. Without low-traffic neighbourhoods, many people might still remain isolated from even high-quality cycle routes, as the weaest link in their cycling environment may be right outside their front door: for example, a miror road filled with rat-running motors.

9. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

We have to say no, since popular Superhighway schemes that received over 60% support are not going ahead. It seems a higher political level of decision-making is over-riding the public engagement process. This is not good for democracy.

10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

This is not a very relevant question in an environment like that in Brent, with so little useable cycle infrastructure. In our experience, awareness of what exists is surprisingly good. The demand is for cycling infrastructure to actually come here.

11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

Already addressed in 3. A diverse range of people will be attracted when cycling is very largely separated from motor traffic, and when the routes are efficient, comfortable, high-capacity, and direct. A few of of the Superhighways meet these criteria, but none of the Quietways.

12. Is there sufficient cycle parking in London, and is it in the right locations?

There is a particular lack in Westminster. However, lack of cycle parking is not the dominant issue even here: it is a lack of good routes. There is an issue of ‘defunct’ bikes not being removed from parking outside stations in Brent, which restricts capacity. This needs tackling, but the borough seems incapable of it.

13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

They are being applied in places. The Carlton Vale scheme in Brent applied some of them, and a forthcoming scheme for Kingsbury Road, in North Brent, may also do so. However, the big reluctance in the boroughs is to restrict through motor-traffic to the principal roads, enabling local neighbourhoods to be calmed. There is a lack of understanding of the principles of traffic filtering and road network cells. It is early days however, and there is some spread of knowledge from the existing mini-Holland projects.

14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

Both, as stated above. A connected network that enabled the latter comprehensively would also enable the former, by default, so there is really no choice here.

[redacted] Brent Cyclists
http://brentcyclists.org.uk

[redacted]

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From: [redacted]
Sent: 22 January 2018 23:14
To: Transport Committee
Subject: Cycling Infrastructure - Call for evidence

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Please find below the response of the Cycling Embassy of Great Britain to some of the questions posed by the Transport Committee on the matter of cycling infrastructure.

Many thanks,

Mark
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[redacted]
Cycling Embassy of Great Britain
[redacted]

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

It has to be said that progress thus far has been limited. The 'missing' section of the East-West Superhighway (around St James Park) has recently been completed, and some construction has taken place on Westminster Bridge and on its eastern approaches. However other projects have stagnated, or have been cancelled - including the extension of the E-W superhighway beyond Lancaster Gate, and CS11, as well as other schemes such as Old Street roundabout. Some new, proposed schemes - like CS9 - are promising, yet others are more of a mixed bag, with genuine improvements often outweighed by a failure to address problems in other parts of the scheme (for instace, Waterloo IMAX, and gaps in CS4).

The Quietway programme has - with perhaps the exception of Quietway 1 - not delivered cycling infrastructure of an acceptable standard, with delivered routes that are still too busy with motor traffic, or circuitous, or both.

The entire 'Quietways' and 'Superhighways' terminology should be abandoned, replaced by an emphasis on delivering a dense cycle network of a high standard, one with minimal (or non-existent) interaction with motor traffic, and that employs the most direct routes from origins to destinations (which will be main roads in almost all instances). The branding has proved unhelpful, particularly the assumption that 'Quietways' are for novice, or wary, cyclists, and 'Superhighways' are for faster commuter cyclists. In reality the high-quality Superhighway routes have proven to be a far safer and more suitable environment for novice cyclists than Quietways. Focus should therefore shift to delivery of protected routes on main roads, coupled with a neighbourhood-based approach on surrounding streets, with removal of through-motor traffic.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

The answer has to be - yes. The high-quality routes built in central London have increased the people-carrying capacity of the roads they have been built on, and have greatly increased the safety of the people cycling along them, by removing almost entirely interactions with motor traffic. They have also brought additional benefits for pedestrians in the form of new crossings, more footway space, and greater separation from the noise and air pollution produced by motor traffic.

The numbers of users of these roads has increased significantly following the construction of the new Superhighways - up by more than 50%. This is despite these routes being isolated, surrounded in most cases by hostile roads that existing users have to navigate to even get onto the Superhighways. The potential increases would clearly be even greater if the network in central and inner becomes even slightly more extensive. It's also likely that usage of the cycling infrastructure would become less commuter-dominated if the existing Superhighways were just one small part of a dense cycle network. That network would form the basis for all kinds of trips within London; leisure, education, shopping, social trips, and so on.

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

In areas where demand for road space exceeds supply - as it will almost everywhere in London, particularly in central London - congestion management has to focus on ensuring the prioritisation of the most efficient ways of transporting people and goods. Cycling infrastructure is a cheap and effective way of greatly increasing the amount of people a road can carry, particularly at peak times.

While this may have negative consequences for the users of motor vehicles, this has to be set in the context of the increased people-carrying capacity of these roads. TfL's own analysis reports that the route of the east-west and north-south superhighways are now carrying 5% more people at peak times than they could before the cycling infrastructure was constructed on them. Inaction is not a sensible long-term strategy.

However it may be possible to mitigate the effects of motor traffic congestion on the road network, by reducing demand - most obviously by adapting the existing congestion charge.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

Of all the Quietways delivered so far, only one - Quietway 1 - approaches an acceptable quality, and even that one has poor sections that need to be improved.
All too often Quietways have involved negligible interventions on what can be hostile and intimidating roads. There do not appear to be any basic minimum standards - in terms of motor traffic volume - with which a 'Quietway' has to comply, with often farcical results. Perhaps the most high profile is the northern section of Quietway 1, where painted Q symbols lie in the middle of two busy lanes of bus-dominated motor traffic, at the northern end of Waterloo Bridge, but this is a pattern repeated across the Quietway programme in general.

In addition, the delivery of the Central London Grid programme - aligned with Quietway delivery - also appears to have stagnated, with the small elements that have been delivered of a very poor quality. This programme in particular needs a major rethink, with commitment to delivery of a high-quality, meaningful network in central London.

Part of the problem is the difficulty in overcoming local objections, and also boroughs who are themselves less than enthusiastic about implementing measures to remove through-motor traffic on the streets in question. But it is primarily a problem of approach. The concept of

'Quietways' overall is not a useful or meaningful way of creating a cycle network. 'Quiet' side street routes are usually less direct, can often be just as intimidating as main roads, if motor traffic volume is not addressed, and face the problems of loss of priority and 'zig-zagging' where they meet main roads.

It is far more sensible to prioritise an overall cycle network that is focused as much possible on main roads - which will generally form the most direct routes - with 'cells' of residential or access streets, with through traffic removed, surrounding them. These 'cells' then form quiet neighbourhoods through which people can cycle, if they so wish - rather than being a primary focus of a route-based programme.

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

The principal difference in cycling infrastructure between inner and outer London is that inner London has a small amount of cycling infrastructure, whereas outer London has almost none.

Arguably there is far more potential for cycling in outer London, given it has a less dense network of public transport, and greater car dependence. Yet cycling levels in outer London are approximately half that of inner and central London - predominantly a reflection of the greater hostility of roads in outer London.

The 'sufficiency' and 'appropriateness' of cycling infrastructure in different areas is unlikely to differ. The same general conditions will apply in outer London, as in inner and central London - cycling infrastructure needs to form a dense network; and it needs to provide safety and comfort.

8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?

The Dutch standard for the 'mesh density' of a cycle network is that people should have to cycle no more than 250m to reach that cycle network . To that extent, proximity does equate to access; only having to travel a short distance to a access a high-quality cycle route means that there will be few (physical) barriers to cycling.

400m is obviously greater than the 250m figure, but is a reasonable 'starting point' for a city that essentially has no cycle network to speak of. However, it is important that some objective baseline standard of what constitutes a good 'route' is set. It is no good people living 400m from a cycle route that is of an acceptably poor quality - for instance, one that is too hostile or intimidating for the vast majority of people to consider using. Cycle routes must meet a basic standard; they should be direct, socially safe, and should involve either cycling on protected space (separated from motor traffic) or on streets with less than 2000 motor vehicles per day.

In addition to this quality standard, progress towards this '4o0m' target, should be monitored over the course of this Mayoralty.

10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

The amount of cycling infrastructure in London that is genuinely attractive and suitable for all potential users is at present negligible, even in central London, and certainly in outer London. Consequently, the vast majority of Londoners will not live in close proximity to any of this cycling infrastructure, and their journeys will rarely coincide with it. Any 'awareness' problem pales into insignificance in the face of this lack of availability.

That said, there is limited scope for behaviour change initiatives in those areas that are in close proximity to genuinely high-quality cycling infrastructure.

11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

The existing cycling population in London is skewed towards men, and towards people of middle age, and of white ethnicity. This is a reflection of the absence of safe and attractive conditions for people to cycle in. It is hardly surprising that elderly people, children and women are less likely to cycle in London given that they are much less likely to tolerate hostile and intimidating road environments.

Cycling is not innately a white, middle-aged male pursuit. In the Netherlands more trips are made by women than by men. Equally, more trips are made by children and the elderly, than by middle-aged people. The key difference is an inclusive cycling environment that allows everyone to make trips in safety and comfort.

The best way of attracting a more diverse range of users, therefore, is to develop a dense network of routes that connect up all potential origins and destinations.

12. Is there sufficient cycle parking in London, and is it in the right locations?

There are particular issues with a lack of cycle parking in central London, particularly in the City of Westminster (most notably the West End), and also around mainline railway stations.

Many Dutch cities now use (former) retail space for long-term (i.e. up to 24 hour) cycle parking, run by the municipality, to overcome serious capacity problems of cycle parking. However the primary response should be to allocate much more road and street space to surface cycle parking, particularly by switching car parking for cycle parking spaces.
The same approach should be used in residential areas, particularly those blocks where there is no space for cycle parking within the building. Secure cycle parking should be provided close to these buildings.

New-builds should also allocate ground-floor space to secure cycle parking.

13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

The lessons of the successful Mini-Holland boroughs are that targeted and sustained investment (linked to the delivery of high-quality schemes), coupled with political will and courage, can deliver tangible and substantial improvements to roads and streets.
It would be helpful if future investment in similar kinds of schemes - under the new Liveable Neighbourhoods programme - was closely tied to the ambition and commitment of the respective borough authority. Poor schemes (and boroughs with low levels of ambition) should not receive support.

14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

Cycling will naturally be more convenient and attractive for short trips. To take one example, cycling in the Netherlands (where conditions for cycling are generally excellent) only accounts for 2% of all trips over 15km (9 miles) in length. Cycling is predominantly a useful transport option for trips under 5 miles in length. Its attractiveness will naturally decline over longer

distances, although this may be mitigated in future by the increasing availability of e-bikes.

That said, the question is rather a redundant one - a well-developed, dense cycle network (one that covers all the origins and destinations of all potential cycling trips) will be equally useful for both localised trips and for longer-distance trips. The parts of the network that people use for short local trips will (or should) seamlessly join together to form useful routes for people making longer journeys. It is not really a question of choosing between the two.

To that end, policy should focus on developing that dense network, composed of a combination of protected infrastructure on main, or busy road (with motor traffic levels above 2000 vehicles per day), genuinely quiet filtered streets (with motor traffic levels below 2000 vehicles per day), and motor traffic-free connections across natural or man-made barriers, and green or open space, rather than arbitrarily attempting to promote one form of cycle journey at the expense of another.

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London Assembly
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SE1 2AA

18 January 2018

Dear Richard,

CYCLING INFRASTRUCTURE – CALL FOR EVIDENCE

We welcome the opportunity to put our views forward in this call for evidence looking at cycling infrastructure in London.

The key focus of our submission is addressing cycle parking in London, and highlighting the shortcomings for this important area of infrastructure.

The majority of funding allocated for cycling investment is directed to improving roads and junctions in the overwhelming response of health & safety being the key reason that keeps people from taking up cycling. However, health & safety on the roads is what attracts the majority of headlines, and other reasons such as where to park and theft are given little weight.

It's impossible to cycle without parking the bike and yet parking isn't considered as infrastructure. Parking takes up much space, and is often only provided as a token contribution with a few Sheffield-type stands due to the desire to de-clutter public spaces. Although many consider that parking is needed, responsibility for it is often shirked and what is provided is inadequate in terms of quantum and quality, with no strategic plan stating that there needs to be 'x' amount of parking in specific localities.

Where roads are improved to encourage more people to cycle, then parking must also increase in parallel. The concept is as simple as this: if you can't park, then you won't cycle. Poor provision of cycle parking will be a glass ceiling to the growth of cycling. Perversely it is only successful cycling cities such as Cambridge, Amsterdam and Copenhagen that prioritise cycle parking, for they suffer from "street pollution" with bikes littered everywhere. They look to London, considering us fortunate as we can leapfrog them by adopting innovative parking solutions at an early stage. As Deputy Mayor Joanne McCartney's report 'Stand and Deliver – Cycle Parking in London, June 2009' states: "It is clear that secure cycle parking in the right locations is essential if we are to encourage more Londoners to get on their bike."

I was delighted to have met with Will Norman 6 weeks after he started in his role; however, during those first few weeks in office, I happened to be the first to have broached cycle parking as a stand-alone topic. Cycle parking is not within TfL's psyche, with the dozens in the cycle teams involved with designing 'cycling infrastructure' projects, with no one seemingly responsible for questioning proposals with regards to parking quality and quantity.

We do of course have the Cycle Parking Design Standards document, which states the required distances between stands, materials, and sitting on highways; however, this doesn't address a number of issues including the quantum of spaces that should be provided, theft, and convenience.

From our direct experience there are numerous examples to quote and points to raise, and we shall look at some of the key areas to elaborate our point:

- Forecasting

  TfL has devised complicated forecasting models that consider how many cycle parking spaces might be required according to the data that has been inputted. However, these models only look at the current status and then project it forward. We had a meeting with a member of TfL's Crossrail 2 team, for they (unlike Crossrail) are considering cycle parking at an early stage. However, when delving into the forecast parking for Clapham Junction Station, their calculations showed a need for1,020 spaces in 2041 when Crossrail 2 was open. The chap stated "the powers that be" aren't willing to put in large amounts of parking as "they don't have the courage of their convictions", nor the finance; and they tend to dilute the forecast figures. In truth there should probably be 1,000 parking spaces at Clapham Junction today. There are only 150 racks at the main entrance, and that's a small number relative to those that could ride a bike there.

  The forecast models don't look at changing innovation and alternative forms of parking, which could significantly boost the demand for parking. Most cycle racks are not secure and suffer from theft, with dedicated locked stores also not having comfort of security. With 2-tier racking, it might actually only be 70% utilised, however, it looks full. When arriving at a station and seeing what looks like full cycle parking, then it doesn't enthuse you to start cycling there as you're putting yourself at risk of not being able to park, and risk missing the train. Automated parking offers far superior security, meaning all kit can be safely left on the bike, which saves the hassle of taking it off and carrying it. Availability of spaces can be seen and even pre-booked on an app, which reduces the risk of parking and encourages making the journey by bike. Changes such as this can entice many more people to cycle, as the convenience is vastly improved. There are many people who walk from home to the bus stop and wait for a bus to take them on a short 5-minute journey to the station. This journey could easily be made by bike, although people aren't currently incentivised to do so, and these circumstances are not accounted for in the forecasts. Even where people don't have dedicated parking at home, people could be tempted to use a folding bike to travel to the station, but won't if the parking isn't secure & convenient as they don't wish to be lumbered with the folding bike for the rest of the journey.

  Forecasting models need to take all circumstances that could lead to the desire to park into account and the Mayor requires the resolve to ensure hubs of sufficient scale are provided.

- Station Parking

  One aspect raised with Will Norman was the anomaly within the London Plan, where the cycle parking planning provision at stations was "to be considered on a case by case basis

in liaison with TfL." Parking is exceptionally low at Underground Stations and any opportunity to provide hubs should be welcomed. However, it is TfL Property that controls the redevelopment of more than 50 tube stations and they are not compelled to provide public cycle parking within the schemes, as they're looked upon as a commercial enterprise that has to offer best value. Similar to affordable housing, provision of public cycle parking is considered to dent profitability and land values, and is therefore being ignored until such time as the Mayor directly intervenes.

The Draft London Plan has added these words to the previous paragraph: "The level of provision should take into account the type and location of the station, current and future rail and cycle demand and the potential for journey stages to and from the station to be made by cycle. A future growth, though a step-change in provision is expected, especially at termini, in order to meet the Mayor's mode share target." This is a welcome addition, however, in reality there is no target number of spaces per entry passenger for example (see below), and it is too easy to be ignored. For instance, the TfL site known as Landmark Court, Southwark Street is 100 yards from London Bridge station; yet does not currently include plans for a public cycle hub as planning doesn't cater for it. Unless the Mayor stipulates provision of significant hubs on TfL and other people's land, and gives an indication of quantum, then many unique opportunities will be lost. If the parking cannot be provided on public sector land that's on or next to stations; then if not there, then where?

- Clear Targets

The Mayors Draft Transport Strategy does for the first time make reference to cycle parking for the public at transport hubs and key destinations, however, there is no guidance as to what level of parking. In a report titled "Better Rail Stations" presented to Lord Adonis in 2009, it states having a "national target of 5% of passengers cycling to stations." Why does the Mayor not adopt such a figure, or indeed any figure that can be used as a measure of progress? For instance the newly refurbished £1bn London Bridge Station currently has only 155 parking spaces, equating to 0.24% of arrival rail passengers, not including underground passengers. 5% of arrival rail passengers equates to a cycle hub of 3,279 spaces, however, this requires much space to accommodate and should be designed into the station plans, and as it wasn't designed in, then what will the Mayor do about it? Will adjoining sites be safeguarded and compelled to provide sufficient public cycle parking, or will they come and go with no provision at all?

Andrew Gilligan had a target to provide 80,000 cycle parking spaces during a set period of time. Although this target wasn't quite met, the insinuation of this target was that TfL and the councils were busy making all of these spaces available to the public. In fact, the majority of spaces provided were through the planning regime and delivered within buildings, which are not accessible to the public. The current Mayor doesn't have a target number, so cannot be held accountable. Why not state that there will be 80,000 additional cycle parking spaces provided for the public to use within a period of 4 years?

- Planning

Planning is crucial as it offers the last level of protection, ensuring that cycle hubs are delivered within schemes. However, the planners have little support from the DLP and with their greater desire for development to happen, will not risk viability of projects through asking for cycle hubs. Unless there's a clear directive stating that a hub has to be provided, developers won't have included it within their calculations and the planners will always be on the back foot. A clear case of this is in Kingston, a Mini-Holland borough; where the

Eden Walk shopping centre was given consent for high density residential above new retail. The current daily retail footfall is 30,000 people, and a new segregated cycle route passes alongside, as funded by the Mayor. However, the planning officers didn't want to upset the developers, and considered 'poor viability' would be given in answer to delivery of a public cycle hub. As such, cycle provision for the public was unusually agreed to be agreed 'after' consent was given, and planning officers conceded to us that parking will "be in the tens" and may not even be within the scheme as there's now no space within the public realm design that didn't cater for people arriving by bike.

This is a typical scenario, and the Draft London Plan (DLP) and Draft MTS do nothing to deter this in the future. The Draft MTS talks about provision of public parking in key destinations, although there's no detail on how much parking. The DLP is no better, as it puts no additional flesh on the framework.

The only cycling barometer in the DLP that can actually be measured and compared are the planning cycle parking ratio's and unfortunately the opportunity to lead the way has been lost. The cycle parking ratio for outer London for office use is 1 space per 150 sqm, which has not changed from the previous Plan. However, some town centre areas have been zoned as inner London and adopting the ratio of 1:75 sqm, hence the Mayor's misleading headline of "doubling cycle parking in office buildings." However, why differentiate between inner and outer London at all? Wherever one is working you should have the same expectation and ability to park.

The inner London ratio for office use (1:75 sqm) was initially proposed in 2014 by consultants advising the previous Mayor on parking in commercial & residential buildings to inform the ratios, however, this was pushed back from the developer community to the current 1:90 sqm. Did the Mayor consult on the figures in the DLP (as happened last time), and how did they decide upon these ratios? The parking ratio in Norwich is 1:50 sqm, and when looking at a hypothetical 50,000 sq ft office building, you will require twice the number of cycle spaces in Norwich than you will in central London, assuming the proposed standards in the DLP. Taking short and long stay parking into account, moving from 1:90 sqm to 1:75 sqm in London means that the number of occupants that will have access to a cycle parking space goes from 15% to 18%. Southwark's draft Local Plan released in 2015 has a ratio of 1:45 sqm as they have a desire for offices to be future-proofed and are consequently looking ahead to projected cycling numbers. If the Mayor wishes cycle trips to double, then surely parking must also double and he has a duty to ensure buildings are future-proofed; so why are the ratio's in the DLP so unambitious?

The short stay parking ratio is calculated on the visitors to the building, and ignores the locality of the building and the need for mass public parking. The number of short stay spaces is often diluted due to concern on cluttering the pavements, and not dissimilar to affordable housing, developers tend to pay planning authorities to place the parking elsewhere, which often doesn't materialise.

Development of buildings in key destinations provides unique opportunities and they must offer cycle parking for the public and not just visitors or occupants of the building; otherwise once the development has happened, the local authority has no funds and nowhere to place parking. Buildings are insular, for due to security concerns their cycle parking stores are not accessible to the public. However, innovative solutions enable a high level of security and the parking can be accessed from the public domain without the need to enter the building at all. Parking in the building can then be offered to the public, whether a fixed quantum of spaces or floating in accordance with demand from the buildings own occupants. For

instance parking in an office building will often not be used at weekends, so is actually empty 28.5% of the time as it's not accessible to anyone else. This offers a great source and opportunity for public parking, although will only materialise if the Mayor makes provision in the DLP.

- Waterloo Station / Imax Roundabout

  Andrew Gilligan was keen to deliver a cycle hub at Waterloo, initially considering demand for 13,000 spaces. Network Rail was sceptical and asked to see the demand analysis, which was apparently never provided. The latest hub design was for 5,000 spaces under the concourse off Waterloo Road, however, Network Rail have consistently stated it cannot go there due to valid security concerns of devices being planted on bikes. Whilst the hub proposal hasn't been withdrawn, there are no other proposals for a hub being put forward; so it is in the long grass.

  When TfL drew up plans for their public realm and highway improvements around the Imax, there was an opportunity to provide a cycle hub that would be on the doorstep of the country's busiest station. However, the only mention of cycle parking in the consultation was "existing cycle stands to be relocated."

  The scheme includes segregated cycle routes making it much more attractive to cycle through Waterloo, and yet there is zero enticement of actually encouraging cyclists to stop and shop, for there is no parking provision. Innovative automated cycle parking systems don't detract from the open space as traditional parking can, for their footprint is minimal. Having a number of satellite hubs located around the station will naturally disperse passengers and avoids mass congestion of people at one particular time at one super hub. However, as no one is considering such an approach, the unique opportunity of providing a superior hub as part of the public realm works will be lost, and this is in contradiction to the Mayors DTS; so will the Mayor intervene?

- Nine Elms Station; Battersea Power Station Tube Station; Vauxhall Bus Station

  For all of these recent or current TfL consultations, cycle parking is either not mentioned at all or has only a brief comment. The Dutch ensure public transport is 'mixed modal', and enable a seamless transfer between bike, bus and rail. When designing or improving stations, they know how many cycle spaces they need to provide, and it becomes an integral part of the scheme.

  Vauxhall is a major bus station and offers a significant development proposal, and yet the only mention of cycle parking is on the new road layout plans, with "New Cycle Parking" pointing to an area to the north of the rail and bus station, across the very busy and broad road. The locality will not offer a seamless transfer from bike to bus or rail, and there is no mention anywhere on how many spaces are being proposed.

  Similarly, the two new Northern Line stations offer a real opportunity to design cycle parking into the fabric of the scheme. However, no information on the siting or scale of these hubs is available. Within the recent Nine Elms Road consultation, it states "Potential entrance to new cycle hub" at Battersea Power Station, with no further detail; perhaps due to them not knowing themselves.

- The West End

  One area that is in particularly short supply of cycle parking is the West End. The streets are narrow and congested and there is little space available for public parking. The only real opportunity for providing mass parking here is to ensure that new development offers public parking as part of the scheme, and to provide hubs within the squares.

  Oxford Street is 1.2 miles between Marble Arch and Tottenham Court Road, and the zone including Brook Street to the south and Wigmore Street to the north covers 220 acres, yet there are only 1,060 on-street cycle parking spaces for the public; with fewer than 5 parking spaces per acre. Oxford Street has 500,000 daily visitors; meaning only 2% of them could arrive by bike and park. However, many of the surrounding office buildings are old stock and will have little or no parking themselves. Hence the entire zone could be considered to be severely under-parked. The Mayor should investigate parking within buildings in order to properly assess who can and can't cycle. It's all well and good to ensure new buildings have good parking standards, however, why should cycling only be for the preserve of those that are fortunate to work for companies that can afford prime rents and occupy the buildings with secure parking?

  During the recent Oxford Street consultation, it was decided to disallow cyclists from the new pedestrian street, offering instead a potential parallel route for bikes to the north. There might also be a segregated cycle route between Cavendish and Hanover Squares. The plans will no doubt improve the locality and encourage people to walk and cycle in the area. However, where will they park?

  The largest cycle provision appears to be as part of the Hanover Square public realm plan, which includes parking for around 92 bikes. This is certainly more than what is normally offered, however, it is on the doorstep of the new Bond Street Crossrail Station, which Arup suggested could have double the current number of passengers, meaning daily arrival numbers of about 100,000 people. If hubs of a significant scale aren't provided, then where will people park?

- The City

  There was an opportunity to provide an Eco Cycle store within the Crossrail access shaft at Finsbury Circus Gardens, which is between the Crossrail station entrances at Liverpool Street and Moorgate. Unfortunately the director in charge of parks and gardens at the Corporation of London considered a scheme providing 240 secure bike spaces in the shaft, integrating with their proposed café at ground level, to be too much of an intrusion and the shaft will instead be filled with 2,250 m3 of concrete instead.

  Caroline Russell AM kindly wrote to the Mayor to inform him of the situation, and yet the response was he couldn't do anything about it as the land was owned by the City. This is technically correct, however, there is much that the Mayor of London could do, such as raise attention to such folly and apply pressure to the City to conform to their own Cycle Parking Strategy, 2011, which suggested they had a net parking shortfall of 17,000 bikes in the City at that time and recommended using the Crossrail shaft for cycle parking.

  As part of our research, there are three buildings on the southern side of Finsbury Circus, and collectively they house around 6,600 people. However, only one building has any cycle parking at all, totalling 48 spaces. To accommodate this number of people in new buildings in accordance with the DLP, then more than 1,200 spaces would be required, so

our plan for 240 spaces is a drop in the ocean for which there would be overwhelming local demand. This is not an isolated example (although it is an utterly unique opportunity), and demonstrates that even if there were a gold plated segregated cycle route to Finsbury Circus; then 99.3% of the people in these three buildings would still not cycle to work, for they can't park.

- Santander Cycles

When Andrew Gilligan was cycling commissioner, we had discussed the cycle hire scheme as it wasn't reliable with the docking stations either full or empty, resulting in not being able to either drop off or take bikes; and this was affecting the schemes take-up and profitability. Due to constraints on the streets and opposition from local authorities, the average sized docking station is in the mid-20's when the most efficient sized station should have a bike capacity in the mid-40's. Doubling the capacity of bikes in the network would have enabled bikes to self-distribute more easily, and the cost of managing the system outsourced to Serco, would have fallen on a per bike basis. At the same time, a more efficient and reliable network had the opportunity to earn more revenue, thereby potentially making the scheme profitable instead of being subsidised by circa £7m to £10m a year.

The cycle hire model that is adopted in Paris provides a significant income to the public purse, with all responsibility for cost born by the operator. Smoovengo starts a 14 year contract in 2018, paying Paris €600m equating to €43m per year. The network has 20,000 bikes opposed to 12,000 in London, and their hire charges are about half. Smoovengo is going to replace all the docks and bikes at their cost, and the bikes don't have advertising. In contrast, in London the Deputy Mayor for Transport announced that no further capital was available for Santander Cycles after agreeing to pay £80m to replace the 'worn out' bikes, and cover Serco's fees at around £13m per year. Why is there such a difference between these operations? Profitability of Santander Cycles will be hit further by the Chinese dockless bike hire schemes. The Mayor needs to have a London-wide response and set of rules to these hire schemes, rather than having all Boroughs agree their own strategies and team up with who they want, as neither the bikes nor the users will be restricted to borough boundaries.

- E-bikes

E-bikes are seeing great growth on the continent, and yet they are slow to be adopted in the UK. E-bikes have the potential to make cycling more accessible, regardless of age or abilities, and should be actively encouraged by the Mayor as a healthy form of transport.

Although the cost of e-bikes is falling, they are generally expensive relative to standard bikes. This can be a deterrent to buying them, however, it is also a deterrent to their usage unless you know you can park securely. Why would someone cycle to their station on an e-bike and leave it parked in the open all day, with the severe risk of theft? Unless secure parking is provided then people will be reluctant to use e-bikes for everyday cycling.

- Security, Design & Theft

A number of sources consider annual theft in London to be around 70,000 bikes, and Stolen Bikes report that 25% of people stop cycling after a theft and 66% cycle less. Other than ensuring bikes have security markings, what is the Mayor doing to tackle theft, especially as the press reports that low value crimes are of less importance to the police?

As part of the previous London Plan's research, external consultants looked at cycle parking in commercial and residential buildings and provided a detailed report with their recommendations. No such consultation was mentioned within the DLP, so what research has been undertaken to reinforce the statements within the DLP?

The consultants, SKM Colin Buchannan, found that residents cycle parking was under-utilised, not just due to theft, but due to the perception of theft and bikes are stored in apartments that were not designed for it. Planning is only concerned with the quantum of spaces and not the quality. Where the same standard design and type of cycle stores are continually drawn into residential developments, and only a small number of spaces are consequently used; then why isn't this reflected in the design parameters so the stores are fit for purpose? Parking should be accessible and convenient and offer a level of security that deters theft and gives peace of mind even if the bike is valuable and has been left for a reasonable period of time. If the parking cannot do that, then it is a wasted resource due to the design. Where it is seen as a wasted resource, then developers are reluctant to provide it at all, and install the minimal level of parking using the same traditional stores. When will the Mayor recognise that theft is of a high concern to people with bikes, and influencing the design of cycle parking can have positive ramifications?

We have highlighted a number of issues regarding cycle parking in London, and would be pleased to discuss this with you in greater detail. I would also welcome having the opportunity to present to the Transport Committee and inform you of Eco Cycle, our automated cycle parking system from Japan, which offers significant advantages for parking bikes securely and conveniently.

I look forward to hearing from you.

Yours sincerely,

[redacted]

Managing Director, Eco Cycle

Freight Transport Association

London Assembly Transport Committee's call for evidence on cycling infrastructure

January 2018

Introduction

The Freight Transport Association (FTA) is one of Britain's largest trade associations, and uniquely provides a voice for the entirety of the UK's logistics sector. Its role, on behalf of over 16,000 members, is to enhance the safety, efficiency and sustainability of freight movement across the supply chain, regardless of transport mode. FTA members operate over 200,000 goods vehicles - over half the UK fleet - and some 700,000 liveried vans. In addition, they consign over 90 per cent of the freight moved by rail and over 70 per cent of sea and air freight.

Response

London's roads are currently undergoing huge changes with the reallocation of road space to cyclists and pedestrians and the development of the new stretches of segregated and non-segregated cycling infrastructure. FTA supports this approach in principle, both the intention to engineer the roads to improve safety for vulnerable road users, as well as to encourage more people to switch from private cars to cycling and walking. However, it is essential that a sensible balance is achieved between the needs of different road users so that best use is made of limited road space to benefit London overall.

Plans for any new Cycle Superhighways must consider access to the kerbside for deliveries and servicing activity and potential increases in journey times. Ensuring that these routes are well planned and that freight needs are considered from the outset is essential.

The programme for the first segregated Cycle Superhighway routes constructed during the previous Mayoral term did not take account of industry's needs until very late in the process, leaving inadequate time to develop appropriate mitigations. The increases to journey times, both during the construction phase and because of the loss of road space once the routes were opened, resulted in companies increasing the number of vehicles they deployed. This was because they still had the same amount of goods to deliver and had to meet customer service levels as well as complying with EU Drivers' Hours rules, but their productivity reduced. Not only did this add unnecessary costs, but also further compounded the congestion problem as well as increasing emissions.

FTA surveyed members in 2016 during the construction phase of two of the routes and 79 per cent of respondents said that they had experienced increased journey times due to the new infrastructure and that this had either increased costs or impacted on their service offering. Just over half had increased the number of vehicles deployed on London's roads as a result. Two thirds had rerouted or retimed some of their operations to minimise the impact on journey times.

FTA urges that all future schemes are well planned and take account of freight needs from the outset. A good example of strong engagement with the industry is the transformation of Oxford Street. This scheme started with detailed modelling by Westminster City Council and TfL, followed by an open consultation which enabled the gathering of a wide range of ideas and views to help shape proposals rather than just consulting on what may be essentially a 'done deal'. There has been strong engagement with the industry prior to and during the consultation process and this is ongoing. Whilst we appreciate that compromises will have to be made and not all road user groups will be entirely happy with every aspect of the end result, the process has followed the right approach by ensuring that deliveries and servicing requirements have been included throughout the design process.

One criticism of the Cycle Superhighways is that they are primarily focused on the main routes in the capital which carry the majority of the traffic, therefore the impact on congestion and other road users has been significant. The routes also consist of hard infrastructure to segregate cyclist from motorised traffic. Whilst clearly has advantages over simple paint on the road, the infrastructure is in place 24/7 which means that this valuable road space is underutilised at off peak times. Given that the Mayor has set a target to reduce freight traffic at peak times by ten per cent, FTA would like to see the use of semi-segregation such as the use of 'armadillos' considered on new routes to enable greater flexibility. These should be accompanied with clearly displayed hours of operation and appropriate enforcement to ensure the space is safeguarded and safe for cyclists during the day.

FTA supports the creation of Quietways as a sensible use of less busy roads.

General comments on the design of new Cycle Superhighways

- Ensure that there are sufficient loading bays of an adequate size as required by the shops and businesses which must be served on the route. Do not assume that current provision is appropriate for today's needs as it may have been many years since the loading facilities were last reviewed and the frontages and therefore delivery requirements may have changed significantly.
- Make sure all loading bays along the route allow loading/unloading for up to at least 40 minutes. Most of the bays only allow up to 20 minutes which does not allow sufficient time for many deliveries to take place.
- Ensure that loading bays are level and there is no camber or kerbs to cross over. This is particularly important for deliveries that require the use of roll cages and trolleys.
- Avoid the use of shared loading and disabled bays. We are concerned about the practicality of sharing loading bays with disabled motorists who could be parked for long periods of time and may prevent delivery vehicles from accessing the bay. Instead we would prefer to see separate dedicated bays for disabled users. Not all loading activity takes place in marked loading bays, so there is also a need to consider loss of yellow lines.
- The freight industry does not only deliver to businesses, so home delivery access needs to be factored in too.
- The specific health and safety needs of some sectors within the freight industry need to be considered in the plans for all new segregated cycle routes. For example, brewery deliveries to pubs need to take place adjacent to cellar hatches and Cash in Transit (CiT) and other high value deliveries and collections may require the vehicle to stop in close proximity to the delivery point (a maximum of 50 meters in the case of CiT). Some deliveries may require full or part closure of the cycle superhighway in order to make the delivery safely. These will account for a very small number of the overall deliveries in London. A protocol has already been developed for the brewery industry and is well established. However, a similar agreement is urgently needed for the builders' merchants in the event of large, bulky deliveries having to be made across the cycleway. In order to ensure that the vehicle does not topple over when bulk bags are delivered from the vehicle by the on-board crane, stabiliser legs must be deployed which will encroach across the cycleway or footway. Additional care also needs to be taken to ensure that no one walks or cycles under the crane whilst it is lifted.
- Use rumble strips to advise cyclists that they are approaching loading bays or bus stop to reduce likelihood of pedestrian/delivery driver and cyclist conflict. (These have been installed in Tooley Street).
- Provide timely communication of the road works and opening of the routes to the freight industry so that routings can be adjusted appropriately.
- Use traffic demand management to avoid congestion building up during the works and circulate estimates for impact on journey time during this period so that companies can plan accordingly.

From: [redacted]
Sent: 19 January 2018 18:53
To: Transport Committee
Subject: London Assembly Cycling Infrastructure call for evidence

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Sir/madam,

Thank you for giving us the opportunity to respond to the call for evidence on cycling infrastructure.

I am submitting this response on behalf of Harrow Cyclists, a local borough group of the London Cycling Campaign. This response is based on our experience of campaigning for better cycling infrastructure in Harrow, and our experience of new cycling infrastructure built elsewhere in London.

Thank you for taking our views into consideration.

Yours faithfully,

[redacted] Harrow Cyclists

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

Progress on high quality cycle routes has almost ground to a halt under Sadiq Khan. The CS3 Westway extension has been cancelled, with no definite plans for an alternative yet produced. Segregated cycle lanes planned for Nine Elms Lane have been scrapped. Decisions on CS11 and CS9 have been delayed, with no assurance that they will not also be cancelled. CS4 is shorter than originally intended. Most worrying, cycling is to be banned on Oxford Street without a high quality segregated cycle network in place in the surrounding streets.

The previous mayor's 'Quietway' programme has continued, but most of these routes are indirect or too busy, because motor traffic has not been restricted from using them.

Progress on mini-Hollands as initiated by the previous mayor has continued, but there are fears that works may be curtailed by recently announced TfL budget cuts. 'Liveable Neighbourhoods' have been promoted as the new version of mini-Hollands, but these are much smaller schemes which will not have borough-wide impact.

There are no new segregated cycle paths or filtered neighbourhoods planned for Harrow. There is no commitment of TfL funding for cycling infrastructure in Harrow beyond the LIP and Quietways money, totalling a few million over the next 5 years, far short of the £20-30 per person per year required for a Dutch-style network.

The Mayoral Transport strategy has the right broad aims, but the delivery time line of 2041 is too far in the future to be meaningful, and there are no concrete plans as to how projects will be managed if borough councils are unwilling or incapable.

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

No, the delays are worse than under the previous Mayor. For example, there is still no decision on the Regents Park section of CS11, which requires no new construction, just quick and cheap gate closures. Westminster Council opposes CS11, consistent with their opposition to any meaningful cycling infrastructure in their Borough. It is essential that this does not influence the Mayoral decision to build this scheme which is in the best interest of Londoners.

The delays may arise from a belief that a longer period of consultation or a less intensive construction programme might reduce the opposition to these schemes. However, opposition from a vocal minority is inevitable, because cycling schemes reduce the unfair advantage exploited by some motorists and reduce income or the motor industry. There was initially very vocal opposition to cycling schemes in the Netherlands, just as in London. Councils may oppose cycling scheme for political reasons, if they believe they may lose votes. However recent elections have shown an increase in votes for Labour in Waltham Forest because of the successful mini-Holland.

Another reason for the delays is that there are not enough people with knowledge, power and initiative to make holistic decisions on cycling schemes. The removal of Andrew Gilligan from his role as cycling commissioner caused delays to many schemes, as his replacement was recruited and got up to speed with the current situation. Continuity of this role may have maintained momentum. Most boroughs lack council leaders with vision and drive to build transformative cycling infrastructure; those that did became successful Mini-Hollands. The walking and cycling commissioner's role is spread too thinly across the whole of London. I suggest that TfL needs multiple cycling infrastructure delivery units spread across the city with good local knowledge to help boroughs that are willing but lack inspirational leaders.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

CS3 and CS6 are excellent - safe, pleasant and convenient, suitable for all cyclists. Visitors to London are impressed by the quality of these routes and they are safe for children. CS1 is poor - the sections along minor roads they need to be filtered to prevent their use by through motor traffic. The older paint-only cycle superhighways are dangerous and need to be upgraded urgently.

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

Apart from short term disruption during construction, I am not aware that the segregated cycleways have had negative consequences for other road users. Pedestrian facilities were improved alongside the CS3 and CS6 cycling improvements, and overall road capacity to carry people has increased.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

No. Apart from a few exceptions, Quietways are mostly poor quality routes with no meaningful interventions to enable inclusive cycling. They generally avoid main roads and can be indirect. The sections along minor roads typically have no interventions to remove through motor traffic and are too busy for most people to use.

For example, Brent Quietway from Gladstone Park to Kilburn is an upgraded existing LCC route with resurfaced roads and speed cushions replaced with sinusoidal speed humps. The original route included a few modal filters to ensure that some parts of the route were quiet. However there are no new measures to prevent other parts of the route (e.g. Chapter Road, St Paul's Avenue) from continuing to be used as motor vehicle shortcuts.

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

Cycling levels in outer London are so low and adequate cycle routes are so sparse that borough-wide 'mini-Holland' programmes are required to enable mass cycling. This level of concentrated investment is the only way to build up enough momentum - i.e. to get enough people cycling to generate public support for ongoing improvements. Slow, incremental changes as implemented over the past 20 years have had little impact. However, cycling levels in Central London have been increasing steadily over the past few years, so a distributed incremental approach might be more appropriate.

7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

The Strategic Cycling Analysis is a useful evidence-based map of cycling desire lines, and confirms what cyclists would have thought intuitively - that the main desire lines are along major roads.

8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?

This is an appropriate target because it is has been shown to be effective in Dutch cycle network planning. The network has to be this dense to enable people to choose cycling for any short to medium distance journey without having to make a detour to a cycle route, or plan a route in advance.

9. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

In general the public engagement has been good. It is pleasing to see the emphasis on the benefits for disabled cyclists in the CS4 and CS9 consultations, but there was a problem with the Oxford Street pedestrianisation consultation because it combined two different interventions - removal of motor traffic and removal of cycling - into one consultation, and cycling campaigners such as myself supported one but not the other. This caused unnecessary confusion and discord between cycling and walking campaigns.

Opposition to cycling schemes can take the form of demands for more consultation and more time rather than outright rejection. Conceding to these requests can lead to schemes being watered down or cancelled. However the vast majority of citizens are generally in support of such schemes. It is important that TfL recognises this tactic and does not prolong consultation periods unnecessarily. Delays in construction of cycling infrastructure prolongs the harmful public health effects of pollution and physical inactivity.

10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

Londoners are aware of high quality cycling infrastructure where it is available. The main problem in most of London is that high quality cycling infrastructure is not available.

11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

I have seen the East West cycle superhighway used by people of all ages and people with disabilities. High quality infrastructure is inclusive.

12. Is there sufficient cycle parking in London, and is it in the right locations?

There is not enough cycle parking at central London rail stations and older accommodation which was built before the current requirements for cycle parking. This can be addressed by converting some car parking to cycle parking and bike hangars.

13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

The Waltham Forest mini-Holland scheme shows the benefits of good design, concentrated investment and strong political leadership in an area with previous low levels of cycling. These lessons are not being applied as widely as they could be. I would suggest a new round of mini-Holland schemes in willing boroughs, mentored by previous Mini-Hollands.

14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

Both - the Superhighways should cover longer distance inter-borough routes, and each borough should have a comprehensive cycle network for local journeys as part of a mini-Holland scheme.

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www.hounslowcycling.org

info@hounslowcycling.org

@hounslowcycling

19 January 2017

Response to London Assembly Investigation Cycling Infrastructure

Hounslow Cycling Campaign (HCC) is happy to provide our response to the London Assembly investigation into Cycling Infrastructure.

Hounslow Cycling Campaign (HCC) is the borough group of the London Cycling Campaign. We have over 150 members in London Borough of Hounslow.

There is minimal existing cycling infrastructure in the borough however in September 2017, TfL released a consultation for Cycling Superhighway 9 (CS9)[1]. CS9 is an 11km route through the London Boroughs of Hounslow and Hammersmith and Fulham, between Brentford and Kensington, with plans to extend the route to Hounslow town centre.

CS9 is the largest proposal for cycling infrastructure ever seen in the borough, or indeed West London, hence our response is based around our recent experience of the consultation for this route. We have not responded to points where we have no direct experience in the borough.

The London Borough of Hounslow has recently announced that a decision regarding CS9 will be delayed until after the May 2018 council elections[2]. We believe it is likely Hammersmith and Fulham will make the same decision.

1. *What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?*

CS9 went out to consultation in September 2017, some 16 months after Mayor Khan was elected.

The only real measure of progress under Mayor Khan will be implementation of the scheme.

2. *Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?*

The CS9 consultation ran from 21 September to 31 October 2017. We understand that analysis of the consultation responses and work to address design issues raised in the consultation has taken longer than planned by TfL.

At the time of writing, TfL has not yet issued a public report of the consultation. We believe TfL has missed the deadlines for the LB Hounslow decision making processes required for the borough to make a decision before the May 2018 council elections.

As a result, the decision has been delayed until after the council elections. There is a risk that CS9 will be a "hostage to fortune" based upon what happens in the council elections and some local councillors are already trying to politicise the scheme.[3]

While we understand that it is not unusual for tasks to take longer than planned in large engineering projects, it is disappointing that the consultation could not have been run earlier therefore providing more contingency in case of delays and a better chance of a decision before the council elections.

3. *Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?*

No segregated Cycle Superhighways have yet been built in LB Hounslow.

4. *To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?*

No segregated Cycle Superhighways have yet been built in LB Hounslow.

5. *Have Quietways delivered their anticipated benefits? How many cyclists are using them?*

No Quietways have yet been built in LB Hounslow.

6. *What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?*

We believe TfL should adhere to consistent standards for cycle ways that are uniformly applied to all routes.

The plans for CS9 along the A315 and A205 are, in general, high quality, however at the same time we see consultations for the A4 and A316 that are nowhere of the same standard as CS9 and have resulted in a degradation of the historic cycle paths along these routes.

7. *Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?*

From our experience of the CS9 consultation, we believe TfL should address the following points:

- Earlier engagement and communication with the public regarding forthcoming schemes. As a cycling campaign group, HCC has been aware of CS9 since the earliest days of the plan in 2012 and we have been able to get information about the status of the plan (even if the status was "on hold") through periodic meetings with borough officers and the mayor's commissioners responsible for cycling (previously

Andrew Gilligan, currently Will Norman). We have been aware of the alignment along the A315/A205 and that the design is a largely protected route. However, the CS9 plans seemed to come as a shock to many members of the general public, particularly the section along Chiswick High Rd. Many people seemed to be completely unaware of long-standing plans for a cycle route and that it would be protected, with space re-allocated from footway and/or roadway. This surprise at plans can mean that many people's initial reaction is negative, as they may have an almost automatic dislike and fear of major change. This resulted in emotive outbursts, such as a local priest saying that CS9 would "do more damage than the Luftwaffe". Earlier engagement and providing the public an overview of plans should give people more time to think about the impact and also feedback that can be used to shape a subsequent consultation on detailed plans.

- Better promotion of the "Heathy Streets" agenda. HCC supports TfL's vision for Healthy Streets[4] and believes CS9 will help deliver its objectives. However, TfL is a transport organisation, not a public health organisation and we do not believe that TfL or the borough were able to make an effective case for CS9 using the benefits of Heathy Streets. Indeed, opponents of the scheme use "bikes cause pollution" arguments based upon predicted increases to some journey times and TfL had no effective material in the consultation to counter this. TfL or borough officers attending consultations were transport professionals, not public health experts.

8. *Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?*

There needs to be greater emphasis on way marking cycle routes especially around railway stations. There are already good routes for cycling between Feltham railway station and Heathrow Airport but they are not waymarked as such. Similarly, the TfL Legible London sign outside Brentford railway station is still blank years after it was erected.

The consistent branding and quality of the recently made superhighways raise awareness by the popularity of their use and we are confident that CS9 built to such a standard would similarly be recognisable by its popularity.

9. *How is TfL using infrastructure to attract a more diverse range of people to cycle in London?*

We do not have evidence to comment.

10. *Is there sufficient cycle parking in London, and is it in the right locations?*

We do not have evidence to comment.

11. *How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?*

No mini-Hollands have yet been built in LB Hounslow.

12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

Cycling infrastructure should be oriented towards both. We believe the distinction between routes is whether protected or unprotected infrastructure is appropriate rather than between local and commuting cyclists. Local shoppers on busy high streets deserve protected routes as much as commuters.

We understand long-distance commuting forms a small proportion of potential cycling trips, therefore the greatest potential for growth comes from local trips for shopping, going to school and leisure destinations such as cafes, restaurants, cinemas and other amenities.

In this respect, the "Cycle Superhighway" branding is not helpful as it conveys an image of a cycle route only used by speedy commuters dressed in lycra, riding carbon racing bikes. Indeed, TfL's own documentation refers to Cycle Superhighways being used by commuters.

This was used by opponents against CS9 to put forward the argument that the route should not go through shopping streets, such as Chiswick High Rd and King St Hammersmith, but instead should go along the A4, which has little pedestrian traffic, but no amenities either. Opponents even referred to CS9 as a "bike motorway".

Hounslow Cycling Campaign believes that the CS9 alignment along the A315 rather than the A4 is correct as people will always want to visit town centres such as Hammersmith, Chiswick and Brentford, hence there should be safe and protected cycle infrastructure to enable as many local journeys as possible.

The type of person using the cycle route will change by time of day and day of week, as it does for other modes of transport.

Hounslow Cycling Campaign did not use the term "superhighway" term in our campaign material and instead we referred to CS9 as a "protected cycle lane".

We would like TfL to drop the "cycle superhighway" branding and use another term to refer to protected cycle routes.

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[1] https://consultations.tfl.gov.uk/roads/cs9/

[2] https://www.hounslow.gov.uk/news/article/375/london_borough_of_hounslow_statement_on_cycle_superhighway_9_cs9

[3] A rebuttal of Chiswick councillors' views of CS9 http://hounslowcycling.org/wp-content/uploads/2017/12/HCC-Case-for-CS9-v5.pdf

[4] https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets

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22 January 2018

Dear Transport Committee,

SUBMISSION TO CALL FOR EVIDENCE: CYCLING INFRASTRUCTURE

Brent Council welcomes the opportunity to submit views and information to the Transport Committee on its investigation into London's cycling infrastructure as a means of informing the work of the Committee and influencing recommendations. Brent Council feels that there is much work to be done to encourage greater uptake of cycling, particularly in outer London given its potential for providing an alternative to trips currently undertaken by private cars, improving the health of residents, and contributing to the Mayor's Healthy Streets agenda.

Brent Council's response presented here will provide comment on the Mayor's target to increase the take-up of cycling, TfL's recent policy to expand London's cycling infrastructure and the Mayor's priorities for cycling in London. The key questions will be answered within these themes.

Increasing take-up of cycling

As the Transport Committee has identified, cycling in London is not an inclusive activity. It remains dominated by a small number of socio-cultural groups. Without the offer of inclusive facilities and a strategic Mayoral-led approach to reach out to other groups, many residents in boroughs like Brent with very diverse populations will continue to face barriers to cycling. There is scope for TfL to engage directly with diverse communities and take the lead on an engagement campaign that seeks to change the image of cycling to make greater links with fitness, active travel and health, potentially using a well-known personality to promote this with young people. Consideration should be given to using personalities from a range of cultural and age groups to help break down barriers to cycling.

Outer London boroughs face additional challenges to increasing cycling up-take: Road speeds tend to be higher in outer London which reduces actual and perceived road safety; journeys tend to be longer due to lower density residential areas and greater distances between services; and there are fewer fiscal incentives like congestion or road user charging to dissuade driving. In addition, more existing journeys are undertaken by private car due to a lack of public transport which enables orbital journeys and a focus by TfL on radial cycle routes particularly within the central London grid. Borough boundaries on main roads can also be problematic as schemes to provide crossing facilities require greater levels of cooperation to design and implement.

There is also a significant lack of existing cycle infrastructure particularly that which increases permeability and overcomes barriers which sever residential areas such as rail lines, major roads and waterways. Brent is severed by the A406 North Circular, and several Underground and national rail

lines. The A406 in particular divides the borough in two. This lack of connectivity prevents cycling because it requires cyclists to take longer, convoluted routes to overcome barriers which are less attractive and less convenient. Greater investment is needed in outer London in a similar manner to that which has occurred in central London in the creation of the appropriate cycle infrastructure to overcome these barriers.

Whilst the cost-benefit ratio for major and minor cycle infrastructure schemes in outer London may be lower initially due to existing lower population densities, investment now is vital in the longer term. The draft Mayor's Transport Strategy (MTS) and draft London Plan have both identified that outer London boroughs must provide a significant proportion of the new homes that are needed to meet London's housing needs. They also focus development around transport growth corridors into the suburbs and pinpoint connected town centres as playing a vital role in supporting this growth. In order for this investment to occur, the criteria used to assess the benefits of potential cycle schemes needs to be amended so there is a lower weighting for schemes which provide access to the centre of London. The current criteria doesn't take into account the orbital journeys experienced in outer London and by its nature dilutes the business case for investment in schemes that are located in outer London.

TfL have shown that trips to and within town centres in the outer London boroughs have a high potential for a modal switch to cycling. Infrastructure therefore needs to be targeted here to support cycling. Cycle hire facilities are vital to creating a more inclusive cycling culture in London. It is unfortunate that TfL were not proactive in looking for cost effective solutions for bike hire beyond the Santander scheme for outer London and left it to the market to deliver. This initially resulted in a bad experience to which local authorities had to react to rather than embrace. Brent would like to see more e-bikes included as part of the cycle hire package as Brent sees e-bikes as having a huge potential to enable older people to take up cycling or complete longer distances by bicycle.

In addition, current parking policy and standards need to be reviewed in light of the future increase in denser residential developments in transport growth corridors and at public transport nodes. For these developments to be 'car-free' or 'car-lite', they need to be supported by local parking schemes which encourage car-free lifestyles and other travel options including sufficient infrastructure for walking and cycling.

London's cycling infrastructure

Brent Council is of the opinion that to date, there has not been the level of progress that was anticipated on new cycling infrastructure under Sadiq Khan. In 2017, there seemed to be loss of momentum for progressing new infrastructure. Brent Council hopes that the publication of the final MTS in 2018 will stimulate a new focus on infrastructure delivery to make up for the gap in 2017.

Brent Council shares the Transport Committee's concern that to date, TfL has not established the effectiveness of new cycle infrastructure, nor its impact on cycle safety, modal share and other road users. More work needs to be done to establish baselines and monitor the effectiveness of new infrastructure. This information, particularly baselines, needs to be communicated to boroughs so that they are able to assess impacts on their own highway and within their own communities.

Funding for new infrastructure is also a concern. There has been a substantial difference in funding allocation between the boroughs with some receiving significantly more funding for new schemes than others. Whilst competitive funding encourages innovation and value for money considerations, Brent is of the opinion that funding for cycle infrastructure should not always be made available on the basis of the resources that boroughs have to compile successful bids. This approach has led to the development of an inconsistent and exclusive cycle network across London with some communities seeing very little investment in their local areas. North West London in particular has not received sufficient investment in strategic cycle infrastructure. The criteria used by TfL to determine the value for money of a potential scheme needs to be reviewed as it is currently skewed in favour of schemes for inner and central London which results in outer London schemes not being supported in the same way. Differences

between outer and inner London borough journey origin and destinations are also not taken into account resulting in a perceived wide funding gap between the spatial areas of London.

Essentially, TfL as a strategic pan-London transport body, must to do more to invest on a far wider scale. The current approach overlooks the fact that London has a single, connected highway on which cycle trips are undertaken that do not terminate at borough boundaries.

Cycle Superhighways

The use of segregated cycle facilities is perceived as the safest way to cycle and greater provision of these in outer London would assist in encouraging greater cycling uptake. However, whilst their effectiveness for facilitating an uptake in commuting in central and inner London may be high, Cycle Superhighways have not benefited Brent to date. They appear to be limited in their ability to provide cross-modal benefits due to the potential for disruption to bus journey times during construction and operation phases. In outer London, competition for road space with buses is high and segregated facilities take space which is not generally available within highway control. The A5 corridor in Brent has been identified as having potential for a future Cycle Superhighway though the strategic nature of this route for buses as well as highway land availability suggests that it may not be suitable. Also, the congested environment is unlikely to be inclusive to those who are not confident cyclists even with a segregated facility.

The potential for negative consequences for other road users from segregation can in part be resolved by TfL establishing and agreeing on a unified, internal approach for how it will design and review proposals for segregated facilities. At present, the judgements offered from buses, cycle and other surface transport teams do not correlate and this leads to a lack of direction for boroughs and delayed scheme implementation. TfL must therefore agree on their internal approach, communicate a clear long term strategy with associated guidance, and work as a single organisation towards the same goals.

A balanced approach is evidently needed when considering the potential for a Cycle Superhighway on a strategic route. This approach should account for all modes and the relationships between them, and recognise the differences between outer and inner London and the opportunities for modal shift in each. Outer London requires more targeted infrastructure to overcome the road and rail barriers which segregate communities. This infrastructure will assist in improving cycle links within outer London and improving connectivity between inner and outer London.

Long-term planning with a view to the impact on the overall offer in terms of transport in London is necessary, alongside a consideration of new, smarter city technology and the potential for future disruptors such as autonomous vehicles. London's cycle network must be planned to accommodate such future growth and change.

Whilst there is not a Cycle Superhighway in Brent, the semi-segregated scheme on Carlton Vale has received positive feedback since its recent completion. The scheme includes enhanced pedestrian facilities which have proved to be an important component in the design. Whilst the route is well used by buses, the compromise between the provision of cycle and pedestrian facilities, and consideration of impact on bus journey times, has resulted in no significant negative consequences for all users. Also, though there is no baseline or survey data at present to evidence an increase in the take-up of cycling, it appears that there has been an increase in cyclists using the route.

Quietways

Brent is supportive of the Mayor's Quietway programme particularly as, unlike the former London Cycle Network, Quietway design includes schemes to provide cycle crossings at junctions. In addition, Quietways are likely to be used by a different market of cyclist to those using the Cycle Superhighways and therefore should encourage a more inclusive uptake in cycling. They will also encourage uptake in those areas which currently do not have a propensity towards cycling. As a local amenity, they have potential to be used for school journeys and other short local journeys aiding a modal switch away from the private car.

The indirectness of some Quietway sections and connections between Quietways themselves remains an issue and this is in part linked to difficulties in crossing major road and rail lines which sever the network.

To expand the Quietway network, Brent would like to see:

1. More investment in a wider network of Quietways that are implemented far quicker than they are at present. It is disappointing that there are so few Quietways in operation in comparison to the number planned at the inception of the Quietways programme in early 2013;
2. Improved leadership: TfL has not taken a collaborative approach to the Quietway programme and this has resulted in a lack of momentum with its delivery. This lack of cooperation and support from TfL is a continuation of the problems that delayed some of the cycling schemes under the previous Mayor. Brent is hopeful that the TfL restructure will result in better resourcing, collaboration and active partnership working with the boroughs. Furthermore, Brent would like to see a recognition for its proactive and efficient delivery of Quietway 3.

Alongside an expansion of the Quietway network, Brent would also like to see improved public engagement to enhance scheme designs and publicise new Quietways (and other cycle infrastructure). Londoners in outer London are not sufficiently aware of the infrastructure that is available to them. The TfL website is a platform for this. At present, its focus seems to be on publicising schemes such as Mini-Hollands rather than providing a wider awareness of existing cycle infrastructure. The website would therefore benefit from an enhanced mapping system that depicts all available cycle facilities, including cycle parking, cycle pumps and cycle hubs that link to public transport nodes.

Mini-Hollands

Brent is supportive of investment in neighbourhood-level improvements in walking and cycling and as such, is interested in the Mini-Hollands programme. However, the programme is limited in effect to highly localised areas in a small number of boroughs where funding has been provided. Importantly, lessons learnt from the programme have not been disseminated to Brent and other boroughs who did not receive programme funding, nor has there been dissemination of consistent guidance for how to implement Mini-Hollands.

Brent is particularly keen to learn from Enfield on the difficulties it has had in delivering Mini-Holland infrastructure, given the similarities between the boroughs in terms of their suburban nature. Brent has also not been informed as to why the three boroughs that received funding were successful in their bids or formalised feedback on the submission it made.

Cycle Parking

Brent recognises the importance of providing cycle parking that is fit for purpose, secure, well-located and in well-lit areas. This provision is important at stations in order to support journeys by public transport and encourage active 'last-mile' journeys. It is also important for those who do not have access to outside space in which to store a bicycle and therefore require a cycle hangar or similar facility in which to park a bicycle close to home.

At present, cycle parking in London is not sufficient, particularly around stations where there is a lack of secure, well-lit facilities. North London is generally well served by the rail and Underground network so there is an acute need here to maximise opportunities for people to cycle to and from stations. There is also a need to continue providing undercover cycle parking in schools.

The Mayor's priorities

Brent Council is supportive of the Mayor's Healthy Streets agenda and focus on the revitalisation of local town centres by reducing car dependency and promoting active and sustainable short trips by foot and by cycle. Local town centres in Brent such as Kingsbury will benefit greatly from this approach with satisfactory investment in its streets. The Mayor's target for London of 70 per cent of Londoners to live within 400 metres of a high-quality, safe cycle route by 2041 is ambitious and well-received.

However, clarification is needed from TfL to define what these routes are as proximity to a cycle route cannot be equated with access by local people. As has already been highlighted, physical barriers such as major roads and rail lines must be overcome with new crossing facilities in order for cycle infrastructure to be accessible and the Mayor's target to be fully realised. There is a concern that the remaining 30 per cent of Londoners who do not live within 400 metres of a cycle route will fall entirely within the outer boroughs who will once again miss out on funding.

It is crucial therefore that the Mayor, through TfL, views this target in terms of what investment is required in order to achieve it. This demands a clear, long-term vision and tangible plan for London's cycling infrastructure with interim targets and sufficient funds to deliver it. TfL's recently published Strategic Cycling Analysis is well-received and will go some way to assisting with this.

I trust this submission has been of some assistance. However, if you have any questions, please feel free to contact [redacted]

Thank you for your consideration.

Yours sincerely,

Alice Lester

Alice Lester MBE
Head of Planning Transport and Licensing
Brent Council

LONDON ASSEMBLY - Call for evidence: cycling infrastructure

Question	Response
1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?	The council has developed and prioritised a five year programme of cycle investment based on our recently agreed cycle strategy. We are currently upgraded our cycle network and have doubled the funds available from our LIP programme. Under the previous mayoral administration TfL have focussed funding on cycle superhighways and Inner London cycle routes but it is still not clear yet whether outer London boroughs will start to receive the funds they desperately need to improve the network and encourage a greater up take of cycling which would contribute towards improving air quality, an extremely important issue for London. Longer term we plan to implement a network of cycle routes which mirror underground stations within the borough and create a quiet way route linking Wealdstone an Harrow town centres with cycle hubs in both town centres.
2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?	When TfL's commissioner, Mike Brown, came to visit Harrow earlier in the year we highlighted our concerns over not securing funding for cycle projects as one of our key issues and he indicated to us that he agreed that Harrow's proactive approach to cycling and cooperation in supporting cycle initiatives had not been rewarded, and that it was unfortunate that we had still not received any funding. He agreed to look into Harrow's case for a quiet way scheme and to try to provide some financial support for this as soon as possible.
3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?	N/A. We don't have any cycle super highways in Harrow
4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?	N/A. We don't have any cycle super highways in Harrow
5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?	Unfortunately the borough has been unsuccessful in attracting any funding for these initiatives to date; however, these ideas have been used to develop the case for a network of cycle quiet way routes that complements TfL's current approach. In early October officers met with representatives of Sustrans and

	TfL on site to explore a new “Quiet ways” route linking Harrow Town Centre to Harrow Weald via Wealdstone from Wembley Park. A potential route has been agreed in principle and Sustrans are now in the process of developing this route further in accordance with their Quietway Delivery Programme (QDP) criteria. TfL has recently approved this route.
6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?	Under the previous mayoral administration TfL have focussed funding on cycle superhighways and Inner London cycle routes but it is still not clear yet whether outer London boroughs, like Harrow will start to see the level of funding we need to improve our network and encourage a greater up take of cycling within our borough.
7. How will TfL’s new ‘Strategic Cycling Analysis’ help determine where and how to invest in infrastructure?	This will help us prioritise and focus on the cycle routes across the borough where the need and the potential for growth is greatest.
8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?	The target is more challenging for the outer London boroughs and therefore there needs to see a shift in funding to these boroughs in order to meet the Mayor target in his strategy.
9. Is TfL’s approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?	TfL need to support the boroughs to overcome barriers to cycling through targeted training and education, particularly at schools, community engagement via events and through cycle groups and champions, improving cycle infrastructure, securing additional funding and resources and integrating initiatives into public health and development control.
10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?	We don’t believe that Londoners are sufficiently aware. There needs to be more promotion of the network of cycle routes available to the public with a more strategic approach to linking key destinations together across boroughs. More campaigns and events particularly in the outer London Boroughs need to be considered.
11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?	Harrow has one of the most diverse populations of any London borough and there are sectors of the community that still need to be encouraged to consider cycling as an alternative to using the car. We would

	therefore welcome any initiatives which focus on wider community engagement.
12. Is there sufficient cycle parking in London, and is it in the right locations?	There needs to be review of cycle parking at key destinations based on usage. Cycle parking in Harrow is generally sufficient however with the anticipated increase in cycling in the borough in the next few years cycle parking would need to be constantly reviewed and funding increased to support growth..
13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?	Harrow has supported TfL's initiatives to promote cycling over recent years and has put forward innovative ideas for a mini-holland and a network of quiet way routes but unfortunately to date we have not been successful. We would welcome any engagement with mini Holland borough`s in order to share their knowledge of community engagement and design experiences in implementing schemes in their boroughs so we can consider applying similar techniques in our borough.. Unfortunately the borough has been unsuccessful in attracting any funding for these initiatives to date, however, some ideas have been used to develop the case for a network of cycle routes that complements TfL's current approach.
14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?	Sustained growth in demand for motorised travel will outstrip the available supply of land to build more road space. Travel by car will therefore become even more difficult and the only way to accommodate this demand will be to spread journeys across a wider range of travel modes. Making the most of the potential offered by cycling is therefore an important part of our transport local implementation plan. We believe there should be a combination of both longer distance and more localised trips to encourage widespread modal shift and up take of cycling in Harrow.

Southwark Council Response

London Assembly Transport Committee
Call for evidence: Cycling Infrastructure

1. **What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?**

From a borough perspective, progress has continued at a steady pace and we continue to implement the quietway programme. We very much welcome the more holistic approach of Will Norman looking at healthy streets, walking, and cycling together. As a borough we recognise that cycling infrastructure has to work for everyone, including local residents that do not currently cycle and may not ever. It is not enough to only convince the cycling community and therefore the Healthy Streets approach is very much welcomed and should lead to better scheme delivery in the medium to long term. Inevitably however we are concerned that budget constraints at TfL could hamper delivery of the Healthy Streets vision because holistic healthy streets schemes will cost more than 'pure' cycle schemes.

2. **Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?**

In part, due to more holistic approach and better engagement – see response above. It remains challenging to deliver *some* borough cycle schemes due to the understandable sensitivity around impact on bus journey times and the resultant need for modelling and network management approvals from TfL and the scarcity of specialist resource to deliver this.

3. **Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?**

Anecdotally we believe so but we have not seen conclusive route-specific data from TfL. It is clear that, for example, the north-south superhighway on Blackfriars Road has led to a significant increase in cycle numbers but we await more evidence from TfL about how much of this is new cycle trips rather than diverted from elsewhere. What is less clear at this stage is whether usage has spread outside of the peak hours as traditionally cycle trips have been more heavily concentrated in the peaks than other modes or that this new infrastructure has led to a wider diversification of cyclists. We would welcome data from TfL on this.

4. **To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?**

On borough roads, quietway implementation has had negligible negative impact on other road users. There is some evidence of displacement of traffic onto borough roads as a result of TfL

schemes but it is unclear whether this is directly related to segregation per se. For example, there is some evidence of displacement due to Elephant and Castle redevelopment. Monitoring undertaken by TfL looked at the traffic impact of a number of major schemes in central/inner London rather than looking at the traffic impact of, for example, CSH6 in isolation.

It remains challenging for boroughs to implement Healthy Streets schemes on their network due to TfL Network management concerns about impact on bus services. We understand this is a difficult balance to strike.

5. **Have Quietways delivered their anticipated benefits? How many cyclists are using them?**

On Q1 we have good data of the success of the route, its popularity with users and attracting of new cyclists – see attached TfL monitoring study. The data provided by TfL also shows significant uplift in usage and this is supported by the borough's own counts. Again, however, we await for detailed data from TfL following autumn 2017 surveys. However, the risk remains that as further QWs are rolled out, the quality is diminished and the impact is reduced as they are rolled out across a wider range of boroughs and road types and compromises may need to be made to ensure routes are deliverable, and because of pressure from TfL to ensure these are seen as 'low cost' interventions. Q1 was relatively 'high cost' but the benefits have been demonstrated as return for that investment. To continue to deliver the benefits, and ensure the integrity of the Quietways brand, routes must deliver a consistent level of service.

6. **What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?**

There isn't a difference, a safe space is a safe space. What is different is the numbers of users and therefore the arguments over how to use roadspace and also the current make up of traffic and distribution of trips, and what trips might be considered 'cycleable' and by what numbers of people that are currently travelling by other modes.

Whilst the infrastructure might be the same, TfL and boroughs need to consider how it is branded and implemented. Quietways have been heavily focused on end-to-end, linear routes. Greater benefits could have accrued by having a wider, area type focus. The route based branding has also proved challenging to 'sell' to residents. By way of example, Southwark is currently implementing Quietway 7 – branded as 'Elephant and Castle to Crystal Palace' – we received a lot of feedback during consultation that suggested that very few people would want to cycle all the way from Elephant and Castle to Crystal Palace, and therefore this 'isn't for me' or 'isn't needed'. The route in fact makes many local connections and facilitates safe cycling on shorter local trips many of which could attract new cyclists, but the branding has impeded that.

7. **How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?**

The Strategic Cycling Analysis is a positive tool to focus investment but the risk remains that it over emphasises inner London commuter trips. There needs in parallel to be a focus on

cycleable trips in other areas also, this will help cycling become more relevant to a wider demographic.

8. **How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?**

This is welcomed but it needs to be clearer what defines a cycle route – a safe attractive back street for example as part of a liveable neighbourhood may not be a defined Quietway but will be attractive enough to attract new cyclists. Consistent level of service which addresses concerns about safety and interacting with hostile motor traffic are most important.

Mesh density is critical but overcoming significant barriers such as arterial roads can be the biggest challenge

It is also important not to overlook ancillary issues such as provision of cycle parking at both ends of a trip, this can be a significant barrier to new cyclists.

9. **Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?**

We are satisfied with our approach as a borough.

10. **Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?**

No, it needs more 'soft' publicity, education etc (eg there remains low awareness/understanding of what constitutes a cycle route – Quietway/Cycle superhighway etc). Anecdotal evidence suggests that outside of the cycling campaign groups, these terms are not well understood even by those that might be target groups. This adds an extra level of challenge for authorities trying to 'sell' proposals eg for a Quietway to residents.

11. **How is TfL using infrastructure to attract a more diverse range of people to cycle in London?**

Logic would suggest that more, better infrastructure will attract a wider range of users. There appears to be some evidence of this on Q1 but it is limited. However see above concerns relating to focusing too much on commuter cycle trips to central London.

12. **Is there sufficient cycle parking in London, and is it in the right locations?**

Not always and not always. Destination parking in particular remains a challenge – simply finding sufficient space around local attractors eg transport interchanges or attractions such as Borough Market in Southwark, and balancing this against issues of street clutter. Failing to provide sufficient parking can create other issues such as inappropriate cycle parking and also

suppresses demand. More use should be made of redundant carriageway/car parking not scarce footway. The emergence of dockless hire is likely to create further pressures. We welcome the London Plan cycle parking standard increases.

Provision of on-street hangars for residential parking has proved very popular in Southwark. Ensuring that there is sufficient origin as well as destination parking is important.

13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

They are driving gradual change in attitude which we expect will lead to greater support for other schemes in future and more consensus about the need to change, this in turn is enabling consideration of more radical schemes. They are demonstrating that area based work is much more effective than route based (for example, when proposing filtered permeaibility – which rarely works on a route-basis as it just shifts the problem one road along). They are also demonstrating that anything is possible with political will, clear direction, and proper resourcing (and ensuring everyone benefits, not just cyclists). One clear lesson we have taken from mini-Hollands is that the schemes need to be marketed to the public not as purely cycling schemes, the emphasis should be on creating better places and spaces for all, which will in turn deliver cycle facilities and benefits.

14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

A mix is required but the greater emphasis should be localised. Existing cyclists do not need to be targeted if you want to drive mode shift. Driving mode shift will work best by converting short local journeys from car/bus/train to cycle, not long-distance commuting. The emphasis should be on how to convert 'cycleable' trips and where there can be most impact to achieve that.

Response compiled by:
[redacted]
Head of Highways
Southwark Council

[redacted]

January 2018

Call for Evidence- London's Cycling Infrastructure

The LTDA's Submission to the London Assembly Transport Committee

Overview

This submission has been prepared by Newington Communications on behalf of the Licensed Taxi Drivers' Association in response to a call for evidence issued by the London Assembly Transport Committee, to assist in its investigation into London's cycling infrastructure.

Should you require further information on the contents of or points raised in this submission, please contact [redacted] on [redacted]

Introduction

The Licensed Taxi Drivers' Association (LTDA) has served as the professional and authoritative voice of London taxi drivers for over 50 years. We are committed to ensuring that our members' voices are heard, protecting the interests of the taxi trade and maintaining the high professional standards that have become synonymous with London taxi drivers.

Taxi drivers prioritise the safety and comfort of their passengers above all, and the LTDA is committed to working with public bodies and other key stakeholders in order to realise this. As such, it welcomes the Transport Committee's launch of its investigation into London's cycling infrastructure, and looks forward to contributing further. It is the LTDA's ambition to continue dialogue with the Transport Committee in order to deliver improvements which reflect a fair balance between the diverse needs of different road users.

The LTDA has long supported the ambition held by Transport for London, local authorities and other stakeholders to create safer conditions for cycling in London. In its campaigning, the LTDA has worked in conjunction with the London Cycling Campaign and the City of London Corporation on the 'Safer in the City' campaign in order to encourage responsible behaviour on the part of its drivers and cyclists. It looks forward to further campaigning with key partners in the delivery of better safety for London's roads.

Key issues

Road Space

Although supportive of designated, segregated spaces for cyclists, the LTDA's experience with recent interventions such as Cycle Superhighways is that due consideration is not given to other road users in terms of the allocation of limited road space, which disproportionately harms disabled and restricted mobility road users. The capacity of several roads to accommodate traffic has been reduced, for instance, to single lanes of traffic in order to allocate more space to cyclists through the introduction of wide permanent cycle lanes. This phenomenon can be observed at a number of key transport arteries, such as: Victoria Embankment, to accommodate the East-West Cycle Superhighway (CS3); and Farringdon Road/Farrington Street to accommodate the North-South Cycle Superhighway (CS6).

The LTDA is concerned that the reduction in capacity of crucial routes such as those named have the effect of causing increases in congestion by reducing permitted traffic flows. This

leads to taxi passengers having to endure longer and therefore less convenient taxi journeys and paying higher fares.

Moreover, in order to support a vibrant, mixed and efficient public transportation system, taxis need to be able to provide a door-to-door service to their passengers, and require convenient and safe drop-off points in order to do this. However, several of the initiatives already named have involved the reduction in numbers of bus lanes available to taxis on London's streets. Bus lanes provide a safe location to unload taxi passengers and to allow them to disembark the vehicle without stepping out into traffic. The loss of drop-off points presents a threat to the safety of taxi passengers, in addition to prohibiting taxis from offering a door-to-door service to passengers. This makes taxi journeys less convenient in addition to posing a threat to passengers' safety.

In particular the East-West Cycle Superhighway (CS3) has substantially increased journey times and made it very difficult to stop to load or unload people in wheelchairs. There is no access to the main kerbside along Victoria Embankment and Upper and Lower Thames street so wheelchairs have to be pushed across the wide cycle lanes. This blocks up the single lane for general traffic, bringing traffic flow to a standstill while the drivers unloads or loads passengers.

Conversely, it is essential to ensure that new cycling infrastructure does not result in a net loss of taxi ranks, and that where taxi ranks are relocated in order to accommodate cycling infrastructure, these ranks are of the same capacity as those being removed and are conveniently located. The availability of taxi ranks, particularly in central London, can reduce congestion and pollution through a reduction in "rat-running" of taxis and idling, and make it far easier for passengers to locate and board taxis. Cycling infrastructure which necessitates a loss in rank space would cause harm to the taxi trade and to passengers, and must be avoided.

The LTDA believes that a fair balance can be struck between the competing needs of different road users. To that end, its preference would be to accommodate segregated cycle lanes through the introduction of "pop-up" cycle lanes which can be raised during peak hours, such as during morning and evening commuting hours, and lowered during the other hours of the day and night-time. This would deliver the benefits associated with segregated cycle lanes, all the while ensuring that unnecessary inconvenience is not imposed on other road users, and provides a flexible and convenient solution to the problems set out by the Transport Committee in its report.

Safety

The LTDA commends the ambition to make cycling a safer activity and acknowledges that the perception that cycling is dangerous acts as a barrier to the take-up of cycling more widely across London. Equally, it is important to ensure that any measures adopted as a result of the committee's investigation respond to actual threats facing road users and are supported by a strong evidence base.

With this in mind, it should be noted that licensed taxis are amongst the safest forms of public transport. TfL's own data shows that taxi and private hire vehicles cause amongst the lowest numbers of collisions in Greater London. In 2016, 25,126 road traffic collisions resulting in personal injury were reported to the Metropolitan and City of London Police.[1] Of these, just 2.6% (789) involved a taxi or private hire vehicle. None of the recorded incidents

[1] Transport for London, 'Fact sheet: Casualties in Greater London during 2016' (September 2017, accessed January 2018) available http://content.tfl.gov.uk/casualties-in-greater-london-2016.pdf

were fatal, and 96.5% of recorded incidents were classified as “slight”. It must be noted, however, that the data published by TfL erroneously does not distinguish between incidents involving licensed taxis and incidents involving private hire vehicles, meaning that the number of incidents involving taxis is likely to be even lower than this.

Improving the safety of London’s roads for all road users and improving the travel experience for all are both of utmost importance. However, there must be a sufficient evidence base for any recommendations adopted by the committee. The data currently available suggests that cycling infrastructure projects which have the effect of restricting or limiting taxi access or mobility are unlikely to improve road safety, and thus are unlikely to encourage greater take-up of cycling. This must be borne in mind by the committee when considering the merits and demerits of different proposals for cycling infrastructure in London.

Accessibility

The LTDA agrees with the ambition of the Committee to improve the take-up of cycling in London. However, the Transport Committee’s investigation, and any subsequent recommendations, must be mindful of the fact that walking and cycling are simply not viable options for many road users. It is imperative that new cycling infrastructure does not come at the expense of restricted mobility and disabled road users, and that the Committee’s recommendations reflect a careful balance between the diverse needs of different road users.

Taxis play a crucial role in London’s public transportation system, as the only fully accessible form of transportation available. Black cabs are 100% wheelchair-accessible and guide dog-friendly – the only form of public transport that is – and are often the only form of public travel that disabled persons can take. Taxis provide a door-to-door service and therefore serve as a crucial lifeline to people with restricted mobility, enabling them to travel safely, comfortably and with minimal disruptions to their journeys. Ensuring that passengers with mobility issues continue to have access to these vital services and that they are delivered as efficiently and effectively as possible should be a priority for TfL and the Mayor of London, to ensure that all Londoners have fair and equal access to public transport.

One way in which taxis provide this is through the operation of the Taxicard scheme, which provides door-to-door transport for disabled and older people who have mobility impairments and difficulty in using public transport. In the year 2016-2017 alone, 968,879 trips were made using a Taxicard in Greater London.[2] However, this accounts for just a small proportion of the total number of taxi journeys taken by restricted mobility passengers.

Further, other forms of public transportation may not be a viable option for disabled and mobility-restricted road users, reducing the availability of alternatives to taxis. The lack of step-free access to some underground, Overground and rail stations prevents their usage by disabled persons, and in addition, crowded stations, even if nominally accessible, do not provide safe, convenient and comfortable modes of travel for disabled persons, rendering them an impractical option. It is essential, therefore, that proposals for new cycling infrastructure in London do not make it more difficult for disabled and restricted mobility persons to make journeys via taxi, either by reducing taxi ranks or by limiting the ability of

[2] London Councils, ‘Taxicard Trip Comparison 2016-17 & 2017-18 to Dec 17’ (December 2017, accessed January 2018) available https://www.londoncouncils.gov.uk/services/taxicard/taxicard-and-freedom-pass-borough-portal/usage-statistics-2017-18

taxis to provide a door-to-door service. The LTDA would urge the committee to consider the equalities impacts of such measures in its recommendations.

Air quality

Encouraging the take-up of low-emissions and emissions-free modes of travel are essential to supporting a healthier and cleaner public transportation network- a fact long recognised by the LTDA and demonstrated by its commitment to the take-up of new zero-emissions capable models of taxi. It is working closely with local authorities in order to facilitate the delivery of rapid charging points throughout London which will enable cleaner journeys to be taken.

However, this ambition, shared by the Mayor, local authorities, TfL and others, can be threatened by poor transport planning. As previously stated, the reduction in road space often included in proposals for new cycling infrastructure can lead to increases in congestion and longer journey times. Increased journey times result in vehicles idling on roads for longer periods of time and increasing pollution. This is of particular concern to the LTDA as its members must suffer the consequences of poor air quality when working in addition to the harms that worse air quality cause for local residents. The LTDA notes with alarm that some particularly ambitious cycling infrastructure proposals, such as those for the North-South Cycle Superhighway, did not include any modelling for air quality at all. The LTDA is therefore concerned that the manner in which new cycling infrastructure projects have been developed is contributing to poor air quality and that insufficient mitigation measures are being adopted, if at all. Any claims that infrastructure proposals will improve air quality in local areas must be supported by a rigorous evidence basis using thorough modelling. The LTDA would urge the Committee to explore this issue further in its investigation.

Furthermore, the LTDA notes that the aforementioned reduction of road space which is available to taxis results in taxi drivers losing fare income. Ultimately, this will serve to delay the take-up of zero-emissions capable models of taxi as drivers will struggle to raise the capital required to purchase new vehicles. The Committee must bear in mind that cycling infrastructure measures that limit taxi access or mobility may result in worse air quality and higher levels of pollution.

Strategic planning

The LTDA is concerned that the piecemeal way in which various different cycling infrastructure projects are being pursued is resulting in poor planning which is harmful to the transport network. The cumulative impact of the schemes that have been delivered, are in the process of being delivered or are proposed, such as the West End Project and Cycle Superhighways, will be to cause substantial disruption to local traffic networks. As these schemes are each modelled individually, the LTDA believes that infrastructure schemes are being adopted without a full understanding of the consequences on the wider transport network, resulting in the impacts being obscured and a lack of scrutiny. The LTDA is concerned that, so far, a holistic approach has not been adopted with regards to cycling infrastructure, which in the long-term will make travel in London significantly more difficult. The LTDA would urge the committee to consider this in its investigation and to reflect the importance of strategic transport planning in its final recommendations.

Conclusion

The LTDA is grateful for the opportunity to contribute to the Transport Committee's investigation into London's cycling infrastructure and looks forward to working with the Committee further in order to contribute to a flourishing taxi industry, which forms part of a vibrant and modern transport network.

Richard Massett

Chairman of the Licensed Taxi Drivers' Association

London Councils' Response

London Assembly Transport Committee: Investigation into London's cycling infrastructure.

London Councils represents London's 32 borough councils and the City of London. It is a cross-party organisation that works on behalf of all of its member authorities regardless of political persuasion.

1) What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

Without official TfL data on the amount of infrastructure installed (such as physical changes to London's roads, streets and public spaces, cycle super highway installations and bike parking) since the Mayor was elected, it is difficult to assess how much real progress there has been.

Some areas that could suggest progress could be the Mayor's commitment to cycling in the TfL business plan, the appointment of Will Norman as walking and cycling commissioner, the development of the Healthy Streets Agenda and the continuation of the Liveable Neighbourhoods funding stream.

There have also been a number of announcements on a number of largescale projects, such as the re-developments of Highbury Corner, Lambeth Bridge and Waterloo roundabouts. The plans show significant improvements to cycling infrastructure, such as dedicated turning lanes for example.

Recent announcements of a cut to Local Implementation Plan (LIP) funding for boroughs is not welcome news, despite the cycling fund actually being preserved, the other elements of LIP funding, such as the corridors and maintenance elements could have negative knock on effects for cycling infrastructure.

2) Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

We would argue that some of the main issues related to certain delays with cycling schemes in London have revolved around a potential over-optimism from TfL when announcing plans resulting from a lack of in depth engagement with the other key stakeholders. Due to this, the difficulties of installing new

cycling infrastructure had not been considered in enough detail. We feel that a more collaborative approach to designing specific schemes with the boroughs is needed from the beginning in order to gain a better understanding of the constraints and to gain real buy-in. For instance, even where boroughs were willing and supportive of the increase in cycling infrastructure, many were struggling with resource issues limiting their ability to complete some of the ambitious works in the expected deadlines. Early, direct consultation with key interest groups could potentially have identified local challenges and constraints and reduced delays.

3) Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Anecdotal evidence suggests yes and that more people appear to be cycling the completed routes than had previously been doing so before. TfL's collision map doesn't include data for 2017 yet, but does show a clear drop in collisions along the embankment – which opened in April 2016 from previous years. Again, TfL have not published recent cycling figures to back the anecdotal evidence up. Therefore if it is not currently in place a monitoring regime, both quantitative and qualitative, should be put in place to assess the impact of the routes overall and individual interventions.

Research from examples of segregated cycle lanes in Manchester, Copenhagen and Canada have shown that infrastructure of this nature does encourage increased numbers of cyclists to use them and also improve safety.

4) To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

Transport for London statistics show that just two weeks after the capital's two new cycle "superhighways" were opened; both routes were carrying 5% per hour more people than previously, a figure set to rise as more cyclists use them. Having given 30% of the space to bikes, these now comprised 46% of people using the roads. Research does show that cycle lanes can take large numbers of polluting vehicles off the road, with a typical road lane carrying an average of 2,000 cars per hour or 14,000 bicycles.

It is likely that the construction of segregated lanes could cause congestion in the short term, as is often the case with any construction work.

Data from LondonAir shows that there has been no distinguishable trend of increasing pollution on streets where segregated cycle lanes have been installed. A new report from Transport for London shows increased use of the new and protected Cycle Superhighways, with children and their parents among the new users. TfL reports that 4695 cyclists are now using the North–South Cycle Superhighway in morning peak, which equates to 26 people on bikes per minute.

Since the launch of four new routes, there has been more than a 50 percent increase in the number of cyclists using cycleways compared to pre-construction levels, reports TfL. 8,400 cyclists are using Blackfriars Bridge each day in the morning and evening peaks – cyclists now account for 70 per cent of all traffic on the bridge. Ninety percent of cyclists are now choosing to use the protected cycleways rather than the adjacent carriageways.

We know that boroughs find it frustrating to approach TfL with proposals for improving the street environment, including through cycling infrastructure, to be refused by TfL's network management who are mainly concerned about the impacts on bus reliability. We expect TfL to support borough initiatives that are in line with the Healthy Streets approach and will deliver the aims of the MTS.

5) Have Quietways delivered their anticipated benefits? How many cyclists are using them?

Unfortunately there isn't much monitoring data on the Quietway cycle routes as of yet. Anecdotal evidence from the London boroughs suggests that QW1 is very successful but that there is a need to maintain the requisite level of service and quality achieved on QW1 on other routes to ensure the 'brand' is not diluted and therefore the impact reduced.

Data from TfL on QW1 shows that there has been an increase in usage since 2013 although this only covers the part of QW1 that is within the Congestion Charge Zone so doesn't provide a whole picture.

Open and transparent data sharing between the key stakeholders in relation to cycling infrastructure in London is needed to understand the impacts certain interventions have on local communities and London as whole. There has been little information shared with the boroughs on the progress of certain schemes.

6) What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

Infrastructure design shouldn't necessarily be different in inner and outer London. The issues remain the same, for example the safety of cyclists at junctions, so technically the interventions and redevelopments seen in inner London should have the same impact and benefits for road users in outer London. However, the types of trips taken and travel patterns are different in inner and outer London. People who live in outer London are more reliant on their cars, given the reduced provision of public transport. The density of quality cycle infrastructure is also different in inner and outer London. In central and inner London the cycling mode share on particular routes is already high enough in the peak (over 25%) to justify re-allocation of road space away from motorised traffic and creating a network of good quality infrastructure is well underway. In outer London however, where cycle flows on

major routes are in the hundreds rather than the tens of thousands, prioritising road space for cycles when there is a conflict with other modes can be more difficult to justify.

Cycling infrastructure also needs to reflect their local contexts, whilst ensuring safety and ease of access for users. According to research by TfL, 54% of all cyclable trips are in outer London. This shows that more needs to be done to encourage people living in outer London to choose the bike as a mode. Many of the difficulties in outer London revolve around the strategic road network and the severance it creates, particularly for orbital journeys. The desire line for many cycling trips is along the SRN or major roads and finding alternative routes on quieter roads can lead to doubling or tripling of journey times. This issue is complicated due to the poor air quality on and around the SRN making it a poor environment for walking and cycling.

7) How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

The SCA report is a useful evidence base for integrating origin-destination data into decisions and it recognises that outer London differs in that "significant flows are sparser and more disjointed" with more orbital journeys. Most of the routes highlighted are familiar to us however the lack of focus on non-commute and multi-modal journeys means that further evidence is required for a thorough business case. Its value is therefore unfortunately limited.

The lack of proposed routes for Outer South London is a concern. Most routes in this area of London are listed as being 'potential connections beyond 2022'. We are concerned that outer London will only see limited funding post-2022 given that identified corridors are only classed as 'medium priority'. We would therefore like to see an ongoing 'road map' for investment in cycling infrastructure with Borough priorities for extensions taken forward especially where they correlate to the recommended routes in the 2017 SCA.

8) How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?

We welcome the proposals for a London-wide network of cycle routes and improved infrastructure, bringing 70 per cent of Londoners within 400 metres of a cycle route by 2041, and whilst important, this is a simplification and this should be recognised. Directness of route and perceived safety of it are equally as important in accessing a segregated route such as a superhighway. One example is neighbourhood streets with high levels of parking on both sides of the road which can be difficult for cyclists to navigate safely.

We want the final Mayor's Transport Strategy (MTS) to define terms like 'cycle network' and 'cycle route' more clearly. For example, are first generation Cycle Superhighways part of the baseline London Cycle Network (LCN)? Cycle Superhighway 7, the majority of which is not segregated from general

traffic on busy roads, is very different to the latest versions such as the east/west and north south routes. If there is no definition to this, then understanding and monitoring the 400-meter target is difficult. The methodology for establishing how permeable the city's streets are for cyclists, as set out in the London Cycling Design Standard (LCDS) provides an alternative methodology to assess progress too.

We are concerned that the 30 per cent of Londoners not within this distance of a cycle route will be in outer London; the very area that the Mayor has identified needs to be focused on in order to reduce the number of journeys taken by car. The text on page 28 of the draft MTS also implies that cycling investment will focus on inner London as this is where it will be easiest to achieve targets. There has been a focus on the 'low hanging fruit' for some time now. In order to significantly increase cycling in outer London, difficult issues such as conflicts with the network management duty and bus reliability need to be addressed. The application of the Healthy Streets Approach detailed in the new MTS may provide a framework to do this effectively.

All of London needs investment in good cycle infrastructure and the proposed new cycle routes in Figure 4 reinforce the radial model of London's transport despite it being well-recognised that London lacks good orbital routes that offer an alternative to the car. We therefore want the final MTS to rethink this approach and give greater consideration for how the proposed indicative cycle network by 2041 can cover far more of outer London and introduce far more orbital routes. The Mayor cannot achieve his objectives for mode shift, especially for outer London, if the quickest way between two district centres is by car.

It should also be remembered that a dangerous, complex or busy junction can act as a severance issue that would discourage those living within 400m of a cycle route from using it. Consideration therefore needs to be given to this aspect of accessibility to cycle routes' and to ensure they are integrated into the wider street network, with emphasis put into feeders and links.

9) Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

The online consultation pages are on the whole quite positive in that the consultation documents are engaging and provide information in a clear and visually useful way. Whether enough people are able to access these online consultation pages remains to be seen. It is not clear what additional work TfL is doing to engage with different stakeholders on this.

10) Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

Recent public polling by London Councils shows that 35 per cent of those questioned cycle and 65 per cent of Londoners don't cycle at all. A further breakdown of the results can be found below:

- Of those that do cycle 16% of our sample cycle as part of their commute, while more cycle for pleasure (23%). These cycle commuters are more likely to be male, younger and living in inner London.
- Perhaps unsurprisingly, younger people (16-44) cycle more.
- More people cycle in Inner than Outer London (40% to 32%).
- Those who use public transport are much more likely to cycle as well (40% compared to 13% of respondents who don't use public transport).

We also asked whether people felt safe cycling in London, to which 52% said they did feel safe, while a quarter said they didn't.

When asked what would encourage them to cycle more, 40% of the respondents to the survey said less cars on the road, while a third of people said they would cycle more if there were more segregated cycle lanes, and nearly a third said nicer streets and roads would encourage them to cycle more.

Nearly half of those asked whether they would be willing to do something different to improve air quality in London (47%) said they would walk/cycle more, followed by using public transport more, and choose a cleaner model of car. This research would suggest that more needs to be done to raise awareness of different cycling infrastructure available as well as installing more infrastructure that will help encourage mode shift to cycling.

There needs to be much better signage of segregated cycle infrastructure so that cyclists are more aware of how to access it and where it will take them. Online integrated travel apps that show cycling routes and segregated infrastructure have a role to play in this.

11) How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

The Mayor published his draft Transport Strategy (MTS) in the summer of 2017. In this there are a number of policies that are intended to promote walking and cycling. For example, Proposal 8 in the draft MTS encourages street closures on a one-off, trial and regular basis. This could allow a more diverse group of people to cycle, for example those who aren't as confident or elderly people. There is a lack of specific focus on encouraging a more diverse range of people to cycle in London in the draft MTS, and there should be a greater focus from TfL on targeting more diverse participation in walking and cycling in London. We want to highlight that street closures require boroughs to assess the streets suitability and consider issues such as safety and displacement of traffic. Street closures should continue to be at the discretion of the borough.

Research commissioned by TfL and conducted by Steer Davies Gleave in October 2017 provides a breakdown of the demographics using QW1. Surveys were used to gain the information, so may not completely reflect the demographics of users, but they do show that 94% of the survey's respondents

were white. The report also shows that 65% of respondents were male. While this needs to be seen through the methodology used, it does not reflect the diversity of London. More needs to be done to encourage a wider range of people to cycle for commuting and exercise.

The London Plan however, does provide some minimum standards for bike parking provision which does include a specific mention of bike parking for disabled people, which is welcomed. It might be necessary for the Mayor and TfL to do more to engage with communities on cycling and advertise the routes available in different areas of London more prominently.

12) Is there sufficient cycle parking in London, and is it in the right locations?

We support the provision of cycle parking and the need for developers to contribute to on-street facilities through the CIL process. We welcome the London Plan setting out cycle parking provision standards. We would like the London Plan to directly reference the London Cycling Design Standards (LCDS) as the standards that should be followed.

Outside of the planning system, there is still a need to encourage existing destinations, for example employers, that do not have secure, covered facilities. Another area requiring investment is on street cycle parking for residential streets since properties such as Victorian conversions may have limited space for bike storage.

13) How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

A series of case studies similar to Better Streets Delivered would be useful to enable other boroughs to learn the lessons from these schemes.

14) Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

We are agnostic about which approach should be taken, although ideally it would be both. The approach taken should be one that enables the most amount of people to start cycling. There is a balance between improving infrastructure for localised trips as these could be seen as more accessible trips to non-cyclists (helping to appeal to demographics that are underrepresented in cycling – women, BAME and older and younger people [rather than 16-44]). This should be backed up by safe radial cycle routes unlocking the potential for more people to travel into central London as well.

Cycling should be better integrated as a mode into TfL's travel planning and given more weight, where appropriate, when the installation of infrastructure could impact on other modes, such as buses. Whilst improving bus reliability on radial routes is important, rapid orbital bus routes are desperately needed to properly connect town and district centres in outer London and parts of relatively disconnected inner

London and reduce car usage because public transport links are so poor. Whilst we otherwise support the proposals in proposal 54 in the draft MTS, TfL needs to recognise that the construction of Healthy Streets and Liveable Neighbourhoods works may delay bus times; but the long-term benefits (for example safer cycling or more walking due to better crossings) outweigh the short-term costs (delays to bus journeys during works). In the same way the most ambitious Healthy Streets projects may not involve buses, and we expect TfL to work constructively with boroughs and not prevent these schemes coming forward.

From: [redacted]
Sent: 19 January 2018 14:45
To: Transport Committee
Subject: Re: Cycling infrastructure

Follow Up Flag: Follow up
Flag Status: Flagged

Dear sir/madam,

Please find below the written response from the London Cycling Campaign to the London Assembly Transport Committee's call for evidence on Cycling Infrastructure.

Yours,

[redacted]
London Cycling Campaign
[redacted]
www.lcc.org.uk
([redacted]

This consultation response is on behalf of the London Cycling Campaign (LCC), the capital's leading cycling organisation with more than 12,000 members and 30,000 supporters. This response was developed with input from representatives of LCC's borough groups.

The London Assembly has requested answers on the following questions:

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

The pace of physical construction thus far has been markedly slower than that achieved by Boris Johnson in the last years of his Mayoralty. This is a major concern as Sadiq Khan had pledged to London Cycling Campaign members and supporters as well as the broader public, prior to his election, to triple the mileage of protected space on main roads and complete the "Better Junctions" programme.

Some schemes have been delayed (CS11, Old Street and others), despite having passed successfully through consultation. Plus several major schemes have come forward, including ones specifically stated to cater for safe cycling, that fail to address the needs of those cycling sufficiently or at all. These include Nine Elms, Camberwell Green and Croydon Fiveways. One of the newly consulted-on Cycle Superhighways, CS4, also features a major gap in the middle of its provision, due to delays at either council or TfL level. And even among the Better/Safer Junctions schemes, such as Lambeth Bridge and Waterloo roundabout, there have been more gaps or failures in scheme designs than under the later stages of the previous administration.

On top of this, serious concerns regarding the reliability of TfL funding have been raised by several London councils – with funding apparently shifted from year to year at short notice.

Much also remains unclear as to the future, and the extent to which The Mayor and his administration prioritise main road tracks ("Cycle Superhighways"), side street routes ("Quietways"), or other approaches; and what, if any, quality bar to funding the Mayor sets for major schemes and borough funding.

More positively, funding and support for cycling infrastructure that was planned or begun during Johnson's period in office has continued, while the new Mayor has announced a doubling of the cycling budget. And several major junction redesigns, plus two new Cycle Superhighways, have come forward to public consultation since the new Mayor took office.

There is funding in the current TfL business plan for eight Cycle Superhighways, including four as-yet unnamed and likely to be aligned with corridors identified by TfL's Strategic Cycling Analysis as of the highest priority. And the Mayor has also put in funding provision for the Rotherhithe - Canary Wharf bridge.

It is clear the Mayor views air pollution, “Healthy Streets” and reducing motor traffic volumes and dominance as key to his vision for London. Conversely it is not yet clear how the Mayor intends to overcome the obstacles to rolling out new cycling infrastructure at the maximum possible rate and to a high quality bar, so as to help achieve these ambitions.

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

Not yet, as the Mayor is not currently delivering at the pace the previous Mayor did. Such problems are complex, with some elements beyond the ability of any Mayor to currently influence. However, there are many TfL-controlled roads that the Mayor should be moving forward schemes on rapidly. And there is much the Mayor could and should be doing to exert his influence on ensuring delivery moves forward more rapidly, most obviously in tying funding to quality of schemes proposed.

Factors outside direct control of the Mayor that influence the ability to deliver cycling schemes or slow delivery include: motivations and views of borough Councillors, officers and residents; legal action or threat thereof by well-resourced stakeholder organisations opposed to cycling; failure by stakeholders such as the boroughs and TfL to clearly communicate benefits of major schemes and to win over residents sufficiently.

What is clear is that if London is to embrace walking, cycling and active travel to reduce pollution, congestion and improve activity-related health, then a lot more needs to be done faster and to a higher standard (e.g. to the standard of the newer Cycle Superhighways or above in the case of physically-protected cycle tracks).

Weakening or degrading cycling schemes is certainly not the answer as this simply reduces the number of people enabled to start cycling, or cycle more, introduces risks and safety issues to schemes, and – worse of all - incentivises driving. There is ample evidence that high-quality cycling schemes, as well as schemes that appropriately restrict motor vehicle traffic, offer more benefits than those schemes that fail to either restrict motor vehicle traffic or offer a high-quality cycling environment.

There is also evidence that a properly-planned network of high-quality cycle routes is the single biggest factor in enabling cycling to become a mainstream mode of transport. It is vital, then, that high-quality cycling schemes come forward more rapidly than so far.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Yes, and lots. TfL has extensive detail and data on this (see, for instance, http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf showing initial levels of usage for newer Cycle Superhighways, http://content.tfl.gov.uk/travel-in-london-report-10.pdf showing high levels of growth, particularly in central London where infrastructure is clustered and http://content.tfl.gov.uk/attitudes-to-cycling-2016.pdf showing that route improvements help people cycle more). There is a growing body of evidence that shows benefits not just for cycling, but also walking and the wider environment. But it would be sensible to make several further points:

- Demonstrably, there is a high correlation between the quality of the Cycle Superhighways (perception of safety, separation of cycling from motor vehicles at junctions and on links, track width, comfort, convenience, delay at signals etc.) and their use, both in terms of overall numbers of those using each route, but also in terms of the proportion of people who actively choose to comply with and utilise track and junction designs over cycling in the road or ignoring cycle-specific signals. In other words, build high-quality segregated cycle infrastructure and lots of cyclists use the tracks rather than the road or parallel routes.
- The majority of those using the Cycle Superhighways currently appear to be doing so for commuting (see http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf on usage patterns). But the Strategic Cycling Analysis predicts growth in shorter commuting and other types of trips (http://content.tfl.gov.uk/strategic-cycling-analysis.pdf). A continuous network of safe-feeling, comfortable and direct routes without significant gaps and linking together will be required to enable a far higher and wider range of types of cycling journeys and distances (see further work on international best practice http://content.tfl.gov.uk/international-cycling-infrastructure-best-practice-study.pdf). This network will likely be formed of a mix of approaches, including physically separated tracks on main roads. But it must feel continuously comfortable and safe to use and route many more people from door to door – hence the Mayor’s ambition that by 2041, 70% of Londoners will live within 400m of a safe and high-quality cycle route.

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

It simply hasn't, certainly not to the extent that is claimed by some commentators, who assert that, by taking road space from motor traffic, protected cycle tracks have caused significantly increased congestion (across London). TfL's analysis shows this isn't the case (http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf).

Two simple concepts define traffic management in London and most other dense urban cities – traffic evaporation and induced demand.

It has been established that in general, attempts to alleviate motor traffic congestion locally or regionally simply generate more motor traffic trips: road widening, junction capacity and similar schemes result in shorter journey times for the short term, but this incentivises more people to make that journey in a motor vehicle, and hence over time traffic speeds, journey times and congestion levels return to where they were before. This is the well-researched effect of "induced demand". Particularly within dense and space-constrained cities, creating more motor capacity in general just induces more trips by motor vehicle.

On the other side of the coin, when motor traffic is restricted, some of it (circa 15% for most major schemes) "evaporates". For major restrictions in motor traffic – such as reductions of lanes or closures of roads to motor traffic – this typically means most current motor vehicle journeys switch to other routes, but via the same mode; but a significant portion "evaporate", with the journey either not happening at all, or being made by alternative means, or at different times, or rerouting entirely out of the study area and away from nearby alternative routes.

Congestion overall is incredibly unlikely to have been significantly increased by the arrival of less than a handful of Cycle Superhighways featuring segregation, on less than 1% of London's roads. TfL, the Mayor and indeed London Assembly Transport Committee have already seen copious evidence that congestion is primarily caused by unnecessary motor vehicle journeys.

On a local basis, removing motor vehicle lanes on the Embankment for instance, will have caused minor congestion impacts – primarily to those vehicles unable to reroute. These will have been felt most during construction and in the initial months after the scheme bedded in. But overall, London's congestion is again primarily caused by unnecessary motor vehicle journeys and the impact of the Cycle Superhighways will be insignificant to network congestion and capacity.

The evidence from other cities is that over time, as more and more space is reallocated from private motor vehicles to cycling (and walking) and more people are enabled to cycle, even localised impacts of the Cycle Superhighways are likely to decrease. And overall, significant congestion reductions could be realised. That is not to say average private motor vehicle speeds are likely to go up. But more likely fewer people will drive in private motor vehicles, taxis and private hire vehicles and more people will either cycle, walk or use public transport – so the network overall will be more efficient.

This is already visible on a localised level as the arrival of the Cycle Superhighways means the roads they are on now move more people than ever before (the N-S and E-W Cycle Superhighways were moving 5% more people than ever within two weeks of opening, http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf). And, as well as moving people more efficiently, the recent Cycle Superhighways also improve the pedestrian environment and crossings – thus making walking more attractive and less hazardous. And, needless to say, more walking and cycling also results in improved public health.

Further, turning back to traffic evaporation and induced demand, in an already highly-dense city that is growing in population (but not space), there are few alternatives available. Even putting aside pollution, inactivity and climate change, on a simple efficient transport basis, space for private motor vehicles is one of the least efficient approaches for moving people and goods around a city, whereas space for cycling is one of the most efficient.

This situation will also not be alleviated by autonomous or electric motor vehicles (nor any combination thereof). The former will still cause problems with inactivity, climate change, pollution and risk, under certain conditions, creating very hostile streetscapes with the pedestrian and cycling environment significantly degraded – if car manufacturers promoting autonomous solutions that seek to place the onus of safe behaviour on pedestrians and cyclists win out, for instance; whereas the latter, whilst reducing air pollution and mitigating climate change (if powered by renewable sources), will not improve congestion or inactivity.

The only answer to London's congestion problem is to get far more people out of cars and onto alternatives. Due to limited capacity on buses and limited ability to increase tube capacity rapidly enough to meet the growing population, segregated cycle tracks on main roads are one of the few proven, well-evidenced answers to London's issues. And indeed, many of the problems deemed to be associated with them are primarily due to their slow roll-out in terms of construction and into becoming a coherent network.

Concerns about cycle tracks have understandably been raised by groups representing visually impaired and mobility-impaired people. This view should be taken very seriously – and it is clear that some people with such disabilities struggle to deal with the Cycle Superhighways and seek to avoid them. Overall however, the data and evidence TfL has collected (for instance via its Bus Stop Bypass Working Group) shows that people with such impairments are not put at increased risk or discomfort when crossing or walking near the Cycle Superhighways and other cycling infrastructure .

On top of this, while the Cycle Superhighways have been primarily trumpeted as infrastructure that is positive for cycling, it has been repeatedly pointed out (for instance by previous Cycling Commissioner Andrew Gilligan) that each scheme has enhanced the pedestrian environment also – with improved crossings, tactile treatments for crossing the Superhighways and often wider pavements. Where the Cycle Superhighways are potentially negative for pedestrians is where they have primarily taken away pavement space instead of road space. This is due to TfL giving greater weight to its modelled impact on buses and private motor vehicles than concerns over reduced pedestrian space. LCC would always see carriageway space taken for cycling schemes before pavement space. And such an approach would now align closely with the Mayor's.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

No. And far fewer than are using Cycle Superhighways.

Quietway 1 is the only one that has seen usage figures publicly released, and it has seen a significant rate of growth in cycling – of a similar rate of increase to the East-West and North-South Cycle Superhighway. However, the volume of cyclists using Quietway 1 is far lower than the volume using either of the main segregated Cycle Superhighways – which carry roughly ten times more cyclists. Quietway 1 is also commonly held (in conversation with borough officers, TfL officers, transport experts and consultants etc.) to be the flagship Quietway. Other Quietways being brought forward and in construction currently feature nowhere near the quality of continuous route, junction treatment or overall approach of Quietway 1.

Even Quietway 1 still features significant gaps in provision where appropriate and safe facilities disappear or are not present (yet, in some cases). The Quietways programme has often been pitched to two different audiences very differently, and this is probably the primary explanation for why they are failing: to the general public, they have been described as enabling those who are less confident to cycle; to boroughs they have been described as low cost solutions with low levels of interventions required.

TfL has funded schemes, and Sustrans has been commissioned to design them, on the basis largely of what boroughs are willing to put in. This is clearly visible on most Quietway routes – where the level and types of infrastructure installed change from borough to borough. Boroughs with less understanding of cycling, or willingness to provide for it, simply produce worse Quietway sections – seeking to provide the lowest level of intervention possible with the least effect on private motor vehicle provision (parking, access, speed, volume etc.).

On top of that, Quietway schemes are clearly prey to the same borough-by-borough issues other cycling schemes can suffer from – whereby boroughs which do not sufficiently prioritise cycling, or where councillors are not robust in championing cycling schemes, often rapidly weaken or remove sections of or entire cycling schemes in response to even relatively small amounts of pressure from some residents. The unfortunate result is that there is not a single Quietway that could accurately be described as coherent, safe-feeling and continuous enough to genuinely enable many people who are less confident about cycling to start cycling. And there are less than a handful of sections of Quietway even within a single borough that could pass that test either.

If Quietways are to fulfil their potential and are to genuinely enable far more people to cycle, including those currently not confident enough to ride on busier roads, then all London stakeholders must start working to a minimum scheme standard that genuinely delivers coherent, continuous, direct and safe-

feeling routes – as the Cycle Superhighways have (largely, and lately) done.
It is worth also highlighting the "Central London Cycling Grid" for consideration in this section. The Grid was meant to be the densest and most complete section of the previous Mayor's cycling plans, with his aim that the majority would be delivered before he left. The Grid is currently due for completion by 2019, but the network is of far lower quality than was originally suggested for two reasons.
In the original consultation 25% of the Grid was to be Superhighways and 75% Quietways. It was clearly suggested that existing Superhighways within the area would be upgraded to make them "largely segregated or traffic-free" but few such upgrades have occurred (beyond CS2 and where CS7 meets CS3 and CS6). And a later map showing routes expected to be complete by December 2016 postponed sections running along the Westway for the East-West Superhighway and from London Bridge for CS4 (CS4 has gone to public consultation without this element). Further to that map, CS5 has never been progressed into a route further north than just past Vauxhall Bridge. As a consequence, there is now a much higher dependence on Quietway routes in the Grid area than originally planned.
Quietways within the Grid have largely not been designed to reduce motor vehicle traffic on them. The Grid sections, as with many other Quietway sections, also favour mainly paint and signs over physical separation or motor traffic reduction on busy roads – and thus they fail to make cycling appealing and/or safe.
6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?
All of London urgently requires cycling infrastructure, built to a high-quality. As TfL's Strategic Cycling Analysis shows (SCA, see 7, below), there are very few places in London that don't feature high potential to increase cycling levels.
Thus far much of London's cycling has been characterised by commuters – the fast, fit and fearless is the cliché that defines our cycling community because that's what is required to cycle in most of London. Radial commuter cycling routes have therefore offered the greatest opportunity to deliver safety gains and increase cycling numbers by attracting those who were already cycling but seeking a safer route, those cycling irregularly, and those who felt close to cycling.
The SCA demonstrates there is still a high potential to grow cycling using radial Cycle Superhighway-style commuter routes through inner and central London. However, from the Dutch experience and expertise, and from international data on cycling journeys, we can see that across the globe, average walking journeys drop off sharply above 2km distance; similarly cycling journeys reduce after 6km. So these distances are the primary radii London should plan for with regard to infrastructure for these modes in the medium term.
The SCA should be the used as the primary tool for assessing likely cycling infrastructure interventions in both inner and outer London – it will help determine both the routing and likely style of route/infrastructure applied (Cycle Superhighway, Quietway, "low traffic neighbourhood" etc.).
However, it is also likely that cycling infrastructure in inner and outer London will, for the medium term, differ significantly: in inner London, planned infrastructure will primarily be characterised by high-flow commuter routes radiating in towards central London; in outer London, cycling infrastructure will be primarily characterised by radial routes radiating outwards in all direction from major town centres, amenities, transport interchanges etc.
The actual approach taken or tools used will often be very similar – routes should be direct and high-quality, with inner London ones designed to take higher flows. But whether these routes go along a main road on a cycle track, a very quiet side street, through a "low traffic neighbourhood" or "modal filter cell" or via some other approach is less relevant. Every route must be continuous, built with enough capacity, and feel safe along its entire length, with the aim to deliver a dense network of cycle-friendly streets.
It is also very important to note that further developments in technology such as e-bikes may enable far more people to ride further than 6km, and this is already becoming apparent in European cities (where, incidentally, e-cycles are often the fastest growing market according to industry sources). But radial routes to transport interchanges, town centres etc. will still remain key even if e-bikes increase viable travel distance by cycle.
7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

The Strategic Cycling Analysis is not a perfect tool – but it is the best tool seen yet for identifying the areas, corridors and routes that offer the highest potential growth in cycling, and therefore where infrastructure interventions should be located as a priority.
Funding for TfL and borough schemes should be tied to fulfilling the Mayor's Transport Strategy, to a high minimum quality bar, and to the SCA.
The SCA clearly also shows that space for cycling must be given priority over space for motor vehicles if cycling interventions are to succeed . To fulfil much of the potential outlined on the SCA will require building cycle tracks on main roads and the "strategic road network"; as the SCA shows, many of the highest potential routes are simply not co-located with appropriate parallel quiet routes as alternative provision; and often the main road routes do not have enough width to feature multiple lanes of private motor vehicle traffic, bus lanes and safe cycle routes. Thus it is inevitable that private motor vehicle lanes will have to be increasingly impacted on (as, indeed, may some bus lanes) to fulfil the potential for cycling.
It should also be noted that while some might claim the SCA holds few surprises, it does clearly demonstrate to those boroughs where councillors say (as many do) that no one will ever cycle there, that the reverse is true - provided appropriate infrastructure is built to enable them to.
8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?
Very appropriate, but proximity of a route alone is not "access". The 400m target is not just based on TfL's excellent London Cycling Design Standards (LCDS), but also the Dutch CROW manual. Both of these documents are highly respected by transport experts as imparting good design guidance on the basis of solid evidence.
That said, according to both CROW and LCDS 400m should be the upper limit for the "mesh spacing," or the distance between two cycle routes going east-west or north-south in a network; instead the Mayor's target implies a mesh of 800m. LCDS and CROW also recommend designing for much lower mesh sizes in the centres of cities – down to 250m and even 150m between routes.
The Mayor's target is for 70% of residents to live within 400m of a "safe" and "high-quality" route. However he has yet to define what either of these terms mean in use. This definition must happen, or councils that are hostile to cycling will be able to claim they have met such a target within their interpretation of "safe" and "high quality".
LCC's view is that both are effectively represented by a scheme which scores 70% or more on TfL's Cycling Level of Service (CLoS) system with no "critical issues" (both taken, as per CLoS guidance, at the weakest points in the scheme), and one where the daily motor vehicle flows are below 2,000 PCUs and 20mph or where physical separation is provided (again, this applies along the length of the entire route).
It is reasonably safe to assume - based on the experience of other cities that have achieved mass cycling levels - that proximity to a network of truly safe, high-quality routes will correlate strongly with both use and access. But of course that's not the full story.
There are many barriers to cycling that require other approaches on top of infrastructure – designing for disability-adapted cycles, effective marketing, smart user road pricing, better cycle parking location and standards, promotion of cargo, e-bikes etc. – but these are all fundamentally secondary to providing that mesh, or network, of high-quality safe routes with proximity to start and end points for many journeys.
9. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?
Yes, but not as effectively as it could be.
It is important that all stakeholders are afforded a fair chance to air their opinions. TfL has a difficult job in taking a proportionate and reasonable decision, balancing any potential local opposition to design schemes with their wider intended benefits. Moreover we recognise that occasionally some people will be inconvenienced by implementation of schemes that are necessary to achieve public policy goals, for example the targets set in the Mayor's Transport Strategy and objectives of the London Plan. However, there are occasions where elements of opposition are based on highly questionable evidence or simple fear of change.
TfL must be sensitive in handling this, but decisive in achieving the quality and scale of cycling infrastructure that is necessary. Unfortunately the opposite has toon often been true, leading to

excessive and self-defeating weakening of far too many schemes.
Conversely, the same approach too often fails to listen to or appropriately deal with those genuinely defensible concerns that are raised – leading to expertise and ideas lost, primarily because schemes are far too advanced by the time they reach the stage of public engagement and/or consultation.
It is vital that expert and stakeholder responses which raise serious concerns about the scheme are dealt with in a more constructive manner, ideally at a far earlier stage than at present, i.e. before most opportunities to alter or redesign schemes are lost. The current approach is at best, to provide minor tweaks to schemes, but most often to provide very brief and dismissive responses to major, well-evidenced concerns about the scheme. Instead, far more schemes should be discussed in public and with stakeholders prior to traffic modelling, detailed design etc. – and this conversation should be evidence-based, but robust, with real possibility to alter the scheme. A second, more technical consultation could then be run later on traffic (modelling) impacts, detailed design tweaks etc.
LCC and Living Streets' briefing document on "low-traffic neighbourhoods" has more pointers. In brief, our experience - and that of many officers in boroughs and TfL, as well as external consultants – tells us that TfL could do several things far better to enable more schemes to come forward more rapidly, and without as much controversy or "bikelash":
- More political leadership is required, particularly at borough level – with councillors and officers needing to be not just brought on board with the Mayor's vision for London and its transport systems, but also to enable political leaders and their officers to make tough decisions and do far better jobs at engaging with their residents and stakeholders.
- A broader, earlier and more robust conversation is needed between City Hall, TfL and key stakeholders. Too many bodies representing specific interests on a local and regional basis, businesses and business representative bodies, large developers, employers and indeed the boroughs themselves, often fail to understand the advantages cycling and cycling schemes offer those they represent, and worse, often oppose schemes on the basis of fear based on incorrect information or simply fear of change. A classic and common example of this is retail businesses along proposed cycle routes opposing loss of car parking – often such opposition is ill-informed (businesses aren't losing the parking they think they are, or the spaces they have are not used in the manner they think they are), but very loudly stated – and this can derail schemes easily.
- More should be done to communicate schemes and their benefits (and disbenefits) clearly and early. The aim should be for consultation to be a genuine conversation – whereby those raising concerns are answered and their concerns acted on where sensible issues emerge, but also where the cornerstones and principles of a scheme are accurately identified and articulated early on, and referred to and discussed confidently throughout. At present, TfL (and most borough) consultations simply cannot be characterised in this manner. Instead, the consultation nearly always happens when plans are already very advanced and at a detailed stage – with stakeholders on all sides not "listened" to but told what minor tweaks to a scheme might be done in response to issues raised.
- Consultation approval numbers should also not be treated as a referendum – rather as a guide to what issues and concerns should be given most attention. In other words, if a scheme is likely to help deliver on the Mayor's aims and objectives, a scheme should not necessarily be derailed if a majority of respondents do not approve it, and vice versa.
- It is also increasingly important that TfL is able to engage in a far more constructive relationship with boroughs. At present, from an external perspective, it appears boroughs have extensive ability to weaken or even destroy cycling schemes if they wish to, yet at the same time, it is clear boroughs feel very dictated to by TfL. This is not a healthy way to plan cycle schemes in London.
10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?
Increasing awareness of routes and infrastructure via promotion is of worth, but infrastructure should generally precede promotion. When good cycle infrastructure is available to people, more people cycle, and it is easier to change people's behaviour to start cycling or cycle more. Once good infrastructure is in place in an area, then promotion of cycling, including marketing, behaviour change, incentives for cycling (and not driving), promotion of inclusive cycling etc. is far more likely to yield better results. Given this, the primary requirement here is to ensure that once high-quality cycling infrastructure is provided in an area, then the infrastructure is appropriately promoted. In several boroughs, we have

seen successful promotion techniques going beyond just press releases and social media to include, for instance, loans of a wide range of cycle types to interested individuals and businesses – cargo cycles, e-assist cycles, adapted cycles etc.

11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

We know from studies such as the "Near Miss Project" that women tend to be more heavily affected by the feeling of safety, or lack thereof, cycling on our streets (https://www.sciencedirect.com/science/article/pii/S2214140515002236). We also know from the experience of other cities that have far higher modal shares for cycling that as more and better safe-feeling cycle infrastructure is provided, a more diverse range of people start cycling.

It is therefore vital, if we are to increase the diversity of those cycling in London that we plan for and provide truly safe-feeling cycle infrastructure. Infrastructure that features gaps, is of low quality etc. simply will not attract a wider range of people to cycling.

It should also be noted that tools such as the SCA do not fully capture the range of journey types, start and destination points etc. a wider range of people would do if they were enabled to cycle. Therefore it's vital that the SCA is further improved progressively to incorporate such information as more and better data becomes available, and that planning for cycling in general further considers the different types of journeys (including multi-modal journeys for instance) that might be favoured by a wider range of people than currently cycle, and also a wider range of cycles too – from e-assist cycles to wider adapted and cargo etc. bikes, dockless hire etc.

12. Is there sufficient cycle parking in London, and is it in the right locations?

No and no.

There are copious examples of locations all over London where, for a variety of reasons, it is possible to see either cycle demand suppressed by a lack of cycle parking (often among other factors), or where cycle parking supply is already hugely outstripped by demand. (There are also some examples of underused cycle parking too, but usually this parking is simply located in the wrong location, and/or other factors are also suppressing cycle demand – such as lack of nearby safe cycling infrastructure.) And this issue is just going to get worse.

Given the previous cycling modal share target of 5% by 2026 and cycle parking targets of approx. 20,000 spaces a year, it's likely that the demand for cycle parking will greatly exceed supply (both at home and at destinations), by the time that mode share target is reached. On top of this, the rise of dockless cycle hire in London will likely further increase pressure on cycle parking locations unless all operators operate to industry standards now being developed.

Cycle parking has a long history of being, at best, an afterthought for new road schemes, urban planning and developers. Even despite the London Plan (only amended to provide for improved cycle parking levels in 2016) it is still common to see poor quality cycle parking designed late in the process of major development and urban planning schemes – with common mistakes including too little parking, parking sited poorly, parking in isolated locations, poor access to parking and poor quality on-street and secure cycle parking design (stand designs, placement, spacing). There are also obviously those boroughs who, for a variety of reasons, fail to provide cycle parking where it is most wanted and needed. The result is parking of bicycles chained to street furniture which may offer less security and is often prohibited. Such overflow parking is a very likely an indication of demand and can be addressed by increased cycle-stand provision.

It is notable that the recent removal of street railings along many stretches of road has had the effect of reducing cycle parking that was relatively secure and un-obstructive. In some cases cycle stands have been erected to replace railing parking, or street furniture retrofitted with cycle-hoops, but in many cases there has not been alternative provision putting additional pressure on existing bike stands (and three or more bikes attached to a stand designed for two can cause an obstruction or lead to difficult bike retrieval). In all cases of railing removal, where it is clear that they are used for cycle parking (e.g. near stations, shops or workplaces), local authorities should prioritise additional bike stands.

Cycle parking also needs regular supervision, inspection and management. Where cycle parking is not being managed sensibly abandoned bikes often reduce the effective spaces available and the attractiveness of cycle parking both for users and non-users. All cycle parking should be regularly monitored to regularly check for abandoned bikes and with periodic comprehensive surveys to track growth in usage and identify issues of insufficient capacity in wider areas. In addition, surveys of

overflow parking provides useful data on areas where cycle parking is insufficient.
Network Rail and the role of rail stations must be specifically noted in this section – most rail stations still feature far too little cycle parking of far too low quality, throughout London and beyond. And the organisations that run our rail stations are still far too slow in providing appropriate quality and quantity of cycle parking, often failing to match current demand, let alone provide for predicted and/or potential growth of cycling.
13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?
The are many lessons, an entire book's worth, to be taken from the three mini-Holland schemes, as well as many more lessons from the Cycle Superhighways and Quietways, from international alternative approaches, from other UK cities etc.
To deal specifically, and as briefly as possibly, with the mini-Hollands, the lessons that could and should have been learnt, and the extent to which they have been learnt is as follows:
- Engage early, engage confidently, show political leadership, be clear in the rationale for major transformational schemes, but have a proper conversation with residents and stakeholders (see above). This lesson is being distributed, learnt, and improved on in a very patchwork manner across TfL and the boroughs.
- There's little point giving lots of money to boroughs that have little political will to deliver transformational change and/or major cycling schemes. There is some talk at TfL and in City Hall of improving the attitude of such boroughs, even of the need to provide some funding for such boroughs to entice them to change, but little sign that there is the appetite yet to not fund those schemes and boroughs that fall too far below a quality bar. The result is far too many weak schemes that fail fundamentally to provide for cycling appropriately in a way that will help deliver the changes needed for the Mayor to fulfil his aims in the Transport Strategy. Schemes that are likely to decrease cycling rates and even increase driving rates are still coming forward and being funded.
- Schemes that create a network of cycling routes and quiet residential and/or shopping areas around a town centre dramatically boost walking and cycling rates, can reduce motor traffic volumes locally and offer amazingly good value-for-money transport spending. Most boroughs are still far from understanding the kind of holistic approach Waltham Forest has managed. And although there are promising signs that some boroughs are beginning to absorb the lessons from the mini-Holland exemplar schemes, this appears to have mostly come from campaigning stakeholder organisations such as LCC's Borough Groups, keen councillors and/or tours given by our Borough Groups, rather than a concerted and clear communication effort from City Hall or TfL.
- High-quality cycling schemes almost invariably mean reducing motor vehicle traffic capacity. There are several lower-quality mini-Holland schemes that stand as a salutary lesson in demonstrating what happens when a borough tries to please motorists and cyclists simultaneously.
- The "bikelash" dies away. Many boroughs and too many people at City Hall and TfL are too scared of the "bikelash". But the experience in Enfield and Waltham Forest is that if schemes are good, political will is determined, and communications are good, the bikelash can not only be survived, but that over time, most of those who initially raise opposition or concerns are won over.
- The mini-Holland boroughs with the political will and ambition to deliver high-quality schemes have delivered, against strong opposition, popular and high-quality schemes that show what boroughs in outer London can achieve if appropriately funded, are delivering increasing cycling and walking rates and should be studied as benchmarks going forward for other boroughs and TfL (particularly Waltham Forest's "villagisation", town centre and Lea Bridge Road schemes, and Enfield's main road semi-segregated schemes).
14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?
Both. See answer above regarding inner and outer London.
15. LCC's infrastructure consultation responses all carry the text below. It is worth repeating here as it covers key quality indicators for cycling infrastructure.
* LCC requires schemes to be designed to accommodate growth in cycling. Providing space for cycling is a more efficient use of road space than providing space for driving private motor vehicles, particularly for journeys of 5km or less. In terms of providing maximum efficiency for

space and energy use, walking, cycling, then public transport are key.

* As demonstrated by the success of recent Cycle Superhighways and mini-Holland projects etc., people cycle when they feel safe. For cycling to become mainstream, a network of high-quality, direct routes separate from high volumes and/or speeds of motor vehicle traffic is required to/from all key destinations and residential areas in an area. Schemes should be planned, designed and implemented to maximise potential to increase journeys – with links to nearby amenities, residential centres, transport hubs considered from the outset.
* Spending money on cycling infrastructure has been shown to dramatically boost health outcomes in an area. Spending on cycling schemes outranks all other transport mode for return on investment according to a DfT study. Schemes which promote cycling meet TfL's "Healthy Streets" checklist. A healthy street is one where people choose to cycle.
* All schemes should be designed to enable people of all ages and abilities to cycle, including disabled people.
* LCC wants, as a condition of funding, all highway development designed to London Cycling Design Standards (LCDS), with a Cycling Level of Service (CLoS) rating of 70 or above, with all "critical issues" eliminated.

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[redacted]
London Assembly Transport Committee
C/o TransportCommittee@london.gov.uk

22 January 2018

Dear Richard,

Cycling infrastructure investigation

London TravelWatch is the statutory body representing all transport users in London. Thank you for consulting with us on this topic and inviting our views.

In 2014, London TravelWatch considered proposals for Cycle Superhighways. Its Chair wrote then to TfL saying:

> *London TravelWatch strongly endorses the transport, health and wider societal benefits that are to be had from increasing the levels of cycling. London TravelWatch supports the Mayor's Transport Strategy target that cycling should have a modal share of 5% by 2020. To this end, it is clearly important that cycling should be as safe as it can be made, and that the public should feel confident about taking to their bikes.*
>
> *The cycle superhighway proposals put forward, which will result in three lengthy separated cycle tracks, are innovative, exciting and potentially far reaching. The scale of what is proposed and the novelty of some of the interventions will have a profound impact on a wide range of transport modes across a wide area of London. Our general support for the Mayor's cycling target is based on two key considerations – the health and social benefits of cycling, and the importance of cycling as a contributor to the efficient use of scarce road capacity. But, in this latter respect, cycling is not unique. Buses also allow for a very economic use of road space, and there are of course many bus users for whom cycling will not be an option. In our view it is essential that a careful balance is struck between the interests of cyclists on the one hand and bus passengers and pedestrians on the other.*

Our stance on the introduction of cycle infrastructure is the same now as it was then. However, there is now some significant infrastructure in place and it is therefore welcome that the London Assembly is reviewing this and looking to learn lessons. London TravelWatch has invested a significant amount of time looking into these issues, talking to stakeholders, promoters of schemes and designers. We hope this submission assists in the Transport Committee's investigation.

London TravelWatch has a unique approach to developing its policies and representing the users of London's transport networks:

- We commission and carry out research, and evaluate and interpret the research carried out by others, to ensure that our work is based on the best possible evidence

- We investigate complaints that people have been unable to resolve with service providers – in 2016-17 we got more than 11,000 enquiries a year from transport users and took up 2,400 cases with the operator because the original response the complainant had received was unsatisfactory
- We monitor trends in service quality as part of our intelligence-led approach
- We regularly meet with and seek to influence the relevant parts of the transport industry on all issues which affect the travelling public
- We work with a wide range of public interest organisations, user groups and research bodies to ensure we keep up to date with passenger experiences and concerns
- We speak for the travelling public in discussions with opinion formers and decision makers at all levels, including the Mayor of London, the London Assembly, the Government, Parliament and local councils.

London TravelWatch has recently published its report, *Cycling in London*. We hope you may consider this as part of the Committee's investigation. It is available at http://www.londontravelwatch.org.uk/documents/get_lob?id=4469&age=&field=file London TravelWatch very much wants to see more and safer cycling because there are numerous societal and transport benefits. We also want to see a greater proportion of journeys being undertaken by foot, bus, Underground and rail. We want London's streets to be more attractive and for there to be fewer road casualties. London TravelWatch has a duty to consider the needs of disabled users of London's streets. Some, but not all of the Committee's questions are responded to below.

Q 3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Q 4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

London TravelWatch's has recently published its report, *Cycling in London.* This states

> *London TravelWatch broadly supports the implementation of separated cycle facilities because it believes they encourage more cycling and provide real and perceived improvement of cycle safety.*
>
> *London TravelWatch recognises the impacts on other users of introducing separate infrastructure for cyclists: cyclists can be brought into conflict with bus passengers and pedestrians and there can be negative impacts on bus services. London TravelWatch is keen that these impacts are minimised as best they can be.*
>
> *There are other measures said to assist cycles on the road that are described in TfL's latest London Cycling Design Standards[1].*

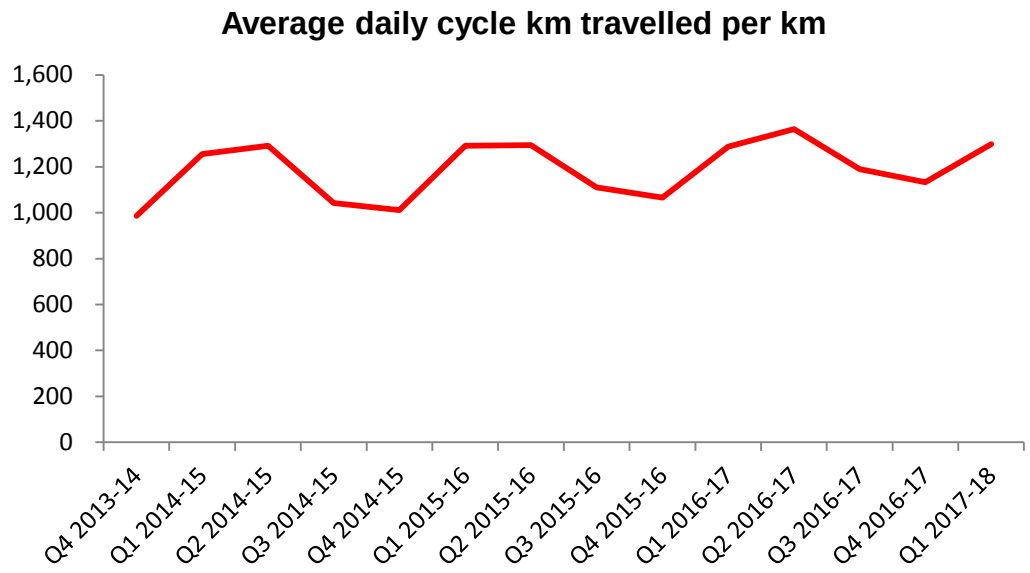
[1] https://tfl.gov.uk/corporate/publications-and-reports/streets-toolkit#on-this-page-2

Proposals to provide cycle specific infrastructure are generally welcome, but given the impacts on other users, need to be judged on their own merits and a balance struck that favours the space efficient modes, walk, bus and cycle.

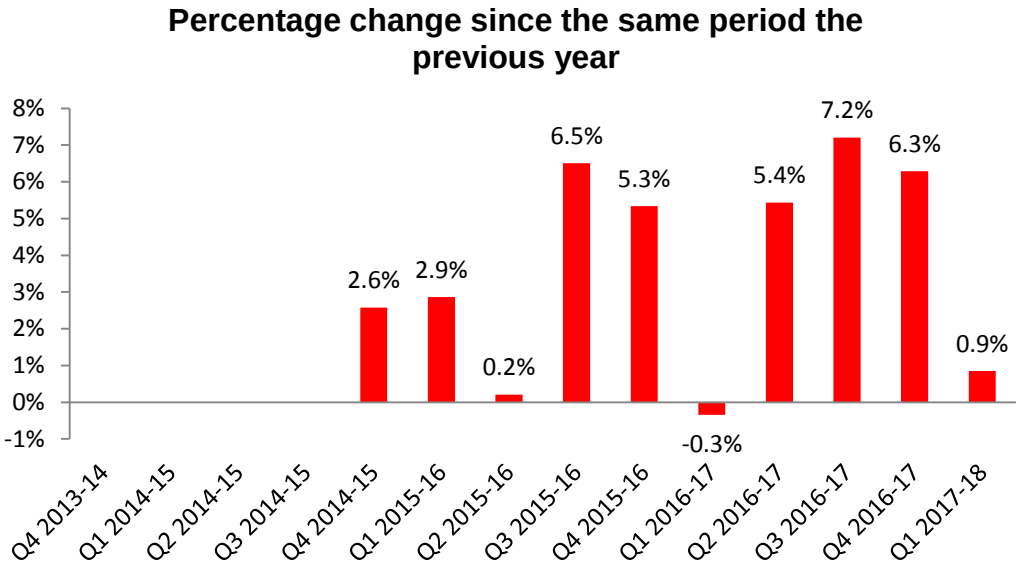
TfL have reported on some elements of their *Cycling Vision* schemes in November 2016. This can be found at http://content.tfl.gov.uk/pic-161130-07-cycle-quietways.pdf. It reported an increase of 50% in the number of cyclists using the East to West and North to South cycle superhighways. They also report a 38% increase in cyclists on a section of Quietway 1 in the morning peak.

TfL are also now collecting and reporting a robust statistic for cycling volume – 'The average daily cycle km travelled per km'. This has been reporting quarterly figures for the central area (the congestion charging zone). TfL consider this to be areliable survey of cycling volume across all London's streets (and off-street). This statistic is reported in their quarterly 'Streets performance report': https://tfl.gov.uk/corporate/publications-and-reports/streets-performance. This statistic is illustrated below.

[As a guide the East to West, North to South and CS2 upgrade schemes came into use around Q 4 2015-16 and Q1 2016-17.]



The same are used below to illustrating the percentage change in cycling volume since the same period in the previous year.



An similar, annual Greater London survey using the same rigorous methodology is being undertaken by TfL, but the figures have not been published.

There are clearly complexities in providing separate cycling facilities on London's streets. Simon Christmas, in his study for the Department for Transport: *Cycling, Safety and Sharing the Road: Qualitative Research with Cyclists and Other Road Users*[2], recognised that not all cyclists have the same requirements.

> *"Cyclists themselves have differing and potentially conflicting needs from infrastructure:*
>
> - *Cyclists opting for 'assertion' want infrastructure that helps to establish their right to be on the road and that clarifies how the road is to be shared; and,*
> - *Cyclists opting for 'avoidance' want infrastructure that gives them more opportunities to avoid traffic."*

Moreover, that some cycling infrastructure can make road sharing worse because it is confusing:

> *"Cycling facilities can also make the road-sharing problem worse if they create additional confusion about where cyclists and drivers are meant to go. The key issues are:*
>
> - *Infrastructure that is too complex and needs to be decoded by the user;*
> - *A failure to communicate to people how to use innovative infrastructure; and,*
> - *A lack of consistency from one place to the next.*

[2] http://www.cyclist.ie/wp-content/uploads/2010/11/Dept-of-Trans-London-RS-Cycling-ORU-Report-1110-2.pdf

At the very least, infrastructure should be avoided that creates more confusion about whether, and where, bicycles should be."

A highly regarded road safety practitioner, whom London TravelWatch has discussed these issues with, reinforced the finding in the Christmas report, i.e. that road layouts should be simple and easily understandable by road users.

The utility of the recently built cycle superhighways and 'Better Junction' schemes to cyclists is variable. As contrasting examples, the stretches of cycle track along Upper and Lower Thames Street and the Victoria Embankment allow very quick passage for cycles with little mixing with motor vehicles and relatively few interactions with pedestrians. Whereas the CS2 upgrade between Aldgate and Bow Church has much less separation from motor vehicles and much more potential for conflicts with pedestrians. There are innovative design solutions that separate out left turning motor vehicles from straight-ahead cycles that work well for many cyclists. Some of the new infrastructure is being well used, particularly during peak commuting times. More cyclists are using the roads where the superhighways have been built than did so before there introduction. Only time will tell as to their safety and attractiveness to what are presently non-cyclists.

The degree of separation from motor vehicles will affect the road safety benefits for cyclists. It is to be expected that generally there will be a reduction in collisions from the rear and the side, but an increase in collisions at intersections where separation from motor traffic is only partial or non-existent. This is described well in a peer reviewed Danish study for the municipality of Copenhagen: *Road safety and perceived risk of cycle facilities in Copenhagen* by Søren Underlien Jensen, TrafiTec[3] It states that: The construction of cycle tracks has resulted in a slight drop in the total number of accidents and injuries on the road sections between junctions of 10% and 4% respectively. At junctions on the other hand, the number of accidents and injuries has risen significantly, by 18%. [Note: We have corresponded with the author who tells us that these findings stand and have not been contested].

The observations and comments below are examples that illustrate some issues that need further consideration by designers of cycling infrastructure. They have been compiled following our observations, talking to stakeholders and taking part in discussions with various design teams as they have developed cycle infrastructure proposals.

- London TravelWatch's former deputy chair observed that changes at Elephant and Castle were confusing to users. At some locations directional signs have been introduced for cyclists to describe how they should navigate parts of the junction.
- Bi-directional cycle tracks are regarded as poor practice in urban areas for a number of reasons, and warned against in the TfL *London Cycle Design Standards.* Camden has a policy of removing these (Royal College Street and Tavistock Place etc.) because of the additional risk of collisions associated with confusion as to where cyclists might be. Bi-directional tracks are not

[3] http://www.roadsafetyobservatory.com/Evidence/details/11592

intuitive and it is difficult, as a cyclist to leave them to join the general road network. Bi-directional cycle tracks can be prone to head on collisions between cyclists.

- There are regular observations that vehicles emerging from Commercial Road in the AM peak regularly block the cycle lane across the junction of Commercial Road (the A13) and the A11 at Whitechapel. Cyclists must then filter through heavy traffic;
- The cycle lane across Davenant Street, a side road of Whitechapel Road, is often blocked by emerging vehicles. This then necessitates a diversion by cyclists onto the general carriageway.
- Greatorex Street at Whitechapel and Aberavon Road at Mile End are examples of side streets of roads with cycle infrastructure, where there is a lot of motor vehicle traffic turning left across straight-ahead cycles. There will be a possible collision risk.
- Turning right from the main cycle superhighway into side roads, for example into Adler Street at Whitechapel, is problematic for cyclists because they are trapped in the cycle track.
- The junction of Warton Road and Stratford High Street is problematic because there are many left turning vehicles crossing the path of straight-ahead cycles. It has been the site of a number of collisions. TfL has introduced road markings in response to these collisions.
- Cycles coming from Cambridge Heath Road and turning right (onto the A11) do not use the prescribed two stage right turn because it is complex and means waiting for two sets of signal lights. Instead, they simply turn right in the conventional manner. Straight-ahead cycles at this junction are encouraged by the cycle lane markings to take a poor, potentially dangerous, position in the road, too far to the left of the lane.
- Lord Adonis noted on Twitter that the signal sequencing at Parliament Square is such that many cyclists ignore the new routeing.
- A newly marked advisory cycle lane along Bishopsgate encourages poor positioning of cycle crossing the junction. Cycle trainers would advise a different routing across the junction.
- On Blackhorse Road, Royal College Street and Pancras Road there are examples of cycle lanes leading cyclists into the potential path of left turning vehicles.

There are various impacts on other street users that have been observed or brought to our attention:

- London TravelWatch has previously held an older person's forum. From that, and talking with representatives of older people, it is clear that older pedestrians in particular do not like cycle facilities that mean cyclists share the pavement with them.
- At some locations, pavement width has been lost leaving the pavement too narrow. Living Streets has expressed concerns about the pavement lost at the bus stop outside Tesco's, opposite Adler Street on Whitechapel High Street.
- Where kerbs that have been introduced to separate cycles from motor vehicles they make informal pedestrian crossing more difficult for pedestrians because one has to perch on the kerb, and impossible for others.

- A former London TravelWatch member, who is visually impaired and over 90 years of age, told us of her concern that taxis, private hire vehicles (PHVs) and private cars are now unable to pull alongside the pavement to enable passengers to board and alight easily. For wheelchair users, boarding and alighting a taxi, PHV or private motor vehicle will now be impossible at some locations. A taxi driver has confirmed to us that the passenger would have to find their way across the kerbs, away from junctions and crossings. The taxi's ramp is not designed to be used from the carriageway;
- Where cycle tracks have been set at a level below the pavement there will be similar, but less severe problems for other road users, though pedestrians will need to watch out for cycles when they are crossing. For example, there is a narrow, poorly constructed contra-flow cycle track on Union Street in Southwark. This will present a trip hazard and sometimes be problematic for pedestrians.
- Pedestrians will often not be expecting cycles to be where they are, and particularly will not be expecting them to be cycling in the opposite direction to general traffic. There have been cycle and pedestrian collisions on the cycle track near Embankment station where large numbers of tourists emerge from the pier and cross the cycle track.
- In order to introduce cycle tracks pedestrian refuges in the middle of the carriageway have been removed at some locations. This will make informal crossing more difficult. There are some strange arrangements at pedestrian crossings, such as at Ludgate Circus, where one would expect two traffic islands protecting pedestrians, but where one has been omitted.
- Cycle campaigners have made the case that separation from motor vehicles must continue at bus stops. TfL and the London boroughs are implementing two solutions to this requirement. One routes cycles around the back of bus stops, the other through the waiting, alighting and boarding area of the stop. The latter does not appear in TfL's design guidance for accessible bus stops. These designs will introduce conflicts with cycles where previously there were none. From the studies, that we know about there will be many near misses and occasional collisions. Two studies are briefly described in our report, *Cycling in London*, Appendix G. The TRL study also measured the speeds of cycles through bus stops. Previous studies by TfL have noted that cyclists do not slow down for bus stops. There will be some discomfort for passengers (and cyclists) and an affect on the streetscape.
- Those representing disabled users[4] remain opposed to the introduction of these stops. The RNIB tell us: RNIB remains concerned about the development of so-called bus stop bypasses. They are not safe, cause blind and partially sighted people to worry about how safe travel is and could therefore result in fewer people going out alone or fewer people going to particular places.
- TRL, consultants who have undertaken research into bus stop bypasses on behalf of TfL. have said: "Casual observation suggests there are far more pedestrians both loitering or walking near the cycle track and crossing it at the Whitechapel Road sites compared to the Stratford sites. This suggests that

[4] http://www.transportforall.org.uk/about/news/tfl-stop-building-floating-bus-stops-until-safety-concerns-are-dealt-with See also Appendix A of London TravelWatch's *Cycling in London* report that includes a statement from Guidedogs.

interactions are related to exposure, i.e. more pedestrians therefore more likely that pedestrian and cyclist paths will cross therefore more likely that interactions will occur. This coupled with decreased inter-visibility between cyclists and pedestrians because of the density of pedestrians and the relatively short distance between the bus doors and the cycle track means that those interactions are more likely to be at a higher level."

- Bus stops are generally located to maximise the utility for bus passengers where this is possible. Cycle scheme proposals have meant some changes in the locations of stops away from where bus passengers would want them. For example, the stop outside the Elephant and Castle Northern line entrance has been moved some distance and around the corner. This is inconvenient for bus passengers interchanging with the Underground and between bus services. This stop is said to be the busiest in Europe!
- Some cycle lanes are separated from motor traffic using, so called, semi-segregation. This was trialled at Aldgate, by the City of London. The separation consisted of a line of rubber blocks installed outside of the cycle lane. This resulted in numerous pedestrian trips (recorded on CCTV over 24hours). These blocks were quickly removed. Camden too has removed some rubber blocks used as cycle infrastructure because of pedestrian tripping.
- Other design issues are described in Appendix D, 'Designing for cycling' in our report, *Cycling in London.*

Bus services performance has been affected:

- The most obvious detriment to bus service performance is where bus lanes have been lost. Bus lanes are installed after rigorous cost-benefit-analysis. Removing them will take away journey time benefits for passengers and operational cost savings. This has happened at Vauxhall, Blackfriars Road, Stratford High Street, Farringdon Street and Lea Bridge Road. Waltham Forest's bus passenger group *Save our Buses* has expressed concern regarding the loss of the eastbound bus lane on the Lea Bridge Road to a cycle lane. Leon Daniels, ex-MD of TFL Surface Transport had told them that bus journeys will take longer.
- Bus performance will also have been affected by the various reductions in motor vehicle traffic capacity (loss of road space or green signal time) where vehicle numbers have not similarly fallen. Where this has happened buses are delayed along with general traffic. TfL told London TravelWatch, in public, that there had been a 25% reduction in network capacity within the inner ring road. Though they subsequently told us that they had discontinued work investigating this.
- TfL tell us they are now managing traffic across the capital, using their traffic signalling systems, in order to ensure the inner ring road continues to operate satisfactorily. This effectively slows traffic entering the central area. It was intended that these system would be used to manage the Roads Modernisation Programme schemes implementation, but continued to be used. Motor traffic is held by lights at some distance from the centre. This will variously be affecting bus performance.

TfL modelled the changes in journey times associated with all of their major cycle scheme proposals and published these as part of the consultation exercise. It should be noted that whilst a few minutes extra journey time may be portrayed as insignificant, in fact, it is very significant for both passengers and operational costs. As a rule of thumb, TfL tell us two extra minutes journey time for a high frequency bus route will mean an additional £1/4million a year in operational costs. TfL cite longer bus journey times as a cause of bus passengers abandoning bus services, particularly in central London

During the Roads Modernisation Programme construction phase, TfL extended the run time of bus services. These schedules have remained in place. At the consultation stage of the Vauxhall schemes there were speculative promises of an additional 21 bus priority measures associated to compensate for the loss of bus priority at Vauxhall but only a small number were implemented.

The Motorcycle Action Group is concerned that lane widths are being narrowed to build cycle tracks. This will limit motorcyclists ability to filter through traffic and make doing so less safe. Motorcyclists are also concerned about the introduction of rubber blocks onto the carriageway that are being used to delineate cycle lanes because they may unseat riders if they are hit by the bike.

Some of the negative impacts on other road users can be mitigated as understanding improves, but this will not be easy. London TravelWatch has been party to design discussions with TfL and other highway authorities. It recognises the challenge is considerable. And in mitigating an issue for one set of users it canl often lead to issues for others because their needs conflict. Reducing traffic volumes is beneficial and can allow design solutions that may otherwise not be possible. Closing side streets to motor vehicles, for example, can reduce conflicts at junctions and be beneficial for all users.

London TravelWatch strongly supported the Camden council proposals at Tottenham Court Road and the City of London's at Bank junction. This is because although they do not deliver what some cycle campaigners would like to see in terms of separation from all motor vehicles, they do give a much-enhanced level of service for cyclists, pedestrians and bus passengers by reducing or excluding general traffic. Tottenham Court Road will have wide traffic lanes (4.5m) that allow cycles to pass buses and buses to pass cycles much more safely than on a narrower carriageway. At Holborn, there is a similar arrangement at the bus stops. At Bank junction, the City of London has banned all vehicles except buses and cycles during the weekday. Both of these schemes will benefit cycles.

Operating bus lanes 24/7 and removing parking on main roads can similarly give clear space for cycles and a much-enhanced level of service to cycles, without the drawbacks of separated lanes for other road users.

Q 5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

Quietways are a development of previous plans for a network cycle routes along less heavily trafficked streets. London TravelWatch is generally supportive of these. They should provide streets where novice and younger cyclists feel comfortable cycling.

Many of the interventions do provide better cycling facilities for cycling. However, the problem with a strategy of drawing routes many miles long on a map is that there will inevitably be difficult junctions and links along the route that don't provide for comfortable cycling. This is because of technical, road capacity or cost issues or just the politics of local transport interventions. There are then often poor compromises and disappointments with the cycling conditions delivered. This has been the case since 1989, when the London Planning Advisory Committee (LPAC), a consortium set up after the abolition of the Greater London Council, proposed a 1,000-mile strategic cycle route network for London.

An alternative strategy would be to worry less about the links, but more about area wide interventions and focussing on remodelling those junctions that are most problematic for cyclists or have a history of collisions. Couple this with a willingness to be more opportunistic regarding interventions and one may see some progress to create streets that are comfortable to cycle along, though perhaps not along the entire length of a 10mile designated route.

Area wide interventions that could be popular and useful for improving cycling environments would be self-enforcing (using humps) 20mph zones, controlled parking zones, and closing streets to through traffic. Each of these interventions on their own is effective in improving the cycling (and walking) environment. Together they make for great cycling.

Q 6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

Outer London's major roads include some that look and feel very different to inner London's. Some of these roads are described as 'thundering'. They are extremely busy with 40 mph speed limits. In addition, a particular road corridor can sometimes be the only practicable one available. London TravelWatch would welcome more focus on the introduction of safe and separate cycling infrastructure along these extremely busy, roads.

For example, the A 406 across north London (which London TravelWatch has reviewed with TfL officers) is inhospitable to cycles, but forms a useful corridor with no very good alternative. The cycle provision is piecemeal and includes frequent crossing of the road by overbridges. This corridor would really benefit from a comprehensive redesign to include cycle tracks separated from general traffic, perhaps bi-directional, running along both sides of the carriageway.

London TravelWatch recently published a report, *Living on the edge*[5]. This examined travel poverty issues for those living in outer London. It found:

> Cycling is a cheap and very efficient mode of transport, though very few people will cycle from the outer London boroughs to zone 1 (for example, only 217 [1.25%] of the 17,385 Croydon to Westminster commuters cycle according to Census 2011). However, for some people, cycling could extend the area of job search and access considerably up to, say five miles, and is very reliable in terms of journey time.
>
> The majority of qualitative participants expressed the view that cycling was either not feasible for them over the whole length of their journey (they described themselves as 'too lazy' or were concerned they would be too sweaty by the time they got to work) or that they felt unsafe in current traffic conditions. However, cycling as a short part of a longer journey involving other modes might be a more realistic prospect, for example to a railway station in a different fare zone from where it would be cheaper to travel into central London. Cycling some of the way might reduce the number of zones travelled through by rail, or remove the need for a bus journey or car parking charges, helping to reduce travel costs overall.
>
> Outer London boroughs and communities, and Transport for London, might like to consider what they could do to integrate cycling more fully into the commuting patterns of low paid workers and job seekers.

In Richmond, the outer London borough that TfL reports has the highest mode share for cycling in London[6], there is evidence that cycling plays an important role in the journey to work as part of a linked rail and cycle journey. There is a large cycle

[5] http://www.londontravelwatch.org.uk/documents/get_lob?id=4100&field=file

[6] https://tfl.gov.uk/corporate/publications-and-reports/london-travel-demand-survey

parking compound behind Richmond station and cycle parking spilling onto railings on the street.

Richmond station has a substantial cycle parking area, but this is overwhelmed and results in this informal cycle parking.

The Cycling Cities research[7] that is described in Appendix E of our report, *Cycling in London*, identifies cycling to and from the station as part of many linked trips to work that had contributed to the growth in cycling in some of the studied cities. TfL, the rail industry and the London boroughs could do more to facilitate cycling trips to outer London stations as part of linked trips.

London TravelWatch advocates that one focus for cycle initiatives in London should be the trip to the local station as part of the commute to work. This would extend the catchment area of many stations for those that would cycle, say, for 15 minutes.

The graphic below shows just how much greater the catchment area of all the 137 travel zone 5 and 6 stations could be if cycling for just 15 minutes were considered viable as part of a linked trip. It demonstrates that most households in travel zones 5 and 6 are within a short cycle trip of at least one station.

[7] http://www.cyclingcities.info/

The pink area is within 15 minutes cycle of at least one zone 5 or 6 station. The blue area is a much smaller walking catchment

This suggests consideration should be given to area-wide interventions rather than routes from A to B. For example, area wide traffic calming, slower speed initiatives, parking controls, road closures to through motor vehicles and targeted junction improvements.

Q 10. Is there sufficient cycle parking in London, and is it in the right locations?

The provision of cycle parking at home and at cyclists' destinations is a necessary part of providing for cycling. In TfL's annual *Attitude to cycling survey*[8], less than half of the respondents gave a good rating to the availability of cycle parking near their home. A little over half were happy with parking facilities at stations, at their work and on London's streets.

London TravelWatch advocates that the provision of high quality cycle parking should lead demand, particularly at stations. The provision of cycle parking will become an increasing issue, particularly near attractors of high numbers of cyclists such as town centres and stations. In European cities where cycling levels are high, the provision of cycle storage has become a challenge that authorities have responded to with significant multi-level storage facilities.

London TravelWatch supports travel planning for schools and workplaces, and promotes them as best practice for stations. Travel planning should be undertaken for town centres, where cycle parking needs planning for, rather than being provided on an opportunistic basis as available locations are found.

Some London boroughs, for example Hackney, locate cycle stands on the carriageway in clusters, rather than stringing them out along the pavement, that should really be for pedestrians. This is welcome and is supported where demand is high. Hackney also tests the demand for cycle parking using temporary cycle stands which also emphasise the space efficiency of cycling – one car parking space can provide cycle parking for ten.

Where possible cycling should be clustered on the carriageway, not strung along the pavement

Testing demand for cycle parking

Major events in London can attract many cyclists, but require only temporary cycle parking. To facilitate this, London TravelWatch has supported calls from the London Cycling Campaign for TfL and the London boroughs to plan for cycling in the same way they plan the transport associated with major events, just as they would plan for bus services and their passengers.

[8] http://content.tfl.gov.uk/attitudes-to-cycling-2016.pdf

Temporary event cycle parking

Cycle storage at home is a problem for many Londoners, particularly those living in flatted blocks. Lack of cycle storage will mean some potential cyclists do not cycle or cycle less often. The initiative of Lambeth council to provide on-carriage cycle storage of this kind is welcome and has been taken-up by others. However, demand for spaces in these facilities greatly overwhelms supply and there are long waiting lists.

The Lambeth 'cycle hangar' is a welcome addition to London's streets for cyclists living in flats

The London Plan suggests high levels of cycle parking provision in new developments at a rate of one cycle for a one-bedroom flat and two cycles for larger apartments. This is supported.

Conclusion

London TravelWatch wants to see more and safer cycling, ensuring that there is learning from the schemes that have been implemented on London's streets and the impacts on users. We very much welcome the London Assembly investigation into this issue and we have provided observations and comments.

This is an important investigation because the provision of cycling infrastructure is a high priority for the Mayor, he proposes to continue to implement cycle infrastructure schemes and they will have a considerable impact on London's streets and all their uses and users.

Cycle infrastructure, whatever it is, from advisory cycle lanes to fully segregated, off road cycle tracks will improve the perception of safety and thereby, to a greater or lesser extent, lead to more cycling. Actual improvement in safety will be dependent on design. It is important to note that some road layouts may lead to less safe streets for some users and It is therefore vital that lessons are learnt.

Beyond safety and just as important, there are issues of pedestrian amenity and comfort, conflict and access, slower bus journeys and streetscape. There are particular difficulties for visually impaired, disabled and older people. Again, it is vital that lessons are learnt.

Because of these reasons, a balanced judgement needs to be made about the introduction of cycle infrastructure and what that infrastructure is. There should be recognition that in many busy urban locations, where space is limited, there are not design solutions that can provide cycle tracks alongside all of the other uses and users of a street. In these cases, improvements for cyclists can still be made by other interventions such as junction improvements, wider shared lanes, longer operating hours for bus lanes, removing parking, slower speeds, reducing and restricting through traffic.

Please contact me if you have any questions

Yours sincerely

[redacted] London TravelWatch

London Assembly Cycling Infrastructure investigation ofo bike share response

Introduction to ofo

Founded at Peking University in 2014, ofo developed the world's first dockless bike sharing platform operated by a mobile application. This platform combines the concepts of the sharing economy and smart appliances to overcome the "last mile" travel challenge for people in urban areas. Ours is a simple proposition: download the app, unlock a bike, and go.

As of December 2017, we have 200 million global users riding 10 million bikes. Over 32 million daily rides take place in more than 200 cities worldwide.

In the UK, we operate in the cities of Cambridge, Oxford, Norwich, and Sheffield and the London Boroughs of Islington, Hackney, Redbridge and the City of London. We also have a launch planned in Leeds. In all instances with the full support of the relevant councils. Across the UK, ofo has approximately 3,000 bikes in five cities. Throughout 2018 we will launch in new cities bringing more bikes to more people, improving health and quality of life across the UK.

The ofo bike sharing scheme brings many benefits including:

- A contribution to reducing carbon emissions and car usage, and improving air quality
- Increased healthy living opportunities
- More convenient bike sharing without the need for expensive docking stations
- Simple to use and low cost, encouraging more people to opt to use a bike than at present
- Provide local job opportunities, with ofo being a living wage employer
- No cost to the local authority

SIX

What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

- ofo currently operates in the central boroughs of Hackney, Islington and the City of London with an upcoming launch in the outer borough of Redbridge
- Cycling infrastructure in London is patchy: some areas good, others need big interventions. This is important to us because we'll launch everywhere in time and we want our customers to feel safe and able to ride for all short journeys.
- We can provide a blanket service in all London boroughs, unlike Santander Cycles, which has to focus on central london.
- This means greater numbers of people cycling across all parts of London - the road network needs to support and enable that. It currently doesn't in many parts of London, particularly outer London where traffic speeds are higher.

EIGHT

Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

- The evidence is clear that segregated cycle paths attract cyclists and high quality pieces of infrastructure in particular.
- ofo strongly supports the building of more high quality, segregated cycle lanes across London as there is clearly unmet demand.

TEN

Is there sufficient cycle parking in London, and is it in the right locations?

- Cycle parking is under high demand and is close to saturation with current levels of cycling.
- If the various Mayoral and borough targets for cycling are met cycling parking will be overwhelmed therefore space must be made for more cycle parking.
- Boroughs should analyse on-street car parking requirements and strongly consider converting on-street car parking into cycle parking especially in high street areas and other high-demand areas.
- New office and housing developments must have requirements for onstreet cycling parking for visitors and residents. Cycle parking requirements for new developments must not only be met with underground or secured parking facilities.

TWELVE

Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

- Most ofo rides are less than 2 kilometres, but all forms of cycling should be supported including short local journeys and longer commutes.
- The most important factor is building to a high standard.

LONDON ASSEMBLY CALL FOR EVIDENCE: CYCLING INFRASTRUCTURE

Submission from Publica

22nd January 2018

Publica is delighted to submit the following views and information to the London Assembly's Transport Committee's call for evidence with regard to cycling infrastructure. Our response to the call for views and information focusses on questions 8, 11, and 12, as these most closely relate to Publica's areas of work and expertise.

Publica is a London-based public realm and urban design consultancy, specialising in research, strategy and design for public space, urban design and masterplanning. Since Publica was formed in 2010, every project we have worked on has centred upon improving the experience of the public realm and has aimed to improve the conditions for active travel.

The material shared in this submission is underpinned by our belief that the future success and sustainability of London lies in compact urban growth, recognising the importance of density and intensification in the development of high quality urban neighbourhoods. This approach focuses on the relationship between active travel, infrastructure, urbanism and liveable cities, and is based on evidence from Publica's surveys and projects in 74 neighbourhoods across London as well as local and international case studies, and our advisory work for the National Infrastructure Commission.

8. **Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?**

    - While many Londoners are familiar with high-profile schemes like Cycle Superhighways, there is potential for awareness of local cycling infrastructure to be further increased through education. Networks should be created that take in key routes to schools and areas designated as town centres, so that the concepts of walking or travelling by bicycle are instilled as viable transport options from an early age and active travel is built into the everyday routine.

10. **How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?**

    - Mini-Holland projects were initiated in the last Mayoralty and are being continued through the current administration under the Healthy Streets[1] agenda. These have begun

[1] Transport for London, 2017. *Healthy Streets for London*. London: Transport for London

to tackle junctions of various scales through realised and proposed changes that prioritise the safe and efficient movement of those walking and travelling by bicycle.

- Support for the use of mini-Hollands is being integrated into forthcoming transport policy. The draft Mayor's Transport Strategy[2] cites the following schemes, and states the Mayor's intention to build upon the best results of each.

    - In Waltham Forest, a large number of minor junctions have been improved through the use of 'blended Copenhagen crossings' – the continuation of the footway, in terms of both material and level, across a minor road at the junction with a major road. This provides a more continuous walking experience, ensuring pedestrian priority across all minor roads, as well as slowing vehicle traffic and increasing driver awareness of the presence of pedestrians at these junction points.

    - 'Copenhagen crossings' have also often been combined with modal filtering, a practice becoming increasingly common in residential areas across Greater London; for example, in the boroughs of Hackney and Walthamstow where this has been applied extensively in residential areas. This improves the conditions for pedestrian and cycle movement by restricting the turning of motor vehicles at junctions and decreasing traffic volumes and 'rat-running' on certain streets.

    - Waltham Forest is also currently embarking on their most ambitious mini-Holland project in the transformation of Whipps Cross. This is the first traffic junction of this scale in outer London to be tackled with an active travel approach at its core. The proposals, when realised, will present a step change in the approach to junction improvements by using pedestrian and cycling priorities to overcome severance and drive significant positive change to motor vehicle dominated and hostile environments. The performance of this new junction arrangement should be closely monitored to provide tangible evidence that can influence future projects – particularly of a similar scale – in London.

    - In Enfield, works have been carried out to improve walking and cycling conditions at the A105 junction with Church Street and Bush Hill Road. This project separates the movements of those walking or travelling by bicycle from motor vehicle traffic.

[2] Greater London Authority, 2017. *Mayor's Transport Strategy: Draft for public consultation*. London: Greater London Authority, p47

Physical segregation has been used on approaches to the junction, and the junction itself features a 'scramble junction' (featuring simultaneous green lights for those walking or travelling by bicycle in all directions); this is one of the first of its kind in the UK. Similarly to the Whipps Cross example, the performance of this new junction arrangement should be closely monitored to provide tangible evidence that can influence future projects in outer London.

- Through the mini-Holland programmes, individual boroughs have been able to develop unique and innovative approaches to improving conditions for those walking or travelling by bicycle at outer London junctions of a variety of scales. However, lesson-learning may not cross borough boundaries, which can result in mistakes being repeated in the design, implementation and management of schemes across London. TfL could play a valuable role in facilitating and coordinating this learning process.

- There is also the potential to use existing mini-Hollands as catalyst projects to inform an approach to junction design that can be adopted by other London boroughs in order to develop a coherent approach to junction design and prevent a piecemeal and inconsistent approach that varies from borough to borough.

- It is vital that the ongoing performance of the junctions improved through the mini-Holland programmes is monitored, and information and evidence is gathered to support future projects.

12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

- Spending priority should be given to schemes that result in the creation of networks of routes for waking and travelling by bicycle that are based around schools and town centres, and everyday journeys that can be undertaken through active travel. Coherent networks developed in cells centred on town centres and schools should then connect and overlap to create wider area networks enabling longer journeys.

If you would like to discuss our representation or these materials further, please do not hesitate to contact Steve Revill-Darton, Senior Urban Designer at Publica, via email (steve@publica.co.uk) or telephone (0207 490 3986).

The Road Haulage Association

Response of the Road Haulage Association to London Assembly Transport Committee.

"Call for evidence: cycling infrastructure".

22nd January 2018

Background about the RHA

1. The RHA is the leading trade association representing road haulage and distribution companies, which operate HGVs as profit centres. Our 7,000 members, operating near to 100,000 HGVs, range from single-truck firms to those with thousands of vehicles. These companies provide essential services on which the people and businesses of the UK depend.
2. We proactively encourage a spirit of entrepreneurism, compliance, profitability, safety and social responsibility. We do so through a range of advice, representation and services, including training.
3. We would like to thank London Assembly for the consultation and the opportunity to comment on the issues raised.

General Comments

4. The RHA believes that the movement of freight is fundamental to the wellbeing of Londoners and their businesses, every journey matters for all road users, so the roads must accommodate the needs all road users whether personal or business.

Responses to the Questions

Question 1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

5. No comment

Question 2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

6. No comment

Question 3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

7. Cycle Superhighways have only delivered benefits for cyclists, not other road users. Almost everything that we make and consume in London is delivered by road freight. It is essential that the road network meets the need of freight and all road users. We do not believe all segregation projects have worked for all road users. Some have dramatically increased local congestion, not just on the segregated route itself.

   Question 4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

8. Segregation has reduced available road space for other road users and increased their journey times. It has reduced the amount of road side parking for freight and other deliveries.
   Question 5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?
9. No comment
   Question 6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?
10. The infrastructure in inner and outer London needs to accommodate all traffic that needs to use the network this includes freight which is necessary for the viability of the City. TfL needs to ensure that road space for Heavy Goods Vehicles (HGV) and van deliveries is not further reduced, thus increasing congestion, journey times and unreliability. Consequently available road space must be retained for motorised traffic, if this is reduced there will be a negative impact for road freight deliveries, congestion and air quality. This will result in higher charges for consumer products, which consumers will pay.
    Question 7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?
11. At 4.3 the analysis acknowledges that more detailed analysis is required. This document should have provided that data, clearly this work is incomplete. It states, "The data presented here focuses mainly on the potential for change and on the capacity of existing and future form to accommodate that change. More detailed analysis is needed of the possibilities this offers – ideally informed by specific local knowledge."
    Question 8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?

12. No comment

    Question 9. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

13. No Comment

    Question 10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

14. No Comment

    Question 11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

15. No Comment

    Question 12. Is there sufficient cycle parking in London, and is it in the right locations?

16. No Comment

    Question 13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

17. No Comment

    Question 14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

18. Localised cycling trips will tend to replace walking trips and some short road trips. Longer distance commuting into central London will almost exclusively replace trips on public transport we believe infrastructure must be short journey orientated.

22nd January 2018

[redacted]
[redacted]
Road Haulage Association
[redacted]

Save Our Buses (SOB)
C/o 83 Livingstone Road
London E17 9AU
Email: saveourbuses55@gmail.com

Cycling Infrastructure:

A response from *Waltham Forest's* Save Our Buses campaign

To: Greater London Authority
Transport Committee
22nd January 2018

Via email TransportCommittee@london.gov.uk

Introduction

Members of Save Our Buses (SOB) welcome the opportunity to contribute to the GLA Transport Committee's investigation into cycling infrastructure. We hope that our submission will be helpful in determining the most positive outcome for bus users and cyclists. After all there are times when many cyclists will become bus users and vice-versa.

Background to Save Our Buses

Waltham Forest's SOB campaign group was formed in January 1990 in response to London Regional Transport's decision to axe West End bus routes 38 and 55 from Lea Bridge Road in East London.
Through the 1970s and 1980s chronic congestion and a failure to prioritise buses led to: deteriorating reliability, lengthy journey times and a reduction in patronage. The reduced viability of routes 38 and 55 coincided with budget cuts and service reductions across the Capital.

Campaign Success

A relentless seven year community campaign followed. Supporters included: Local residents, The London Borough's Of Hackney & Waltham Forest, local & national politicians, businesses, senior citizens groups and bus workers.

Campaign members included cyclists who helped to build support for our Lea Bridge Road ***Ticket To Ride*** charter which called for **Bus Lanes**, **More Buses** and a **West End Link**.
The introduction of extensive bus lanes by Waltham Forest Council paved the way for the extension of route 55 to Leyton, Bakers Arms in April 1997.

Lea Bridge Road Buses Today

From Leyton, Bakers Arms towards Clapton three bus routes link with Central London as follows:

Route 48 Walthamstow Central, **Leyton Bakers Arms**, Clapton, Hackney Central, Shoreditch, Liverpool Street Stn, London Bridge

Route 55 **Leyton Bakers Arms,** Clapton, Hackney Central, Shoreditch, Old Street Stn, Clerkenwell, Bloomsbury, Tottenham Court Road, Oxford Circus.

Route 56 Whipps Cross, **Leyton Bakers Arms**, Clapton, Hackney Downs Stn, Dalston Stn, Angel, Barbican, St Pauls, Barts Hospital

At the busiest times a combined service of about 30 buses an hour provide areas of low car ownership between Leyton and Clapton with high frequency, quality public transport.

continues

Mini-Holland: Bus Lane Removal

SOB has made representation to both the London Borough Of Waltham Forest (LBWF) and Transport For London (TfL) about the removal of bus lanes from Lea Bridge Road. We believe that there is a risk of repeating the mistakes of the past.

Mini-Holland: Lea Bridge Road Bus Journey Times

In 2018 the loss of TfL's operational grant has led to frequency reductions on London bus routes. If the Lea Bridge Road bus services lose passengers as a result of the removal of bus lanes, routes 48, 55 and 56 will be put at risk.

TfL has admitted to SOB that bus services will be adversely affected by the changes made as part of the Mini-holland project. On 28th July 2016 the former Managing Director of Surface Transport, Leon Daniels informed us that

"...bus journey times along Lea Bridge Road will increase..

Mini-Holland: Lea Bridge Road Consultation

LBWF's consultation document, ***Lea Bridge Road – A Street For Everyone***, offered a different perspective:

"Bus lane operational times will remain the same and we anticipate, through TfL modelling, that the average bus journey time will not be impacted by the changes to bus lanes."

Pre-consultation perception surveys were carried out by LBWF during March/April 2015 with residents, businesses, cyclists and visitors. Bus passengers **were not included.**

However, the LBWF consultation document noted that **61%** of people travel on Lea Bridge Road by **public transport**. **Buses** provided public transport on Lea Bridge Road at the time of the surveys.

The only direct approach to public transport users was an email from P J Bradley, TfL Head Of Consultation Delivery. This was sent out on **24th November 2015** but consultation on sections **b & c** of the scheme ended on **25th November 2015**. The email referred to a closure date of **2nd December 2015**.

Parts **b & c** contain the sections of bus lane which were most critical to the restoration of route 55 in 1997.

Mitigation

In recognition of likely delays to Lea Bridge Road services, TfL indicated that mitgation would be sought elsewhere on the bus network. Included are measures in Central Walthamstow which it was hoped would improve reliability and journey times on buses in the area.

This was explained by Sam Monck, TfL's Head of Borough Projects and Programmes Surface Strategy & Planning in correspondence with SOB dated 2nd February 2017:

"As you know, we have been working hard with LB Waltham Forest to undertake extensive traffic modelling along Lea Bridge Road to ensure that the impacts on bus journey times are manageable and acceptable. We have been working with them to ensure that any potential negative impacts on bus journey times created by the Lea Bridge Road scheme are mitigated elsewhere on the network to reduce overall impact.

We try to make improvements that balance the various objectives for the road and bus network. The recent widening of the Walthamstow bus station should assist with journey times and reliability and in addition, in the future, the Walthamstow Gyratory scheme shouldprovide improved bus journey times for many services which access the Walthamstow Central area."

continues

Mini-Holland: Buses In Walthamstow

The implementation of Mini-Holland has severely undermined bus services operating from and through Central Walthamstow. SOB has drawn attention to:

- Bunching and uneven intervals between buses.
- Slower buses.
- Longer and unpredictable journey times.
- Unreliability.
- Shortened journeys

These are hallmarks of failing bus services and consequently many routes in the area have lost substantial numbers of passengers.

We have pressed TfL to reveal when they first became aware of the disruption to bus services on Hoe Street, Waltham Forest's principal bus corridor. To date they have been unable to provide an acceptable response.

Mini-Holland: Walthamstow Bus Service Cuts

TfL is removing additional resources which had cushioned many services.

Frequencies have been reduced on five Walthamstow routes in recent months as follows:

48 Walthamstow Central to London Bridge

- **Frequency reduced from 8 to 10 minutes, Monday to Saturday daytime from 24th June 2017.**
- **The service has suffered delays at both ends of the route.**
- **Passenger numbers are down just over 1.4m (19%) in the three years to April 2017.**

W11 Walthamstow Central to Chingford Hall Estate

- **Frequency reduced from 10 to 12 minutes, Monday to Saturday daytime from 4th November 2017.**
- **Passenger numbers are down just over 178,000 (13%) in the three years to April 2017.**

W12 Walthamstow Coppermill Lane to Wanstead

- **Frequency reduced from 20 to 30 minutes, Monday to Saturday daytime from 2nd December 2017**
- **Passenger numbers are down 131,723 (15%) in the three years to April 2017.**

230 Wood Green to Upper Walthamstow

- **Frequency reduced from 12 to 15 minutes, Monday to Saturday daytime from 6th January 2018**
- **Passenger numbers down almost 500,000 (10.6%) in the three years to April 2017.**

58 Walthamstow Central to East Ham

- **A temporary reduction has been consolidated with the introduction of a new permanent timetable on 20th January 2018.**
- **Frequency reduced from 10 to 12 minutes Monday to Saturday daytime.**
- **Passenger numbers are down just over 1.2m (14.5%) in the three years to April 2017.**

Routes **48**, **230**, **W11** and **W12** now have frequencies last seen during the **1990s**, an era when buses were often viewed as the *Cinderella* service of the public transport system.

Mini-Holland: Bus W12

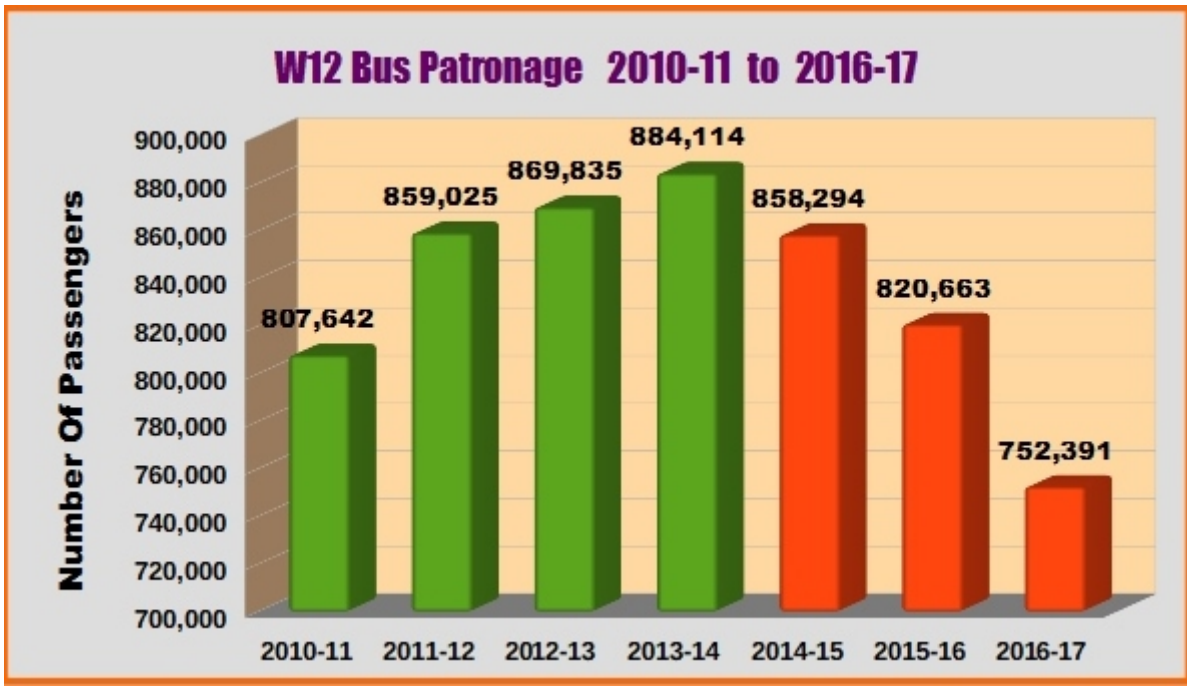
The Route: Coppermill Lane, Walthamstow Central, Walthamstow Village, Whipps Cross Hospital, Snaresbrook, South Woodford, Wanstead

The W12 bus should be the flagship service of Walthamstow's Mini-Holland. It runs west to east across Waltham Forest through central Walthamstow and the Village. It is given priority along Orford Road, in the very heart of the Mini-Holland area.

Untill 2013/14 passenger numbers on the W12 had been steadily rising but there has been a marked decline since then, as shown in the graph below.

continues

Graph produced by SOB using TfL figures



There's a direct correlation between the drop in patronage and reliability issues affecting route W12 over the last three years.

One example of deteriorating reliability between 2016/17 that accelerated the decline in passenger numbers occurred during the evening of 9th September 2016.

SOB observed four eastbound W12 departures from Hoe Street/Grosvenor Park Road within 15 minutes. Two of the journeys were terminating half way along the route at Whipps Cross.

The 20 minute frequency at the time was run by six vehicles. With four buses bunched together that left two to cover the rest of the route.

These are some of the factors that led TfL to cut the W12 route's frequency by a third on 2nd December last year. However, it is TfL's funding of Walthamstow's Mini-Holland that helped create the conditions to destabalise the service in the first place.

Conclusions

This submission is not an exhaustive evaluation of the impact of Mini-Holland on bus services. However, such is the level of concern that we recently re-iterated our call for London's Mayor, Sadiq Khan to commission an Independent Review of Waltham Forest's Mini-Holland, specifically in relation to bus services.

This would afford the opportunity to provide solutions and restore the fortunes of local bus services in Waltham Forest and beyond. Three years ago few would have expected to see the return of 1990s timetables to bus routes in Walthamstow.

Damage done to bus services radiating out from Walthamstow means that mitigation cannot be provided in compensation for future delays on Lea Bridge Road.

Whilst services in Walthamstow have been mired in congestion bus lanes kept the Lea Bridge Road services moving. Removing bus priority turns the clock back 27 years, which is regressive.

It is worth pointing out that effective bus lanes send out a visual message to other road users. **It can be quicker by bus**.

Priority lanes to move cyclists and bus passengers past the jams would be a force to be reckoned with. They would broadcast the message that there is an alternative to the car.

[redacted] - Save Our Buses Campaign Member

To: Keith Prince, AM, Chair GLA Transport Committee
From: [redacted] Stop Killing Cyclists

Dear Mr Prince

Re: Committee's investigation into the London Mayor's cycling infrastructure programme.

Many thanks for kindly allowing us to submit a late submission on behalf of our 7,000 members. We are pleased the committee is looking into this important subject for the safety of Londoners who want to cycle and I personally attended two of the three evidence sessions you held at City Hall.

Cycle Superhighway Programme

Positives
We very much welcome the Mayor's commitment to implementing most of the cycleways planned by the previous Johnson/Gilligan administration.

We also welcome the Cycling Analysis prepared by the new Cycling Commissioner Will Norman and its translation into a considerably expanded proposed network of protected cycleways in the Mayor's Transport Plan.

Negatives

We felt that the various presentations gave either a too rosy picture of delivery, ignoring the delays on many of the proposed next protected cycleways.

CS5, CS9 and CS11 – all face considerable opposition and delays by the local boroughs and legal hurdles such as that posed by the Crown Estates Paving Commission at Regent's Park section of CS11.

As the legal powers for roads outside the strategic network lies wholly with the Boroughs, the Mayor and Commissioner have very little leverage other than persuasion.

Labour, Liberal Democrat and Conservative local councillors in Hounslow, Chiswick, Southwark, Westminster, RBKC etc have all raised serious objections and are either blocking some protected cycleways completely (RBKC) or causing severe delays and objections (Hounslow/Southwark).

It is simply unfair of Mr Gilligan to lay all of the blame at the door of the Mayor for "not having the political commitment", when most of the legal powers actually lie with the Boroughs.

The Mayor is in an impossible situation – if he names and shames these boroughs in public, the boroughs can simply walk away from the negotiations and there is nothing the Mayor could then do to advance the projects.

If he stays silent and tries to continue constructive negotiations behind the scenes, he is accused of not giving political commitment.

However, other than seeking powers for the mayor to overrule boroughs on protected cycle routes, there are a number of things the Transport Committee itself could consider to help solve this difficult roadblock to the programme.

Some areas of outer London have not been included in the proposed new infrastructure grid.

Our Recommendations

1/ The Transport Committee should commission an annual London Borough's Cycling Report which would assess what each Borough has or has not achieved over the previous year on cycling.

For example, how many meters of protected cycle highways have they introduced, do they have a 20 mph zone, how many km of genuine filtered Quietways have they installed, how many junctions with protected left-hand turns, levels of children cycling to school, adults commuting to work, pensioners cycling etc.

We believe this would be an excellent carrot and stick approach, rewarding the Boroughs like Waltham Forest and Kingston leading the way and exposing the many Boroughs who are doing almost nothing.

2/ The Committee could issue a cross-party appeal in their report to their own party councillors holding up or vetoing the cycle-highway programme, outlining the negative health consequences for thousands of Londoners caused by the delays.

3/ The committee should ask the Mayor to identify those areas of outer London that are not being served adequately by proposed welcome new masterplan in the London Transport Plan and request an updated masterplan to be produced next year by the Cycling Commissioner.

Quietways

Positives

We again welcome the current Mayor's continuation of the programme begun by his predecessor and believe some sections of the opened Quietways, e.g. Quietway 1 are a valuable addition to the city's cycling infrastructure, serving those who might not otherwise cycle if they had to negotiate the main roads.

Negatives

As almost 100% of the Quietways are on roads legally controlled by the Boroughs, the Mayor is again totally at the mercy of agreement by the Boroughs.

This has led to some of the Quietways being watered down to being almost meaningless signed routes, with fancy new paving. Too many Boroughs are

refusing to implement meaningful filtering or sufficient removal of parking.

Indeed due to parking, some routes lead to narrow one lane canyons, with people cycling often forced to play chicken with speeding vehicles coming at them from the opposite directions.

Indeed, we attended public meetings in South Lambeth where the local Conservative and Labour councillors were competing as to who could assuage the angry older drivers' opposition to any safety measures for people cycling.

One Labour MP told a meeting that they could at least get upgrading of the streets from the programme, even if they did not put any cycling measures in!

Recommendations

1/ The Committee should note the variation in quality of the Quietways being installed and acknowledge where the blame for this lies.

2/ The Committee should set out what the desired standards for genuine Quietways should be on the inclusion of filtered streets, junction treatment, signage and removal of sufficient parking on at least one side of the streets along the routes.

3/ Call on their party colleagues at local council and parliamentary level to support the programme whilst seeking to improve it where practical by taking account of local concerns.

4/ Call for detailed assessment of the quality of each Boroughs installed Quietways to be part of the annual London Boroughs Cycling Report

Junction Improvement Programme

Positives

We finally welcome the continuation by the Mayor of his predecessors junction improvement programme.
The plans for the overhaul of Lambeth Bridge Junctions are good and almost at modern Dutch standards.

There are some excellent aspects to the Waterloo Roundabout and Nine Elms proposals.

Negatives

The programme is being rolled out painfully slowly. It will take generations to tackle the top 500 dangerous junctions originally identified by Mayor Johnson. The quality of the proposals varies widely from the excellent proposals for Lambeth Bridge to the abysmal plans for Camberwell Green.
It is our suspicion that the blame for this may lie in varying quality and training within the design teams at TfL and opposition from local councils to giving protected space to cycling at junctions.

Local boroughs are continuing in new developments and regeneration projects to build unsafe junctions with no protected space for cycling.

Recommendations

1. The Committee should call on the mayor to publish a speeded-up timetable for junction protection.

2. The committee should request TfL to learning the lessons from New York on their programme of interim experimental low-cost junction improvements, with a view to implementing this in London as soon as possible, whilst the permanent programme is waiting to be delivered.

3. Call for consistent high standards to be applied to all junction improvements and ask for explanations from TfL for variation in standards.

4. The committee should call for protected left hand turns and bypasses to be standard in all such junction renewals, where pedestrian flows allow. Bizarrely in some of the junction renewals, e.g. Elephant & Castle, protected left hand turns have been provided in 50% of the corners and for no readily discernible reason not included in the others.

5. The Committee should call for the Mayor to use his planning powers to urge local councils to include protected space for cycling to Dutch standards in all new development junctions.

Healthy Neighbourhoods/Mini-Hollands

Positives
We welcome the rolling out of a version of Boris Johnson's successful mini-Holland programme to 6 more boroughs via the healthy neighbourhoods' initiative and the expansion of the cutting-edge Waltham Forest programme.

Negatives
The roll out is going too slow to ensure delivered projects on the ground by the end of the current Mayor's first term.

Whilst it is welcome that more boroughs are being included, it is regrettable that the projects are less ambitious than in Waltham Forest.

Some local councillors are opportunistically opposing the various projects in the first three Mini-Hollands, although in this case thankfully there have been courageous support from many local councillors and very welcome large majority public support for all three projects.

We are concerned that local councillors may again opportunistically seek to block the various healthy neighbourhood programmes in the new tranche of boroughs.

Recommendations

1. The committee should praise the roll out of the healthy neighbourhoods' programme but call for it to be extended to all boroughs faster.

2. The committee should call for the programme to have its ambitions raised to the levels delivered by Waltham Forest Mini-Holland.

3. The committee should call for a London wide conference for all 32 boroughs where the lessons of the Waltham Forest project team can be relayed to all of the Boroughs, to inspire them to apply them in their boroughs as quickly as possible.

Cab-Industry Opposition

The committee needs to take account of the energetic opposition to every proposed protective infrastructure improvement that the current and previous mayor's have proposed.

This has included:

1. Repeated legal challenges to junction improvements and cycle superhighway routes.
2. Vicious abusive social media campaigns Death threats the Chair of Corporation of London Transport Committee over Bank Safety project
3. Repeated massive cabjam protests at Bank
4. Full-scale flyering of communities where cycle-lanes proposed spreading false information (Tavistock Place)
5. Forcing an expensive Public Inquiry onto Camden Council for introducing the two-way cycle lane along a few hundred meters of Tavistock Place.
6. Lobbying national tabloids to run stories bizarrely equating protected cycle lanes with pollution/congestion
7. Successfully lobbying members of legislature to state these falsehoods in House of Lords/Commons
8. Launching racist, misogynist, sexist, abuse continuously at cycle campaigners online

These have led to significantly increased costs for TfL and local councils when considering even modest projects like Tavistock Place and considerable delays from legal challenges and chilling future projects as authorities have to take account of likely legal costs and massive time involved for officers in dealing with the cab industry whipped up opposition.

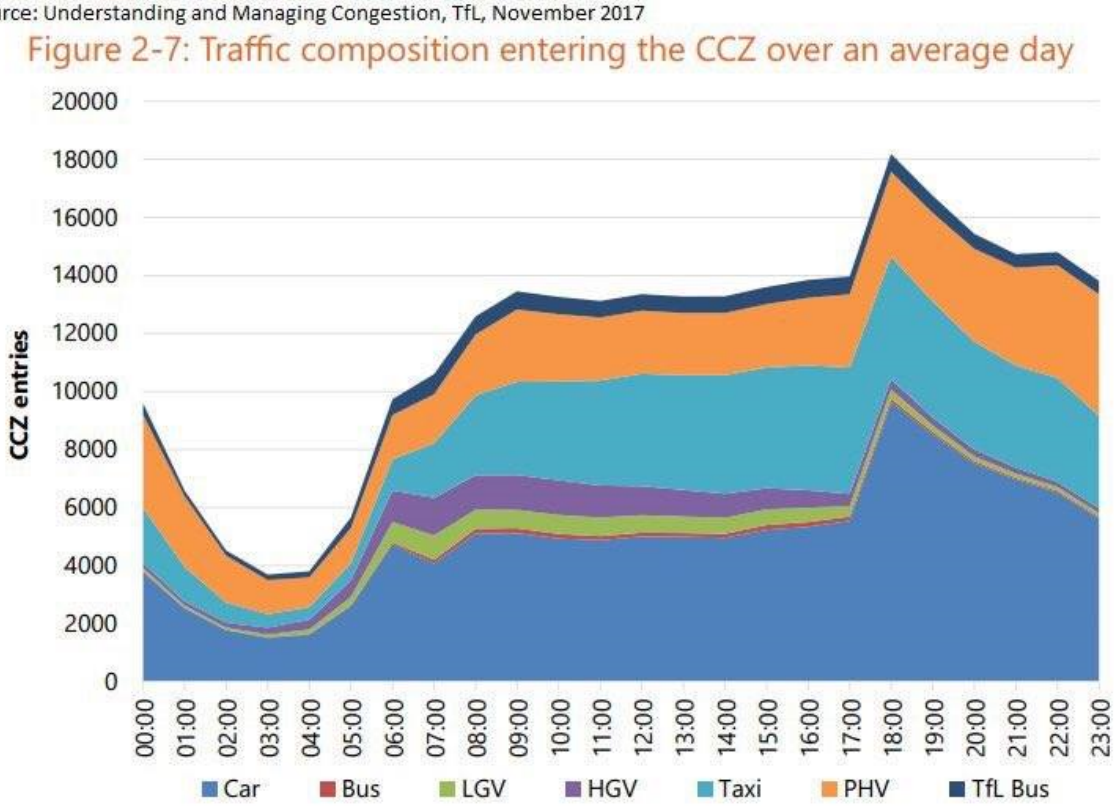
This led Stop Killing Cyclists to actually examine the statistics on causes of congestion in central London.

We were astonished to discover that an estimated 60% of all car traffic in cczone during charging hours, was made up of cabs (black and mini – about 60% black-cabs) and that they made up 40% of all vehicular traffic.

Thus, up to 30% of all cars in cczone are empty cabs cruising for custom!

So the truth the committee needs to take on board is not that protected cycle lanes are causing pollution/congestion but that the single biggest source of transport pollution and congestion in central London are cabs.

Source: Understanding and Managing Congestion, TfL, November 2017



This has profound implications for the competition for space between bikes and vehicles on our roads.

Recommendations

1. Call for traffic reduction measures to be applied by the mayor to all sources of unnecessary vehicular journeys in central London, including cabs.

2. The committee should clearly state in its report the contribution made by cabs to congestion in Central London.

3. The committee should support the Mayor's proposal to remove the exemption from cccharge for PHVs but impose it as a £5 charge per cab-user, rather than a one-off daily charge on drivers.

4. Call for the mayor to extend the above proposal for congestion charging to black-cabs, as the Mayor of New York is doing.

5. Call on the LTDA to carry out similar campaigns as carried out by the Football Association to stamp out sexism, racism, homophobia and xenophobia in their industry.

Bridges

1. We regret the mayor giving into the unreasonable opposition to the proposed Wandsworth cycle/walking bridge. We praise the Conservative Wandsworth Council's continuing support for the bridge and express dismay at local Labour Party opposition to the proposal.

2. We welcome the mayor's support for a cycle crossing at Rotherhithe.

Recommendations

1. We ask the committee to support the Wandsworth Cycling Bridge and to call on the Mayor to give it urgent active support and necessary additional funding required, to that already identified by Wandsworth.

2. Ask the Mayor to speed up the proposals for the Rotherhithe Bridge and to back the lower height bridge option. It should not take the length of the Second World War to build a simply ungently needed cycling bridge!

Funding

Positives

We welcome the doubling of the budget and the welcome news that for the first time TfL are on target to get the budget actually spent on implementation. However, at £160 million it remains the Cinderella of TfL's capital investment programme, as can be seen when compared to the refurbishment budget for just Bank Station of £500 million or of Crossrail 2 of £32 Billion!

As the protected cycle and healthy neighbourhood networks are at the heart of the Mayor's declared transport strategy, it is incumbent that the budgets should reflect this or else it cannot be taken as being a serious commitment.

Recommendations

1. The committee should recommend that the Mayor business plan should budget for cycling infrastructure should be annually increased to £500 million/ year by 2022.

2. The budget for the Healthy Neighbourhood Programme should be increased to the equivalent of the budget allocated to the first 3 Mini-Holland programmes for all 32 boroughs.

Thank you again for allowing us the opportunity to submit our views and we look forward to a useful report that advances the cause of safe protected cycling infrastructure in London.

[redacted]

pp Stop Killing Cyclists February 2018

Cycling Infrastructure

Sustrans submission to the London Assembly Transport Committee

Contents

Executive Summary

Sustrans welcomes the London Assembly Transport Committee's investigation into Cycling Infrastructure and the opportunity to submit written and oral evidence to members. Five years on from the previous Mayor launching his *Vision for Cycling*, we greatly welcome the committee's attention on this critical issue for the future of transport in London.

The benefits of increasing cycling and its status today

With 730,000 trips per day, cycling is a rapidly growing mode of transport already moving masses of Londoners. This is particularly true in the centre where, on some streets, cycles make up over half of all vehicle traffic.[1] Given the efficient use of street space provided by a person cycling, it plays a vital role in increasing the capacity of London's transport network.

Londoners' health and quality of life is also improved by increased cycling. Physical inactivity is a leading health risk, with only two-thirds of Londoners achieving the 20 minutes of active travel a day they need to stay healthy.[2] Switching everyday trips to cycling is one of the easiest ways for more Londoners to meet the minimum recommended levels of active travel. Furthermore, each journey by bike is emission free, providing mobility without air pollution and greenhouse gas emissions, aiding efforts to clean London's air.

Cycling helps to create a more vibrant, liveable London. By reducing the dominance of motor traffic and providing people with greater access to London's streets, we can help to reinvigorate struggling high-streets and create welcoming and inclusive public spaces, attracting business investment and skills, and provide a platform for social inclusion.

The case for further investment in cycle infrastructure

However, cycling remains at stubbornly low levels across Greater London despite these benefits. Safety and the perception of safety remain the key barrier. While the number of cyclists killed or seriously injured has been reducing and activity is increasing there is still a long way to go. 2016 recorded the lowest number of cycling fatalities since TfL was established, while cycling activity was its highest in TfL's history.[3] Despite this, cyclists are still overrepresented in casualty statistics, representing the high relative road danger posed to cyclists. In 2016, 18% of killed or seriously injured casualties were cyclists despite representing just 3% of journeys. Cycling infrastructure is vital to reduce road dangers for people cycling, and improve the perception of safety to attract more people to cycle and unlock its benefits.

In addition to reducing road danger, cycle infrastructure must improve the convenience of cycling over other modes of transport. Cycling infrastructure that jointly improves the convenience of cycling while also reducing the convenience of car use is the most effective at inducing mode shift.

The continued challenges facing infrastructure delivery

While cycle infrastructure needn't be expensive and generally delivers excellent value for money compared to many other transport infrastructure investments, it can generate political challenges at all levels of government. Overcoming these short-term challenges requires political persistence, consistency and leadership from London's directly elected Mayor and Councillors.

The scale of the challenge in delivering improved cycle infrastructure also requires significant and long-term investment. We cannot see a way of increasing the rate of delivery without increasing funding for cycling. While there is a significant amount of new infrastructure to celebrate, we estimate that it accounts for less than 1% of London's street network by length. For example, we now have 31 kilometres of segregated cycle lane for a population of approximately 8 million people. Denmark's capital, Copenhagen, has a network of 370 kilometres of segregated cycle lane serving a quarter of London's population. There is a long way to go in improving London's infrastructure.

The very serious financial pressure that Transport for London and London's Boroughs are under poses a further challenge to delivering the cycle infrastructure London needs. Increasing Transport for London's cycling budget and protecting it into the future will ensure the resources and expertise remain available in house. Furthermore, this expertise should be readily available for boroughs to draw on in order to deliver.

Key Recommendations

1. Publish a joint Mayor, TfL and borough delivery plan; providing medium-term targets and explaining how the pre-election commitments and Transport Strategy aims will be delivered

2. Develop best practice guidance on public engagement in Healthy Streets Delivery

3. Reward ambitious and capable boroughs with funding to deliver, and provide technical support to ease the resource burden

Key questions

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

Sustrans believes that a radical change to London's streets is essential. While we are well aware of the technical, political and financial challenges facing Transport for London (TfL) and the boroughs, delivery remains slower than needed.

According to TfL, 150 kilometres of Superhighway and Quietway routes will be complete or in construction by spring 2018.[4] While this is positive news, this is still less than 1% of London's street and road network, which emphasises the scale of the challenge and the need for progress.

While cycling rates are increasing rapidly – by 8.8 per cent between 2015 and 2016[5] - most streets don't look or feel safe to cycle on and mode share remains below 3 per cent.[6] Extending and improving London's cycling infrastructure is critical to meet the ambitions of the Mayor's Draft Transport Strategy, keeping London moving while providing major social benefits.

Below we summarise the progress we are aware of across the cycling portfolio.

Policy

- Increasing TfL's cycling budget to £770m over 5 years – increasing the scope of what is achievable.
- Publishing a draft Mayor's Transport Strategy with a focus on reducing private car use from 36% to 20% of all journeys.
- Introducing a Healthy Streets Approach that focusses on planning and managing London's street network to support active and sustainable travel.
- Adopting Vision Zero aim for road danger reduction.
- Publishing a draft London Plan with improved cycle parking standards and reduced car parking provision.

Delivery

- Setting up new major projects, including the Transformation of Oxford Street, the Rotherhithe to Canary Wharf Crossing and a new Liveable Neighbourhoods funding programme.

Superhighways

- Significant hiatus on CS11, with no decision yet made on Regent's Park.
- Consultation on high-quality CS4 and CS9. However CS4 consultation had its Lower Road section missing.
- TfL Business Plan commits to complete CS10 and 11 and develop four new routes.
- There are a number of 'missing links' in the built and planned Superhighway network, including, CS5 into Victoria and east toward New Cross; CS10 Hyde Park to Westway; CS4 Lower Road and Tower Bridge to London Bridge; and upgrades are still required on the older CS7 and CS8 routes.

Mini-Hollands

- London Borough of Waltham Forest considered best practice in the UK, progressing relatively quickly.
- London Borough of Enfield delivering high quality segregated routes despite very vocal opposition.
- Royal Borough of Kingston delivery scaled down from the original bid, construction underway.

Quietways

- Quietway 1 opened in spring 2016 and has seen a 56% increase in cycling
- Quietway 2 – Hackney consulting on reducing traffic in the London Fields area and constructing new 'traffic filtering' east of Mare Street. Every main road on Q2 has safe cycle crossing, including Farringdon Road, Gosswell Road, City Road, Mare Street, Morning Lane, Lower Clapton Road and Chatsworth Road
- A range of consultations complete and scheme construction underway across multiple London boroughs

Safer Junctions

- Archway completed
- Waterloo IMAX consulted on
- Lambeth Bridge North and South roundabout schemes consulted on
- Highbury Corner construction underway
- Wandsworth Gyratory, Old Street, Vauxhall all in pipeline

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

There are a number of factors behind delays in cycling schemes that include over-optimism in planning, a lack of political commitment to resolve issues with stakeholders and varying technical capacity.

a) Over-optimism in delivery timescales

First, over-optimism played a role by setting over-ambitious timescales for delivery. The National Audit Office describes over-optimism resulting "in the underestimation of the time, costs and risks to delivery".[7] For example, timescales for delivering cycle infrastructure were set before the complexity and costs of programmes were fully known and all the key stakeholders had bought in to the projects. There is a sense that schemes were "undersold" and as a result there was a failure to secure political support and adequately resource what can be controversial and politically challenging projects. The process of stakeholder engagement was therefore much lengthier than originally estimated along with time required to respond to objections, protest and local media attention. These challenges are now well understood and factored into timescales, but have delayed all cycling infrastructure projects to a certain degree.

Where schemes have been delayed further (or where quality has been watered-down significantly) this can broadly be grouped under a lack of political commitment or a lack of technical capacity. Both have or can be overcome to varying degrees in different cases. In contrast, the quickest delivery has been on routes delivered by

one agency or organisation – for example Cycle Superhighways on the TLRN, or Mini-Holland routes within one borough where there is strong political support and technical capacity.

b) Political leadership

Secondly, the most significant factor to delay cycling schemes is political commitment. As political support is withdrawn, significant changes have to be incorporated to deliver the same benefits (if possible), delaying schemes or reducing their value.

Leadership from the Mayor and Walking and Cycling Commissioner is vital. The Mayor leads by making decisions over the future of London's streets and roads, and maintaining a high standard of quality on TfL-led projects even when there is a vocal-minority of opposition. There is a sense that the pause in Cycle Superhighway 11 amounts to a loss of political support for cycling infrastructure, despite consultation on routes 4 and 9.

The Mayor must also establish a policy framework that favours cycling infrastructure. To this end we believe the Healthy Streets Approach and Mayor's Transport Strategy is particularly supportive and, once embedded, will lead to better schemes from Transport for London.

Political support at a borough level is vital to deliver on the majority of London's streets. While initial controversy can be uncomfortable for local politicians, the long-term benefits are often popular. In Waltham Forest's mini-Holland, initial controversy over the 'Village' schemes has given way to strong support among the community now that the changes have settled in. This can be supported by the use of trials and events that provide communities with an experience and an opportunity to give their views before a decision is made and designs finalised. For example, following engagement with the local community and borough, a proposal was developed to reduce traffic on Estreham Road in Lambeth. Before trialling the scheme, only 40% of local residents supported it. During the trial, residents were able to experience the benefits it brought and appreciate that the negative impacts were less significant than originally perceived. Following the trial, local support rose to 60% and the scheme was made permanent. There are now 1,200 fewer vehicles using the road each day, with air pollution, noise and road danger significantly reduced. In these instances strong political leadership and thorough local community involvement enabled the schemes to go ahead.

Most schemes are likely to generate local controversy and require political strength in the short-term to unlock much greater long-term benefits. By agreeing a common quality standard with London's political leaders and other key stakeholders in advance, the Mayor can push delivery forward and help to overcome this challenge. For example, the Mayor's draft Transport Strategy sets out an aim for the spread of London cycle routes (70% of Londoners to live within 400 metres of a high quality, safe cycle route).[8] This aim does not define 'high quality' or 'safe'. We believe that, first, by defining these terms and, second, securing political buy-in to them the Mayor will secure more timely decisions and maintain a good rate of delivery. We note with

interest Chris Boardman's (Walking and Cycling Commissioner for Greater Manchester) idea of agreeing the approach and decision criteria for consultations up front with council decision-makers.

The approach to applying standards is evolving with the new Healthy Streets Check yet to be tested in practice. However, Sustrans supports the rigorous application of these standards in principle to help achieve the aims of the draft Mayor's Transport Strategy.

Through years of delivery experience, Sustrans is aware of the political difficulty of delivering schemes across London to a high standard. While incremental change is better than no change, pressure from the Mayor is vital to establish a minimum common quality standard.

c) Technical capacity and future risks to the cycling programme

Lastly, the technical capacity to deliver cycling schemes has been and will remain a challenge.

Transport for London is one of the world's first major metropolitan transport authorities without government subsidy. The loss of an average £700 million per year will impact Transport for London's ability to deliver.[9] At the same time, the Government will ring-fence Vehicle Excise Duty (VED) for spending on the English Strategic Road Network (SRN). Londoners contribute an estimated £500 million a year to this pot; none of which will be available to spend in London.[10] The pressure on Transport for London's budget – particularly this financial year – poses a risk to the viability of delivering cycling infrastructure at the required rate. To guard against this the Mayor should continue to ring-fence budget for cycling, in line with his manifesto commitment. With this secure, both capital and valuable expertise will remain within TfL and available to boroughs.

London's boroughs – who manage 95% of London's streets – have ever-reducing resources while being asked to do more. Over the decade from 2009/10 to 2019/20 core funding from central government to London boroughs will have fallen by 63 per cent in real terms.[11] London borough staff expertise and experience on cycling infrastructure and managing construction can vary significantly.

Where expertise is an issue, Transport for London have addressed this by providing extra resources to boroughs through both the Quietways "Delivery Agent" and mini-Holland revenue funding. Together these enable boroughs to resource schemes. However, resource is still required to manage internal borough approval and sign-off processes. To address this Delivery Agent staff have been seconded directly into a borough to run projects. Anecdotally, the borough concerned would not have been able to deliver as quickly without the seconded resource. We support the provision of "pump-prime" funding to for boroughs to develop their Liveable Neighbourhoods. These examples demonstrate the mechanisms by which TfL provide resourcing support to boroughs. Support for boroughs and deep engagement with them at all levels is critical to maintain a high rate of delivery to the required quality.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Segregation provides a dramatically safer and more inclusive environment for cycling and is critical to support mode shift. This is demonstrated both internationally and from London's newest schemes.

For example in Copenhagen, there are 230 miles of segregated cycle lanes, using just 7% of the city's street space.[12] 41% of journeys to work or education are cycled and over the 25 years since they started building these cycle lanes, the risk of a cyclist being involved in a serious collision has reduced by 72% per kilometre cycled.[13]

In London, early evidence suggests that segregated superhighways are attracting more and more people to cycle:

- For the segregated Victoria Embankment Cycle Superhighway (CS3) cycling numbers have increased by 54%. During the peaks, cyclists make up half of all vehicle traffic on this corridor despite occupying under a third of the space.
- On Vauxhall Bridge, cycling levels have increased by 73% in the year since the Superhighway (CS5) was completed.
- On Blackfriars Bridge, cyclists make up 70% of vehicles at its busiest times and cycling numbers have increased 55%.[14]

Segregated cycle lanes are vital to increase cycling, tackle congestion by shifting journeys to sustainable modes and improve health and air quality in cities. Large areas of London remain far away from high quality Superhighways, therefore new schemes should be developed to extend their reach and improve quality on existing schemes. In addition, their extension within central London would provide a more complete and coherent network. Examples are given in an appendix to this submission.

The Mayor's pre-election commitment to triple the extent of segregated cycle track in London requires cycle tracks catering for both directions to be built on a further 30 kilometers of London's streets before 2020. A delivery plan should be published, detailing how this aim will be met.

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

Segregated cycle lanes are a core pillar of any strategy to manage congestion through a long-term mode shift toward efficient uses of street space (walking, cycling and public transport). The new Cycle Superhighway corridors are reported to already move 5% more people than they could before cycle tracks were installed, and these results are already achieved only a few months after opening.[15]

The second element of strategies to mitigate congestion comes from managing demand for motor-vehicle traffic, including through usage based road-pricing scheme or modifying the existing central London Congestion Charge to make it more effective. This would both reduce traffic overall and make more efficient use of the constrained road space as the Congestion Charge did most effectively in 2003.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

By making the most of existing quiet streets and parks, Quietways enable the Mayor to cost-effectively expand the cycling network by focusing investment on barriers to cycling and weak links in the routes. When delivered, this approach has proven to be successful. For example, a 2014 modelling study using Auckland, New Zealand as a case study demonstrated that achieving the greatest value for money in growing cycling levels required protected (segregated) cycle lanes on main roads alongside "Bike Boulevards" (Quietway type routes). It found that the Quietway type routes would more than double the benefits of the segregated cycle lanes for less than double the cost.[16] But the success depended on both types of route opening up more of the city's streets and roads to everyday cycling.

Quietways evolved from the Greenway programme. Greenway routes attracted a wide range of user for a range of journey purposes because of their separation from traffic, sense of safety and the ease with which they could be used.[17]

The first Quietway to open has improved London's cycle infrastructure. In July 2017, the Mayor reported that there had been a 56 per cent increase in cycling along Quietway 1, since 2014 (before the route was established).[18] Earlier counts in spring 2016 had recorded an increase from 650 to 900 people in the morning peak, a 38 per cent increase.[19] Moving 900 people in the morning peak is equivalent to around 10 double-decker London buses running at capacity.

Quietway 1 also features a range of improvements for people walking, including traffic calming, improved accessibility and permeability, new pedestrian crossings and seating. The Healthy Streets Approach should embed a similar approach across all Transport for London spending.

Quietway 2 is largely complete with improved crossings of all main roads on the route and way-finding and signage delivered along much of it.

Opinion relating to the pace and quality of delivery on Quietways is given in answer to question 1 and further information in the appendix to this submission.

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

Outer London is a much larger area and suffers greater levels of severance by major roads, including the North and South Circulars, major 'A' roads, rail lines and motorways. The scale of some junctions means that improving infrastructure in Outer London will require major and sustained investment and political leadership.

Given its geographical size, the lower density of land use and poorer public transport network, residents are more likely to be dependent on their cars than in inner London. And conversely, cycling in Outer London remains suppressed. Transport for London report a mode share of 1.6% for Outer London residents, compared to 3.9% for inner and central London residents.[20] With lower existing demand for cycling infrastructure improvements and less visible demand, the political challenge could be

greater, requiring more support from the Mayor and Transport for London and the determination of councillors.

TfL's Analysis of Cycling Potential and Strategic Cycling Analysis present a clear case for focusing investment in the near term on Outer London town centers – the destinations for the majority of short and 'cyclable' trips. Outer London town centres are also highlighted in TfL's analysis of walking potential, showing a compelling case for investment in these areas.[21]

The principles of cycle infrastructure design should not change by location, but by the type of street or road and the volume of traffic it caters for. Segregated cycles lanes and separate traffic signals are required where motor-traffic volumes are high, whereas cyclists can share streets where traffic volumes are very low and speeds are slow. TfL's *London Cycle Design Standards* – based on international best practice – set out the requirements of cycle infrastructure on this basis. Tying infrastructure spending to these standards would ensure consistent and high-quality infrastructure is both sufficient to increase cycling and appropriate to the location.

7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

The Strategic Cycling Analysis is valuable for presenting a picture of where infrastructure will have most impact, catering to both existing cycle journeys and potential journeys by bike.

Considering most of the cycle demand in London is currently "suppressed" as a result of the perception of safety, planning solely on existing demand could limit the effectiveness of investment. Furthermore, much of London's cycling potential comes from a more diverse demographic than existing cyclists for a more diverse range of journey purposes.[22] The Strategic Cycling Analysis should ensure future investment delivers best value-for-money and increases the diversity of cycle use.

A limitation of the analysis is that it does not consider journeys across the Greater London boundary, many of which are likely to be 'cyclable' given the proximity of conurbations. The draft Mayor's Transport Strategy aims to shift car journeys between outside London and outer London by 10 percentage points by 2041.[23] It is unclear how this will be achieved and what role cycling infrastructure could play in this shift.

Sustrans believes that the analysis should be used by TfL and the Walking and Cycling Commissioner to agree routes with boroughs – including a quality standard, timescales for delivery and budgets – to secure political commitment and resource, overcoming the challenges to cycle infrastructure delivery discussed earlier in this response (see recommendation 8.1).

8. How appropriate is the 400-metre target set in the draft Transport Strategy? Can we equate proximity with access?

The target is a welcome and appropriate long-term ambition. Every other city that has achieved mode shift to cycling has done so over many decades. Therefore the

Mayor's long-term commitment on a clear output (building cycle routes) is welcome. It should ensure TfL continue to develop a future programme of work and maintain long-term momentum in cycle infrastructure delivery.

However, its weakness is also its timeframe and lack of definition. The final Mayor's Transport Strategy – or a separate delivery plan – should provide a near-term target that he can be held accountable to during this political cycle. This would both be a welcome signal of political intent and helpful in raising the rate of delivery and increasing momentum to unblock schemes such as Cycle Superhighway 11.

The target also lacks a definition of quality – which we know is a critical factor in determining how well used infrastructure will be. The Mayor should provide a definition of high-quality and safe, potentially through the new Healthy Streets Check, and importantly agree this with boroughs, securing their all-important buy in.

> **Recommendation 8.1:** The Mayor should publish a joint delivery plan with boroughs, providing medium-term targets and delivery timescales on key projects. This would provide further detail to the strategic cycle network target highlighted in this question, alongside his pre-election commitments.

9. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

Schemes that have used a thorough process of public engagement are generally better. Public engagement ensures designs are effective while also helping to bolster community and political support.

Public and stakeholder engagement can, first, improve scheme design by uncovering anecdotal evidence from people that use a street, alongside more traditional sources of data, including traffic counts and user surveys. This ensures designers have a more holistic view of the local issues and likely impacts and benefits of a scheme.

Secondly, public and stakeholder engagement secures political support. A thorough and high-profile process of engagement can build trust between communities and local authorities.[24] When designs are presented, the case for them is better understood and the schemes less controversial. Councillors and political representatives have greater confidence in the scheme and that local views have been heard. As a result, schemes are likely to progress in good time and to a good standard of quality.

Sustrans endeavours to take a collaborative approach to community involvement in design. We strongly believe that this helps us meet local stakeholder needs and ensure widespread understanding and support. While the approach requires more time and resource up-front, it reduces the likelihood of significant remedial changes to a scheme. Significant remedial changes add cost and delay.

A thorough process of engagement, however, is not a substitute for political leadership. Cycling remains a marginalised activity and, therefore, infrastructure improvements at the expense of car parking, speed or accessibility can meet opposition. Political leadership is required to ensure the objectives for cycling are met

alongside local stakeholder needs, and that the latter is not at the expense of the former.

A thorough process of public engagement is vital to improve scheme design. It helps secure trust at the local level and political support. By increasing the likelihood of a successful scheme design at the first formal consultation, it reduces the costs of remedial changes, further consultation and, if opposition is well organised, reduces the resource burden of local media enquiries, legal fees and responding to public enquiries.

> **Recommendation 9.1:** Transport for London should publish best practice guidance on public engagement in Healthy Streets Delivery and support boroughs to roll it out.

10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

Awareness of cycling infrastructure could always be improved. There is now an opportunity to promote cycling through campaigns that focus on those who live or work near new London's newest routes.

The most effective measure of success, however, is not improved awareness but increased cycling levels. Transport for London should continue to run targeted behaviour change programmes to overcome barriers to cycling, particularly where new infrastructure is available and ensures that the biggest barriers – safety and perceived safety – are removed.

11. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

Cycling in London remains particularly dominated by white males in full time employment.[25] This is largely due to a lack of safe, attractive and convenient infrastructure catering for a diversity of trips (i.e. not just radial commuter routes to central London).

The lack of safe, convenient infrastructure serves to culturally marginalise cycling. This results in a greater reluctance to consider cycling where it may be associated with 'poverty', 'sportiness' or being an 'eco-warrior'.[26]

As demonstrated in cities with high cycling mode shares, including Amsterdam or Copenhagen, high-quality cycling infrastructure spread across the city supports a greater diversity of user. Indeed the gender disparity is reversed in high cycling areas, such as Holland and Belgium, where women cycle more than men.[27] This is largely thought to be because cycling infrastructure in those countries raises the status of cycling – it is the fastest, most convenient and attractive option for short trips. Therefore as the infrastructure gives cycling a safer and more prestigious status, the stigma attached to it declines and its diversity broadens.

The lesson for London is that cycling infrastructure should be designed with a less confident user in mind, requiring a very high standard of protection from traffic, as on the new segregated Cycle Superhighways and Quietway 1.

The network should also be dense enough to enable a variety of short trips in a local area for people working in town centres and destinations beyond central London. To this end, we can expect the high quality mini-Holland and 'orbital' Quietway routes to cater for a more diverse user because of London's employment geography.

12. Is there sufficient cycle parking in London, and is it in the right locations?

There is a clear lack of cycle parking in London, particularly in the West End, with many spaces oversubscribed, in insecure locations or poorly designed. The Mayor should focus on securing high-quality cycle parking in new builds, including on TfL land, and on retrofitting cycle parking where it is needed.

For new-builds, including Network Rail and TfL stations, standards for cycle parking should be based on projected demand well in to the future. A mode share target for cycling would help in this regard. In addition, the London Plan could set out strategic locations for mass cycle parking through Opportunity Areas, for example. Sustrans will provide a more detailed position in our response to the draft London Plan.

Retrofitting cycle parking is clearly a major challenge and there is not sufficient parking for existing demand in many locations, particularly for workplaces and homes where space is under pressure and on-street racks do not offer sufficient security. Reallocating on-street car parking to secure 'long-stay' cycle storage – such as cycle hangers - is a very welcome approach from some boroughs to tackle a lack of parking in the home. We understand that many boroughs are struggling to keep pace with demand from their residents. Likewise, replacing car parking spaces with visitor 'short-stay' cycle racks is a welcome approach used by boroughs in shopping locations.

13. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

The Mini-Holland schemes are demonstrating that with investment, political leadership and technical capacity some of London's most car dependent areas can be transformed for cycling and walking.

An interesting lesson from Waltham Forest was their decision to invest in both communications expertise, community engagement and architectural and landscape design expertise. All of which has meant that communication with their residents and businesses has been particularly effective. The ability to communicate effectively has undoubtedly enabled the programme to win more support locally, provided high quality visualisations and enabled people to have their say and understand the changes.

Political support has been critical to maintain the quality and pace of delivery despite some very vocal opposition, particularly in Enfield and Waltham Forest. Learning from this, the new Liveable Neighbourhoods programme is using a competitive bidding process to gauge political support before awarding funding for construction.

Recommendation 13.1: The Mayor should reward ambitious and capable boroughs with further funding and provide technical support to ambitious boroughs that are struggling to deliver due to resource constraints.

14. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

The Mayor should aim to provide a dense network of cycle routes that cater for both long-distance trips along strategic corridors as well as local trips around a neighbourhood or town centre.

Like all transport infrastructure, a cycle route may well be longer than the average cycle trip, but in connecting destinations along its length, it facilitates a variety of trips. And like public transport infrastructure, the more comprehensive the network the higher proportion of trips it can cater for further reducing car dependency.

Appendix

Filling in the gaps: Cycle Superhighways

Cycle Superhighways were first announced in 2008. By 2010, 12 routes were planned. By 2018, seven are opened to varying extents. The changes are a result of an increased focus on quality following the 2012 elections. Some superhighways still require quality upgrades, including the older sections of routes 7, 8 and 3 and sections of route 1. Others require extension to link to key destinations, including CS5 from Pimlico to Victoria and from Oval to New Cross. CS10 must link from Wood Lane to Lancaster Gate. In addition, progress must continue on routes 4 (partially consulted), 9 (partially consulted) and 11 (in construction). There is a strong case to revive route 12 (from Angel/the City/Old Street to Highgate) given work at Highbury, Nag's Head and Archway under the Safer Junctions programme. To deliver at the scale required it is clear that, first, the Mayor must champion Cycle Superhighways developing new routes and committing to construct schemes that have passed consultation stage. Second; completing the existing programme and upgrading older routes will require an increase in funding.

Building the Quietways

Around 80% of cycling journeys in London are on borough streets. Quietways are essential to extend the cycling network across more of London and create cross-borough routes for orbital and radial journeys. As described in the Mayor's Vision for Cycling, London does not have many cross-city boulevards but it does have a matchless network of side streets, residential streets, waterways and paths through parks. Quietways draw this network together to create branded routes for people to cycle on.

Delays to this programme largely resulted from very ambitious delivery timescales and under appreciation of the complexity of stakeholders involved. For example in the Mayor's Vision for Cycling, a completion date was set before routes were agreed or scoped out: *"We hope to open the first Quietways in 2014. Details of the routes will be announced as soon as they have been agreed with the relevant boroughs."*[28]

Progress is therefore dependent on borough or stakeholder buy-in, which requires sufficient engagement and negotiation. Once secured, both local and Mayoral courage is required to ensure schemes are delivered when they generate local controversy.

Quietways can be as politically challenging as Superhighways, but they do not have the same level of budget or resource to manage these challenges. It is our considered view that the best way to expedite Quietways is to agree a high quality standard at the start of the delivery process at a political level, and then to provide increased resources to manage delivery, while also using the Healthy Streets framework to guide public engagement and design.

Sustrans is the charity making it easier for people to walk and cycle. We connect people and places, create liveable neighbourhoods, transform the school run and deliver a happier, healthier commute.

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Covering Statement

Why does TfL invest in cycling infrastructure?

Cycling is central to the Mayor's Transport Strategy (MTS): it represents a major mode of transport in London, accounting for more daily journeys than the Overground and DLR combined, and offers additional benefits in terms of health and air quality. There is huge potential for further growth, with more than 8 million journeys currently being made by motorised modes each day in London that could easily be cycled.

A clean and efficient transport network is fundamental to London's ongoing success as a leading global city. Walking and cycling are both zero-emission and space-efficient ways to travel. For example, five per cent more people per hour – across all modes of transport – were moving on the North-South (CSNS)[1] and East-West (CSEW)[2] Cycle Superhighway corridors after only two weeks of the cycle lanes opening, despite reallocation of road space from general traffic. The draft MTS sets out our strategic approach to prioritise mode shift to more space-efficient modes of transport (walking, cycling and public transport), as a means of enabling London to grow successfully, while reducing the impact of new journeys on the network and city.

London is facing an inactivity crisis. More than 40 per cent of Londoners do not achieve the recommended 150 minutes of activity a week, representing one of the biggest threats to public health. The easiest way for Londoners to stay active is by walking or cycling as part of their daily travel. Two 10-minute periods of brisk walking or cycling a day is enough to avoid the health risks associated with inactivity.

For these reasons Transport for London (TfL) has adopted a new Healthy Streets Approach to reduce car dependency and increase active travel. This approach puts human health and experience at the heart of planning for the city, and is already making London's streets more appealing places to walk, cycle and spend time. In this regard, infrastructure for both walking and cycling will be improved across the £2.2 billion portfolio of Healthy Streets investment.

What is TfL's ambition for cycling?

The draft MTS set out an ambitious agenda to improve Londoners' health, enhance air quality, reduce car dependency, promote 'good growth' and tackle congestion and over-crowding on London's transport network in London.

Increasing active travel in London is central to delivering the MTS, which has set the following 2041 targets:

- 80 per cent of all journeys in London to be made by walking, cycling or public transport;
- All Londoners to walk or cycle for at least 20 minutes per day; and
- 70 per cent of Londoners to live within 400 metres of a high-quality, safe cycle route

[1] Signed on street as CS6
[2] Signed on street as CS3

Increasing cycling across London is essential to achieve the MTS targets. Different parts of the city will experience higher levels of cycling than others, but regardless of the location, cycling should be an easy and safe option for all Londoners. TfL will continue to actively monitor progress and ensure that investment both stimulates and takes account of this growth.

How much is TfL investing in cycling?

The 2017 TfL Business Plan has set aside £2.2 billion to invest in Healthy Streets over the five years from 2018/19 to 2022/23, ensuring the Mayor's vision for a healthier London is put into action.

Within this, TfL has demonstrated its commitment to enhancing cycling growth through allocating an average of £169 million per year for cycling infrastructure and actions. This is more than double the £79 million per year spent over the previous mayoral term and on a par with that spent per head on cycling in Denmark and the Netherlands.

What has been achieved so far?

Cycling is already a major mode of transport in London with 730,000 journey stages made each day by cycle, which is an increase of over 130 per cent since 2000. This growth has been sustained over a number of years, reflecting the ongoing support for cycling in London and its popularity as a mode of travel in the capital. The latest *Travel in London* report shows that cycling journey stages across London increased by 8.8 per cent between 2015 and 2016 alone. In central London there was an increase of 2.2 per cent during this time, which was accompanied by a 3.2 per cent decrease in car use. Over the past 15 years, this amounts to an increase of 230 per cent for cycling in central London during weekday morning peak hours.

The risk of being killed or seriously injured whilst cycling has fallen by 37 per cent over the last decade. Nevertheless, TfL's evidence shows that safety and the perception of safety continues to be the main reason given by Londoners for why they do not cycle, or do not cycle more. Much of the recent growth can be attributed to the high-quality, safe environments now being provided for cycling, whether through segregation (predominantly found on Cycle Superhighways) or using low traffic routes (predominantly Quietways).

On CSEW and CSNS the protection afforded by segregated facilities, along with separate time and space for cyclists at junctions through the use of cycle specific traffic signals, has proved to be hugely successful for increasing cycling, for example:

- 54 per cent increase on pre-construction levels of cycling along CSEW from Parliament Square to Tower Hill
- 32 per cent increase on pre-construction levels of cycling along the entire CSNS

On Quietways, users are reporting high satisfaction with low volumes of traffic on completed routes and route sections, and an increased feeling of safety. Quietway 1 from Waterloo to Greenwich, completed in 2016, has seen a 56 per cent increase on pre-construction levels of

cycling. Early user surveys also indicate that Quietways appear to be attracting new people to cycling and more currently under-represented groups, such as women.

What is currently being delivered?

Under the current Mayor, numerous cycling infrastructure programmes and schemes continue to be announced, planned, developed and delivered at pace, including:

- Cycle Superhighways:
    - On 15 December 2017 the Mayor was pleased to launch the final section of cycle track around Buckingham Palace on CSEW between Tower Hill and Lancaster Gate. This completes the iconic East-West route to provide a safer and easier way for Londoners to cross the city by cycle
    - CSNS works are currently underway on phase 2 and due to finish by Summer 2018, completing the full route between Elephant & Castle and King's Cross
    - Consultation is now complete on the first phases of CS4 and CS9
    - Consultation is complete and scheme designs are in review on CS10 (western section) and CS11. The eastern section of CS10 is currently in pre-consultation feasibility
- Quietway 1, which opened in June 2016, and Quietways 2, 3, 4, 5, 6, 7, 14 and 22 have significant sections complete. There are 36 routes currently planned in total
- A new river crossing between Rotherhithe and Canary Wharf, for which the Mayor, TfL and local boroughs are developing proposals
- Continued improvement to Santander Cycles, including the launch of a new bike in October 2017
- Transformative Mini-Hollands in Waltham Forest, Enfield and Kingston
- The new £114 million Liveable Neighbourhoods Programme, with first round funding to schemes in Ealing, Greenwich, Hackney, Haringey, Havering, Lewisham and Waltham Forest
- Cycling enhancements as part as significant junction and TLRN schemes, such as Vauxhall gyratory, Waterloo, Highbury Corner and Old Street roundabout
- Work on the 25 top priority routes informed by the *Strategic Cycling Analysis*, with announcements on the first routes to be taken forward expected in early 2018

Not only will the delivery of this cycling infrastructure benefit Londoners' health, it will reduce overcrowding on the roads and public transport, improve air quality and make our roads safer.

Collaborative working and learning lessons from previous delivery has meant that the planning and delivery process is continuing to become more efficient and effective. This means that TfL and the London boroughs are able to reduce negative impacts to other road users during the construction of cycling infrastructure, as well as improving conditions for other road users where possible. Additionally, TfL's public engagement teams have recently restructured to ensure that partners continue to have early awareness of proposals and the chance to influence schemes and projects in their local area.

While infrastructure is vital, it must be supported by investment in other measures to encourage people to start cycling. TfL's evidence shows that 20 per cent more cycle

journeys can be realised when such supporting measures are delivered alongside infrastructure. This is why TfL undertakes a variety of complementary programmes including cycle training, workplace cycle grants, schools engagement, communications, promotional events, guided rides, working with the e-bike industry and online cycle journey planning. Together with infrastructure schemes, this approach has been crucial to the uptake of cycling in London.

How are we planning our next steps for cycling?

Despite the continued growth in cycling, there are still over 8 million daily trips being made by motorised modes in London that could otherwise by cycled, and more than half of those are currently made by car. Although not all of these trips will be switched to cycling, there is significant potential for further growth. This growth will deliver health benefits and improve the efficiency of travel on London's streets.

To realise the Mayor's ambitious targets, we must encourage new people to cycle and diversify the types of people cycling. For example, journeys currently undertaken by women represent 55 per cent of the potentially cyclable trips in London, yet currently only account for 27 per cent of current cycle trips. To attract more women and other currently under-represented groups, TfL and the London boroughs are planning and delivering a wide range of projects and programmes to address the barriers to cycling. Delivering high quality, safe cycling infrastructure is a crucial part of this approach because safety and the perception of safety is the most common barrier to cycling across all groups. In particular, this will encourage more women to cycle, as a lack of infrastructure is often cited as the key barrier for women. Similarly, community cycling grants and using role models and ambassadors can be helpful in inspiring people from BAME communities, older people and young families to start cycling. These projects will be delivered alongside a new communications and behaviour change campaign to promote cycling as an appealing choice, and to support the delivery of infrastructure, wayfinding and training programmes.

To plan the future of cycling infrastructure in London, TfL's new *Strategic Cycling Analysis* (2017) provides a robust, evidence-based and analytical framework. It uses the latest datasets, forecasts and models to show where the greatest current and future cycling demand is in the city. Work is underway on 25 top priority routes informed by the *Strategic Cycling Analysis*, with announcements on the first routes to be taken forward expected in early 2018.

In July 2017 the Mayor also announced the new £114 million Liveable Neighbourhoods programme. The London boroughs of Ealing, Greenwich, Hackney, Haringey, Havering, Lewisham and Waltham Forest were all successful in their initial bids for potential total funding amounts between £2.3million and £10 million that will help to transform town centres and neighbourhoods into more attractive, accessible and people-friendly public spaces. This programme follows the success of the Mini-Hollands programme, which is already transforming town centres and neighbourhoods in outer London.

Further planning work is also being done by TfL. For example, the creation of a Cycling Infrastructure Database will provide TfL and the London boroughs with a detailed understanding of current cycling conditions and infrastructure so that decisions can be made as to where more investment is needed, as well as enabling third party app developers,

journey planning and mapping providers, to provide people with improved cycle wayfinding tools.

Summary

In conclusion:

- Early monitoring shows that the cycling infrastructure already delivered by TfL and the boroughs is supporting substantial increases in cycling and helping more Londoners lead healthier lifestyles

- Cycling investment has a strong economic case and can help relieve crowding on the roads and public transport, supporting London's 'Good Growth'

- Cycling infrastructure – in tandem with walking and public transport and based on the latest analysis – is at the heart of the new and highly ambitious Mayor's Transport Strategy and Healthy Streets Approach

- As a result, TfL is providing record levels of spending for cycling within its new Healthy Streets Portfolio

- The next generation of infrastructure is now being identified, building on the extensive programme already in progress. Work is underway on 25 top priority routes that have come as a direct result of TfL's ground-breaking *Strategic Cycling Analysis* (2017), in addition to the first projects to be delivered under the new Liveable Neighbourhoods programme

- Altogether, this amounts to a comprehensive cycling delivery plan for London that has strong political support and unprecedented levels of funding to make the Mayor's ambitions a reality for London

Appendix A

TfL response to the Transport Committee's key questions

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?
2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?
3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?
4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?
5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?
6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?
7. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?
8. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?
9. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?
10. Is there sufficient cycle parking in London, and is it in the right locations?
11. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?
12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

1. What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?

The draft MTS sets out new, ambitious targets for active travel. By 2041, the Mayor aims for all Londoners to do at least 20 minutes walking or cycling per day and 70 per cent of Londoners should live within 400m of the London-wide cycle network. Cycling infrastructure supports these targets and it is also a space-efficient use of London's streets, whilst being essential to support the city's growth. Under the current Mayor, work has continued and increased at pace on the planning and delivery of cycle infrastructure. The Mayor has already announced various new routes and programmes of investment that will make it easier and safer to cycle in London. Additionally, work is underway on 25 top priority routes informed by TfL's *Strategic Cycling Analysis*, with announcements on the first routes to be taken forward expected in early 2018.

A summary of cycling infrastructure programmes is provided below:

- Cycle Superhighways:
    - On 15 December 2017 the Mayor was pleased to launch the final section of cycle track around Buckingham Palace on CSEW between Tower Hill and Lancaster Gate. This was the culmination of substantial coordination and planning with the Royal Parks, taking into account numerous events and ceremonies held, and completes the iconic East-West route to provide a safer and easier way for Londoners to cross the city by cycle
    - CSNS construction works are currently underway on phase 2 and due to finish by Summer 2018, completing the full route between Elephant & Castle and King's Cross
    - Consultation is now complete on the first phases of CS4 and CS9
    - Consultation is also complete and scheme designs are in review on CS10 (western section) and CS11. The eastern section of CS10 is currently in pre-consultation feasibility
- Quietways: this programme focuses on delivering end-to-end routes outside of central London. Quietway 1 opened in June 2016 and Quietways 2, 3, 4, 5, 6, 7, 14 and 22 have significant sections completed, with construction in progress on a further three routes. Design work is also progressing well on 16 routes and a further four routes are going through feasibility. Another four routes are also planned, taking the total up to 36 within the current Quietways programme
- Central London Grid: this programme focuses on delivering a dense network of Quietways within central London. Of the 85kms for phase 1, construction is complete on 43kms, including significant sections of Quietways 11, 13 and 15; and designs have been approved on a further 42kms. Phase 2 will see up to another 60km delivered – resulting in 145km of dense central London cycling network
- Rotherhithe to Canary Wharf bridge: the Mayor and TfL are working with local boroughs to develop proposals for a new river crossing that would provide a safe, attractive, and direct walking and cycling route, reducing journey times and encouraging healthier travel. We expect to submit a Transport and Works Order application for the powers to build and operate the new crossing in 2019, subject to gaining the necessary consents
- Santander Cycles: more than 10.3 million journeys were made by Santander Cycles in 2017, which is more than any other year since the scheme launched in July 2010. Per

day there around 27,000 hires now, which is expected to rise to 33,000 by 2023. A new bike has just been successfully launched and TfL plans to supply around 500 more each year. Additionally, the scheme will be extended to Brixton in 2018 and efficiency improvements will be made to integrate it more fully with other services

- Mini-Hollands: the outer London boroughs of Waltham Forest, Kingston-upon-Thames and Enfield have made significant progress in transforming their environments for walking and cycling. In Waltham Forest, completed infrastructure includes phase 1 of a cycle route on Lea Bridge Road, three cycle hubs and segregated facilities on Ruckholt Road. Other completed schemes include segregated facilities on Portsmouth Road in Kingston and on Green Lanes in Enfield
- Liveable Neighbourhoods: a new programme of funding, open to all London boroughs, for schemes to reduce car trips, improve health and air quality. The first phase funding has been awarded to the London boroughs of Ealing, Haringey, Waltham Forest, Hackney, Havering, Greenwich and Lewisham
- Safer Junctions: this programme will improve road safety for vulnerable road users at a number of TLRN junctions across London. In total, 73 junctions were considered in detail, of which: TfL will continue to monitor 21 junctions that have already had improvements in the last three years, 33 junctions have planned improvements, and 19 further junctions will undergo further safety studies

Cycling infrastructure improvements are not limited to the programmes above. A core objective of all schemes delivered by the Healthy Streets Portfolio is to deliver improvements across a range of Healthy Streets Indicators. This new approach means that cycling infrastructure improvements will be integrated in to hundreds of Healthy Streets schemes across London, including junction improvements to Lambeth Bridge, Highbury Corner, Waterloo and Old Street roundabout.

2. Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?

New cycling infrastructure can involve the reallocation of road space from general traffic to mode-specific usage. This demands careful consideration and consultation and it takes time to develop appropriate solutions. The delivery of many innovative cycling schemes in London in recent years has at times been challenging. However, TfL, the boroughs and managing authorities have worked through these challenges and delivered a variety of different types of infrastructure including: new segregated Cycle Superhighways (including innovative elements such as low level signals specifically for cycling, two-stage right turns and bus stop bypasses), Quietways, Mini-Hollands and junction improvements.

On the whole, delays experienced during this period came as a result of:

- A significant programme of delivery that constrained resources
- Complex delivery issues arising from delivering new and innovative infrastructure
- Lengthy due processes sometimes involved in local political decision-making in the boroughs
- Some local concerns, especially where elements of schemes impacted on vehicle access or parking arrangements. This required time to give careful consideration to public feedback and change designs where necessary

Important lessons have been learnt and applied to current delivery. For example, we can now build more realistic time frames in to project planning and better understand the needs and concerns of local residents and businesses.

TfL and delivery partners have worked closely to strengthen relationships and make processes more efficient, public engagement has been improved and TfL is working closely with the Deputy Mayor for Transport and Walking and Cycling Commissioner to ensure effective and constructive engagement across the whole range of partners involved in complex schemes.

As a result, the Healthy Streets portfolio represents a high-capacity pipeline of schemes, delivering a record investment for cycling in London. Delivery will continue to present challenges and we will continue to work collaboratively to learn lessons and review our delivery programmes.

3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Safety and the perception of safety is the main reason given by Londoners for why they do not cycle, or do not cycle more. In locations that necessitate and allow it, physical segregation can be an effective way to overcome such concerns. This is why TfL has introduced high-quality segregated cycling facilities on a number of new routes in recent years, including on Cycle Superhighways such as CSEW and CSNS. Early monitoring is beginning to show that the protection afforded by segregated facilities, along with separate time and space for cyclists at junctions through the use of cycle specific traffic signals, is proving to be successful, as detailed below.

Feedback on segregated cycle routes has been very positive. Cycle Superhighway routes have undergone extensive public consultation, and the use of segregated cycle facilities has been supported by key stakeholder groups. The reception from users has been similarly positive. When surveyed, more than 50 per cent of Cycle Superhighway users said they were cycling more than they did a year ago, with a significant increase in the number of respondents saying they thought the routes would encourage new people to use them. Of those surveyed, 41 per cent said their confidence had increased over the past year, with younger users showing the greatest increase in confidence before and after construction of the routes. Of the various reasons given for cycling more, the factor that showed the biggest increase among respondents was because of the improved infrastructure, with 46 per cent of those starting to cycle on the Cycle Superhighways because they now felt safe enough to do so.

It is still relatively early to fully assess the benefits of the segregated routes, which would ideally include three years of data, however early results are already largely positive:

- CSEW: on Victoria Embankment the number of cycles has increased to 3,608 and 3,389 in the morning and evening peaks respectively, up by 54 per cent against pre-construction figures. At its busiest, cycles make up 52 per cent of all traffic
- CSNS: on Blackfriars Bridge the number of cycles has increased to 4,695 and 3,722 in the morning and evening peaks respectively, up by 55 per cent against pre-construction figures. At its busiest, cycles make up 70 per cent of all traffic
- CS5: on Vauxhall Bridge the number of cycles has increased to 1,889 and 1,505 in the morning and evening peaks respectively, up by 73 per cent against pre-construction figures

As well as increases in the number of people cycling on segregated routes, it is crucial to note that these routes offer an efficient use of road space. For example, on CSEW and CSNS data suggest that at peak times, the new infrastructure moves an average of 46 per cent of people along the route at key congested locations, despite occupying only 30 per cent of the road space. After only two weeks of the cycle lanes opening, five per cent more people per hour – across all modes of transport – were moving on the CSNS and CSEW corridors, despite reallocation of road space from general traffic. As the new infrastructure and supporting measures continue to encourage more people to cycle, this figure is expected to increase. Furthermore, this growth in cycling will bring a more diverse range of people, across different types of journey purposes, which will further increase the use of Cycle Superhighways outside of peak hours.

4. To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?

Safety and the perception of safety is the main reason given by Londoners for why they do not cycle, or do not cycle more. This barrier relates to the view that there is a lack of specific infrastructure to protect people cycling on London's streets. Segregated cycle infrastructure has been shown to break down this barrier, by providing separation from other road users in time and space on both links and at junctions. Early monitoring of segregated Cycle Superhighways demonstrates that this approach is already working, with significant increases in the number of people cycling on these routes seen post-construction. Feedback has indicated that they are popular with residents, employees and businesses alike. It is clear that segregation, in locations that necessitate and allow it, has a vital role to play in achieving the Mayor's ambitious targets for cycling.

The vast majority of congestion in London is caused by excess traffic demand. Traffic must be considered in the context of all people using the road, not just motorised vehicles. As space efficient modes of transport, walking and cycling are part of the solution to this problem. For example, only two weeks after opening, 5 per cent more people – across all modes of transport – were moving on the CSNS and CSEW corridors than before the cycle lanes were built, which is a number that will increase as they continue to attract more cycling. In addition to being space-efficient, walking and cycling are zero-emission forms of transport and therefore good for air quality in London.

In delivering segregated cycling routes, numerous factors need to be considered during design to avoid or minimise negative impacts and to improve conditions for other road users where possible. For example, the Cycle Superhighways have demonstrated that high quality cycling infrastructure can be delivered alongside improvements for pedestrians. Throughout 2015 and 2016 over 50 new or improved pedestrian crossings, planting of new trees, and over 1,500m^2 of new footways were delivered on segregated Cycle Superhighways. Construction of these routes inevitably led to some delays for general traffic and London buses. However, this represented less than half of the total delays in central London, taking in to account other road works and events, and with the majority of construction complete, journey time delays in these areas have now decreased in most cases.

As with any major project, construction involves complex challenges to ensure that delays to the road network are minimised and a reliable bus network continues to operate. For the Cycle Superhighways, compressed delivery timescales and the sheer scale of the projects represented an unprecedented challenge in delivery. Coordinating the construction alongside numerous other major roadworks and events in central London was a huge exercise. To overcome these complexities, a number of innovations and efficiencies were used. For example:

- At Blackfriars, coordination of CSNS, CSEW slip road and waterproofing with Thames Tideway ducting and kerbing work saved 80 days of potential disruption and £0.2m in Lane Rental charges. This approach has been applied to phase 2 of CSNS, with close coordination of construction works and opportunities found with other organisations and utility companies to share traffic management and work in quieter periods – such as over Christmas – to minimise disruption
- The use of bespoke demountable kerbs in key locations allowed a quicker and less disruptive installation

- Improvements to traffic signals on segregated routes were improved through ‘Traffic SCOOT’, ‘Cycle SCOOT’ and ‘Call Cancel’. Signal timings were optimised to ensure safety and reduce unnecessary delays

A range of lessons have been learnt and innovative approaches are being applied and developed to further improve efficiencies and minimise disruption to other roads users during construction. These measures include assessments to reduce the requirement for changes to utilities, out of hours and off peak working to limit the impact of works on peak travel times and collaboration with other suppliers to minimise network closures. TfL also actively monitors the performance of infrastructure after construction and revisits schemes to make improvements. One example is the scheme at Trinity Square on CSEW, which initially restricted left and right turns. TfL continued to monitor the scheme and took on board community feedback to install an interim scheme to reinstate left turns, which has later made permanent. This improvement has made it safer for cycling by eliminating non-compliance for ‘left hook’ collisions and has improved journey times for general traffic.

5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

To achieve the Mayor's aim to increase cycling across London, different route options need to be available to suit different customer preferences. Whereas the Cycle Superhighways predominantly use recognised main routes into and across central London, Quietways aim to make use of lower-traffic back streets, waterways and green spaces. The intention is to provide an alternative, but complementary, option to Cycle Superhighways that will appeal to those that prefer a different cycling environment. Although Quietways mostly use back street options, they are still high quality, direct and take people where they want to go. Overall, Quietways were designed to attract new and less confident people to cycling.

To date, Quietway 1 (Q1) from Waterloo to Greenwich – launched on 14 June 2016 – is the first fully complete route and it provides the most notable early monitoring data. Since 2014, before the route was established, there has been a 54 per cent increase in the number of people cycling on the route. Before and after user surveys have also been conducted on the route, which have attracted positive feedback and some encouraging emerging trends, including:

- An increase in the amount of women using the route
- An increase in the amount of people new to cycling using the route
- Half of users saying they cycle more that they did a year ago, with respondents citing better cycling infrastructure and increased feeling of safety as reasons for cycling more
- Respondents reporting feeling more confident than they did a year ago
- High user satisfaction, especially with the low volume of traffic on the route

In addition to Q1, Quietways 2, 3, 4, 5, 6, 7, 14 and 22 have significant sections completed, with construction in progress on a further three routes. Design work is also progressing well on 16 routes and a further four routes are going through feasibility. Another four routes are also planned, taking the total up to 36 within the current Quietways programme. Of the 85kms for phase 1 of the central London Grid programme, construction is complete on 43kms, including significant sections of Quietways 11, 13 and 15; and designs have been approved on a further 42kms. Phase 2 will see up to another 60km delivered – resulting in 145km of dense central London cycling network.

Wider annual volumetric monitoring takes place on all routes in development and the last published results from Autumn 2016 showed a 15 per cent increase in cycling on Quietways compared to 2014. Interestingly, the results showed that there is currently more inter-peak cycling on Quietways than Cycle Superhighways, suggesting that Quietways attract a wider range of journey purposes aside from commuting.

Overall, early results suggest that Quietways are beginning to deliver their anticipated benefits by increasing the amount of cycling, attracting new people to cycling and providing an alternative environment to Cycle Superhighways. The Mayor, TfL and London boroughs will continue to work together to maintain delivery and ensure that routes are delivered to a high quality to meet customer expectations. This includes revisiting designs that have not met the desired standards and continuing to review the programme to make sure proposed routes align with evidence-based demand analysis and offer value for money.

6. What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?

Both inner and outer London have a legacy of various types of cycle infrastructure through past investment programmes, such as the London Cycle Network, and more recent Cycle Superhighways, Quietways and Mini-Hollands. The coverage and quality depends, to a large extent, on the work done by TfL and/or the borough at the time and on how well it has been maintained since.

Historically, it has been more challenging to form a connected network of good quality infrastructure in outer London, given the larger areas, lower residential densities and higher levels of car dependency. Subsequently, the Mini-Holland programme was designed to support outer London boroughs developing more ambitious, high quality connected networks with different types of infrastructure including segregated routes on main roads, quieter local streets and neighbourhood-level traffic-management interventions (rather than routes). Three Mini-Hollands are now being delivered in Waltham Forest, Enfield and Kingston and the new Liveable Neighbourhoods programme will build on the success of this approach.

For longer, strategic routes, those in outer London tend mostly to exist in the form of shared use footways alongside major highways, such as the A4, A10 or A316, or as leisure routes alongside waterways. However, in recent years, Cycle Superhighways have extended to parts of outer London, such as Stratford, Canning Town, Barking and Colliers Wood, and more of these are proposed, such as CS9, extending to Chiswick and Brentford.

To ensure that infrastructure is sufficient and installed in the right locations, TfL does a range of demand analysis. Notably, the *Strategic Cycling Analysis*, published in 2017, is built on a detailed programme of cycle demand modelling and identifies the key cycling corridors across London. Through modelling, TfL estimate how many potential cycle trips there are in a given location and plan routes accordingly.

The London Cycling Design Standards provides planners and designers with guidance on what type of infrastructure is likely to be appropriate to a given location. A notion of 'degrees of separation' is used to refer to different types of infrastructure, from all users mixing at one end, to complete physical separation at the other. The key advice given on choice of infrastructure type is that the best provision for cycling for any street, whether inner or outer London, is one that delivers:

- A highly rideable outcome, as measured by the Cycling Level of Service
- A practical balance between user needs, ensuring that the needs of more vulnerable people are met as a priority
- A high quality of place, appropriate to the street type

TfL's guidance seeks to encourage designers to take a context-sensitive approach, to understand a place and how it is and could be used by people, in order to inform strategic and detailed design options. It does not distinguish between outer and inner London in giving this advice, as both categories contain a wide variety of different place types.

7. Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?

TfL is a leading practitioner in public engagement and consultations are designed to provide clear, balanced and relevant information at a stage where proposals are still being developed in order to allow people to provide informed feedback. This can then be used to improve scheme designs and address local concerns. Since the current Mayor took office, TfL has effectively consulted on a wide range of cycling infrastructure, and its recent restructure will enable it to work even more effectively with local communities and partners in the future. Recent examples are provided below:

- During and following the CS11 consultation, TfL worked hard to understand local concerns around Swiss Cottage and revised the designs in a way which addressed concerns around traffic displacement to residential streets whilst retaining the scheme's transformative cycling benefits
- On CSNS, TfL revised designs around Smithfield Market to provide a signalised junction at Farringdon Street/West Smithfield and retained a signalised pedestrian crossing on Judd Street, based on stakeholder feedback, including RNIB
- There was a long pre-engagement campaign on the proposals for Waterloo roundabout, in which TfL identified and engaged with local partners in order to understand concerns prior to the main consultation and enable them to help raise awareness of the proposals. This resulted in excellent local participation in the consultation, which has provided TfL with useful feedback which it will use to try to address local concerns with a revised design
- The recent consultations on transformative proposals for CS4, CS9, Lambeth Bridge and Nine Elms Lane have attracted excellent levels of responses, and a range of valuable feedback, which TfL will use to help it improve designs and address local concerns.
- TfL has undertaken a range of smaller local consultations on Central London Grid and Quietway schemes, working closely with the local boroughs. For example, an effective local consultation and sustained post-consultation discussion with residents and other partners allowed TfL and Westminster Council to arrive at a design which provides a protected and convenient route for cycling while also providing local people with a long-desired 'straight-across' signalised crossing.

TfL has recently restructured its external engagement teams to place further emphasis on sustained local engagement. The new Local Communities and Partnerships team will develop a continuous two-way conversation with local partners and communities to provide partners with early awareness of TfL proposals and TfL with early understanding of local views and priorities. Monitoring and communication will continue throughout the design and delivery process, and after construction.

8. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

Awareness and use of cycling infrastructure is measured by TfL's bi-annual *Attitudes Towards Cycling* survey. This survey has been conducted since 2005 and provides a comprehensive view of what Londoners think about TfL's activities to improve conditions for cycling. The most recent report was published in March 2017 and showed the following awareness levels for cycling infrastructure among Londoners:

- 80 per cent awareness of Cycle Hire
- 65 per cent awareness of Cycle Superhighways
- 34 per cent awareness of Quietways (Q1 only)
- 26 per cent awareness of Mini-Hollands

The results show that most Londoners are aware of Cycle Hire. Awareness of Cycle Superhighways is high, considering that these routes are predominantly located in inner and central London only. For Quietways, the lower figure is not surprising, given that only one Quietway had been launched at the time of the last survey. Finally, low Mini-Hollands awareness is to be expected, considering that only three London boroughs are delivering the programme – comprising less than 10 per cent of London residents – and not all the infrastructure has yet been delivered.

TfL is taking an innovative approach in providing high-quality cycle infrastructure data to third party app developers, journey planning and mapping providers. This will significantly improve journey planning tools for Londoners, which increase awareness and understanding of these routes and improve the ability to safely and conveniently navigate London by cycle. In order to facilitate this, TfL is currently preparing a Cycle Infrastructure Database, which will provide highly detailed and up-to-date information on current infrastructure conditions. Additionally, TfL has also invested in a programme of cycle wayfinding improvements across its journey planning, mapping and on-street navigational tools. This includes the development of a new Quietway route signage and road marking system that has been designed to increase the on-street visibility and identity of these new cycling routes.

To promote cycling infrastructure, TfL has a comprehensive programme of customer information communications. All campaigns are designed to promote the benefit to customers and encourage use. For example, TfL work closely with Santander to promote Cycle Hire and encourage its use; with heavy on-street poster presence and geo-targeted digital communications. A new integrated marketing communications and behaviour change programme is currently being developed for launch early summer 2018. The activity is designed to inspire cycling and promote the range of infrastructure, facilities and training available.

Launches of new infrastructure such as Quietways and Cycle Superhighways are promoted locally using door drops, local poster advertising, and through messaging including geo-targeted emails, social media, Metro editorials, PR and stakeholder communications. We also work closely with schools through the STARS schools and nursery accreditation scheme, workplaces via the Cycling Workplaces programme and the London-wide Cycle Skills training programme.

9. How is TfL using infrastructure to attract a more diverse range of people to cycle in London?

Although cycling has seen transformational growth over the last decade, with around 730,000 cycle journey stages now made every day in London, the aim is for continued growth on this trajectory to reach 1.5 million daily cycling journeys by 2026 and to continue to grow in future. To understand where these additional journey stages might come from, TfL's *Analysis of Cycling Potential* (2016) identified people's trips currently made by other motorised modes that could feasibly by made by cycle instead, taking in to account factors such as trip length, trip type, load carrying and age. The report identified over 8 million 'potentially cyclable daily trips' in London, with 6.47 million of these taking less than 20 minutes to cycle. This analysis demonstrates some potential to increase cycle trip making among those that already cycle in London, but most growth needs to come from people that do not yet cycle. This is the real challenge for growing cycling in London in future.

Women make journeys representing 55 per cent of potentially cyclable trips, yet only 27 per cent of current cycle trips are made by women. Similarly, people from BAME communities account for 15 per cent of current cycle trips, but make journeys representing 38 per cent of potentially cyclable trips. Other currently under-represented groups include low income households, those with disabilities, older people and those making short car trips.

There is huge potential to increase cycling in London by diversifying the types of people cycling and we need to understand why these groups do not currently cycle. TfL's bi-annual *Attitudes Towards Cycling* survey provides a comprehensive understanding of that, and helps TfL plan and deliver a range of projects and programmes to address the barriers to cycling; addressing the unique mix of barriers experienced by each under-represented group across its portfolio of investment.

The main deterrents include perceptions of danger, too much traffic, fear of theft, access to a bike, lack of time and lack of confidence. Cycling infrastructure can help to overcome many of these barriers and the London Cycling Design Standards (LCDS) underpins its design in London. The LCDS states that infrastructure should be designed for all abilities and meet a high standard of service for all, which applies to all routes such as Cycle Superhighways and Quietways. High quality route designs address perceptions of danger and volumes of traffic, whereas cycle sharing (Santander Cycles) increases cycle access and acts as a promotional tool for cycling. Cycle parking makes cycling a convenient, accessible option and can help overcome bike theft if well-designed. TfL uses each of these infrastructure types to attract new people to cycling.

While infrastructure is vital, it must be supported by additional investment to encourage people to start cycling. TfL's evidence shows that 20 per cent more cycle journeys can be realised when such supporting measures are delivered alongside infrastructure. This is why TfL undertakes a variety of complementary programmes including cycle training, workplace cycle grants, schools engagement (including the STARS accreditation scheme, which has inspired around half of London's primary and secondary schools to participate in activities that encourage active travel), communications, promotional events, guided rides, working with the e-bike industry and online cycle journey planning. Together with infrastructure schemes, this approach has been crucial to the uptake of cycling in London.

Another example of such work includes TfL's Cycling Grants scheme, which awards up to £10,000 to community and not-for-profit groups over three years. Between 2015 and 2017 the scheme helped 46 community groups encourage over 12,000 people to cycle, including a group of Bangladeshi women and Wheels for Wellbeing, a charity supporting disabled people to cycle.

TfL is not the only organisation with an important role in diversifying the range of people cycling in London. The London boroughs are responsible for managing 95 per cent of London's streets and TfL works closely with them to ensure that the MTS is embedded across both London-wide and local infrastructure projects. TfL and the boroughs also work together to ensure that supporting measures are delivered in local communities, schools and workplaces. Other partners can also be influential. For example, public health bodies have a role to play in promoting cycling and business groups can generate support for cycling infrastructure projects, such as 'CyclingWorks'; a group of more than 180 businesses that came together to support segregated cycling infrastructure in London. Also, a recent survey of Business Improvement Districts (BIDs) revealed that over 85 per cent agreed that a good environment for walking and cycling is important to business performance. Overall, to achieve the Mayor's ambitions for increased cycling, walking and public transport use, TfL will need support from a range of partners across the city.

10. Is there sufficient cycle parking in London, and is it in the right locations?

Every cycle journey starts and ends with cycle parking, so it is a key component in meeting the ambitious targets set out in the new Mayor's Transport Strategy (MTS). The MTS states that more cycle parking should be installed in residential areas, town centres, public transport interchanges and at key destinations. Not only is cycle parking an essential component of any cycle trip, it is said to be the type of cycling facility most likely to encourage people to cycle (*Attitudes Towards Cycling,* TfL, 2015) and it is better for retail businesses on the high street than car parking (*Cycling and the Economy*, Cycling UK, 2016). Overall, it can be said that there is clear Mayoral direction and a strong case for providing sufficient cycle parking in London in the right locations.

An audit of stations in London carried out in 2015 found around 20,000 spaces, and between 2008 and 2016 over 130,000 new spaces were delivered by TfL and its delivery partners on street, at schools and in offices. However, because cycle parking is provided both publically and privately, it is difficult to estimate the total number of spaces in London. To help answer this question, TfL is currently carrying out a London-wide audit of all cycling infrastructure, which will include cycle parking. This audit will help to identify gaps in provision so that future resources can be targeted effectively. The information will be made publically available upon completion in 2018 as part of a wider Cycling Infrastructure Database.

To ensure that what is delivered is high quality, sufficient in number and installed where it is most needed, the London Cycling Design Standards (LCDS) sets out standards for all types of cycle parking in all locations. The London Plan also sets out minimum cycle parking requirements for all new developments, which ensures that thousands of spaces are installed each year. The requirements cover all types of land use and vary spatially to ensure that sufficient spaces are delivered where they are most needed.

TfL continues to install cycle parking across London as part of its scheme delivery, such as along Cycle Superhighways and as part of public realm improvements. Moreover, cycle parking is part of the Healthy Streets Approach and will be considered for installation across the hundreds of Healthy Streets schemes planned for delivery across London.

Work is also underway to develop Cycle Parks at rail termini and stations across London. In March 2016 two Cycle Parks were completed at Hounslow West and North Greenwich, providing a total of 540 spaces. TfL also carried out improvement works to the Cycle Park at Finsbury Park station in April 2017, providing a total of 147 spaces in a secure facility. TfL has ambition to continue to improve cycle parking, especially at mainline rail stations. However, providing cycle parking at stations often needs to done in partnership with third party land owners and regulators such as the London boroughs, Network Rail and the DfT. TfL's ability to deliver is often limited by such third parties and therefore TfL requests their support to make sure that sufficient cycle parking is provided at stations for the future.

Through the Local Implementation Plan (LIP) process, TfL also provides funding and guidance to encourage the London boroughs to deliver cycle parking as part of corridor and neighbourhood schemes, at workplaces, schools and on-street. This process ensures that the boroughs provide cycling parking for residents, employees and students in the borough, which also contributes to London-wide MTS and Healthy Streets objectives.

11. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

TfL and the London boroughs have continued to learn lessons from the delivery of Cycle Superhighways, Quietways and Mini-Hollands. This has led to the development of a number of tools and new approaches to delivering cycling infrastructure, including:

- The *Strategic Cycling Analysis* published in 2017, which uses new analysis techniques to identify the key cycling corridors across London
- The Street Types work, which categorises London's roads according to their place and function requirements
- The London Cycling Design Standards, which sets out how to design cycling infrastructure appropriate to Street Types
- Healthy Streets for London – changing the way we deliver infrastructure in London to be suitable for active travel and increased use of public transport
- The Cycle Infrastructure Database – a new project to capture all the data on cycle infrastructure across London to facilitate improved wayfinding and planning

Learning from these programmes enables TfL and the boroughs to plan more effectively and spend public money even more efficiently. So that we can measure the success of cycling schemes, programmes delivered by TfL and the boroughs are subject to monitoring. This lets us know whether more people are cycling as a result and what all road users think of the changes that have been implemented. In addition, TfL has directly commissioned more detailed monitoring of some of the more innovative types of infrastructure that have appeared on London's streets in recent years. Results of this monitoring will be published in 2018 and will feed into further revisions of TfL design guidance.

Although working in partnership across all programmes, the Quietways, Mini-Hollands and Central London Grid are led predominantly by the boroughs. Feedback is gathered so that lessons can be learnt and fed in to programme planning and considered elsewhere. Many insights have been gained during the delivery of these programmes, including the unprecedented scale of ambition and investment they presented, which led to complex delivery that tested the capacity within boroughs. Time needed to be allowed for local political decision-making and for local resident concerns to be considered, especially where elements of schemes impacted on vehicle access or parking arrangements. In response, different delivery models have been tried, wider benefits are now communicated, more time is given to local engagement, delivery might be staggered where there are multiple land owners and the Walking and Cycling Commissioner might be called-on to help to gain support at Member level in local authorities.

Sharing these insights is an important part of continuing to improve practice and we do this formally and informally between TfL and London boroughs, for example using Urban Design London sessions on cycle infrastructure to deliver training and share best practice. TfL also collaborates with other UK cities that have been investing in new cycle infrastructure through the Cycle Cities Group. Officers from other cities have visited London to learn from what TfL and the London boroughs have been doing, and TfL officers have visited the other cities involved in the programme.

12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

Cycling can be done over a wide range of distances, by a wide range of people and for a wide range of purposes. As a result, cycling infrastructure should be oriented to serve all kinds of trips, for all purposes, and for users of all ages and abilities. This is the best way cycling infrastructure planning and delivery can help the Mayor achieve the new Mayor's Transport Strategy (MTS) goals of reducing car dependency through mode shift to sustainable modes, and for all Londoners to achieve 20 minutes of physical activity each day. Subsequently, the MTS states that planning should improve the environment for the walking and cycling of short local trips, but that also better connections must be provided over longer distances so that London can become truly connected for cycling.

TfL's *Strategic Cycling Analysis* (SCA), published in June 2017, provides the evidence-base to answer this question. The SCA analyses current and potential cycle flows to identify the key cycling connections where cycling infrastructure would most effectively serve the largest number of cycling trips in the Capital, and continue the growth of cycling. The cycling connections identified not only serve the highest amounts of current and potential cycle trips across London, but they also cater for both shorter and longer trips, as well as trips made for both commuting and non-commuting purposes.

This occurs because local trip destinations tend to be located in and around town centres and high streets, which are also the places where journeys from further afield end as well. In this regard, both shorter and longer journeys are attracted by dense land uses, trip attractors such as leisure destinations or stations, and/or the concentration of economic activity. Additionally, people cycling will tend to use direct and attractive routes, regardless of the length of their journey. This means that many streets will carry high volumes of both shorter and longer trips.

It is therefore incorrect to assume that the type of cycling provision needed for shorter, more local trips is radically different from cycling provision needed for longer trips. In reality, well-planned infrastructure will serve a wide range of trips, and the most important factor is that cycling infrastructure should be high quality, safe and direct - following design guidance set out in the London Cycling Design Standards (LCDS) - regardless of the length of trip that is expected.

The MTS states that by 2041, 70 per cent of Londoners should live within 400 metres of the London-wide cycle network. The SCA will inform where this network should develop, based on a robust understanding of where current and potential cycling demand is located in London. However, the London-wide network must be complemented and expanded with area-wide interventions, neighbourhood routes and other local routes connecting to it. This could include interventions such as 20mph zones and traffic filtering, which might enhance access to the London-wide network and improve local conditions for walking and cycling. Only a comprehensive network made up of both London-wide and neighbourhood routes, supplemented by area-wide interventions, can serve door-to-door trips, which will attract more people to cycling and realise the Mayor's mode shift goals.

Appendix B

TfL cycling infrastructure case studies

Cycle Superhighways

East-West Cycle Superhighway (CSEW): Parliament Square

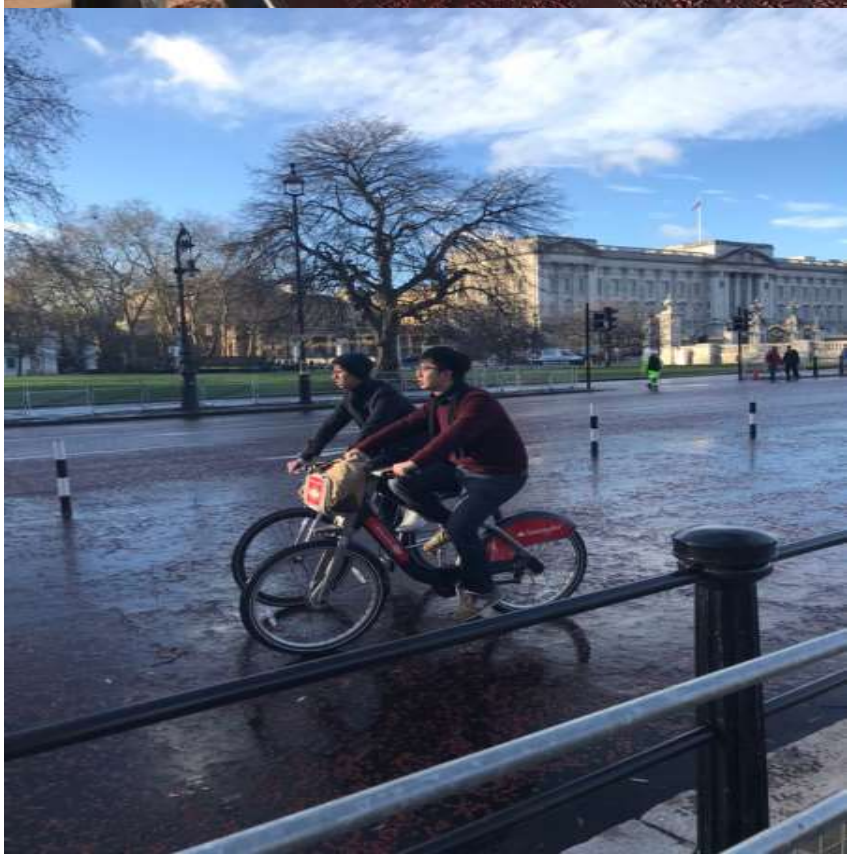
Opening up the previous limited access to the square by introducing new pedestrian crossings, increasing footway widths and providing separate facilities for cycling

East-West Cycle Superhighway (CSEW): Victoria Embankment

Reconfiguration of traffic-dominated space with kerb segregation and dedicated cycle signals

East-West Cycle Superhighway (CSEW): around Buckingham Palace

On 15 December 2017 the Mayor launched the final section of cycle track around Buckingham Palace on the East-West (CSEW) route between Tower Hill and Lancaster Gate.

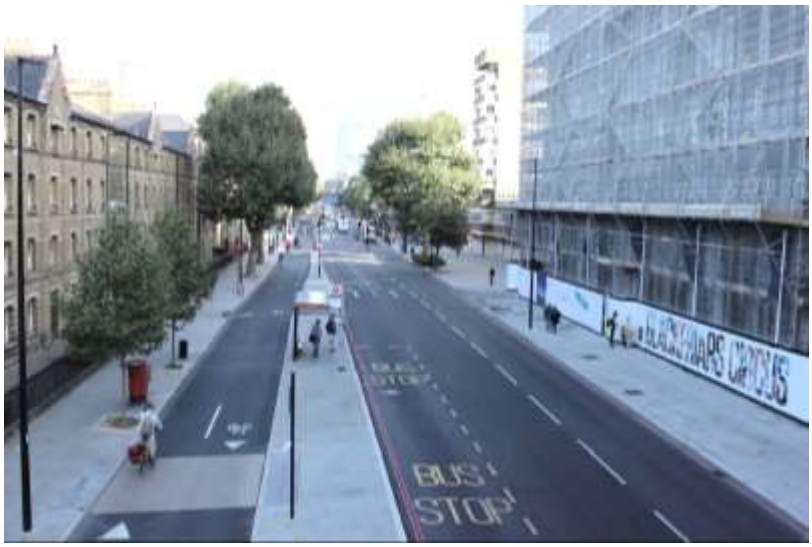


North-South Cycle Superhighway (CSNS): St. George's Circus

Transformative urban realm with new footway, pedestrian crossings and dedicated cycle facilities

North-South Cycle Superhighway (CSNS): Blackfriar's Road

Reconfiguration of traffic-dominated space with kerb segregation and dedicated cycle signals alongside upgrade of footway materials



Cycle Superhighway (CS5): Vauxhall Bridge

Reconfiguration of traffic-dominated environment with dedicated space and separate signals for cycling

Cycle Superhighway 2 (CS2): A11 junction with Vallance Road / New Road

Separation of cycling from motor traffic at key junction, with separate traffic signals and two stage turns

Cycle Superhighway 2 (CS2): A11 junction with Cambridge Heath Road

Separation of cycling from motor traffic at key junction, with separate traffic signals and two stage turns

Mini-Hollands

Kingston: Portsmouth Road

Mini-Holland (Q19) – stepped tracks. Delivered by LB Kingston, January 2017.

Enfield –A105 (Winchmore Hill)

Segregated cycle lane. Delivered by LB Enfield, October 2017.

Waltham Forest – Walthamstow village

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Removal of through-traffic. Delivered by LB Waltham Forest, December 2016.

Quietways

Old Kent Road – Mawbey Road / Glengall Road (Quietway route not yet numbered)
Closure to vehicles, low level signals and an early start introduced for cyclists. Delivered by TfL, November 2017.

Earl's Court Square (Q15)

Signalised junction, with low level signal for cycling and signalised pedestrian crossings. Delivered by TfL, June 2017.

Tower Bridge Road (Q1)

Parallel cycle crossing, with a closure to vehicles on Rothsay Street. Delivered by TfL, December 2015.

Lower Clapton Road, Hackney (Q2)

Closure to vehicles and new parallel crossing. Delivered by LB Hackney, December 2016.

Mare Street, Hackney (Q2)

Raised entry treatment, restricted access and central crossing median strip with tree planting. Delivered by LB Hackney, April 2017.

Morning Lane (Q2)

New parallel crossing. Delivered by LB Hackney, December 2016.

Park Avenue (Q3)
Junction tightening, removal of mini-roundabout and pedestrian barriers. Delivered by LB Brent.

Forest Drive (Q6)
Narrowing of general traffic lanes and new cycle track (shared for walking and cycling). Delivered by LB Newham.

Wheels for Wellbeing

Consultation response

About

Wheels for Wellbeing is an inclusive cycling charity based in south London. We are a grassroots disability organisation, running five sessions a week at our three inclusive cycling hubs. Using any of our fleet of over 200 cycles (handcycles, tandems, tricycles, recumbents, wheelchair cycles, side-by-sides and bicycles) disabled people of all ages can discover or rediscover cycling, whilst enjoying its health and wellbeing benefits. Every year around 1,200 disabled people, aged from 18 months to 99 years-old, cycle at our hubs. We are also a campaigning voice for disabled cyclists across the UK.

Summary and recommendations

- As a yardstick for assessing the inclusivity of cycling infrastructure, designers should incorporate the following question into their design plans: *"Would a competent 12 year-old be comfortable cycling there?"*
- More cycle superhighways need to be built and to fully inclusive standards;
- Further trials of bus stop bypasses are needed, involving both disabled cyclists and disabled pedestrians;
- The Quietways programme should be re-evaluated;
- A wider range of cyclists should be consulted at the earliest design stage, including disabled, family and freight cyclists;
- Cycle parking must be designed to accommodate non-standard cycles;
- Greater investment in e-cycles is needed.

Response

1. ***What progress on new cycling infrastructure has been made under Sadiq Khan, and what are his long-term plans?***

1.1 CS9 and CS4 have gone to consultation and extensions to CS6 and CS3 are being completed, albeit slowly and in a re-worked plan.

1.2 Changes to the network have not stemmed from discussions in the election campaign about issues relating to congestion, but rather relate to issues around budgeting, political will and feasibility.

2. *Has TfL resolved the problems that delayed some cycling schemes under the previous Mayor?*

2.1 New problems appear to be arising and it is unclear that there is as yet any regular plan for delivery. It is welcome, however, that new funding streams (e.g. Liveable Neighbourhoods) are annual.

3. *Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?*

3.1 Segregated cycle lanes afford everyone a greater degree of safety and security, which is particularly the case for the most vulnerable road users (e.g. children, older people and disabled people). As Chris Boardman has stated, whenever cycling infrastructure is built it should always bear this question in mind: *"Would a competent 12 year-old be comfortable cycling there?"* This should be the yardstick by which all cycling infrastructure is measured and will go a long way to increasing the numbers and diversity of people cycling (a good indicator of a well-designed inclusive cycle network is the variety of users from under-represented groups using it). To this end, segregated cycle lanes offer a good design solution. We do not have any data on the numbers of disabled cyclists using cycle superhighways, but would urge TfL to collect such data in future.

3.2 Having said this, the normalisation of cycling and 'de-lycrafication' are not instant, but depend upon routes being fully inclusive. The rapid growth of cycle routes across London is welcome, however the density of cycling and the numbers of cyclists using them often comes at the expense of less confident cyclists and those who require additional space, such as disabled, family and freight cyclists. In order to encourage such groups to make greater use of cycle superhighways, more must be built and to fully inclusive standards (see our Guide to Inclusive Cycling).

4. *To what extent has segregation had negative consequences for other road users and, if necessary, how can this be mitigated?*

4.1 A conflict of interest can arise between cyclists and pedestrians (particularly those with visual impairments) at cycle track crossings: bus stop bypasses bring this issue into sharp focus. Our position is that bus stop bypasses are a good thing if they are planned properly for everyone's safety. An entirely satisfactory solution still has to be found for this issue, for the benefit of all cyclists and all pedestrians.

We recommend further trials, involving both disabled cyclists and disabled pedestrians, in order to develop fully satisfactory solutions to the issue of safety and perceived safety for vulnerable pedestrians. An audio message on buses should alert all passengers to the fact that they are alighting on a bus stop island (as on Westminster Bridge). Similarly, technical solutions should be developed to help alert cyclists to the fact that pedestrians are going to be crossing the cycle lane, without the use of existing signalised crossings.

4.2 Many issues for riders of wider cycles and less confident cyclists are also stemming from the use of anti-terror barriers on central London bridges, which we would urge TfL to look into further.

5. ***Have Quietways delivered their anticipated benefits? How many cyclists are using them?***

5.1 No network has been delivered as yet and the quality of Quietways is highly variable. We would suggest that the project be re-evaluated.

5.2 Of even greater concern is the Central London Grid, which is not delivering what it set out to and has failed to put in place a network that is inclusive of all types of cycles and cyclists.

6. ***What are the differences in infrastructure between inner and outer London? How can TfL ensure infrastructure in different areas is sufficient and appropriate to the location?***

6.1 The main differences appear to be in the scale of investment.

6.2 Generally speaking, the quality and inclusivity of outer London cycling infrastructure is inferior. The same is true of pedestrian infrastructure and there are too many busy roads where crossing is rarely safe or convenient.

6.3 TfL and councils should make more of the approach used in Mini-Holland bids, such as Waltham Forest's, which highlighted the need to revise junction design to create safer and more inviting conditions: not just to answer current recorded collisions.

7. ***Is TfL's approach to public engagement working effectively to improve scheme designs and meet stakeholder needs?***

7.1 The main issue concerning public engagement is twofold: a lack of capacity within councils to adequately handle new cycle schemes and a dearth of political interest/will in discussing cycle schemes.

7.2 A wider diversity of cyclists needs to be consulted at the earliest design stage possible, including disabled, family and freight cyclists.

7.3 Given that cycling infrastructure is often transformational, more should be made of the potential it represents to bring beneficial changes to communities and businesses. Inclusive complementary measures would help support the desired broader use of new infrastructure, rather than just for commuting.

8. ***Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?***

8.1 There is very little awareness. TfL's own cycle maps barely cover the new cycle infrastructure and, if anything, highlight the paucity of it. A clear campaign and communications strategy is needed, but this could plausibly be delayed for whenever a suitable network size is reached.

9. ***How is TfL using infrastructure to attract a more diverse range of people to cycle in London?***

9.1 Anecdotally, it would appear that high quality, inclusive cycling infrastructure (such as many of the cycle superhighways) is attracting a more diverse range of cyclists e.g. family, freight and disabled cyclists. However, whilst we do not have exact data on this we would suggest that TfL should collect this in future. Furthermore, undertaking more research (such as TfL's upcoming focus group on using cycles as mobility aids - which is greatly welcome) will help in establishing an evidence base of the types of people benefitting from high quality infrastructure.

9.2 A cycle network that meets the needs of disabled cyclists - by being step-free, barrier-free and spacious - is, by default, accessible to everyone: two-wheeled bicycle users, as well as individuals, families and businesses who use tricycles, tandems, trailers and cargobikes (the latter of which are increasingly used to transport children and freight). Equally, any measures enabling cycling by disabled people are likely to support a growth in cycling by novice cyclists, including children and young people, as well as older people. It will also improve conditions for those using mobility scooters. To this end, those sections of London's cycle network that meet these standards will by virtue attract a more diverse range of cyclists.

10. ***Is there sufficient cycle parking in London, and is it in the right locations?***

10.1 There is generally insufficient cycle parking in London and, where it is located, it is not always positioned in the best place strategically.

10.2 There are very few cycle parking facilities designed to accommodate non-standard cycles. Almost all cycle parking stands (e.g. the Sheffield Stand) are intended for use by standard two-wheeled bicycles and generally placed too close to each other to fit a three-wheeled cycle between them.

This is not the only way that cycle parking can exclude disabled cyclists. For example, it may be that cycle parking facilities are not located on ground level (and without lift or ramp access), or that accessing a parking stand relies on the user having the strength and dexterity to operate technology whilst standing (e.g. hydraulically-assisted double-stacking racks).

A range of possible design solutions, along with a set of technical recommendations, are outlined in our Guide to Inclusive Cycling.

11. How are the lessons of the Mini-Hollands and other previous cycling schemes being applied elsewhere?

11.1 Largely through Liveable Neighbourhoods, which are in the successor programme to them. However, there are many different ways in which councils and TfL can cause changes to an entire area, such as with major superhighways or in planning major developments. More analysis should be done into the effects of the Mini-Hollands, in order to enable further similar investment to be made throughout Outer London.

12. Should cycling infrastructure be oriented toward longer-distance commuting journeys, or more localised trips?

12.1 It should be aligned with a mixture of present and future cycling potential. Well-designed cycle networks can cater to all ranges of journeys.

12.2 We would like to see greater investment in e-cycles, which would enable cyclists to commute longer distances and, at the same time, dramatically broaden the demographic of people who can access cycling. Electric assistance technology is particularly beneficial for older and disabled people, as it allows them to cycle longer distances and in greater comfort, by reducing the amount of physical effort required.

We would recommend that all TfL cycle hire schemes should include e-cycles, which would support longer-distance commuting journeys (particularly for those living in Outer London) and would also reduce reliance on cars.

From: [redacted]
Sent: 09 January 2018 18:10
To: Transport Committee
Subject: Call for evidence: Cycling Infrastructure

Follow Up Flag: Follow up
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Dear Sirs

In response to your Key Questions on Cycling Infrastructure, we have the following views:

Q.3. Has segregation delivered the anticipated benefits on the Cycle Superhighways? How many cyclists are using these routes?

Segregation has been very useful for making cycling safer, however there are some places that have difficulty in accommodating peak flows, and the places where two-way segregated lanes switch from one side of the road to the other are very awkward.

The multi-stage crossing layouts are confusing and inconvenient. The expectation that people will wait for two phases of lights to cross a junction is unrealistic.

Q.5. Have Quietways delivered their anticipated benefits? How many cyclists are using them?

The Quietways do not have a high profile. There are some that are on stretches of road that can not be considered to be quiet e.g. where Waterloo Bridge approach crosses the Strand, involving conflicting movement of cars, and buses pulling in to bus stops.

Q.7. How will TfL's new 'Strategic Cycling Analysis' help determine where and how to invest in infrastructure?

It must concentrate on seeing through improvements in two ways: 1. Making heavily used direct-route main road corridors much more attractive for cycling by improvement of the main road or opening up very close parallel routes. 2. Making it safer to move between relatively safe 'cells' of street network across hazardous routes that isolate them from each other.

Q.10. Are Londoners sufficiently aware of the cycling infrastructure available to them, and how can awareness be increased?

We do not think they are. Awareness could be increased by a navigation app and better signage.

Yours faithfully

[redacted]
Brixton Society
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