

GREATER LONDON AUTHORITY

Mayor's Office

Valerie Shawcross AM

City Hall
The Queen's Walk
More London
London SE1A 2AA

City Hall
The Queen's Walk
More London
London SE1 2AA
Switchboard: 020 7983 4000
Minicom: 020 7983 4458
Web: www.london.gov.uk

Our Ref: MGLA131210-6351

Date: 16 MAR 2011

Dear Val

Pedal power: The cycle hire scheme and cycle superhighways

Thank you for sending me a copy of this report. I am writing to respond to the report's recommendations, as well as to the other suggestions it contains.

Before commenting on the specific issues raised in the report, I would like to comment more generally that TfL shares the Transport Committee's aspirations for cycling, and certainly wishes both of these flagship schemes to achieve the maximum impact and value for London. The report highlighted some initial impressions of the schemes and will supplement the research TfL has commissioned. The report contained two specific recommendations as well as a number of other suggestions. I will comment first on the specific recommendations, before coming on to the other suggestions.

Recommendation 1

By March 2011 the Mayor and TfL should report back to the Committee on all the issues raised in this report in relation to the cycle hire scheme. Their report to the Committee should include:

- a) An update on the impact of roll-out to casual users, and increased numbers of docking stations and docking points to resolve problems with a lack of bikes and available docking points at popular locations;
- b) The performance of Serco's customer call centre since September 2010 and any measures taken to improve the customer service provided to users of the scheme;
- c) The number of incidents involving road users of the scheme and any actions taken to enhance their safety;
- d) The lessons learned from the current scheme which are being applied to the expansion to east London by 2012 and other proposals for expansion of the scheme to other parts of London;
- e) Any other changes made to improve the impact of the cycle hire scheme.

My responses to the points above are as follows:

- a) The scheme has been available for casual usage since 3 December 2010, and this so far makes up around 10% of journeys on weekdays and 25% at weekends. This was higher on public holidays, with casual usage on Christmas Day accounting for over two-thirds of the 5,500 journeys. However it is too early to assess the effect it has had on redistribution because in winter, usage is generally low. Our modelling does suggest that usage patterns for casual users will help increase the level of natural cycle redistribution to a degree, but not during times of peak usage, such as weekday mornings. It is likely that the proportion of total journeys that are made by casual users will increase in the spring and summer, which will make it easier to assess the effect on redistribution. We will be publishing a 'Barclays Cycle Hire: One Year On' report in September 2011, which will explore all of these impacts in more detail.
- b) TfL continues to review the speed of call answering within the contact centre. Since September, the average time a customer waits before being connected has fallen to less than 15 seconds, which is within expectations for most customers. This has been achieved as contact centre agents have become more experienced, and so they are able to resolve customer queries much more quickly. It would be possible, as the Committee suggests, to establish a separate line for on-street requests, and TfL will consider this as part of the roll out of Phase 2.
- c) TfL is now using the integrated Metropolitan and City of London Police database of road traffic accident statistics. These statistics are available from the launch of Barclays Cycle Hire on 30 July 2010 until the end of October 2010, and show that there were five accidents causing personal injury to a scheme user, in the context of over 1,400,000 total hires for that period. TfL also published their Cycle Safety Action Plan last year, which sets out 52 separate actions to make cycling safer and covering areas such as infrastructure, cycle proficiency training and communications.

As a complementary measure to the introduction of Barclays Cycle Hire, TfL has provided cycling proficiency training in those boroughs covered by the scheme, specifically aimed at adult Londoners who may be new or hesitant cyclists. This training is scheduled to last for one year, and over the first six months almost 1,400 people have attended. This is in addition to TfL's ongoing commitment to providing cycling training in all boroughs and delivery of cycle training through the Barclays Cycle Superhighways Supporting Measures for Businesses programme. Furthermore, the cycling section of the TfL website contains safety guides and advice, for example on cycling during winter.

- d) Over 3,700 members responded to TfL's on-line customer satisfaction survey undertaken in November 2010. The results of this, and a follow up survey in the first half of 2011 including casual users, will be used to inform our proposals for the expansion of the scheme (known as 'Phase 2'). Findings suggested that customers were most concerned with the availability of cycles and docking stations. As a result, Phase 2 docking station locations are being located in areas expected to have high demand (subject to space being available), and are being assessed to ensure that they are easily accessible for servicing and redistribution vehicles. A key element of the Phase 2 strategy includes 'intensification' – the provision of more cycle stations in central locations as we expand. We are also investigating the option of further 'super-stations' at other rail hubs.

- e) TfL has amended a number of aspects of the service based on customer feedback – for example changing the docking system to show a red light when a cycle is defective and locked in. Also, new maps will only show installed stations, rather than simply all those planned. TfL has become more experienced in the requirements for successfully negotiating the planning application process for new docking stations. This will improve our efficiency and delivery time. Experience of the scheme has shown that larger docking stations assist in the redistribution of cycles, so TfL will be seeking a higher average number of points per docking station in the expansion area. TfL's identification of potential new sites will improve as we have developed better working relationships with our borough delivery partners. TfL also intends to strengthen channels for private land owners who wish to install publicly accessible docking stations, such as Network Rail or supermarkets, with the aim to increase the maximise the potential for the private sector to fund installation of new docking stations.

Recommendation 2

By March 2011 the Mayor and TfL should report back to the Committee on all the issues it has raised in this report in relation to the cycle superhighways. Their report should include:

- a) The action taken to ensure a greater level of consistency in the highway features introduced on the cycle superhighways which benefit cyclists;
- b) Their plans to increase all road users' understanding and awareness of the cycle superhighways;
- c) The changes which have been, or may be made to improve problematic sections on the existing pilot cycle superhighway routes;
- d) How London Boroughs and other relevant organisations including the London Cycling Campaign have been involved in the development of the routes of the future cycle superhighways;
- e) The potential to increase the amount of cycle parking delivered through the scheme;
- f) Any proposals to develop the cycle superhighways further including by joining them up in central London through the creation of a 'Bike Grid'.

My responses to the points above are as follows:

- a) London has a very diverse and complex road network, for which a 'one size fits all' approach is neither suitable nor feasible. That said, a number of features are used consistently and offer a vast improvement on the previous provision along the chosen routes. These include all Advanced Stop Lines being set at a minimum depth of 5 metres and all cycle lanes being at least 1.5 metres wide.

The report suggests five specific features to be used across the routes:

- **All the blue cycle lanes will be 2 metres wide and mandatory**

Where lanes of any type are introduced, they are at least 1.5m wide. This is an accepted minimum standard within TfL's cycle design guidance documents, which have also been shared and promoted to Boroughs. Wherever there is enough space to introduce 2m mandatory lanes without a significant detrimental impact on other road users, TfL is doing so. In some cases, capacity is being reallocated from general traffic

to provide good cycling facilities, as can be seen on Barclays Cycle Superhighway (BCS) route 7 and the future route BCS8.

However, as a highway authority, TfL has a duty to consider the needs of all road users and to ensure that changes benefiting one group of users do not have a detrimental impact on other groups. This can mean that it is not possible to provide additional carriageway width for mandatory lanes without compulsory purchase of land and/or demolition of frontager buildings. This would not be practical in terms of project implementation timeframes or within the constraints of the project budget.

- **All the advance stop lines will be 5 metres deep**

All junctions on the pilot routes and all future routes have Advanced Stop Lines. These are all 5m deep, as per TfL best practice standards.

- **All parts of the routes which are one-way will be made two-way for cyclists**

Any scheme to introduce two-way cycling in areas with one-way traffic would require a safety assessment at each specific location, and again a 'one size fits all' approach would be neither safe nor practical. In some cases (e.g. Stockwell Gyratory), converting the junction would require multi-million pound investment and would take a number of years to implement. The new cycle lane at Stockwell Gyratory has improved cyclist safety and confidence, and share of road space has been very well received by users. TfL will continue with an approach that assesses each location on its issues and each solution on its merits.

- **All junctions on each route will be improved**

Every junction along each Barclays Cycle Superhighway route is assessed at feasibility stage to review its current performance in terms of capacity and safety for all road users. TfL pledged to address the major junctions on BCS7, and has delivered on this commitment. Significant changes were made at Stockwell Gyratory, including the removal of a general traffic lane and the inclusion of a segregating island adjacent to the cycle lane to prevent lane-weaving by motorists. Substantial work was also carried out at Oval junction on BCS7, including the removal of a fast-moving eastbound left-turn slip for motor traffic. Most junctions along each route have been subject to work to improve conditions for cyclists. Although junction schemes are often expensive and can require significant construction work and traffic disruption, TfL agree with the Committee that they offer great benefits to cyclists and will continue to be tackled as part of the Barclays Cycle Superhighway programme.

- **20 mph speed limits will be introduced for all busy sections**

Any new scheme to introduce a 20mph speed limit would need to consider local traffic flows and conditions as well as the benefits to cyclists. TfL has committed to explore 20mph zones along Barclays Cycle Superhighways, where there is local borough support, where clear safety benefits can be demonstrated (e.g. where there is a history of cycling collisions attributable to fast moving traffic), and where the overall impact on all road users is acceptable. TfL is proposing to introduce a 20mph zone around Old York Road in Wandsworth as part of BCS8 and is continuing to explore the potential for a scheme on Southwark Bridge Road.

- **There will be an MPS Cycle Task Force enforcement campaign for each cycle superhighway when launched.**

There was a Metropolitan Police Service (MPS) Cycle Task Force enforcement campaign following the introduction of each of the Barclays Cycle Superhighway pilot routes and this is planned to continue in the future. The MPS carried out a 6-week focused education and enforcement campaign starting at the launch of the pilot routes. The campaign was balanced across all road users, and over 1,300 Fixed Penalty Notices were issued to cyclists and motorists who were observed running red lights, encroaching in Advanced Stop Lines, or driving/riding dangerously. For the more minor offences, recipients of Fixed Penalty Notices were invited to attend educational events in lieu of a fine.

- b) Post-implementation research shows that overall, 54 per cent of respondents had seen or heard advertising or other information about Barclays Cycle Superhighways in the past month. The main sources of information were posters, street banners and leaflets. Marketing activity for future routes will be focused on these channels.

In addition to marketing, stakeholder engagement activity was targeted at organisations representing other road users, including the Freight Transport Association, RAC and Living Streets amongst others. A Memorandum of Understanding was agreed with the Freight Transport Association, and a series of Cycling Roadshows were set up at bus garages, giving bus drivers the opportunity to learn more about the scheme, and to experience the bus/cycle interface from the cyclist's point of view.

Marketing and stakeholder engagement for future routes will seek to build on the lessons learned from pilot routes implementation, including increasing the focus on communications to motoring organisations.

Our partnership work with the Police will also continue to help raise road users' awareness of cyclists. This includes monitoring and enforcement operations, along with initiatives such as 'Exchanging Places', where goods vehicle drivers and cyclists can swap seats so that each can better understand the challenges facing the other.

- c) TfL is monitoring cycling activity on the existing pilot routes and will review sections as required, based on the outcome of customer research, feedback and future analysis of accident statistics. TfL has also made post-implementation improvements to signage, road markings, surfacing and kerbs as part of our 'snagging' process.
- d) Stakeholder consultation played a key role in the development of the pilot routes. For example, consultation on pilot route 3 at feasibility stage alone yielded 202 individual comments from stakeholders, of which 140 were incorporated at design stage. Specific consultations included:
- Cycle Route Inspection Meetings (CRIMs) – which are site visits held at feasibility stage and attended by borough officers and local cycling group representatives. They are followed by joint office-based meetings to discuss the ensuing recommendations. CRIMs covered the whole of each pilot route by cycle, before design work began. They gave council officers, the police, and local cycling representatives the opportunity to comment on particular design issues along the routes, and propose solutions to particular problems. The information from these site meetings was collated into a

Cycle Highway Implementation Plan (CHIP). These are used as the basis for the design of the Barclays Cycle Superhighways.

- Face to face briefings with borough officers, London Cycling Campaign, Town Centre Partnerships and other special interest groups.
 - Meetings between the Project Director and Borough heads of services prior to and during the design stage.
 - Bi-weekly meetings between the project team and borough officers throughout preliminary and detailed design, to obtain feedback on developing design drawings.
 - Final design approval by borough officers for all measures on borough roads.
 - Consultation with the emergency services regarding design drawings and traffic management during the construction stage.
- e) To date, 2,372 cycle parking spaces have been installed along the pilot routes. This includes 232 new, secure cycle parking spaces at Baynard House and London Wall car parks in the City of London, a major workplace destination. We expect many more places to be delivered by March 2011, with businesses redeeming funding awarded to them under the Supporting Measures for Businesses programme.
- f) Customers use Barclays Cycle Superhighways to travel to destinations all over central London. TfL therefore does not consider that the way forward is to join together Barclays Cycle Superhighways in central London, but rather to improve the permeability, accessibility, safety and coherence of the road network in this area. TfL is keen to work with the central London boroughs and other stakeholders to identify ways in which this can be achieved within the constraints of the numerous demands on road space in this area.

Other suggestions made within the report:

The report also contained a number of other suggestions, each of which I will address below:

The Mayor and TfL should publish the amount of sponsorship obtained to date from Barclays, and the conditions to be met for future sponsorship. The Mayor and TfL should also set out clearly how the expansion of the scheme eastwards will be paid for and the number of additional cycle trips it is expected to generate.

To date, £3,407,500 has been received by TfL from Barclays, under the sponsorship agreement for Barclays Cycle Superhighways and Barclays Cycle Hire. The full value of the sponsorship is up to £25m, lasting until July 2015. The conditions of TfL's sponsorship agreement with Barclays are commercially sensitive, although in broad terms sponsorship funding is released according to TfL's achievement of measures which reflect the success of the scheme. This includes the number of docking stations installed and the number of cycles in circulation.

The expansion will be funded through existing TfL resources, which were protected within the Comprehensive Spending Review. Phase 2 of the scheme will deliver 2,000 additional cycles, which is an increase of approximately a third. Although there are not yet firm estimates for the number of additional trips that would be generated, it is anticipated that a third more cycles could also deliver a third more journeys.

TfL and Serco have taken steps to address problems with registration, charging and a poor response from the customer call centre. More could be done to build on these improvements. They could: change the charges for members so they can have multiple keys but only get charged for each key used; and develop a process whereby users reporting problems whilst using the bikes obtain a quicker response from the call centre.

TfL has no plans to change this in the short term because to do so would require an extensive change to the system design. As an alternative, TfL has worked hard to make the customer messaging around this issue clearer, and offered refunds to those customers who were genuinely confused.

The Committee welcomes the steps which the Mayor and TfL have taken to improve the safety of users of the cycle hire scheme. It asks the Mayor and TfL to keep these measures under review. They should consider what further action could be taken if the roll-out to casual users results in an increase in the number of road incidents involving users of the scheme.

I set out above the steps TfL is taking to improve the safety of all cyclists. TfL is providing funding for cycle training to accompany both Barclays Cycle Hire and Cycle Superhighways, in addition to a range of other initiatives set out in TfL's Cycle Safety Action Plan, which is available to download at this link:

www.tfl.gov.uk/roadusers/cycling/13382.aspx

There should be lessons learned from the current cycle hire scheme and applied before any expansion to other parts of London. In developing the scheme, the Mayor and TfL should give further consideration to the parts of London that could benefit from this scheme.

I set out above, the lessons TfL had learned from introduction of the current scheme, and which would be applied to the expansion of the scheme. Further expansion is dependent on the availability of funding as well as the topographical suitability of the candidate areas suggested.

The Committee asks the Mayor and TfL to consider the scope for further improvements to the cycle hire scheme to maximise its benefits. These may include: introducing corporate membership; providing trikes for people with reduced mobility; and providing more details on TfL's Journey Planner.

I set out in response to part e) of Recommendation, the improvements TfL is delivering to the Cycle Hire scheme.

GREATER LONDON AUTHORITY

In terms of the Committee's specific suggestions:

Corporate Membership

This is a Public Transport scheme, as such provided to all people on an equal basis.

Trikes

Including adapted bicycles in Barclays Cycle Hire would be prohibitively expensive in both capital and operating costs. Initially, it would require our service provider to design and manufacture new cycles and docking points, and alter every docking station in the scheme to widen the existing docking points for tricycles. This increased width would necessitate removal of existing docking points, which in turn would require finding land for more so as to maintain the current level of stations. Other capital costs would include on-street building works on every site in the scheme, the contract variation with Serco, adapting all distribution vehicles to hold tricycles, and all the associated costs of publicising and promoting these changes. Beyond the funding difficulties, there would still be extensive logistical problems, particularly in redistribution. It is impossible to control where the cycles go on their journeys. For example, TfL could adapt 20% of all cycles and 20% of all the docking points in every station, but there would still be a high probability that a customer on a tricycle would arrive at a station to find all of the adapted points full. It would also be impossible for TfL to let those customers who require a tricycle know where to find one, as there can be no guarantee of their location short of attaching each with a GPS system.

One of the fundamental principles of a successful Cycle Hire scheme is the uniformity of all cycles because, along with other principles such as requiring a high density of docking points, it makes the scheme reliable for customers. The only way to make the scheme accessible to tricycles would be to adapt all 6,000.

Journey Planner

TfL agrees that greater integration between Barclays Cycle Hire and TfL's Journey Planner would benefit customers, and we are currently looking into the options, such as highlighting all docking stations that lie within a ten minute walk of the customer's entered start and end location. However there may be significant cost implications to any such change.

TfL's research into customer perceptions of Barclays Cycle Superhighways

While the Committee's online survey was useful in gathering a number of views of the Barclays Cycle Superhighway, TfL did have some concerns; principally that respondents were self-selecting and thus it was not representative of the complete range of views that are held. I have included with this letter the outputs of TfL's surveys with users of the Barclays Cycle Superhighway pilot routes, and hope these are useful.

In summary the research showed:

- About 40 per cent of cyclists had noticed the roadside mirrors at junctions on the Barclays Cycle Superhighways and 70 per cent of them said they made them feel safer (28 per cent said they made no difference).

- The majority of LGV drivers, cyclists and car/van drivers, believed that roadside safety mirrors would improve cyclists' safety; the majority of LGV drivers said they would change the way they used junctions fitted with roadside safety mirrors.
- The blue coloured surfacing made 61 per cent of cyclists feel safer (32 per cent said it made no difference to them).
- 21 per cent of those cycling on BCS3 and 13 per cent on route BCS7 said that they had changed their route to include the Barclays Cycle Superhighway. The main reasons for doing so were that they felt safer, the route was quicker and more pleasant, and that it was less congested. The aspects of the route that had encouraged them to switch were the directness to their destination, the visibility of the blue road markings, the quality of the road surface and the lack of obstructions on the route.
- Research carried out with people living near the Barclays Cycle Superhighways and who made trips along the corridor by any mode found that 34 per cent of non-cyclists had started to cycle on the Barclays Cycle Superhighways. Of those who had cycled on the corridor since July 2010, more than half said that they had increased the amount they cycle on the Barclays Cycle Superhighways.
- More than four in ten cyclists on the corridor said that they had also increased the amount they cycle elsewhere in London as a result of the scheme and around three in ten had purchased a bicycle or cycle equipment since the launch of the Barclays Cycle Superhighways.
- On route BCS3, 28 per cent of respondents had switched to cycling their trip, encompassing 14 per cent who had previously made the trip by another mode and 14 per cent who were making a new trip. On route BCS7, 20 per cent of respondents had switched to cycling their trip, encompassing 8 per cent who had previously made the trip by another mode and 12 per cent who were making a new trip.

The full results and reports from our research are available on request. TfL is considering the most appropriate method of wider publication of this research and other similar data produced by the organisation. We will write to you soon with more information.

There were also some other general themes within the report which I wanted to comment on:

Usage of Barclays Cycle Superhighways

I thought it would be useful to provide an update on usage of the Barclays Cycle Superhighway pilot routes. The count data provided to the Committee by TfL compared August 2009 data to August 2010 data, to measure demand uplift. The data provided was as follows:

"When counts along the length of route 7 are compared for the month of August, significant growth in the number of cyclists is observed in particular sections. This is particularly noticeable in the northern sections between Clapham Common South Side and Southwark Bridge Road. Northbound along Clapham Road, in the morning peak, there are an extra 1000 cyclists using the route (an increase of 94% since August 2009), and in the afternoon peak a similar increase of 97%. Further north, along Southwark Bridge Road, increases are observed of 90% in the morning peak and 79% in the afternoon peak, an extra 400 and 300 cycles respectively."

The above figures do not include the inter-peak demand uplift, weekend uplift, or any uplift on BCS3 since, at that time, the data was not available. The early take up post-launch remains impressive and a 25 per cent increase overall, with up to 100 per cent in sections, are very positive figures after only one month of operation. Since the report was published, TfL has received count data comparing October 2009 to October 2010. This shows a 70 per cent increase in cyclists across the pilot routes, with increases of 100 per cent or more seen on some sections during peak hours. I am sure that you will agree that these are very encouraging statistics.

It is clearly too early to assess the ultimate longer-term increase. Unlike Cycle Hire, Barclays Cycle Superhighway is not a new mode; in some locations it is an upgrade and improvement to existing highway infrastructure, accompanied by ongoing measures to bring about behaviour change. Hence, the short-term impact is unlikely to be as pronounced as on Cycle Hire, as potential commuter cyclists adjust their behaviour over time.

It is also important to note that the value of Barclays Cycle Superhighways should be measured not only by the number of new cyclists that they attract (although this is, of course, vital), but also by the improvements delivered to existing cyclists on the routes. Routes are generally aligned on roads that are already popular with cyclists, meaning that the significant improvements to cyclist safety and comfort also benefit the many cyclists already using these roads.

Lanes occupied by other traffic or parked vehicles

I know that the Committee was concerned about parking within the Barclays Cycle Superhighway routes, or that vehicles might encroach on these. Much of the parking and loading on Barclays Cycle Superhighway routes is off-peak. Usage of the routes is, by the nature of the commuters that use it, tidal and during 'peak' hours (shown by research to be 07:00 to 19:00). 90 per cent of trips are during peak times, when the parking and loading facilities are clear.

As Highway Authorities, TfL and the boroughs have a duty to account for the needs of local businesses and residents, who have a right of access and a requirement to send and receive deliveries. TfL sought to remove or relocate parking in a number of locations on the pilot routes, in discussion with the relevant highway authority.

TfL will agree the removal or relocation of motor vehicle parking and loading facilities with Borough officers, residents and businesses for future Barclays Superhighways routes.

Comment that "lanes stop at major junctions or roundabouts"

The routes offer guidance across junctions, usually using blue surfacing or route logos. This approach guides cyclists across junctions, whilst reminding them that they need to take their place in general traffic. We have also provided specific interventions at very busy junctions such as Elephant & Castle, Oval and Stockwell. As stated above, most junctions along each route have had work carried out to improve conditions for cyclists.

Segregation

For the pilot routes, significant steps were taken to reallocate space and time to cyclists at signalised junctions - especially compared to previous programmes such as the London Cycle Network (LCN) and LCN+. Reallocating the amount of carriageway space necessary for continental-style "truly dedicated" segregated cycling facilities is not possible on many of London's roads due to the very constrained nature of the road space. Modal shift may result in a changing balance

within traffic over time to enable release of more road space to cyclists, but this will be a gradual process.

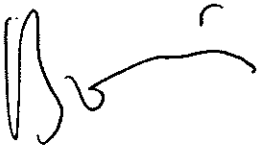
It is also worth noting that opinion varies very significantly between individual cyclists and cyclist user groups themselves. Some prefer segregation and dedicated routes, whilst others passionately believe that cyclists should be mixed within the general traffic and not separated out. A balance has to be achieved. It is the same with the main route versus 'back route' argument. Barclays Cycle Superhighways are on main arterial routes, as that is where most commuters want to go. The routes will only be successful if they are placed where users wish to cycle.

Contraflow cycle lane on Horseferry Road on Route 3

The contraflow cycle lane was planned and installed by the London Borough of Tower Hamlets. It opened in early 2010, some months before the launch of Barclays Cycle Superhighways. TfL then signed and coloured the existing contraflow facility as part of BCS3. There have been no accidents reported on this section since the launch of BCS3 in July (based on the latest available accident data, provided from July and August 2010).

I apologise for the length of this reply but I did want to substantively respond to the Committee's report. I hope to have covered all of the issues raised and am grateful for the Committee's interest in and continued support for these flagship cycling schemes.

Yours ever,



Boris Johnson
Mayor of London