Written submissions received for the Transport Committee's investigation into cycle safety in London

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GLA investigation into cycling in London

Written submission from Dr. Rachel Aldred, Director, University of East London Sustainable Mobilities Research Group, 24/07/2012

I am a sociologist focusing on sustainable transport. I have recently directed several relevant projects. One is Cycling Cultures, a two year Economic and Social Research Council funded project, looking at experiences of cycling in four relatively high-cycling English urban areas (see www.cyclingcultures.org.uk/). We conducted observations of cycling environments and activities in each area and interviewed over 150 people, around 75% cyclists (most 'everyday' cyclists) and around 25% stakeholders (e.g. local authority officers). The project included the London Borough of Hackney; similarities between case study areas suggest our findings are of broader relevance. A second project is on cycling advocacy in London, involving in-depth interviews (9 participants) and online surveys (c. 400 participants).

1. Cycling is an enjoyable activity that policy seeks to encourage for a variety of reasons. Yet despite this, in the UK cyclists remain a stigmatised and stereotyped group, often disproportionately blamed for collisions, injuries, congestion, etc.

2. Poor treatment of cyclists is common and should be seen as a continuum. Many *Cycling Cultures* interviewees and online survey participants cite experiences demonstrating a lack of respect and care by other road users. Experiences of 'close passes' are common and frightening, as are, for example, occupation of ASLs by motor vehicles meaning that cyclists risk having to wait in an unsafe position. Collisions resulting in minor or no injury are likely to be substantially under-reported due to cyclists' perceptions (and sometimes experiences) that the process is difficult and authorities will not be interested.

3. Cyclists experience verbal and even physical abuse much of which is again likely not to be reported. From our Hackney interviews, examples include a woman who was verbally abused and spat at by a van driver (not reported), another woman verbally and physically sexually harassed while cycling (not reported), and a man pushed off his bike into a canal (reported). Such incidents were described by cyclists in other areas suggesting these experiences are widespread.

4. Cyclists report that cycling environments often remain poor, due to heavy/fast moving motor traffic, and lack of safe, direct, pleasant and continuous infrastructure where it is needed. This is seen as putting others (e.g. children, friends, colleagues) off cycling. Importantly, many existing cyclists particularly value those parts of their journey where they do not have to cycle alongside heavy or fast moving motor traffic. Often they would prefer more such separation, as long as the infrastructure/alternative route provided is of high quality (direct, pleasant, safe, and suitable for use outside daylight hours, e.g. early Winter evenings).

5. Cycling environments send a signal about how policy-makers value cyclists, which – if negative – can serve to reinforce the stigma and poor treatment discussed above. Infrastructure and other interventions should signal the priority and importance of cycling as an everyday mode of travel suitable for all, including children, older and disabled people. Providing these kinds of environments will help legitimate cycling and counter the marginalisation of cyclists. Cycling must be made easy, a default choice: not something that has to be carefully planned because of the need to negotiate multiple barriers (which can include intimidating traffic environments, routes that are unsafe and/or are impassable after dark, lack of bike parking, gates hindering cycle access, badly managed roadworks, routes that are indirect and difficult to follow, etc.)

6. The Cycle Superhighway Programme was launched to offer safe, fast, direct ways to ride into central London from outer London. This aim is laudable as a first step towards creating a dense grid of such routes, including orbital routes between boroughs. Importantly it recognises that for cycling to become mainstream cyclists

need routes that are quick and direct **as well as** safe and pleasant. It is not sufficient to give cyclists a choice between an unpleasant but direct main road route and an indirect but quieter route.

7. However, the execution of the first Superhighways is highly problematic. It is not consistent in space or in time terms. In terms of the latter, some bus and cycle lanes are 'peak hours' only. Yet if reliance is placed upon a 'safety in numbers' effect, it becomes particularly important to ensure that facilities do not disappear outside peak hours, when cyclists may then be more vulnerable. Moreover the reliability of infrastructure signals the importance (or otherwise) of cyclists and affects the ease of cycling: are cyclists catered for all of the time, or only some of the time? New cycle infrastructure should not perpetuate this problem.

8. Frequently, rather than a dedicated lane or track there is a blue stripe within a general motor traffic (or bus) lane. As users have pointed out, that space is often taken up by queuing, moving, or parked motor vehicles, blocking the progress of cyclists, given that there is usually no room in such lanes for a cyclist to fit alongside a motor vehicle. As cycling infrastructure this is even less satisfactory than advisory cycle lanes which, according to the Highway Code, are not designed to be used by motor vehicles (although such vehicles can if necessary use them). The blue surfacing is generally used as part of a lane dedicated to other road users, which does not prioritise cyclists.

9. I would here like to draw attention to the implications of these design issues for cyclist experiences and marginalisation. Cyclists generally want direct, safe, reliable and pleasant routes. It is not clear what a 'blue surface' facility adds to the existing experience of cycling along a busy main road (which many existing and potential cyclists find unpleasant and off-putting). The appearance of giving space to cyclists alongside the reality of 'designed in' conflict may in fact further increase their marginalisation. This is evident in the comments provided by respondents participating in the GLA's survey on the Superhighways.

10. By contrast, the bike hire scheme acts to reduce this marginalisation, by opening up cycling as public transport rather than as a specialist activity undertaken by 'cyclists'. It and other developments such as cycle training for HGV drivers, and the increasing provision of cycle parking are undoubtedly positive and are helping to 'normalise' cycling.

11. However, based on the research I have done, I am convinced that the major gap that remains is a well-funded programme to dramatically improve cycling environments and prioritise cycling in infrastructural terms. The current transport network often prioritises motor vehicles. Prioritising cycling will necessitate removal of motor traffic lanes or car parking space in some places, as has been done to improve walking conditions elsewhere in London. Along main roads, it should mean creating high quality segregated facilities that both existing and new cyclists want to use.

12. This could begin immediately with the new and extended Superhighways being developed, but should be extended to orbital routes, and to other major roads. These facilities should be wide enough for faster cyclists to overtake slower cyclists. Some cyclists have longer journeys and need to ride more quickly; as in higher-cycling countries infrastructure should facilitate a range of journey purposes, making choice of route simple rather than complex. Looking to the likely future increase in cargo bicycles to transport people and/or goods (currently happening in cities such as Copenhagen) sufficient space should be provided for these vehicles, also increasing inclusion by improving access for tricycles etc. designed for use by disabled people.

13. **The Cycling Cultures research has demonstrated the substantial effort many existing cyclists make to promote cycling to others, including recommending bikes, training, shops, accessories and new routes. Providing a substantial amount of high quality new infrastructure, where it is needed, will ensure that existing cyclists (a) use the new facilities and (b) recommend them to less experienced friends, colleagues, and family members. This will create new cyclists who promote the routes to others, leading to a 'virtuous circle' where culture supports infrastructure and vice versa. Given the enthusiasm that exists for cycling in London, the potential benefits from a step change in provision are very large.**

Key References

1. Cycling Cultures: Summary of Key Findings and Recommendations. The report is available at http://cyclingcultures.org.uk/Final-report-cycling-cultures.pdf; a paper copy can be sent on request

2. Aldred, R. (2012) *Incompetent, or Too Competent? Negotiating Everyday Cycling Identities in a Motor Dominated Society*. Mobilities, http://www.tandfonline.com/doi/abs/10.1080/17450101.2012.696342

Other selected published work

1. Aldred, R. and Jungnickel, K. (2012) *Constructing mobile places between 'leisure' and 'transport': a case study of two group cycle rides*. Sociology 46(3): 523-539, http://soc.sagepub.com/content/46/3/523

2. Aldred, R. (2012) *Governing Transport from Welfare State to Hollow State: the case of cycling in the UK*. Journal of Transport Policy, http://www.sciencedirect.com/science/article/pii/S0967070X12000820

3. Aldred, R. (2012) *The role of advocacy and activism in shaping cycling policy and politics*, in Cycling and Sustainability, ed. J. Parkin, Aldershot: Ashgate, http://www.emeraldinsight.com/books.htm?chapterid=17036751

4. WHO/UNECE (2011) *Green and Healthy Jobs in Transport: Launching a new partnership under THE PEP.* Geneva: World Health Organization (co-author), http://www.euro.who.int/__data/assets/pdf_file/0003/149682/E95664.pdf

5. Aldred, R. (2010) *"On the outside"? Constructing cycling citizenship.* Social and Cultural Geography 11(1): 35-52, http://www.tandfonline.com/doi/abs/10.1080/14649360903414593

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Re: removal of motor vehicle capacity

Dear Jo,

I received the letter from Caroline, including the request for additional information on reducing motor vehicle capacity. As I am not sure of timeframes, I wanted to reply quickly; with more time I could find more information, if needed.

The classic study of the impacts of reducing road capacity was carried out by Sally Cairns and her colleagues, in 1998, and involved a review of 200 case studies from the UK and elsewhere. This study was started in a context of increasing policy interest in the concept of 'induced demand' (i.e., that improving roads/increasing capacity itself generates more motor traffic) – see e.g. the Standing Advisory Committee for Trunk Road Assessment (1994) report on *Trunk roads and the generation of traffic*. Cairns et al sought to investigate the converse case – what happens when motor vehicle capacity is reduced. Goodwin (2008: 19) summarises the Cairns et al (1998) findings:

'In a research project initiated by London Transport and the Department of Transport, Cairns et al (1998) reviewed about 200 studies of the effects of accidental reductions in road capacity (such as bridge collapses, earthquakes) and planned reallocations of capacity (such as pedestrianisation and bus lanes). The study suggested that effects were still building up in 'the years following implementation' though the data were not available to say how long after. The Study's main impact was to establish that **when road capacity is reduced, in conditions of congestion, there will be a lasting reduction in the volume of traffic, which had not previously always been expected**, this reduction being due to complex processes of around twenty different types of adaptation, not only change in the mode of transport or route taken. The longer term traffic loss was greater than the shorter term loss in those cases where longer data sets were available, though this was only apparent after allowance was made for the changes in traffic (typically increases) due to other factors such as income and car ownership.' (my emphasis)

I have also attached a couple of other potentially useful documents, including a Masters' thesis on the impacts of a number of US freeway closures, entitled 'The Impacts of Road Capacity Removal' and a European Commission report (2004) giving case studies from different European countries.

In terms of my own recent research, the most relevant Cambridge case is the Hills Road Bridge, where because of the busway development, motor traffic lanes needed to be closed for a period. Temporary cycle lanes were created in their place; this then did not lead to the predicted increases in congestion, meaning that it became politically possible to permanently remove a lane of motor traffic on each side of the bridge, creating instead two wide cycle lanes. Quotes from a variety of stakeholders involved in local cycling policy make this point, for example:

'there've been other great schemes like the Hills Road Bridge where we reduced the traffic lanes and it's a huge improvement. […] what helped with that was the guided busway, which meant that they had to close lanes on the bridge for that […] it really helped in arguing that, actually, it was feasible and the whole city, because you always get the argument that the whole city will come to a grinding halt and it will be a catastrophe, whereas they had to do it, anyway, to get the guided bus under the bridge, and so they can show that, actually, people coped.' (CS1)

'On Hills Road Bridge we put a fairly innovative arrangement in, we took out a traffic lane and added two wide cycle lanes. Again, there was, there was some uproar from motorists who were concerned that this would impact on journey times.' (CS2)

'Hills Road Bridge […] was originally two lanes either side, so four lanes, two lanes up, two lanes down, on both sides. And that had to be closed because the guided busway went underneath it and so for much of the last, the previous two years before this one, it was set to just two lanes, so one lane up, one lane down, which obviously caused some traffic jams, but not as bad as people thought. […] And, what this part closure did, it basically said actually, it *is* possible to reduce the number of lanes here […] It showed that closing that road didn't create the problems that everyone was saying would happen, that there was going to be total gridlock everywhere.' (CS5, who also stated that the conversion of motor vehicle space to wide cycle lanes had reduced pavement cycling in that area).

In Hull, I was told that congestion had not been aggravated by removing motor vehicle lanes along main roads and converting these to wide cycle lanes. One much cited example was Hessle Road, redesigned in the 1990s, involving changing a dual carriageway into a single carriageway, plus wide cycle lane and car parking, on each side. As in Cambridge, this provides evidence that motor vehicle capacity can be reallocated without causing gridlock; as in Cambridge the stakeholders interviewed said that chaos had been predicted but not materialised. In Bristol, stakeholders mentioned the closure of Queen Square (had formed part of the Bristol Inner Ring Road) to through motor traffic in the 1990s.

Dr. Rachel Aldred, University of Westminster Department of Planning and Transport, 24th September 2012. Email: r.aldred@westminster.ac.uk

References (attached to email)

Billings, J. (2011) The Impacts of Road Capacity Removal. Masters Thesis. Paper 63, http://digitalcommons.uconn.edu/gs_theses/63

Cairns, S., Hass-Klau, C. and Goodwin, P. (1998) Traffic impact of highway capacity Reductions: Assessment of the Evidence, Landor Publishing, London – **NB I have not been able to attach this so have instead included a short article by Cairns et al summarising and discussing their findings**

European Commission: DG Environment (2004) Reclaiming city streets for people: chaos or quality of life? EU: Brussels.

Goodwin, P. (2008) Policy Incentives to Change Behaviour in Passenger Transport, OECD International Transport Forum, Leipzig, May 2008

Greater London Authority "Cycling in London" Consultation

Response from Brake, the road safety charity, September 2012

About

Brake is an independent charity working across the UK to make roads safer, prevent road death and injury, and care for victims. Brake carries out research into road users' attitudes on road safety, engages schools and communities to spread road safety education, disseminates research to professionals, and supports communities campaigning for road safety. It is also a national, government-funded provider of specialist support for people bereaved and seriously injured in road crashes, running a national helpline and providing information packs that are handed to bereaved families by police following every road death.

What are the main safety concerns of cyclists in London?

We are happy to see that the GLA is considering the concerns of cyclists, as we believe the needs of all road users, but particularly the most vulnerable, should be considered when transport policy is made to ensure that everyone can remain safe. However, if the roads are to be made safer for everyone, and the GLA wants to encourage non-cyclists to begin cycling, then safety concerns of people who don't currently cycle (but could potentially be persuaded to) should be taken into account too. Brake's research suggests that 61% of people would start making, or make more, local journeys by bike if it were safer, and 35% could be persuaded to cycle to work if it were safer[1]. The same survey showed that the majority of adults (cyclists and non-cyclists combined) support measures to improve the safety of the road environment for cyclists: 73% of Londoners said they thought measures such as improving junctions and putting in segregated paths should be taken to improve cyclist safety[2] while 65% said the speed limit around homes and communities should be lowered to 20mph[3].

Another important concern, as highlighted by a number of those who spoke at the meeting on the 12th July, is the difficulty of cycling in London for children. Many speakers discussed a situation in which children were not able to cycle to schools a very short distance away because of the priority given to motor traffic in London, and the ensuing safety risks for even accompanied children on bicycle. Our own research shows that 56% of parents in London won't let their 12 year-old cycle unaccompanied because of fears over danger from traffic, and 33% of Londoners say the streets in their area are not safe enough for families or older children to cycle on, compared with 24% nationally[4]. These risks to children are the same those to older cyclists – speed and a lack of safe facilities. Evidence shows that slowing traffic down makes cycling safer[5]. and that the safest way to cycle is on a path segregated from traffic[6]. Many cyclists are also concerned about the lack of awareness among drivers of cyclists' rights on the road. Many drivers are reported to be ignoring the new superhighways and other cycle paths in London, and to be pulling into the advance stop box at junctions, leaving cyclists with no more protection than if the paths weren't there[7]. We recommend that awareness-raising campaigns are used in London to help drivers understand the purpose and legal force behind cycling road markings, and the vital importance of staying well within speed limits, slowing down to 20mph in built up areas, looking out for cyclists at junctions, and giving them plenty of room.

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[1] Survey by Brake and Bolt Burdon Kemp of 1,550 commuters, including 300 in Greater London, results released at http://www.brake.org.uk/latest-news/commuters-call-for-safer-streets-for-cycling-to-enable-more-to-get-on-their-bikes.htm

[2] ibid

[3] ibid

[4] Survey by Brake and Bolt Burdon Kemp of 1,000 parents nationally, including 144 parents in Greater London, results released at http://www.brake.org.uk/latest-news/190712.htm

[5] Grundy, C., Steinbach, R., Edwards, P., Wilkinson, P. Et al. "20 mph zones and Road Safety in London" Report for Transport for London, 2009

[6] Beca Infrastructure Ltd, "Research Report 389 Cycle Safety: Reducing the Crash Risk", October 2009

[7] For example Rik Andrew's comments at the Transport Committee Cycling in London meeting, 12th July 2012, accessed at http://www.london.gov.uk/sites/default/files/Annex%20A%20-%20full%20transcript%2012-07-12.pdf

What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?

Brake supports the idea of having well-marked cycling routes from outer to inner London to encourage people to commute by bike, reduce motor vehicle traffic and carbon emissions, and improve the health and wellbeing of Londoners[8]. However, Brake recommends the use of segregated and traffic-free paths as widely as possible, particularly on key commuter routes, and warns that simply marking a cycle route on otherwise normal roads, some very busy with fast-moving traffic and hazardous junctions, does not constitute provision of a safe route. There is even a risk that marking a route on a hazardous road could create a false sense of security, with cyclists believing they are safe and protected when they are not.

Some elements of the Superhighways provide a good level of protection for cyclists, while others provide very little and could even heighten risks by creating a false sense of security or confusing cyclists and other road users. Superhighway three demonstrates a mix of these elements. In places Superhighway three is exemplary – clearly marked, segregated, and with plenty of space for cyclists in both directions and, where relevant, for pedestrians. We would recommend these elements be adopted across the network to ensure cyclists of all abilities will be able to travel safely and comfortably between inner and outer London.

However, other sections of Superhighway three fail to offer safe passage for cyclists. Frequently where the cycle highway comes to a junction, the path simply ends with no indication of where or how to cross busy traffic to rejoin the Superhighway. In places the Superhighway is marked by little more than the occasional blue patch on a street otherwise being used for motor vehicles, without even dedicated space for an on-road cycle-path. Occasionally this will coincide with a 20mph speed limit, but often not, putting cyclists on the Superhighway directly into fast moving traffic. Even worse, often the Superhighway is fighting for space with parked cars – in some places cars can and do park directly on the painted cycle paths, forcing cyclists out into the main flow of traffic. In other places, the cycle path has been painted so as to run between sets of parking spaces, forcing cyclists on the Superhighway to dip in and out between parked vehicles, making them hard to see for drivers and putting them at serious risk when they attempt to rejoin traffic. All of these issues show the difficulty involved in attempting to keep cyclists safe on an unsegregated road. Even where dedicated road space for cyclists is provided it is hard to design it so as to maximise cyclist safety, and the priority generally given to cars on the roads mean that driving and parking behaviour will often lead to the routes being used unsafely.

Completely unsegregated routes, like highway seven, have already been shown to fail in providing a safe route, including through the tragic deaths of Brian Dorling and Svitlana Tereschenko. As discussed in the meeting on the 12th July, and by Jenny Jones of the London Assembly[9], vehicles regularly intrude into the painted path, and frequently park over it. At some junctions the path simply stops, leaving cyclists to fight through busy traffic travelling in multiple directions, without any protection. The paths also direct cyclists to take junctions from the left inside traffic – the most dangerous place to be at a junction, and something all cycle training advises against[10]. Many of the recent deaths of cyclists in London, especially those involving HGVs, have occurred when cyclists are in exactly this position at junctions[11]. We recommend that future superhighways are designed to maximise protection for cyclists and offer continuous, safe routes along their full length, including safe negotiation of busy and complex junctions, and using segregated and traffic free routes as much as possible, or where not possible making use of quieter roads with lower speed limits,

[8] As reported by the Mayor of London, and Transport for London, at http://www.tfl.gov.uk/roadusers/cycling/15831.aspx

[9] Report for The Guardian by Jenny Jones, MLA, July 2012, accessed at http://www.guardian.co.uk/politics/davehillblog/2010/jul/26/london-cycle-superhighways-route-seven-jenny-jones-green-party#start-of-comments

[10] See, for example the advice TfL gives cyclists "Never cycle up the left side of a lorry stopped at a junction", Transport for London Advice for Cyclists, http://www.tfl.gov.uk/roadusers/cycling/14799.aspx

[11] Brian Dorling and Svitlana Tereschenko were both in this position at the Bow Lane roundabout when they were killed by HGVs. As reported in "We are shocked driver won't face court, says family of dead cyclist Svitlana Tereschenko", London Evening Standard, 03.05.2012, and "Bow Roundabout: Widow's plea to change cycle superhighway", BBC, 14.11.2011, http://www.bbc.co.uk/news/uk-england-london-15724907

and avoiding the issues described above with negotiating parked vehicles. We also recommend that existing superhighways are redesigned or rerouted in line with these principles. There should also be a partnership approach taken with the boroughs and police to encourage implementation of other measures that can help make these routes safer, in particular widespread 20mph limits, and wider enforcement (including of advance stop boxes and speed limits), including through use of technology like average speed cameras for urban areas.

What lessons can be learned from national and international best practice?

Three lessons can be learnt from national and international best practice: firstly, in communities and near houses, schools and shops (or anywhere else with a high volume of vulnerable road users), traffic should be slowed to 20mph and dedicated traffic-free areas should be promoted to allow people to get out and about and make local journeys by bike and on foot. Evidence from the Netherlands[12] and London[13] demonstrate the effectiveness of these measures in reducing casualties, particularly among people on foot and bike. Brake supports the lowering of our default urban limit to 20mph, but until this happens Brake encourages more local authorities to follow the lead of Portsmouth, Bristol, London Borough of Islington and many others who have or are implementing widespread or town/city-wide 20mph limits.

Secondly, on commuting and other longer journeys through London, cyclists are offered the best protection if they are segregated[14]. We acknowledge the arguments of some cyclist groups that if cycling becomes completely segregated for major routes drivers will not look for cyclists and will be less tolerant when cyclists are part of the traffic on less busy routes[15]. However, at the moment major routes are only acceptable to experienced cyclists willing to take significant risks, meaning that not providing segregated routes prevents large numbers of people from cycling. The evidence in favour of segregated routes is robust, both nationally and internationally[16], and should inform future planning on London's transport network. Brake believes we should take a dual approach in making cycling safer. Firstly, by creating safer communities, through lower traffic speeds, so people can make short local journeys on foot and bike safely, including on roads as needed. And secondly, by creating safe routes, particularly on key commuter routes, which are predominantly segregated or traffic free, or which may if necessary include sections on roads where traffic is already slow and quiet.

Finally, no real long-term change in the safety of cycling and therefore the numbers of cyclists will be possible unless drivers and potential cyclists are brought on board. Research from Norway[17] and the UK[18] demonstrates that initiatives to increase levels of active travel and improve road safety are much more effective where they include an educational component and an enforcement component. On the basis of this research, and our years of experience campaigning in road safety locally and nationally, we recommend that TfL undertake to educate Londoners not only about the benefits cycling brings and steps cyclists can take to reduce their risks, but also, critically, the importance of protecting cyclists, and the key role drivers play in this. And we recommend, as above, that cyclists' rights be properly enforced by London's transport police and through use of the latest technology.

What are the potential impacts of underinvestment in cycle safety?

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[12] Kraay, J. H., "Woonerfs and other Experiments in the Netherlands" *Built Environment* 12 (1986) 1/2 : 20-29

[13] Grundy, C., Steinbach, R., Edwards, P., Wilkinson, P. Et al. **"**20 mph zones and Road Safety in London" Report for Transport for London, 2009

[14] Knowles, J., Adams, S., Cuerden, R., Savill, T., Reid S., and Tight, M. "Collisions involving pedal cyclists on Britain's roads: establishing the causes" *Transport Research Laboratory*, 2009

[15] As expressed by representative of the LCC at the Transport Committee Cycling in London meeting, 12th July 2012, accessed at http://www.london.gov.uk/sites/default/files/Annex%20A%20-%20full%20transcript%2012-07-12.pdf

[16] Beca Infrastructure Ltd, "Research Report 389 Cycle Safety: Reducing the Crash Risk", October 2009

[17] Phillips RO, Ulleberg P, and Vaa T., "Meta-analysis of the effect of road safety campaigns on accidents", *Accident Analysis and Prevention* 2011 May;43(3):1204-18

[18] Chorlton K, Conner M. "Can enforced behaviour change attitudes: exploring the influence of Intelligent Speed Adaptation." *Accident Analysis and prevention*, 2012 Sep;48:49-56

Underinvestment in cycle safety is likely to cause stasis in the number of people taking up cycling, since so many see road danger as a barrier to this (as referenced above), and in progress to reduce cycling casualties. Given the huge amount of enthusiasm for cycling at the moment boosted by the Olympics and Paralympics, given the huge health benefits of cycling and the impending obesity crisis, and given evidence that road danger is a barrier in enabling more people to cycle (as referenced above), to not invest significantly in cycle safety in the coming years would be a missed opportunity. It would also be inhumane and irresponsible, given that cycling levels and cycling casualties are already starting to increase in London. It is critical that GLA works to provide safe facilities for these London residents who are choosing a healthy and green mode of travel: no cyclist should have to face an unreasonable level of risk, but at present many do. It is also crucial to work towards eliminating the devastating and costly casualties that occur on London's roads, which cause appalling pain and suffering, and yet are entirely preventable.

What should TfL provide to support safe cycling in London?

Brake supports the London Mayor and Transport for London's determination to improve the safety of and increase cycling in the Capital, and we acknowledge the work that has already been done getting more people cycling on London's roads. In order to continue this good work we recommend TfL provide high quality, segregated and traffic-free cycle routes through London, particularly on key commuter to international best practice standards. We recommend that it works in partnerships with the boroughs and police to ensure speeds are reduced to a 20mph limit in London 'communities' (ie residential areas, shopping areas, around schools and community facilities, and areas with large numbers of pedestrians and cyclists) to allow Londoners to enjoy their communities without fear from fast traffic. And we recommend greater levels of enforcement of cyclists' rights along with wider education to ensure that everyone using roads in London understands the benefits of cycling and the role they can play in keeping cyclists safe.

The text below provid es a n overview o f the some of the things BHCC are p rogressing o r planning in order to improve the safety for cycli sts in the city. This is only a b rief overview as resources are stretched at the moment but hopefully this provides a starting point for you ?

As part of Cycling Town work, we have co nducted cycling attitudes su rvey. During city bike weeks h ave always conducted opi nion survey to ascertain what those atte nding thou ght would encourage them to cycle mo re. Helpi ng us t o better und erstand cy clists issue s an d helping us to address these issues.

Capital measures to improve safety;
Initiatives;

- Cycle Pre-greens (as per York), cycle demand button for right-turn phases
- Trixi Mirrors –we are looking to trial these at appropriate locations. (Coombe Road and Church Road/The Drive)

Projects;

- LSTF Lewes Transport Corridor Improvements include: Falmer Stadium, both Universities, Jo Walters trust cycle master plan . This project proposes to provide high quality cycle facilities along one of the major transport corridors in BHCC.
- Old Shoreham Road – High quality east – west link in the cycle network deigned as an exemplar scheme.
- Valley Gardens & Brighton Station gateway transport improvements all to be designed with safer cycle provision.

Sustrans - funding Links to School at OSR.

Our bid for Bikeability grant funding was successful and we are receiving the full amount requested - £56,260 to deliver the max number of Level 1, 2 and 3 courses to children that our staffing and school capacity allows.

Cyclists and Pedestrians fall within the ‘non motorised user’ road user group which is one of the Strategic Priorities for the Sussex Safer Roads Partnership (SSRP) and cyclists are one of the Council’s ‘most vulnerable road user groups’. Collision data is continually monitored and any opportunity for intervention is taken eg – ‘Routes’ The Teenage Highway Code, ‘Share the Roads’, ‘Exchanging Places’ (B&H Buses and HGV via Cemex) and ‘Brighten up Brighton’ high viz campaign.

BHCC is currently developing a 3 or 4 yr programme to implement 20mph schemes across the City subject to funding and political approval. The first phase will be a large City centre area and the subsequent phases will roll-out 20mph limits to the residential areas, dependant upon funding being available. We have implemented one and are in the process of implementing a second pilot 20mph limit scheme in residential areas, the evaluation of which will help to inform the roll-out to the other residential areas.

I hope this is helpful? Abby should be back on the 16th but in the meantime if there are any further questions please do not hesitate to contact me.

Kind regards

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20th August 2012

Dear Ms Pidgeon

Re: Written submission to London Assembly Transport Committee's investigation into cycling in London

Thank you for your invitation to be involved in the Transport Committee's open forum on cycling in London on 12th July as a panellist and thank you too for your letter of 3rd July inviting British Cycling to provide a written submission to the investigation.

At British Cycling we believe that the inspirational performances of British cyclists at the London Olympic Games and the forthcoming Paralympic Games will provide a further boost to cycling in the capital. Given the level of enthusiasm for both the sport and everyday cycling at the moment London has a real opportunity to establish a cycling legacy that we can be proud of. We therefore fully support the London Assembly's investigation into cycling in London.

For your forthcoming meeting in September, you requested views on four key questions; please find our answers to these below.

What are the main safety concerns of cyclists in London?

We surveyed our London members on this point ahead of the mayoral elections. The most common response was that careless or inconsiderate driving (from all road users) was the biggest hazard they faced and the second was poor road conditions.

The theme we hear most frequently from our members is that they want measures that will foster a climate of greater mutual respect on the roads. We need to promote good behaviour for all road users and particularly when people are in their cars or driving lorries.

Also, we need to deal appropriately with people when things go wrong. British Cycling is calling on the Ministry of Justice for a complete review of how the justice system operates in cases of bad driving when people are hurt on the roads. We believe that it is often the case that these incidents are dealt with in a way that sends the wrong message about how well the law protects people when they are on their bikes. We have frequently seen sentences in these cases which undermine faith in the justice system.

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Traffic density and speeds are highly relevant and lowering speed limits to 20mph is widely known to be the most effective way of protecting cyclists from injury.

Given the levels of serious incidents involving HGVs in London it is clear that lorries are a major concern and reducing lorry danger should continue to be a priority. The best mirrors and sensors should be mandatory, the exemptions on side bars for off-road vehicles should be discontinued and the potentially dangerous longer lorries being trialled should be prevented from operating in London.

What has been the impact of recent cycle safety infrastructure improvements in London?

The review of key London junctions is very welcome and improvements have been made. It is clear that over the past several decades junctions have been built that took little or no account of cycling. Much more needs to be done at junctions and on the roads between them to make them fit for the purpose of cycling and we badly need a policy that all future infrastructure will be designed with the requirements of cycling properly incorporated. Without such a policy we won't get close to the levels of cycling in leading European cycling cities.

When we asked our members what was the most important thing the Mayor of London could do to improve cycling the most common response was that he should provide more dedicated cycle space and lanes.

In designing infrastructure and implementing road policy we need London to make the choice that it wants people to cycle and walk and that this takes priority over getting motorised vehicles through junctions quickly. Junctions like Elephant and Castle and Vauxhall Cross and the surrounding roads are deterrents to all but the bravest person on a bike.

What lessons have been learned or should be learned from the existing cycle superhighways?

The investment in and promotion of the highways has certainly helped to encourage people to cycle and to expect to see people on bikes on the road. The fact that they are advisory, are interrupted at junctions and give cycling no priority limits their effectiveness but they are a strong statement that the city values and encourages cycling. They are a good start. We also think that the cycle hire scheme is a very strong message that the city wants people to cycle and is a signal that cycling is a normal everyday activity. We look forward to its expansion as it would clearly benefit from being geographically wider and denser.

What lessons can be learned from national or international best practice on cycle safety?

Looking abroad and at cities in this country with high levels of cycling we can see the necessity of political leadership and sustained investment in high quality infrastructure that encourages and enables a wide variety of people to cycle. If cycling is to be promoted it must have the backing of politicians that enables decision makers to prioritise it when making transport investment decisions, supported by cost-benefit models which properly value the health, congestion and other effects of active travel. Many of the most effective cities have set themselves targets for cycle use and we believe that London should set itself ambitious targets with regular updating on how many people are estimated to be cycling in London, what sort of people they are and what types of journeys they are undertaking.

International best practice for infrastructure is found in countries like the Netherlands which have correspondingly high rates of cycling. In the Netherlands and Denmark cycle provision on urban main roads is typically a set of dedicated cycle tracks which are separated from traffic and provide those cycling with priority at side roads and a clear and safe way across junctions and roundabouts. If we are to achieve a cycling revolution in London and get a significant proportion of Londoners cycling we must have a set of design guidelines for road and cycling infrastructure that are in line with this international best practice and the political will to fund and implement it consistently throughout the city.

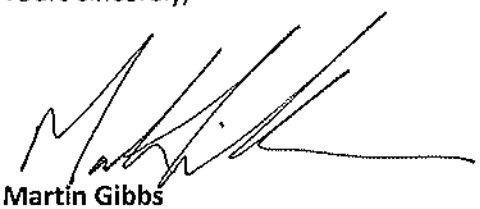
We recognise that a lot has been done to invest in and promote cycling in London and we are grateful for Transport for London's hard work to improve conditions for cycling. But there is still a long way to go compared to many other European cities or compared to the levels of cycling which we had in this country before the post war redevelopment of our road infrastructure.

Looking at the wider terms of reference for your investigation, British Cycling supports the efforts of both The Times with its *Cities Fit for Cycling* Campaign and London Cycling Campaign's *Love London Go Dutch* campaign. We would like to see The Times' eight manifesto points adopted in London and we hope that Boris Johnson will keep his mayoral election promise to adopt the Love London Go Dutch principles in London and to appoint a cycling commissioner. We were also pleased that the mayor confirmed his commitment to include a cycling representative on the London Roads Task Force and promised that he would engage with the Lord Chancellor regarding the sentences given in cases of bad driving offences.

One of our Olympic champions, Nicole Cooke, said this when she wrote to the London mayoral candidates, prior to the elections in May "we need to do all we can to improve the safety of cyclists, especially those who are less experienced. Most of the serious incidents in London last year involved HGVs so we need to look at the size of lorries that are allowed into the city, the way they are set up for seeing cyclists in terms of mirrors for example, and the way HGV drivers are trained...If we want more and more people to ride their bikes we can't have parts of the city where cyclists feel like they are taking a big risk just crossing a junction, it just shouldn't be that way." Clearly, if a highly experienced professional cyclist feels this way we are a long way from having a city a where everyone feels encouraged and safe to cycle.

We believe that to make the changes needed we must have strong political leadership that puts cycling at the heart of transport policy and commits to a long term programme of investment in high quality infrastructure that is designed to encourage cycling so that it becomes an easy and compelling choice for everyone.

Yours sincerely,



Martin Gibbs

Policy and Legal Affairs Director

Cycling in Copenhagen

Information concerning cycling in Copenhagen, prepared for London Assembly Transport Committee meeting September 11th, 2012, in London.

By Head of Section for Traffic Design Steffen Rasmussen

1. **City of Cyclists**
   The video "City of Cyclists" gives an impression of how Copenhagen appears as a cycling city in glimpses. See the video here:
   http://www.video.kk.dk/559043.ihtml?token=1a5e43ccfa3710d9ab867f96e521dd6b&source=share&photo%5fid=4102778

2. **Good, Better, Best – The City of Copenhagen's Bicycle Strategy 2011-2025**
   In Copenhagen's new bicycle strategy you can read about the new initiatives and plans, which lay down guidelines for the long term and overriding priorities within the bicycle area. These initiatives and plans are intended to help us reach our goal to become the world's best bicycle city before the end of 2015.
   Read the bicycle strategy here:
   http://www.kk.dk/sitecore/content/Subsites/CityOfCopenhagen/SubsiteFrontpage/LivingInCopenhagen/CityAndTraffic/CityOfCyclists/~/media/A6581E08C2EF4275BD3CA1DB951215C3.ashx

3. **Bicycle Accounts**
   Every two years, the City of Copenhagen draws up a so-called Bicycle Account. This is an assessment of what the city has achieved compared to its cycling objectives. The Bicycle Account has been published bi-annually since 1995 and it provides an excellent overview of improvements to the facilities for the city's cyclists – as well as what could have been done better. For example, the most recent Bicycle Account shows that the risk of injury for cyclists in Copenhagen traffic fell by 70% between 1996 and 2006.
   Read the bicycle accounts here:
   http://www.kk.dk/sitecore/content/Subsites/CityOfCopenhagen/SubsiteFrontpage/LivingInCopenhagen/CityAndTraffic/CityOfCyclists/~/media/439FAEB2B21F40D3A0C4B174941E72D3.ashx

4. **OECD report**
   Copenhagen has chaired a working group in OECD on Cycling Safety. The group produced a report based on a questionnaire filled out by OECD member states. The linked presentation about the findings contains recommendations about traffic safety for cyclists:
   http://www.cycling-embassy.dk/wp-content/uploads/2012/07/Niels-T%C3%B8rsl%C3%B8v-City-of-Copenhagen-Cycling-Safety-Working-Group-Key-Messages.pdf

5. **Bicycle design, examples**
   Picture of bicycle design in Copenhagen:
   - **Staggered stop line**. The advantage is that cyclists get a head start when light shifts to green and are therefore more visible to the turning cars.

   - **Several lanes on bike path.** The cycle flow on some streets is so high that we have to establish separate turning lanes for cyclists in order to get a better flow.

- **Green wave for cyclists**. The traffic lights are synchronized to allow for better flow for cyclists. The speed is set for 20 km/h. In the morning the direction is towards city centre and in the afternoon the direction shifts.

6. **The Karma Razzia**
   Summer 2011 City of Copenhagen launched a campaign promoting good behaviour on the cycle tracks in Copenhagen. This summer the City of Copenhagen launched a new karma razzia. Take a sip of good karma and enjoy the video:
   http://video.kk.dk/559043.ihtml?token=ebf4424acd10ffe2e7baa2e2c68cefff&source=share&photo%5fid=6555498

Contact information:
Steffen Rasmussen, Head of Section for Traffic Design
Email:
Web: www.tmf.kk.dk

To: Caroline Pidgeon
Cc: Nick Yates
Subject: Re: Urgent Plea from the Croydon Cycling Campaign

Hi Caroline,

Thanks for taking this up, despite the rushed and somewhat lazy e-mail (forgive a little campaigner's fatigue?). What they have posted about the LIP so far suggests that they intend to under-invest in cycling. Perhaps the more damaging problem however, is that while our campaigning group has been focused on trying to get them to spend the tiny amounts of cycling money productively, the big money has been spent on projects which sometimes involve removing what little infrastructure cyclists do have. Here's a couple of examples that we are aware of:

- Advanced stop lines aren't great for cyclists, but they are better than nothing. Check the one out on Wellesley Road @ http://goo.gl/maps/MjmGu Note however, these are old photos that google streetview is using. Drive up this road today, and you will find that the advanced stop zone has vanished.

- 'Advisory' cycle lanes which motorists can drive into if they so wish don't offer cyclists much protection. However, one way to make them worse is to narrow already thin cycle lanes until they are too narrow to accommodate the cycle-logo that identifies them as cycling lanes. That's exactly what the council has done on Selhurst road: http://youtu.be/Yoc7mvECAT0
As for getting 20mph zones in Croydon, I am told the current council had an election pledge not to introduce any. I hear rumours that traffic engineers have had their jobs threatened if they should try to introduce traffic calming measures. I have e-mails where school requests for safer conditions following near misses at their entrances have been declined.

Essentially what I'm trying to say is that not only does the LIP need to assign a greater proportion of funds on cycling-specific projects, but every aspect of the LIP also needs to be consistent with a vision for safe, convenient and pleasant cycling in Croydon. The LIP looks like it will under-invest in cycling from the outset, but if the recent history of this council is anything to go by, the details of the LIP submission will reveal an overall negative impact on cycling in the borough.

Thank you for your time,
Kristian Gregory
Croydon Cycling Campaign
http://croydoncyclists.org.uk/

Cycling in London: Submission by Mark Forshaw, Managing Director of Cycxi Ltd

29 June 2012

Integrating black cabs into London's cycling revolution: Offering cyclists a safe way to get home and avoid accidents that can occur if they are forced by circumstances to cycle whilst tired, ill or under the influence of alcohol

Cycling in London is increasingly popular but faces a strong challenge to achieve the Mayor's target of a 400% increase in cycling by 2026. Concerns about safety and supportive transport infrastructure are key issues for existing and potential London cyclists and there are still models and lessons to be found elsewhere in Europe.

Like drivers, cyclists are more likely to have an accident if they cycle tired, ill or under the influence of alcohol. If you, as a cyclist, find yourself away from home or safe place to store your bicycle then it may not be practical or safe to leave it in a public place given the potential for theft or damage. You would look for another way to get your bike from A to B or be forced to cycle.

At present there are very limited options for cyclists wishing to use public transport in London, particularly for the majority of cyclists who use standard (non-folding) bicycles. The TfL website lists the options as:

- **Tube and London Overground**. Folded bicycles can be taken free of charge on all sections of the network at all times. Non-folding bicycles can be taken free of charge on limited sections of the overground network outside peak times.
- **Buses**. Folded bikes are accepted on buses at the driver's discretion, but this may be impractical in crowded conditions.
- **Docklands Light Railway**. Bikes can be carried as long as they are folded.
- **The Emirates Air Line** and **River** services take all bicycles

In Denmark they have solved this problem by legislating for the integration of taxis into their cycling strategies. All taxis are required to carry a cycle rack by law. This means that cyclists have a reliable way of getting home in all circumstances. They do not have to take risks on the roads because of a lack of alternatives. They are also more likely to cycle in the first instance, because they know there is a service available that they can rely on, if they need it.

As a keen cyclist I felt that the provision of an effective black cab cycle carrying service was a particular gap in the UK. Since 2011 I have been working to establish whether there is solid evidence for this need in the UK and the feasibility and approach though a private sector vehicle, Cycxi Ltd. Over the last 12 months I have commissioned a series of independent market research studies (by Consumer Analysis Ltd.) with between 500 and 2,000 Londoners and cyclists. The evidence below is based on this research and can be made available to the committee on request.

At present there is, in theory, the option of taking your bike in a black cab. In practice, however, inconsistent experience, poor communication and lack of awareness amongst cyclists stifle demand, whilst worries about damage, a perception of limited demand and the 'hassle factor' appear to be the considerations for cab drivers.

- Over a quarter (28%) didn't know that taxis take bikes.
- Four in five cyclists (82%) have never tried to take the bike in a taxi

- At least 1 in 4 who have tried to use a taxi have been refused in the past

In short there is a lot more London could do to ensure that cyclists have access to a real black cab cycle carrying service.

Londoners do have an appetite for such a service

Cycxi's market research in London shows that this could work. There is a clear appetite from cyclists and taxi drivers for the sort of service that exists in Denmark. Furthermore there is good evidence that it would encourage more people to cycle.

- Two thirds (64%) of cab drivers we surveyed said they would support a 'bike friendly' cab scheme.
- Over half of London cyclists (53%) would use such a service
- 1 in 10 current London cyclists (13%) would cycle more, if such a service existed
- 1 in 5 non-cyclist Londoners (18%) say they would definitely take up cycling if such a service existed

When asked when they would use such a service some of the most popular reasons were punctures, mechanical failures, illness, tiredness and alcohol consumption.

The evidence shows that such a cycle carrying black cab service would both address cyclists common concerns about cycling and would help more people to take it up in the capital.

Cycxi, a black cab cycle carrying service and a solution to expand cycling infrastructure in London

I set up Cycxi Ltd. in 2012, as a private sector initiative to provide a black cab cycle carrying service to London cyclists and would-be cyclists, by way of expanding cycling infrastructure. As a passionate cyclist, I saw this as a missing piece of the cycling infrastructure and strategy in London.

Cycxi™ is a cycle carrying black cab service, available free at the point of use for cyclists and cab drivers and paid for by corporate sponsorship. The cycle will carried in a Transport for London approved cycle carrier that can be tethered safely and securely into the back of a black cab. (A full briefing note on the Cycxi service is attached for reference.)

My personal priority was to see this important service implemented to support a gap in London's cycling strategy; I see a private sector, sponsor funded solution as a good way to quickly deliver this, without placing a burden on public finances. At this stage, I am finalising the Cycxi carrier design and concept, seeking Transport for London approval for the Cycxi carrier that the service will use, as well as meeting with key stakeholders to secure support. To date we have held positive meetings with CTC and LCC, as well as two London assembly members, with concept endorsement for the principle service.

I would very much welcome the opportunity to discuss the challenge, the concept solution and the supporting market research evidence with the committee further.

Yours sincerely,

Mark Forshaw
Managing Director

Ross Jardine

From: Tony Piedade
Sent: 20 July 2012 08:17
To: Transport Committee
Subject: Cycling In London Investigation
Follow Up Flag: Follow up
Flag Status: Red

Further to an invitation to contribute and comment from Darren Johnson Id like to make the following comments and observations.

This week the Lancet published a study that claimed that in Britain nearly 1 in 6 deaths are directly caused by couch potato lifestyle. Other studies point to Child Obesity being a growing problem and more studies still discuss the ever increasing issues of depression. Physical activity, however small, is a great antidote to a number of physical and social issues. Cycling is a different thing to different people. For some it is a mode of transport, others a way to unwind and de-stress.

The way to increase cycling isn't just about safety and competence, its about confidence and knowledge. Most people know how to ride a bike, but they lack the self motivation to put cycling at the centre of their lives. There are a multitude of campaigns that encourage people to take up cycling, but never enough done to ensure they keep cycling! We have been leading the way in keeping people engaged with Cycling. We do this by linking people up (for free) with other local people who share the same interest and fitness goals to cycle together. This might be to cycle into work or just simply explore the the UK on two wheels together. In less than 5 months our members have logged over 220,000 miles.

CyclingBuddy is totally FREE, its open to everyone over the age of 16, and open to every type of cycling interest (road, cycling, commute and electric). Communities like Cyclingbuddy give the british public two important elements that are constantly overlooked in cycling strategies; Confidence & Knowledge. Sure you can teach someone to ride safely, but their long term engagement in cycling is dependant on being part of Activity Based Social Networks. We all lack motivation, our platform and the social connection with others will combat that.

We are now working closely with military personnel that move locations every 2 years. Cyclingbuddy.com and our sister site joggingbuddy.com (also free) are great tools to help them plan their move, meet new friends to run or cycle with and therefore integrate into the community a lot quicker.

In your strategic planning consider the effect of getting more people into cycling and the costs of that; Versus getting those that already have a bike in their shed (a great % of people) back into cycling through informal, free, social initiatives. If we can stop bikes from rusting in sheds then we know that more people are out there enjoying the heath benefits of cycling and, perhaps more importantly, setting a great example to younger generations who learn to play computer games before they have learnt the joys of riding a bike.

I am no expert, but our early success with no outside funding and in some cases complete resistance from those who are charged with developing cycling in the UK to promote our existence, we have managed to change people's lives for the better.

I would be happy to contribute to any debate you may have on cycling where there is scope to discuss the role of social engagement as part of a long term cycling strategy.

Cycling Embassy of Great Britain

Investigation into Cycling in London - Submission

Summary:

The question of barriers to cycling in the UK is a one which has been asked and answered many times over the past few decades. The main barrier which prevents people from cycling in London is that it is too often an unpleasant, stressful experience. Riding a bicycle in London simply feels far too unsafe for the overwhelming majority of the public to ever wish to do it. To address this, we need to learn from best practice from around the world, with particular focus on the nation with the highest rates of cycling; The Netherlands. London can only make meaningful gains in the numbers of people cycling by providing the safe and convenient infrastructure its current and countless would-be cyclists deserve. London has everything to gain from ensuring that riding a bicycle is safe and inviting for residents, workers and visitors of all ages.

The Cycling Embassy of Great Britain is a campaign group comprised of both current cyclists and non-cyclists but representing everyone, young or old, fit or not, who wishes to use their bicycle as a means transport. We believe that:

- Britain's planning and transport policies to date have served to confine cycling only to the quick and the brave, leaving everyone else behind.
- Enabling cycling for transport would solve many of the problems that London, and the wider UK, faces; from transport and congestion issues to public health and wellbeing.
- Current rates of cycling in this country are too low and the present targets for cycling rates lack ambition.
- The increase in cycling rates, with the accompanying benefits it brings to both the individual and society as a whole, can only be achieved by the provision of dedicated cycle infrastructure, which simultaneously increases the comfort, safety and convenience of cyclists, in line with the best practice found around the world.

We are grateful for the Assembly Transport Committee's continuing focus on cycling as a means of transport in London. We submit responses to the Committee's questions below, but first submit some brief comments on the scope and focus of the investigation:

It should be noted that issues facing current cyclists and barriers to potential cyclists, though overlapping categories, are not entirely synonymous, and that, although both can and should be addressed in tandem, solutions that are proposed to cater for one will not automatically satisfy the other.

While tackling the issues that current cyclists face is important, tackling the barriers to cycling should be London's top priority. The extensive benefits of enabling cycling for the city should by now be well established, but at all levels of government it has rarely been taken as seriously as it deserves. We know that cycling can have a large positive impact on many of the greatest issues that Londoners face — on cost of living, quality of life and our health timebomb — and on the wider problems for London — on congestion, productivity, quality of the environment and remaining an attractive and competitive place both to live and to do business. Although the barriers to cycling are high and in some cases removing them may be expensive or difficult, the case for doing so is overwhelming and the return far larger than the initial investment.

1. Current issues and barriers to cycling

The Committee seek "**to understand the issues facing current cyclists and the barriers to potential cyclists**," and specifically ask:

> What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?
>
> What are the main safety concerns of cyclists in London?

The Embassy submits that:

The barriers to cycling in the UK are already well understood. As the Transport Committee note, TfL themselves regularly investigate this in their annual *Cycle Attitudes* report. TfL's own research is consistent with a large body of research into the barriers to cycling, from a wide variety of sources and methodologies.[1]

Concerns about safety are a major part of the barrier to cycling, but it should be noted that the barrier is somewhat broader than this. It is not simply that the conditions in which cycling take place are (or are perceived to be) *unsafe*, but that they are stressful and generally less pleasant and less attractive than alternative modes of transport.

The major barrier to cycling would therefore best be described not in terms of concerns about safety, but in terms of the physical design of our streets and the nature of the traffic on them.

London's main roads in particular, as they are currently designed and used, require of existing cyclists a high rate of complex interactions with motorists in fast and large vehicles. The resulting experience is stressful and unpleasant. The volume of motorised traffic, the style and speed of driving, and volume of large and heavy vehicles make main roads especially unappealing, but these barriers can also extend to minor streets where they are used as rat runs or by large vehicles, and increasingly apply to all streets due to speeding and distracted and aggressive driving. London's confusing and complex array of non-standardised road layouts also contribute to these unattractive conditions and stressful experiences.

[1] Research summarised on the Cycling Embassy website: http://www.cycling-embassy.org.uk/node/1926

2. The Mayor's proposals for cycling

The Committee seek "**to examine the plans proposed by the Mayor and TfL to improve cycling safety and increase cycling modal share**," and specifically ask:

> What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?
>
> What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?
>
> What action is TfL taking to improve junctions following the junction review process?
>
> What priority is given to cycling in TfL's spending decisions?
>
> How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

The mayor has set a target of 5% modal share for cycling by 2026, described as a fourfold increase on 2000 levels. This target is not ambitious at all. TfL's own analysis of cycling potential suggests a potential for 23% modal share were we to enable a shift away from short journeys being made by private car where a car is not necessary.[2] This is consistent with the cycling rates observed in countries which have used high-quality infrastructure for cyclists to enable cycling as a mode of transport.

We worry that even this target is in danger given the lack of ambition shown in current cycling projects as well as conflicting policies, such as "smoothing traffic flow," which serve to reinforce the barriers to cycling.

The mayor cites a number of initiatives intended to increase the number of cyclists in London. However, many of these fail to address the barriers to cycling:

1. Some initiatives are blind to the barriers to cycling: mass participation events (notably "Sky Ride") in particular are very well attended on the day, when roads are closed to motor traffic, but have no lasting effect.

2. Some initiatives address only minor barriers to cycling or issues facing existing cyclists. Schemes to increase the availability of bicycles (notably the Cycle Hire scheme), cycle parking, and tackling cycle theft fall into this category. These may be welcome and worthwhile schemes but will have extremely limited impact on numbers cycling.

3. Another initiative — free cycle training — attempts to help people to scale the barrier to cycling, rather than to remove that barrier; to enable cycling it requires acquiring a confidence in traffic which many will never attain. The unattractive conditions for cycling prevent most people from ever attempting cycle training, while many of those who do try it give up.[3]

The barriers to cycling are the design of our streets and the frequency and the nature of interaction between cyclists and motor traffic, and so it is these that must be addressed. We discuss how this might be done in section 3. The mayor has initiated or is developing infrastructure projects which have the potential to address these areas. However, his record on infrastructure so far is disappointing. The mayor's flagship Cycle Superhighways infrastructure project is intended to make a selection of TfL-controlled main roads a more attractive place for cycling.

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[2] TfL 2010 "Analysis of Cycling Potential" http://www.tfl.gov.uk/roadusers/cycling/15459.aspx

[3] TfL 2010 "Analysis of Cycling Potential" http://www.tfl.gov.uk/roadusers/cycling/15459.aspx The report notes that 'although many people have taken up cycling in the past decade, a similar number have stopped cycling - i.e. there has been "churn" but no change at an aggregate level.'

On announcing the details of his CSH programme in 2009, the mayor said:

> *"...Superhighways are central to the cycling revolution I'm determined to bring about. No longer will pedal power have to dance and dodge around petrol power – on these routes the bicycle will dominate and that will be clear to all others using them. That should transform the experience of cycling – boosting safety and confidence of everyone using the routes..."*[4]

Kulveer Ranger added that CSHs would "give many more people the confidence to ride." These comments hinted that the CSH design would reduce the frequency and/or change the nature of interaction between cyclists and motorists/vehicles on the affected main roads. However, this has not been the case, and, as the Committee's own *Pedal Power* report showed, because there is no restriction on motorists driving or parking in the cycle lanes and little or no improvement for cyclists at complex junctions, the CSHs are considered something of a joke.[5] Over 80% of cyclists using Superhighways 2 and 8 were already cycling, and had merely changed their route; likewise 89% of cyclists using the Superhighways describe themselves as 'confident cyclists'.[6] This is suggestive that the appeal of Superhighways is currently limited to those who are already confident about cycling on London's roads, rather than representing a useful provision for those who did not already use a bicycle for transport.

In addition to deficiencies in his cycling-specific policies, it is clear that the mayor's wider policies on streets have detrimental effects on the attractiveness of cycling:

"Smoothing traffic flow" is marketed as a policy to reduce congestion and improve journey time reliability for motorists and bus passengers, as well as to improve air quality, by reducing "stop-start driving" conditions. This policy conflicts with the policy to increase cycling in several ways:

1. In practice reducing stop-start driving primarily means reducing queues at signal-controlled junctions by increasing the junction capacity. This reinforces barriers to cycling when it takes the form of, for example, increased speeds through junctions, or the addition of queuing lanes that are greater in number than those lanes leading out of the junction, causing road users to jostle for space, as was the case at the York Way junction where Deep Lee was killed in 2011.

2. The prohibition on reducing road and junction capacity for motor vehicles acts as a barrier to the introduction of dedicated cycling infrastructure, even though to do so would enable modal shift and a reduction in demand for motor vehicle capacity.

3. Given that junctions are the limiting factor for motor traffic capacity on London's road network, this policy effectively amounts to a city wide increase in traffic capacity and so, given the elasticity of road demand in London and the tendency of traffic volume to adjust to capacity, this policy is almost certain to lead to an increase in motor traffic and any benefits to journey times and air quality will therefore soon be lost.

[4] Mayor of London (2009). "London's Cycle Superhighways - First two routes unveiled" (Press release)
[5] London Assembly Transport Committee (2010). *Pedal Power*. http://www.london.gov.uk/publication/pedal-power
[6] Travel in London, Report 4 (2011) http://www.tfl.gov.uk/assets/downloads/travel-in-london-report-4.pdf

3. Recommendations

The Committee seek "**to generate recommendations to the Mayor and TfL to improve the cycling environment and cycle safety in London**," and specifically ask:

> What lessons can be learned from national and international best practice?

The cycling environment should be improved with the specific goal of removing the barriers to cycling and enabling cycling for all. The only proven method for achieving this is to provide high quality dedicated space for cycling so that cyclists are not asked to negotiate and compete with high volumes of motorists in large and fast vehicles.

The best international example for enabling cycling is undoubtedly found in the Netherlands, and many of the principles and practices of that country can readily be applied in London with similar effects. The Dutch practice of separating cycle space from traffic takes several forms. Key solutions which should be adopted are shown in the appendix. In brief, the main principles are:

1. On main roads and on roads which routinely cater for buses and large vehicles, the Dutch typically provide dedicated cycle tracks. Unlike the typical British cycle lane, these are kerb separated and routed behind parking bays and bus stops, so that parked cars act as a protective barrier for the cycle track rather than *vice versa*. The Dutch cycle tracks are not merely conspicuously safe, they are obviously attractive, being of a sufficient width and quality, maintaining priority across side-roads, and backed-up by changes to the geometry of side road turnings, roundabouts and junctions which prevent motor traffic crossing the cycle tracks at speed. The result is that cycling is always a more inviting proposition than riding with traffic, regardless of one's speed, age, riding style, or tolerance for busy roads.

2. At signal-controlled junctions, cyclists are separated from traffic in space and/or time, with clear cycle space continuing through junctions. Sometimes this requires a lower capacity for motor vehicle flow than is typical on London's junctions; however, arranging signal phases into separate forward and turn phases enables junctions to be used very efficiently while eliminating conflict between cyclists and motorists.

3. On minor roads, including residential streets and town centres, traffic should be separated through filtered permeability measures, such as selective road blocks which enable streets to be used as through routes by cyclists and pedestrians, but by motorists for property access and deliveries only, eliminating rat-running. Filtered permeability is now a well tested and quite widely applied principle in some British cities and London boroughs, notably Hackney, Camden and Southwark, applied not specifically to aid cycling, but because of the wide benefits to residents and businesses of removing rat-running from minor roads. While filtered permeability is likely to be of most relevance to borough roads, it can be of additional benefit when applied at the junctions of main roads with minor roads, eliminating the conflict of motor vehicles turning into side roads across the paths of pedestrians and cyclists continuing along the main road.

If he is to achieve his "cycling revolution", the mayor must commission replacements for TfL's design and engineering guidelines for roads and cycling infrastructure. Current guidelines contain many serious defects which contribute to the proliferation of poor quality and dangerous cycle facilities, while at the same time standing in the way of adoption of international best practice design. This process may require working with the Department for Transport on revision of national standards and regulations which, for example, currently prevent London from trying solutions such as eye-level cycle-specific traffic lights, which could have reduced confusion at the new Bow Roundabout "head start", where currently seven almost indistinguishable sets of traffic lights, applicable to three different scenarios, vie for attention within a few feet of each other. The remaining Cycle Super Highways must be built to the updated design standards, with the existing CSHs brought up to the new standard as a priority.

Appendix: Cycle infrastructure design recommendations

Cycle tracks

London has very few good examples of cycle tracks, in part due to their absence from the design guidance. LB Camden, however, has demonstrated the key principles: that cycle tracks should be protected from traffic with a kerb, and that car parking should be positioned on the outside.

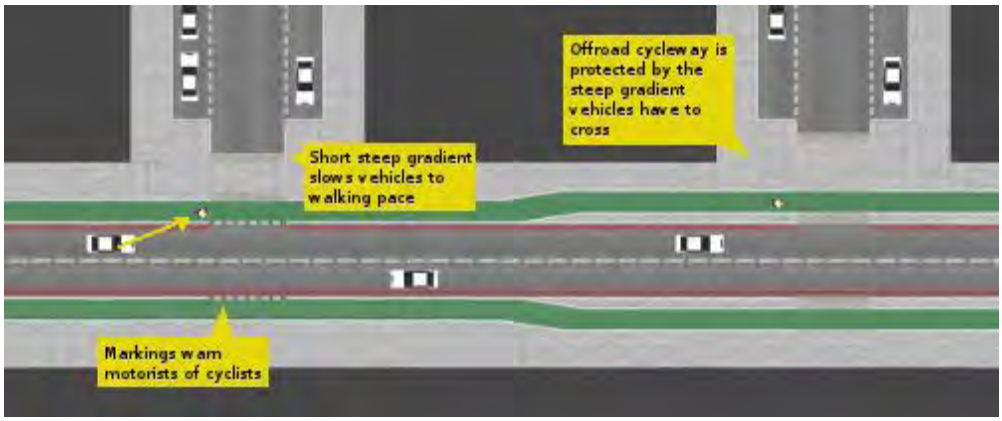
Skinner Street, Clerkenwell

Cycle track, Rotterdam

Where cycle tracks have been constructed in London, they have typically been too narrow to meet demand comfortably and safely, and suffer from design defects, especially that of disappearing at every junction and side-road:

Problem: lack of priority across side road, and inappropriately wide side-turning geometry. L: South Lambeth Rd; R: Cable St.

L: Royal College Street, Camden; R: a typical Dutch cycle track.
Priority across the side roads is reinforced with raised tables, coloured surfaces, and road markings. The Dutch rule is typically that traffic continuing straight along a main road, regardless of mode and including pedestrians, has priority over traffic entering or exiting a minor road, and this raised table junction design can therefore also benefit pedestrians.



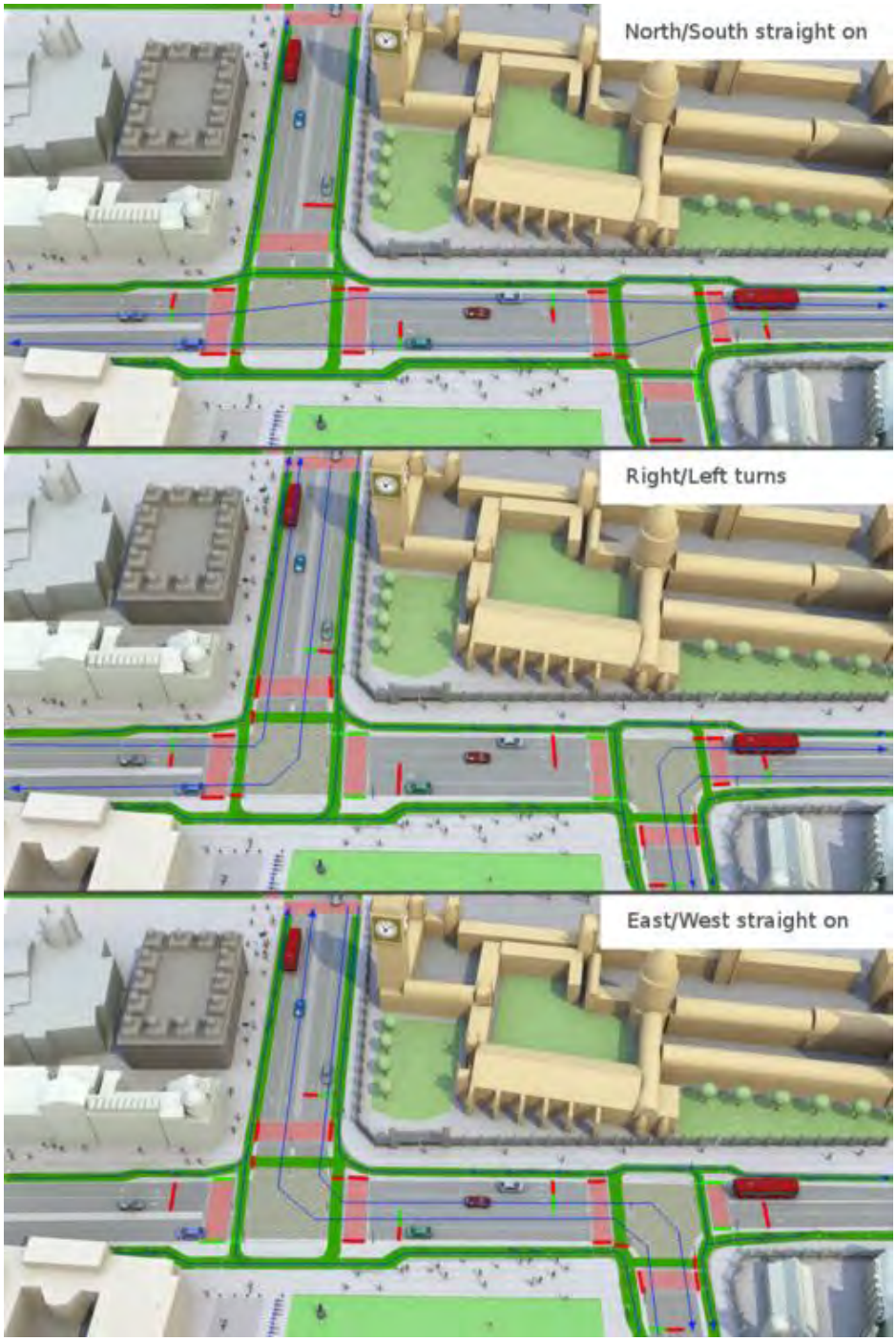
Cycle lanes

Dutch examples - note continuity, absence of parking on lane and lack of conflict at 'pinch' points

In this example, from Utrecht, NL, space for cycle lanes of adequate width is achieved through making the street one-way for motor vehicles

Signal-controlled junctions

At signal-controlled junctions, cyclists continue to have separate dedicated cycle tracks, with clear cycle space continuing through junctions. Sometimes this requires a lower capacity for motor vehicle flow than is typical on London's junctions; however, arranging signal phases into separate forward and turn phases enables junctions to be used very efficiently while eliminating conflict between cyclists and motorists. For example -



3-D model of a possible UK traffic-controlled junction, with separate cycle tracks. Signal arrangements keep the movements of motor vehicles and cyclists separate. Courtesy of LCC Croydon Cycling Campaign

Dutch minor signal-controlled junction, in Assen. Motorists and cyclists move through the junction in separate phases

Cycle paths

Cycle paths away from roads can make for especially pleasant cycle routes. Although situations where such paths could be implemented are limited, and off-road paths can never make complete routes in London, those opportunities that do exist are often the "quick wins" that could be implemented cheaply and with relatively little controversy. As with cycle tracks there are important design considerations which have traditionally been ignored and which are not adequately specified in existing design guidance, including the need to ensure sufficient width to accommodate growing demand and the variety of riding styles, the need to ensure that cycle paths do not conflict with pedestrian paths, the need for easy access to the path, and features such as lighting which are important for safety.

The East London Greenway and the paths through Hyde Park, though not without design faults, demonstrate the principle of using otherwise unused or underused corridors for cycle routes. There are still many such opportunities left untapped in London, and each major redevelopment project (such as at Nine Elms) presents an opportunity to plan in good quality cycle paths from the start. While these paths are usually in the jurisdiction of the boroughs, the mayor could do more to enable them, to ensure that they are high quality, and to incorporate them into useful through routes.

A wide, two-way cycle path, with smooth surface, and lack of obstacles on entry. Cycle paths like this should serve as shortcuts, routes that are not available to motor vehicles. Note also a clearly demarcated pavement, which should be present where pedestrian and cycle movements are high, as is typical throughout London, to prevent conflict. This example is from a new development in Assen, the Netherlands.

An example from Edinburgh: note that with high volumes of foot and cycle traffic the two need adequate space and separation. Our recommended minimum would be 3.0m for a two-way cycle path in an urban area, not including the associated footway. This allows safe passing and allows, for example, parents to ride alongside young children.
© Edinburgh Cycle Chic, Creative Commons BY-NC-SA

Cycle streets

Cycle streets are roads on which bicycles have priority over cars. No overtaking is allowed. Typically they are found in residential areas, and are combined with filtered permeability to serve as through-routes for bicycles, but not for motor vehicles. This may be an appropriate solution on those sections of the Cycle Superhighways which use minor streets.

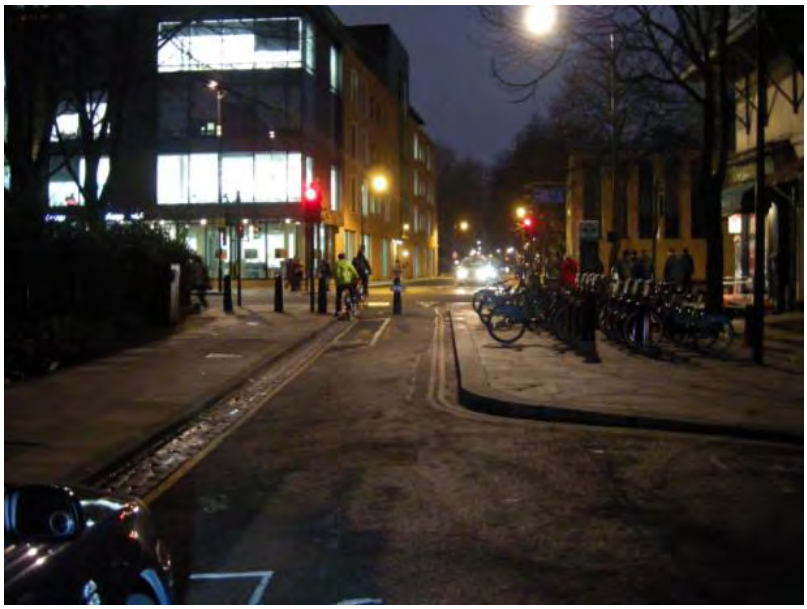
Filtered permeability

The intention is to prevent the use of a street as a through-route by motor vehicles, while still allowing (direct) access by bicycles. Typically this is achieved by the use of bollards. The principal advantage is that the number of motor vehicles using the street becomes significantly reduced, ideally (on a residential street) to only those accessing properties on the street itself. Filtered permeability has the added advantage of privileging bicycles over motor vehicles, in terms of trip distance.

While filtered permeability is likely to be of most use on borough roads, it can also be applied to good effect where side streets meet TLRN roads. This has wider benefits, for example, eliminating turning conflicts where cycle lanes/tracks or bus lanes run alongside the main road, and reducing the complexity of vehicle movements on the main road, thus smoothing traffic flow.

Some examples from London and Brighton & Hove –

Chadwell Street, LB Islington.



Ampton Street, LB Camden.

Filtered permeability where a residential side road meets a cycle track on a main road (under construction on Old Shoreham Road, Brighton). Not only does this arrangement remove rat-running on the residential street, it also eliminates turning conflicts across the cycle track.

CYCLE SAFETY WORKING GROUP

INTRODUCTION:

Below I describe my impressions on the progress of the Cycle Safety Working Group, which is charged with monitoring and advising on the progress of the Mayor of London's Cycle Safety Action Plan, and which I have attended since its inception as the representative of the London Boroughs Cycling Officers Group. BCOG is represented along with CTC, LCC, RoadPeace, LoTAG, Sustrans, LCC, MPS and TfL sections

Needless to say, my views may not be the same as other officers at LB Ealing, all other BCOG officers or other stakeholders represented on the CSWG. Also, this is not a formal analysis of each point in the CSAP. Rather it considers some key issues and the potential benefits which may have been effected so far.

Dr. Robert Davis, Senior Transport Planner, LB Ealing: Borough Cycling Officers Group representative on Cycle Safety Working Group 28th September 2012

TYPES OF COLLISION – overview

While there is some change from year to year in London, the basic pattern of collisions resulting in cyclists being reported as Killed and Seriously Injured (KSI) has remained the same since the Cycle Safety Action Plan (CSAP) was produced. (I take the liberty of pointing out that, along with Charlie Lloyd of London cycling campaign, I was instrumental in producing the table summarised below). It is:

- ***Fatal collision between bicycle and goods vehicles 50% deaths***
- Close proximity collision between cyclist and vehicle **30%**
- Other vehicle disobeys junction control **17%**
- Other vehicle turns right across path of cycle **12%**
- Cyclist hits or swerves to avoid an open door of other vehicle **8%**
- Other vehicle runs into the rear of cycle **6%**
- Cyclist disobeys junction control **5%**
- Cyclist rides off footway into the path of vehicle on the carriageway **4%**

This information, along with the "contributory factors" produced by MPS are based on the reports of a police officer investigating the incident who may not have a full and proper analysis of exactly what has happened in the incident. Nevertheless, it is a clearer picture than in most other parts of the UK, and gives some useful information.

Both the description of the type of incident occurring (as above) and the contributory factors described in publications by MPS and TfL indicate that at least half the incidents occurring – certainly with adult cyclists – are not primarily the legal fault of the cyclist.

It is regrettable, to say the least, that the Mayor of London has ignored this information and not apologized for giving the unsourced, misleading and incorrect figure of cyclist responsibility in incidents of "61%".

THE CSAP PRIORITIES – AND WHAT HAS HAPPENED TO THEM

3.1: SAFER INFRASTRUCTURE

A. "PRIORITY 3.1.1: *Work to ensure that all new road infrastructure contributes to improved safety of cyclists, including speed reduction measures, junction improvements, and awareness of cyclists needs."*

I note that this refers to "new" infrastructure, not existing infrastructure which cyclists must use. There has been a move forward with consideration of junctions in TfL's Junctions Review – however this does not apply to Borough Roads and is, again, on new developments on the Transport for London Road Network.

Furthermore, since the CSAP was produced, TfL has been involved in constructing new infrastructure, such as the Finchley Road/North Circular Road junction where its standards – the London Cycle Design Standards (LCDS) have not been applied.

B. "*PRIORITY 3.1.2:* *Identify high risk locations on the road network for cyclists and advise on and implement site specific preventative measures. "*

There is a problem with defining "high risk" which has never been resolved. While this definition is based on numbers of cyclist KSIs, rather than KSI rates (per cyclist journey or movement at a specific site), junctions where there is high risk to cyclists may be missed out if cyclist numbers are low – often, ironically, precisely because of the high level of hazard at such locations.

There are also objective measures – such as the level of Bikeability skills required to use a particular junction or link as specified in the Cycle Skills Network Audit. It is also obvious that some locations, such as gyratory systems requiring movement over multi-lanes through fast moving general traffic, constitute high level risk.

As seen in TfL's Road Safety Action Plan, such measures of danger, despite stakeholder requests, have not yet been accepted as proper measures of risk.

C. "PRIORITY 3.1.3: *Promote good practice guidance for infrastructure design and operation, ensuring that LCDS are followed. Continue to develop and disseminate cycle design good practice".*

LCDS standards are quite plainly not in place throughout London, and there is no monitoring of changes in highway infrastructure to ensure they are. Very few highway engineers or transport planners have been trained in LCDS. At present we have a promise of two LCDS workshops to be held in the current financial year. That would still leave the vast majority of personnel involved in changing infrastructure in London unaware of these guidelines.

3.2 TRAINING AND INFORMATION

D. ***"PRIORITY 3.2.1:*** *Increase awareness of cycle training in London through marketing and promotion".*

E. ***"PRIORITY 3.2.2:*** *Work with Boroughs, Department for Transport (DfT) and service providers to agree a common set of processes to develop cycle training standards and quality. The content of this training will address the main eight causes of casualties".*

Practitioners have a great deal of concern about the standards of cycle training in London, specifically whether they are in accordance with the principles of National Standards training (known as Bikeability). While there are plans to attempt to assess the training programmes at present, as a recent report commissioned by LB Tower Hamlets states:

"Boroughs monitor total expenditure, number of places provided at each level and schools engaged as a minimum but there is no central requirement for boroughs to record this in a robust way (so that results can be compared across London)."

For many practitioners, the key benefit of Bikeability confidence training is to achieve a modal shift towards cycling, and secure a benefit through the "Safety in Numbers" (SiN) effect which appears to have been responsible for reducing casualty rates of cyclists, at least in Inner London.

However, there are doubts whether Boroughs have actually used cycle training to achieve this end. Also, advocacy of helmet wearing and hi-viz clothing, irrespective of the (lack of) evidence for such measures may inculcate a "dangerising" attitude towards cycling in young trainees. These issues have not been addressed or assessed by TfL. While TfL pursues a localist agenda giving power to boroughs, it is not ensuring that TfL funding is used to the best possible ends.

3.4: ENFORCEMENT

F. ***"PRIORITY 3.4.1:*** *The MPS and other partners will put a renewed emphasis on reducing KSIs on London's roads. The MPS, with Traffic Operational Command Unit (OCU) taking the lead, will undertake targeted enforcement against careless and dangerous road user behaviour".*

I have reviewed figures supplied by MPS as follows: **Over 2010/2011 CO16 was due to have been involved in the following:**

- Prosecution of 56,000 individuals involving 73,000 separate offence summonses.
- 37,000 caught by safety cameras attend driver improvement courses
- 1,500 (driving without due care) to attend driver improvement courses
- 3,800 people were expected to be banned - ¾ of these will be involved in other forms of criminal activity. (Note, there is no estimate of the numbers of people continuing to drive when banned)
- 27,000 Personal Injury Collisions dealt with (out of c. 40,000)
- 36,000 damage only collisions (out of c. ½ million)
- Prosecutions: 7/216 deaths; 227/811 "Serious/Life Changing" ("Serious / Life Changing" is an unofficial category
- . Something like x5 more people are reported as being "Seriously injured".)
- Summonses: 13/216 deaths; 299/811 "Serious / Life Changing"

The chances of the law being enforced in this period:

1. There are prosecutions with 1/30 fatalities
2. There are summonses with 1/17 fatalities
3. There are prosecutions with 1/18 SIs
4. There are summonses with 1/12 SIs
5. 60% of PIAs are “dealt with”, with 8145 (20%) of all PIAs resulting in a summons
6. 1.8 – 3.6% damage only collisions are “dealt with”.
7. c.2% of drivers in London will be prosecuted each year
8. (I have some confusion over camera cases being separate from overall summonses)
9. I have also not included FPNs
10. The small proportion of bans (0.15% of all people driving in London) is primarily among people involved in mainstream criminal activity.
11. Drivers in London have a chance of being prosecuted once over a 50-year lifetime of driving. In one in 15 cases this will involve a period of being banned. (but note bias towards mainstream criminality)

This indicates that at present there is almost no chance of drivers who endanger cyclists 9and others) being charged or prosecuted. The lack of enforcement of road traffic offences is probably the most obvious way in which cyclists’ safety on the streets of London is compromised.

In the likely event of road traffic policing being reduced in strength yet further, it might be suggested that there is a dramatic increase in the MPS Cycle Task Force supported by TfL as a way of having some sort of police presence. However it is worthwhile remembering that this unit has only 10 officers and would need to be increased dozens of times over in strength in order to be able to have an effective presence. (There have also been criticisms that the CTF expends an excessive amount of attention on apprehending errant cyclists rather than errant drivers).

There is also disappointment at the lack of success of the Roadsafe initiative, which has had a low level of input from the public, and of that only some 2% of cases have resulted in prosecution.

3.6: TECHNOLOGY

G. “PRIORITY 3.6.1:

Work with the freight industry as a matter of urgency to identify the most appropriate and cost effective safety device (standard specification as well as retro fitting) for large goods vehicles. Side guards and motion sensors to be considered”.

H. ***PRIORITY 3.7.1:***

Encourage responsible procurement practices throughout the GLA family and the public sector by ensuring fleet operators are FORS registered and receive driver training on cycle safety. Ensure contracts include vehicle specifications, such as the use of improved safety features.

There has been some progress in this area. However, while this area of concern is implicated in 50% of the deaths of cyclists in London, it is implicated in less than 10% of the KSIs in London.

Also there are significant limits to what has been achieved as follows:

1. **Training.** Less than 20% of lorry drivers (10,000 out of 50,000 drivers regularly using 30,000 lorries on the streets of London) have so far received training in CPC accredited courses dealing with cyclist awareness (Safer Urban Driving and safer London Driving). Of these the most effective involves on-bike training, which many of those accredited do not have. It is also possible to have CPC accreditation without either of these courses. In addition, there are concerns that substantial proportions of the driver community will not have been CPC accredited by the deadline next year anyway. On top of this, it may well be the case that training has limited benefits anyway.
2. **Technology.** The most effective devices – sensors etc. are not legal requirements. Other technologies, such as automatic braking systems, or retro-fitting of devices to minimise the gap between vehicle body and the road to reduce the chances of cyclists or pedestrians being crushed, have hardly been developed.
3. **Enforcement.** High profile cases have shown how drivers engaging in extreme forms of bad driving (driving when drunk, texting, or with visual impairment) can be behind the wheel of vehicles with a high potential for endangering others. Once again the need for higher levels of enforcement is indicated as necessary.
4. **Highway Infrastructure.** Even fairly minimal attempts to safeguard cyclists through measures such as Advanced Stop Lines are of little potential benefit while intrusion into ASL reservoirs by motor vehicles is commonplace. More radical designs of junctions to protect cyclists are hardly on the agenda.

WHAT EFFECT HAS THE CYCLE SAFETY ACTION PLAN HAD?

It is impossible to give an accurate assessment of the work of the Cycle Safety Working Group in progressing the Cycle Safety Action Plan. Nevertheless, I shall try to give an approximate assessment of the possible benefits of the work pursued so far.

- ***Fatal collision between bicycle and goods vehicles 50% deaths***

CYCLE SAFETY WORKING GROUP

This area may well be the one where there has been most progress. However,

1. **The vast majority of cyclist KSIs do not involve HGVs**, despite the disproportionate media coverage of this type of incident.
2. **Training of drivers** is likely, in my estimation, to address only about ¼ to 1/3 of these incidents as some incidents are beyond the control of drivers and because the evidence on the effects of training indicate that this kind of potential benefit is all that can be expected of road users. This is either because even those with good intentions cannot be expected to always conform to what they have been trained to do, with others not having the willingness to do so. Furthermore, so far only about 10 – 20% of HGV drivers in London have received relevant training, with even less getting the best (on bike) CPC accredited training. My estimate is that this amounts to addressing some 5 – 15% of these incidents, or perhaps up to one cyclist death per year.
3. **Training of cyclists** is likely to be less effective as there is a far greater population of potential cyclists (about 250 – 300,000 daily with some one million occasional cyclists) than drivers (about 50,000 driving about 30,000 HGVs daily). Evidence suggests that a majority of incidents involve HGVs overtaking and turning left or hitting cyclists from behind, and that there is little cyclists can do in such cases. Insofar as cyclists can avoid being hit by HGVs, the same caveats about the effects of training apply, with the added fact that most cyclists will not have either received cycle training or been affected by publicity campaigns.
4. **Procurement of contractors with HGV fleets fitted with appropriate technologies** has not been taken up by most Councils , let alone businesses – using HGVs in London
5. **The most appropriate highway designs available** have not been implemented. 2 stage (“Going Dutch”) designs may not be applicable, but could be a solution – yet are not in place anywhere. While practitioners are aware of ways of designing junctions to (hopefully) minimise the possibilities of collisions, there is no way of monitoring progress in implementing such forms of junction design.

I would argue that no more than ***10 – 20% of these incidents*** have been successfully addressed by all the formal measures pursued by the Cycle Safety Working Group – and this has been the most successful area of its work.

It should be mentioned that there has been a significant decline in the **rate** of cyclists being killed in collisions with HGVs, where the rate is deaths per cyclist journey, over the last decade. Approximately the same number of cyclists are being killed, with a doubling or more of the number of cyclists in the areas where most deaths of this type occur. This has also coincided with a noticeable increase in the number of HGVs here.

Some of this decline may have occurred because of the measures referred to above, with more due to the improvement of mirrors and items like Fresnel lenses, yet a substantial

amount appears to have occurred because of the increased presence of cyclists and a consequent affect on the awareness of at least a substantial proportion of lorry drivers.

This suggests that increasing the number of cyclists, certainly in areas where speeds are lower and where there is already a noticeable cyclist presence, should have an effect in reducing the cyclist casualty rate (casualties per journey cycled). This is amplified by the fact that there is a significant amount of publicity (through trade magazines etc.) which lorry drivers are aware of, and a community of drivers who may discuss issues about cyclists.

PUBLICITY AND ENFORCEMENT

- Close proximity collision between cyclist and vehicle **30%**
- Other vehicle turns right across path of cycle **12%**
- Cyclist hits or swerves to avoid an open door of other vehicle **8%**
- Other vehicle runs into the rear of cycle **6%**

The only measures taken here are some limited publicity campaigns – the least effective of all road safety initiatives. (One of these happens to be running currently, Autumn 2012).These tend to only have any effect if backed up by policing as an effective method achieving compliance by motorists with the requirements of the Highway Code.

While inappropriate behaviour by motorists in the vicinity of cyclists may be addressed by the Cyclist Task Force, this consists of just ten officers with a full brief of traffic law infringements. The absence of widespread and persistent policing means that there is likely to have been minimal impact on addressing this kind of incident.

CYCLE TRAINING

- Cyclist hits or swerves to avoid an open door of other vehicle **8%**
- Other vehicle runs into the rear of cycle **6%**
- Cyclist disobeys junction control **5%**
- Cyclist rides off footway into the path of vehicle on the carriageway **4%**

These incidents can all be ameliorated by cycling in accordance with the behaviours taught in national Standards cycle training. However:

1. The first two types are failures of motorists to drive in accordance with the Highway Code and the law.
2. Even cyclist behaving according to the correct way of cycling as instructed by National standards may still be hit from behind.
3. Even the best students of training programmes cannot be expected to cycle properly at all times.
4. Cycling assertively may lead to abuse from drivers and may not be carried out by less assertive cyclists even if they have had proper training.
5. Most cyclists have not had cycle training and those that have may not have had "training" in accordance with National Standards

ENGINEERING

- ***Fatal collision between bicycle and goods vehicles 50% deaths***
- Close proximity collision between cyclist and vehicle **30%**
- Other vehicle turns right across path of cycle **12%**
- Cyclist hits or swerves to avoid an open door of other vehicle **8%**
- Other vehicle runs into the rear of cycle **6%**

Many of the above incidents may be remedied by engineering measures. It may well be that some consideration of cyclists in highway engineering has been beneficial for cyclists.

However, leaving aside the considerable debate about what kind of highway environment is required for cycling, the effect so far must be small at best. There is little in the way of actual requirements for cyclists with regard to engineering measures. Even though some will argue for little in the way of cycle-specific infrastructure, there are definitely significant issues with substantial amounts of infrastructure - particularly large junctions and gyratory systems – which are a major obstacle to safe cycling.

CONCLUSION

The above report indicates ways in which the CSAP has been inadequate. It also shows that insofar as issues are addressed and attempts made implement necessary changes, the impacts made have been minimal or very limited. Pursuing the overall objectives of the CSAP will require substantially more commitment and resources to achieve a significant

reduction in danger to cyclists 9and often other road users) and a reduction in the cyclist casualty rate.

R. Davis Friday 28th September 2012

Road safety of cycling, some headlines

In preparation of the cycling investigation by the London Assembly Transportation Committee

Utrecht, the Netherlands, 31 August 2012
Roelof Wittink, director Dutch Cycling Embassy

1. Road safety data for London, comparing 2010 with 2009 show that the number of fatal accidents with cyclists fell substantially although less than the total decrease. The number of serious and slight injuries has risen, more than the average number. It might be that the risk of injuries per km has decreased. If this development is a trend over years, there is no reason to be special compared to other cities in other countries.

2. Road safety is a big concern and worldwide a big issue. *In general, the rise of cycling does not contribute to an increase of road safety problems.* A fair comparison of risk between transport modalities have to consider trips on roads shared by cyclists and other modes and the 'victim risk' as well as the 'opponent risk'. Data in the Netherlands show that the overall risk between cyclists and car passengers are comparable, although for young adults higher as car driver and for elderly people higher on a bicycle. Higher bicycle use in a city or country is connected to more safety as the figure below show. Other data from different countries show that an increase in cycling mostly goes hand in hand with less fatal accidents. More visibility, more interaction, more experience count, with more safety facilities.

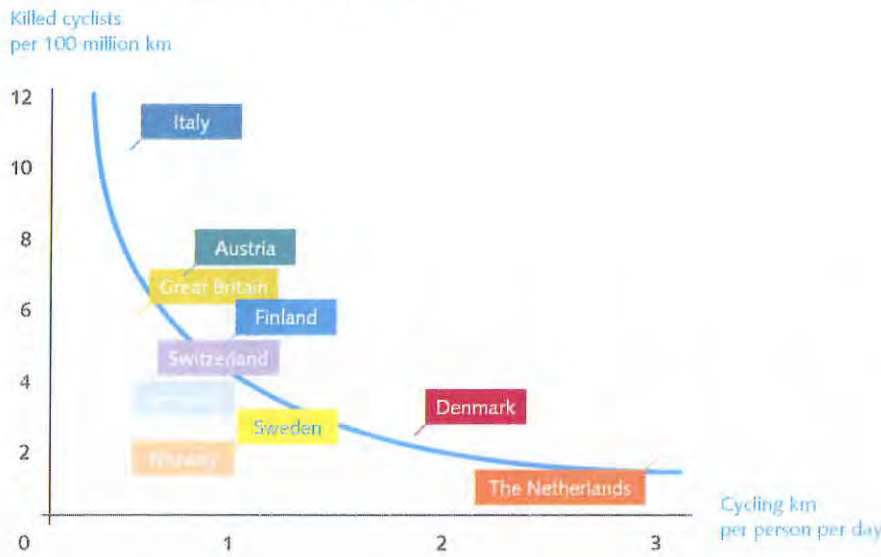


Figure 8: Relation between accidents and bicycle usage

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3. The prime factor of influence for the most serious accidents with cyclists are the number of *intersections with busy arterial roads* cyclists have to cross. The type of intersection (roundabout, traffic-light regulation of priority arrangements) is the second factor of influence. And also in the Netherlands, collisions with turning heavy vehicles is a very serious conflict type.

A crucial approach therefore is to plan for a coherent network of cycling routes disconnected as far as possible from main routes for cars. And a crude instead of fine meshed network of main routes for cars, would support that. Unbundling of main routes for cars and cyclists also serves the traffic flow, both for cars and for cyclists. Apart from that, cars and cyclists should not share a crossing without strict measures to slow down the speed by road design.

4. Bringing down the number of the most serious accidents with cyclists asks for a quite different package of measures than bringing down the number of accidents with less injuries. In the first category it is about the interaction with motorized vehicles. In the second category it is about more fine tuning of provisions to the capacities of a person and a bicycle. *A cyclist is not only vulnerable when he or she is hit by another vehicle, but also vulnerable for bad road conditions and small space to manoeuvre.*

5. It is important to analyse accidents and type of conflicts, to set priorities for measures. But this curative approach has serious limitations to bring about a structural improvement. Segregation of different modes or creating better conditions towards interactions where they are inevitable, compose *a strategy for prevention of the chance that serious accidents might happen*. And a better fine tuning of road design and conditions to the characteristics of cyclists and their vehicle, as we happen to do regarding car drivers, is another contribution to accident prevention.

6. It is difficult to quantify the impact of more priority for direct and comfortable road provisions for cyclists while bringing down the priority for car traffic to arrive to a more balanced approach. But it certainly works and in the Netherlands, with the best road safety standards for cycling in the world, this is combined with regulations that make car drivers more responsible for preventing accidents than cyclists. *No one should get the impression (s)he is the king of the road when this is at the expense of others.*

In education everyone should learn how to take responsibility for themselves and others and how to keep in control and help avoid dangerous situations for themselves and others. Also cyclists have to give in, e.g. near crossings where truck and bus drivers might have a problem in seeing them.

GLA Transport Committee Cycling Inquiry – FTA submission

The Freight Transport Association is one of Britain's largest trade associations, and uniquely provides a voice for the whole of the UK's logistics sector. Its role, on behalf of over 14,000 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 - almost half the UK fleet - and some 1,000,000 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. FTA works with its members to influence transport policy and decisions taken at local, national, European and global level to ensure they recognise the needs of industry's supply chains.

The logistics industry is no different to much of the rest of the UK economy in that many issues not only start in London and radiate out to the rest of the country, but certain issues are felt more keenly in London than elsewhere. The congested roadspace in and around the capital on which FTA members are working to keep goods on the shelves is shared with an increasing number of cyclists – and FTA and its members in the capital are adopting a number of measures designed to improve the safety of vulnerable road users.

There is no doubt that safety on the roads is a huge issue for all road users, and in the current policy context the safety of cyclists is an extremely live issue that Londoners wish to see tackled. Aside from the current GLA inquiry The Mayor has commissioned a review of cycle safety in relation to the construction sector, the Labour party has held a cycling safety symposium in Westminster, there are two separate academic studies being carried out on the relationship between cycle safety and different road users and The Times has co-ordinated the hugely successful "Cities Fit for Cycling" campaign following a tragic accident involving one of their journalists.

FTA is contributing to all of this work and more as well as hosting an event bringing together stakeholders from across all classes of road user for the joint FTA / Times "Sharing the Road Safely" events at each of the three main party conferences this autumn. This work is vital to ensure that evidence, rather than emotion, drives policymaking; and that maximum benefit is derived from any cost to individuals, businesses and Government.

HGVs IN LONDON

HGVs and vans are a necessity for London. It is a city that sees many millions of people buying millions of pounds of clothes, food and other goods every day. The se shelves have to be stocked, and it takes a fleet of tens of thousands of vehicles to keep the city moving. In deed, the presence of the vehicles that underpin the capital's ability to trade are forced still further into certain times of day by the continuing operation of the London Lorry Control Scheme. Although the intended purpose of the scheme - noise blight reduction - is vitally important to residents the experience of the Olympic and Paralympic Games has shown that night time deliveries can be carried out effectively without unreasonable detriment to the quality of life of residents. FTA believes that if the period between 9pm and 7am during the week and Sundays were opened up to some extent; there would be less pressure to deliver during the times that most cyclists are riding around the capital.

Cycling in London has doubled in the last 10 years and the Mayor's objective is to see it increase fourfold in the next 10. Road space will not increase at all over that period so measures to promote harmonious sharing of the road are essential.

While HGVs are by no means the only vehicles involved in collisions with cyclists, it is clear that where they are involved, the consequences are often more serious. This stands to reason given the size of an HGV and therefore the greater effect that an impact would have compared to a collision with a car or motorcycle. However, FTA feels that action focussed only on lorries – for example lorry bans - would do great economic harm to London without effecting a material improvement. By contrast, there are a number of industry-led measures that logistics companies are employing to reduce the impact of freight transport on cyclists; much of which is being welcomed by the cycling lobby (see below).

TECHNICAL IMPROVEMENTS TO VEHICLES

The logistics industry, even as freight volumes and therefore income has plummeted in recent years, has invested much in improving the technical performance of vehicles. Modern HGVs are technologically advanced and their design and technical requirements are government by EU law. Safety (as well as environmental performance) has

been a key focus and this has resulted in a wider range of improvements from new braking systems through to new mirrors designed to give the driver the widest possible field of vision.

Through the Cycling Code (see below) FTA recommends that vehicle operators look at their individual business operations to see whether there is a role for any additional modifications to vehicles – for example sensors or additional mirrors. In addition TfL requires specific standards of safety from all contractors at their Crossrail (and other) sites - for lorries over 3.5 tonnes for instance, side under-run guards are mandatory for vehicles working on Crossrail sites. In addition, from 31 December 2012 ALL vehicles (not just new contracts) working on TFL sites will be required to display warning signage to cyclists, Class VI safety mirrors, a close proximity warning system and a close proximity sensor.

Welcome as technical improvements are, it would be wrong to assume that they can provide the solution to the problem. In fact there are further risks attached to the approach: it is important to guard against "'information overload' for the driver – for example through too many sensors/warning lights/mirrors to observe; or indeed actually distracting the driver – for example sensors designed to inform a driver of when cyclists are nearby often pick up pedestrians, dogs, street furniture and traffic cones as well as the cyclists they're designed to detect This rather blunts their effectiveness as tools. Even a vehicle fitted with all such devices cannot prevent a collision if driver and cyclist behaviour (as well as other contributory factors) is not also addressed.

DRIVER AND RIDER TRAINING

Education is, in FTA's view, a vital component of road safety. An efficient, well-trained core of drivers on London's roads will know better where to look for cyclists and how to respond in the event that one is found in an awkward place. Businesses are investing thousands of pounds in this kind of training and TfL also makes training available through FORS (Freight Operator Recognition Scheme), and it is important that other road users take training as seriously. FTA has long called for some recognition of the different demands placed on a cyclist and a pedestrian around an HGV due to the driver's restricted field of vision; however so far the Driving Standards Agency has seemed reluctant to amend the Highway Code; although it should also be recognised that many colleges, workplaces and schools are carrying out excellent Bikeability training that will save lives.

WORKING TOGETHER

It is the firm belief of FTA and its members that there is no one solution – no one policy initiative or regulatory framework – that will engender safer roads for cyclists by itself. No driver or cycle training can be perfect; not least because there are at least two participants in any accident and no driver or cyclist can guarantee the behaviour of other road users. It is a package of measures that is required which target various aspects of the road user experience – and it is only through partnership between different stakeholders and policymakers that we can all be confident of getting the balance right.

FTA is involved with a number of different groups and has participated in many initiatives seeking to open up dialogue between lorry operators and cycle groups. In 2010, FTA signed a cycling concordat with Transport for London, which set out clearly the obligations of freight operators relative to vulnerable road users; and what they could expect in return in terms of Government providing the best environment in which they can do efficient business.

Stakeholder groups such as the TFL Cycle Safety Working Group and its Junction Review programme, charged with effecting the review of 500 dangerous junctions along the Bow Roundabout model grow the relationships and understanding between road users that are key to getting safety right.

Last year saw a wider partnership between FTA, the Met Police, the London Cycle Campaign, Institute for Advanced Motorists and TFL which produced the Cycling Code. The Code sets out reasonable expectations of all road users and provides a standard for on-road behaviour that if observed by all could lead to a material and enduring reduction in collisions and casualties. FTA is inviting other operators and cyclists' organisations to add their support to the Cycling Code and will be working with TfL and other local authorities around the country to promote awareness of the Code widely in London and across the UK.

The Code supports a package of measures, including greater collection of detailed accident information, support for journey planning and awareness activities and where appropriate better use of street furniture such as Trixi mirrors if there if they will effect a genuine reduction in accidents. Following the success of the Cycling Code FTA is now working with members looking at how this can be developed further.

Cycling in London

Investigation into cycling in London

London Assembly Transport Committee

Comments and contribution from Headway – the brain injury association

Introduction

Headway – the brain injury association is the UK-wide charity the supports people affected by brain injury. Through its network of more than 100 groups and branches across the UK, the charity helps individuals and families rebuild their lives following brain injury, the effects of which can be devastating and last a lifetime.

Headway has long campaigned to encourage cyclists to wear helmets. The evidence is clear: Cycle helmets reduce the risk of head and brain injury. There exists significant research evidence to demonstrate the effectiveness of helmets in protecting one's fragile skull. Perhaps the most oft-cited report is the Cochrane-reviewed study by Thompson, Rivera and Thompson[1], which concluded that helmets provide a 63 to 88% reduction in the risk of head, brain and severe brain injury for all ages of bicyclists.

The Department for Transport commissioned its own review of all evidence, led by the Transport Research Laboratory[2]. Its report, published in November 2009, states that 'cycle helmets should be effective at reducing the risk of head injury, in particular cranium fracture, scalp injury and intracranial (brain) injury.

It also states that 'a special biometric assessment of over 100 police forensic cyclist fatality reports, predicted that between 10 and 16% of the fatalities could have been prevented if they had worn an appropriate cycle helmet'. Therefore, according to police forensic experts, up to 16% of cycling deaths could be prevented if all cyclists wore helmets.

Headway has a clear policy on cycle helmets. The charity believes the Government and all local authorities have a responsibility to promote the use of helmets among cyclists as well as investing in additional road safety measures to increase the safety of cyclists.

In addition, leading public figures including the Mayor of London must set a better example by wearing helmets themselves when they cycle. By not wearing a helmet while cycling, the Mayor is contravening section 59 of the Highway Code, which states cyclists should wear protective headgear. It is irresponsible for the Mayor to act in this way. Similarly, all local authority policies on cycling safety **must** adhere to the Highway Code.

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[1] **Helmets for Preventing Head and Facial Injuries in Bicyclists,** *Cochrane Review, Issue 1, 2003 Thompson D C, Rivara F, Thompson R*

[2] **The potential for cycle helmets to prevent injury – a review of the evidence,** *Transport Research Laboratory, November 2009, D Hynd, R Cuerden, S Reid and S Adams*

Headway believes that helmets should be compulsory for all cyclists, as it is in countries such as Australia, Canada, New Zealand, and several states in America. Such laws are particularly important for vulnerable road users like children.

However, the charity accepts that introducing cycle helmet legislation is not the remit of the London Assembly. However, a great deal can – and should – be done to promote the use of cycle helmets in London. This would go some way to reducing the number of cyclists killed or seriously injured on London's roads.

Responses to specific issues raised in meeting of 12 July 2012

1. **There could be a range of reasons for the recent increase in cycling casualties in London**

   During the meeting of 12 July, the Cyclists' Touring Club (CTC) is reported to have stated that rises in the number of cyclists killed or seriously injured on London roads are disproportionate to increases in the number of cyclists in London.

   Herein lays a fundamental difference between Headway and the CTC. At Headway, we believe that one preventable death or serious long-term injury is too many. We cannot allow for cycling casualties to become mere statistics in order to increase the number of people cycling.

   The CTC appears to support the view that the health benefits of more people cycling outweigh any increases in the number of cyclists who are killed or sustain lifelong disability. Not only does Headway vehemently disagree with this sentiment, but the charity does not believe it has to be an 'either/or' situation. Through positive reinforcement, it is possible to promote cycling in a safe way, leading to increased numbers of cyclists and fewer casualties.

   Headway is a pro-cycling organisation. It runs a great number of cycling events in order to raise vital funds to help those affected by brain injury. Cycling is a fun and healthy sport, pastime and means of commuting and should be promoted – but it we should be promoting it in a way that makes it as safe as possible.

   Headway does not accept that promoting the use of cycle helmets will lead to a reduction in the number of people cycling on UK roads – nor is there any robust evidence to prove this to be the case.

2. **Cycling policy needs to be designed for all Londoners**

   Headway is fully supportive of this policy. However, rather than the positive focus on cycle helmets that the charity believes would help to encourage more people to cycle, many organisations are actively issuing negative statements regarding their use. This is surprising as the charity believes that negative talk about cycle helmets may actually dissuade novice or inexperienced cyclists to ride.

   While some cyclists feel their experience equates to a certain level of invincibility on the road, thus no need for a helmet, others are comforted by the fact that if they do fall, their heads and brains will be better protected if they are wearing a helmet. Being incorrectly told that helmets will not offer protection may discourage many people

from cycling. Any policy on cycling in London must ensure that cycle helmets are promoted as a positive safety measure.

Again, any policy on cycling in the capital must adhere to the Highway Code, which states cyclists should wear helmets.

3. More political and financial support may be needed to boost cycling

We are presented with an opportunity here to boost cycling numbers and reduce casualties at the same time.

The key is to use **positive reinforcement** to encourage cyclists to wear helmets. While Headway accepts there is disagreement regarding legislation on helmets, there are ways to promote the use of helmets without appearing to be too oppressive or dictatorial.

A promotional campaign should be launched to encourage cyclists to wear helmets. Done correctly, this would be a positive message that would promote safe cycling rather than present cycling as a dangerous pastime.

It is all about education. Headway supports many people who sustained brain injury through cycling accidents. They all have one thing in common: the belief that 'it will never happen to me'. Regret is a powerful emotion. Anyone who has experienced brain injury would tell you that they would do anything to turn the clock back and do all they could to prevent it occurring, if possible.

Headway would like to extend an open invitation to members of the London Assembly Transport Committee to visit a Headway centre and speak with someone who sustained a brain injury through cycling. They would be welcome to ask brain injury survivors their views on cycling without a helmet.

James Cracknell, a double Olympic gold medallist, sustained a brain injury in a cycling accident in America. The doctors that treated James state that his helmet saved his life. This is not emotional rhetoric – it is the opinion of medical professionals with expertise in brain injury.

James is the Vice President of Headway. Last year, with support from Headway, he launched a viral campaign to encourage cyclists to wear helmets. His video, which can be seen on the Headway website[3], sees James bravely share his experience of brain injury. He states that he is not the person he once was and explains the effect his brain injury has had on him, his wife and his entire family.

It is a powerful reminder to us all of the value of cycle helmets and should be watched by all interested in discussions on cycle safety.

Headway also believes that all posters produced by TfL and other agencies to promote cycling should feature cyclists wearing helmets. This would be a subtle way to positively encourage the use of helmets.

[3] www.headway.org.uk/helmet-appeal-video-wins-award.aspx

Positive enforcement can lead to behavioural change. The more cycle helmets become the norm, the more people will consider wearing them by choice. Helmet use can be ‘normalised’. At present, there are as many messages demonising the use of helmets as there are promoting them. This has to stop if cycling casualty numbers are to be reduced.

Encouraging cyclists to wear helmets would not make cycling in the capital 100% safe. However, Headway believes and research proves that casualty figures would be reduced if more cyclists better protected themselves by wearing helmets.

If we can reduce the number of deaths on London roads by 16%, as suggested by the Transport Research Laboratory, simply by encouraging all cyclists to wear helmets, why wouldn’t we? It’s just common sense.

Submission by Hounslow Cycling to the London Assembly Transport Committee Investigation into cycling in London

Barriers to potential cyclists

Speed and volume of motor vehicles are cited by the public and particularly by women as the most important reasons why cycling is too unsafe to consider

When engaging with the public who are not LCC members, the group of people with most concerns about starting to cycle is women. The speed of motor vehicles is perceived as too great a danger for cycling to be considered even for local journeys. This view was particularly expressed by most of the women who spoke to us at the Hounslow Cycling stand at Bedford Park festival (16th & 17th June 2012).

Multi-lane junctions where motor vehicles move at high speed and which require cyclists to change lanes are also regarded as too dangerous for cycling to be considered an option.

Hounslow Borough provides cycling training for all ages but needs to publicise this more.

Hounslow Cycling consider that more widespread use of 20mph speed limits would reduce the perception of danger associated with travelling by bike. At fast, multilane junctions, clear marked routes that eliminate conflicts with motor vehicles and pedestrians would also reduce the barriers reported by people who currently do not cycle.

Programmes for progressive 20mph implementation and safe routes through junctions should be led by TfL, working with the Boroughs in a similar fashion to the Super Highway programme.

The Police should be compelled to enforce 20mph limits and better enforce traffic regulations in general.

Britain must lead the world in producing cycling policies and strategy documents – the big problem is very little gets implemented and most that is, is of very poor quality.

The impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclist safety

Case study: Improvements for cyclists at Uxbridge Rd (A312)/Hanworth Rd (A314) junction

An example of where 'improvements for cyclists' means directing cyclists onto a shared use pavement without adding the necessary safety features in the road design for cyclists to safely rejoin the carriageway when the shared use pavement ends. Similar approaches have been implemented by TfL at other junctions.

The junction between Uxbridge Road and Hanworth Road has recently been rebuilt and improving safety for cyclists has been a publicised objective. Considering the junction from the needs of someone travelling east by bike along the A312, the design provided by TfL advises them to leave the carriageway 10m from the traffic lights and use a staggered toucan crossing to cross Hanworth Road. The person travelling by bike is then stranded on the pavement as the shared use pavement

ends without any facilities to safely rejoin the A312, which at this point is a dual carriageway. The safety benefits of briefly separating cyclists and motor vehicles is outweighed by the danger of having to rejoin a dual carriageway from the pavement. With no adaptation of the pavement environment, this change has also resulted in increased pedestrian –cyclist conflict.

This issue of not providing a safe transfer from a shared use to a road lacking a cycle lane is also seen at Kew Bridge where, after recent fatalities, TfL clarified the shared use status of the pavements.

Hounslow Cycling is very concerned that these recent claims of making improvements for cyclists has resulted in minimal infrastructure change and simply forced people with bikes to become pedestrians at these junctions with no facilities to safely rejoin the carriageway when cycling. The dramatic increase in conflicts with pedestrians inherent in such designs increases the perception of cycling as a nuisance and a slow unreliable form of transport. The tiny proportion of surface transport budget spent on such schemes do not reflect even the relatively unambitious target of reaching 5% of travellers travelling by bike. These designs prioritise smooth flow of [motorised] traffic at these junctions to the expense of the safety and flow of non motorised traffic despite the needs of all traffic, motorised and non motorised, being placed on an equal footing in the Traffic Management Act 2004.

TfL should change their policy of treating cyclists as pedestrians at junctions in favour of creating dedicated Dutch-style cycle routes through junctions.

Current cycling infrastructure improvements are confined to the Super Highways and some very small scale localised measures. The London Cycle Network Plus programme should be revived, led by TfL, similar to the Super Highways programme. The Central London part of the Network should be replaced with a permeable 'bike grid' as previously proposed by London Cycling Campaign.

TfL junction review

Hounslow Cycling regard it crucial that TfL review Kew Bridge junction, Chiswick Roundabout, A4/Sutton Court Road and Hogarth Roundabout as large numbers of cyclists use these junctions and despite TfL's objectives regarding modal shift, introducing any safety features for cyclists at these junctions is currently heavily constrained by a 'no decrease in motor vehicle capacity' rule from TfL.

Communication between Hounslow Cycling and Transport for London

Case study: Communication with TfL regarding the design of the A4/Sutton Court Rd junction

From: "LONDONSTREETS@tfl.gov.uk" <LONDONSTREETS@tfl.gov.uk>

Our Ref: 1010553181
Date: 15.05.2012
A4 junction with Sutton Court Road – As part of our continued drive to reduce the number of people hurt on our roads this junction was identified as having a specific right turning problem from Sutton Court Road (north) onto the A4 (west). This is a difficult manoeuvre with vehicles required to turn right across the path of two busy lanes of traffic and as a result a number of collisions have occurred. The left turn only lane on Sutton Court Road (south) is proposed in order to make it easier for vehicles to make

this right turning movement by reducing the number of lanes of traffic they have to cross. In addition, cyclists travelling northbound from the outside lane will be more visible to these right turning vehicles because they will only have to identify an appropriate gap in one lane of traffic rather than two at present. Finally, the majority of vehicles travelling along Sutton Court Road south to north through the junction do so from the outside lane; particularly in the morning and evening peaks when 98% and 87% of vehicles respectively do so. Therefore the majority of vehicles in the inside lane are turning left and as a result cyclists are more likely to come into conflict with turning traffic if they travel through the junction in this lane. The designs for this scheme are not finalised and, as explained in the consultation response, the scheme will be going through our Junction Review process, which will ensure that we are doing all that we feasibly can to improve facilities for cyclists and other vulnerable road users.

Hounslow Cycling, in consultation with Hounslow Council, requested that TfL removed the 'Left turn only' road marking for road users travelling north on Sutton Court Road due to the expected increase in conflicts from motorists turning left in the path of cyclists and the need for cyclists to change lane when approaching this junction. The communication from TfL focussed on the flow of vehicles through the junction rather than safety features being considered at this design stage to reduce the speed and danger of this junction. Only 500 addresses were consulted with regards to the proposed changes to this junction, not properly reflecting the large numbers of people who use this junction.

Hounslow Cycling has found it impossible to contact the TfL engineers responsible for the final road design. Instead all communication is through public relation officers who, as the above email shows, do not adequately address the safety issues raised during consultation. Hounslow Cycling is also very concerned that the high level of movement of personnel within TfL mean that the responsibility for the safety of designs switches between numerous TfL officers over the period of the design process and is not properly addressed. Hounslow Cycling has found communicating with TfL extremely difficult. The range of people consulted for schemes such as Sutton Court Road is extremely narrow and when TfL presents a final design, there is no transparent process in which TfL shows how the consultation input received has been used to modify previous designs.

London Assembly

Investigation into cycling in London

Submission by Kingston Cyclists (local group of London Cycling Campaign)

Contact: Kingston@lcc.org.uk / Jon Fray

Website: www.kingstoncyclists.org.uk

Date: 15th August 2012

1. *What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?*

   In Kingston we have seen a large increase in reported cyclist casualties in 2011 compared to previous years with 87 recorded compared with 61 in 2010 and the all-time lowest figure of 45 in 2002. We have not seen any recent infrastructure improvements of note in the borough that would have affected these figures. We do not have easy access to reliable cyclist counts, but anecdotally we believe there are more cycle journeys made than 10 years ago. We also believe there are many more sports cyclists who may be travelling on the road faster. We do not necessarily believe that infrastructure has increased the number of cyclists – rather it seems that people want to cycle in order to get fit or to avoid using public transport or to avoid queues for town centre car parks.

2. *What are the main safety concerns of cyclists in London?*

   We are most concerned about the behaviour of other road users who turn left or right across cyclists, or pull onto a roundabout into the path of a cyclist. We believe that some drivers are careless or not paying attention and that in some instances collisions occur because drivers turn across cyclists even though they have seen them, because they believe a cyclist should give way to them and will give way to them.

3. *How are cyclist groups engaged in decision-making to improve cycle safety?*

   Kingston Cyclists has a good working relationship with the Royal Borough of Kingston; we have regular liaison meetings and we are consulted on planned infrastructure changes. We can directly ask for improvements and maintenance work. We have no active relationship with TfL.

4. *What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?*

   Cycle Superhighways have not reached the Royal Borough of Kingston. The one route that was planned to reach the borough was foreshortened in Wandsworth. We believe that consideration should be given to non-radial routes, for example useful safe routes between Leatherhead and Chessington and Chessington and Surbiton, using TfL roads. There is the potential to greatly increase the level of cycling. We believe that one of the lessons learned is that cycle routes such as Cycle Superhighways need to be continuous.

5. *What action is TfL taking to improve junctions following the junction review process?*

   In the borough of Kingston TfL appears to be reviewing just ONE junction which is the Hook roundabout (A243). That roundabout has had a trial alteration to it which pretty evidently makes the roundabout more hazardous and less inviting than the previous layout. The temporary works was apparently carried out because of collisions, but it in truth it would appear that the objective was Traffic Smoothing as the scheme has introduced a dedicated left-turn lane on the southbound approach to the roundabout.

   We have asked for the A3/ A243 Ace of Spades Roundabout (Hook Road) to also be reviewed after a spate of collisions involving cyclists but have not heard that any remedial action will be taken by TfL.

   The review process seems to be focussed on central London. Why is TfL only reviewing schemes which are in its programme and not where there are clusters of collisions involving cyclists?

6. *What lessons can be learned from national and international best practice?*

   Kingston Cyclists has visited Oldenburg in Germany and Lyons in France. We were impressed by the high level of cycle use in our twin-town of Oldenburg where a very high proportion of local journeys are by bicycle. The contrast with London was that in Oldenburg a commute by bicycle of 5-10 miles was considered pretty-much unthinkable, whereas in London that is quite commonplace. The bicycles used in Oldenburg are generally of a ‘comfort’ or ‘Dutch’ style whereas in London Hybrid or race-style bikes are more common.

   The parking provision at the railway station in Oldenburg was huge in scale (1,000+ spaces) and allowed people to safely leave their bikes at the station when commuting to another town.

7. *What priority is given to cycling in TfL's spending decisions?*

   We aren't fully aware of how much TfL spends on cycling compared to other modes of transport or even how much is spent on Barclay's Cycle Hire and Superhighways compared to measures that are more wide-spread, however the impression is that most of the capital is being spent on the schemes currently sponsored by 'Barclays'. We understand that the Cycle superhighways cost between £10M and £20M each and the Cycle Hire approx £140M.

   In Kingston we requested a cycle trip counter to be installed at the South Lane underpass to count cyclists when the underpass was refurbished. We were refused. We would argue that a cycle counter would reliably help to establish whether cycle journeys were increasing or not.

   We would like to see other subways refurbished along the A3. Providing cycling facilities along the alignment of the A3 seems to be TfL's priority in Kingston, whereas we think the money would be better spent helping cyclists to cross over or under the A3.

8. *What are the potential impacts of under-investment in cycle safety?*

   Continued increase in cyclist casualties.

9. *How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic?*

   We see that there is some conflict between these priorities as cycle traffic and motor traffic tends to move at different speeds. When cyclists are stopped by traffic signals they lose momentum as well as increasing the cyclist's journey time. It is probably the loss of momentum and the use of more energy that means that cyclists don't want to be stopped at signals that are primarily installed to control and manage motor traffic.

   END

Sent: 17 August 2012 17:09
To: Jo Sloman
Cc: Ibbotson Michael
Subject: RE: London Assembly Transport Committee - Cycling investigation

Dear Jo

Unfortunately we are unable to send a representative to the September meeting due to staff workloads and an ongoing staffing review.

We would be very interested to see the results of the London Assembly Transport Committee's investigation as we are hoping to carry out our own investigation into barriers to cycle use later this year. We are more than happy for you to extract any written information from our 3rd Local Transport Plan which has a specific section on Cycling (chapter 7) and a section on Safer Roads (chapter 10), the links can be found here:

http://www.hullcc.gov.uk/portal/page?_pageid=221,161326&_dad=portal&_schema=PORTAL

There are also a couple of reports/briefing note that have recently been to scrutiny, both documents should be available at the following locations:

https://web5.hullcc.gov.uk/akshull/images/att22407.doc
https://web5.hullcc.gov.uk/akshull/images/att22640.doc

I trust you will find the above helpful in your investigation into cycling in London.

Regards

Allan

Allan Davidson, Sustainable Travel Officer
Economic Development and Regeneration, Kingston House, Bond Street, Kingston Upon Hull HU1 3ER
Tel
Fax

London Borough of Croydon

My points are
1. I believe we should be pushing for culpability legally for motorists to be entirely responsible for how they drive on the roads

2. In addition to 1 of Bob's points we have provided HGV and cyclist safety training, time has now come to change the emphasis to include training the motorist. This links in with Bob's view of a commitment towards reducing anger from motorised road users against cyclists but this could and should be also achieved through more resources to the police force. Having spoken to local police officers this has to be a national campaign, were non compliance and aggressive driving leads to careless and reckless driving, this needs to be tackled. We need a Culture change a reduction of this cyclephobe attitude to cyclists, negative and abusive attitudes due to ignorance and arrogance, education/training again for motorists required

3. Gyratories still an issue they need to be two way. Roads are still for the purposes of stopping rat-running are being made into "No entry". These are still being implemented without consideration for cyclists and cycle routes. Consideration should be given to lane number reduction at junctions rather than four lanes for traffic leading into a junction for them to taper into one, or two opposite the junction, leading to bottlenecks and pinchpoints and dangers for cyclists. The lanes should be reduced and junction speed reduced as a priority. Traffic engineers need to be seen to be more progressive and consideration for all road users given, along with safety improvements through reduction in speed, this being more important than capacity.
This is evident from TFL junction review meetings were our current road layout is outdated to what we need for the safety for cyclists. Traffic modelling, needs to be understood as a hypothesis, and a method of understanding traffic movement, and not taken as the only proven way of working.

4. 20mph around communities shops schools and residential areas as a necessity

5 All cycle lanes to have traffic orders attached to them so that they are enforceable.

6. Bus lanes for bicycle and buses only due to speed of motorcycles

Carole Crankshaw
Biking Borough Program Manager
L B of Croydon

Regeneration and Housing

Ealing
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Perceval House
14-16 Uxbridge Road
London W5 2HL

t 020 8825 5000

BY EMAIL

Date
8th August 2012

Dear Ms Sloman

London Assembly Transport Committee's investigation into cycling in London

The London Borough of Ealing welcomes the opportunity to comment on the subject of cycling to the Transport Committee. Ealing Council is a leading Biking Borough and has a long record of supporting and promoting cycling.

At present, 2% of journeys are made by bicycle in Ealing. But cycling has the greatest potential to reduce car journeys and so reduce congestion and improve air quality.

Cycling has particular potential to reduce car use in the suburbs where the less dense underground and rail provision leads to more short journeys being made by car and where an alternative to car borne shopping would help to invigorate primary and secondary shopping centres. Evidence in Brighton and elsewhere showing an increase in cycling leads to greater expenditure in local centres.

Poor air quality is also a significant problem in outer London leading to a substantial number of deaths from respiratory ailments and cancer, reducing car traffic being the easiest way to improve air quality.

As part of our work as an outer London Biking Borough we run one of London's more successful Direct Support for Cycling (DSC) programmes, have delivered London's first Cycle Hub, which includes our own Brompton hire facility and have allocated significant resources to cycling in our School Travel programme. However the number of journeys made by bike remain low compared to other modes with evidence from Brake and others suggesting that over a third of the population would cycle if they felt safer doing so.

The primary issue for cyclists and potential cyclists in London is cycle safety. Concerns about safety represent a significant barrier to increased cycling in London. Pedal cyclists account for a disproportionately high number of those killed and seriously injured on London's roads. The main barrier to cycling is the perception that our roads are too dangerous and uncomfortable, largely due to high volumes and high speeds of motor traffic. Until cycle safety and the

perception of cycle safety is improved, London will not achieve significant model shift and will fail to meet even the Mayor of London's low target of a 5% mode share across the capital.

Our submission focuses on what the Boroughs and TfL are capable of doing to reduce danger to cyclists. However, there are areas which require action by other bodies, such at the Metropolitan Police Service and Crown Prosecution Service (CPS).

Increasing the number of journeys made by bike in accordance with the Mayor's Transport Strategy should lead to a reduction in the chances of cyclists being killed or injured. Experience from around the world however shows that the necessary critical mass of cyclists required to make cycling safe can only be achieved by the full or partial segregation of cyclists from traffic on major roads and those with a speed limit of greater than 20mph.

Full or partial segregation from motor traffic going at more than 20mph is what enables cycling to become a realistic travel choice for everyone rather than merely one for enthusiasts and people making a conscious life style choice. At the moment, whilst cycling may be possibly safer than perceived, it is still a dangerous activity and one that understandably most parents for example do not consider a safe option for children travelling unaccompanied to and from school.

Cycling will also only achieve this critical mass when it perceived as simply a mode of transport not a sporting activity and one that can be undertaken in normal clothes without the donning of protective equipment such as helmets or high-visibility jackets. The later having equal safety benefits to pedestrians and motorists but not being generally advocated by public bodies, celebrities or the media.

If however the safety issue could be addressed, then the critical mass of cyclists that would be generated would create a virtuous circle of improving safety.

At present the greatest dangers to cyclists are posed by Large Goods Vehicles (LGVs) and Public Service Vehicles (PSVs) and we would urge TfL to prioritise its allocation of resources to physical measures that enable cyclists to cross the most dangerous junctions without potential conflict with these types of larger vehicle. The recently identified 100 dangerous cycling junction reviews announced by TfL contains no junctions in Ealing and is only focussed on junctions on TfL roads. We would advocate the top 100 junctions in London (irrespective of whether they are on a Borough road or a TfL road) being identified and prioritised. In the longer term we would look to a presumption against such vehicles using roads that did not have segregated facilities at all junctions.

We also believe that TfL and the boroughs should work to remove all gyratory systems across the capital or implement alternative segregated routes for cyclists where this is not possible.

Cycling, particularly in the suburbs, can potentially replace nearly all journeys of less than 5km made by car. This however will not be achieved unless the level of investment made in other modes of transport is made available to make cycling actually and perceptionally safer by the construction of Dutch style segregated and partially segregated infrastructure.

Substantial funding should therefore be allocated out of the TfL/GLA budgets to support the construction of high quality segregated cycle routes. In our Borough Cycling Strategy we specify that an absolute minimum of at least £3 million per annum is required to be spent on cycling infrastructure in Ealing alone to achieve meaningful mode shift results.

There must however be strictly applied minimum design standards for such infrastructure so that it does not either cause delay in journey time or conflict with pedestrians to the extent that it forces cyclists back onto the main carriageway. We do not feel that the TfL Cycle Superhighways meet the ideal design standards and that further work is needed in this area.

In order to make cycling safe, road space needs to be allocated specifically towards cycling and the commensurate reduction in motor vehicular capacity in the highway network accepted. At present conforming to Transport for London's Network Assurance programme tends to impede this. Reduction of motor vehicle capacity should be considered as an acceptable option for designing or re-designing junctions on borough as well as TLRN roads as this will have a significant safety benefit.

If cycling is to become safer, appropriate sanctions need to be taken against drivers who kill or injure cyclists. There is substantial concern at the lenience of sentencing for those who kill, hurt or endanger others on the road, as well as inappropriate comments by Coroners. TfL/GLA should support campaigns by bodies such as Road Peace to make those responsible for endangering others accountable. Part of this process requires a significant increase in traffic policing which should be financed from the GLA/ TfL budget if necessary.

Though not a major factor in addressing cyclist safety TfL and the Boroughs should also continue to promote and where possible force through contract and Planning law, LGV /PSV operators to ensure their staff are appropriately trained to drive in close proximity to cyclists. There have been four deaths of cyclists in collisions with HGVs in the Borough over the last thirteen years – the latest at the beginning of July this year.

The Council supports The Times campaign for cyclist safety, generated by the serious injury suffered by one of their staff in collision with an HGV, and has reiterated this recently. Our aims are to provide:

- Cyclist awareness training for lorry drivers in the Council "family" as part of the CPC training required by lorry drivers. We encourage the on-bicycle training in the "Safe Urban Driving" CPC module

- Extensive on-road cycle training that will include awareness of the dangers posed by cycling in proximity to the nearside of lorries.

- Guidance on good quality junction design, particularly regarding Advanced Stop Lines, both internally in the Council and to practitioners elsewhere.

Finally TfL and the boroughs should ensure that accurate data is available to show precisely how dangerous cycling is in comparison with other means of transport both by absolute number of accidents and accidents per miles / kilometres travelled. At the moment it is hard to establish whether cycling is getting more or less safe and how it compares particularly to travelling by car or on foot in terms of actual risk of serious injury or fatality. The only way that KSI figures for cyclist casualties should be presented is as KSIs per journey or distance travelled by cyclists, generally known as “Rate-based” measurement. In other words, if cycling numbers are doubled in accordance with the MTS target, then even a desirable 50% cut in KSIs per distance travelled will involve more or less the same number of overall cyclist KSIs – we would see this as a significant step forward.

In conclusion we would urge substantial investment in cycling infrastructure by all tiers of government and a commitment to making more road space available to cyclists. Such an investment being recouped in the long term by reductions in road congestion, improvements in air quality and increased economic activity.

I hope these comments are helpful.

Yours sincerely

Pat Hayes

Pat Hayes
Executive Director Regeneration & Housing
London Borough of Ealing

London Assembly Transport Committee investigation into cycling in London

	Questions for the review During the investigation the Committee will seek to answer a number of questions, including the following: What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety? What are the main safety concerns of cyclists in London? How are cyclist groups engaged in decision-making to improve cycle safety? What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built? What action is TfL taking to improve junctions following the junction review process? What lessons can be learned from national and international best practice? What priority is given to cycling in TfL's spending decisions? What are the potential impacts of under-investment in cycle safety? How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

- What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?

In Hackney we have chosen to implement schemes that are holistic and seek to improve the safety of all road users rather than focussing on improving the safety of one modal user at the expense of others. What you will not find in Hackney is miles and miles of segregated cycle track or even any of the blue tarmac of the cycle superhighways. Low traffic speeds on residential and urban roads are one of the key actions in our walking and cycling strategies. In Hackney the greatest improvements in cyclist experience and journeys has been a result of the rollout of 20mph zones across all residential roads across the borough and the continued rollout of cycle permeability and modal filters which reduce vehicular traffic flows and speeds while allowing cyclists continued accessibility. We believe that with lower speeds and traffic volumes, every road becomes more cycle and pedestrian-friendly and road space can be effectively reallocated to more sustainable modes. We have found that this is more effective than constructing heavily-engineered and expensive cycle lanes. Initiatives like the cycle hire scheme introduced in London has been successful at increasing cycling and was implemented without extensive "road safety" improvements.

We have recognised that there is work to be done on our A and B class roads to improve the safety of cyclists. We were disappointed that Tfl decided not to pursue the implementation of average speed cameras as this would have provided boroughs with an additional tool in helping calm the speed of traffic on major routes where traffic calming measures are not suitable thereby making it safe for all road users. Use of speed camera technology would also contribute to the Mayor's priority of smoothing traffic flow as it harmonises speed and reduces congestion.

What should be emphasised is that each route and road needs to be looked at on a case by case basis and there isn't an answer that fits all solution. There has been much debate recently on segregation ("Go Dutch" campaign) but we have found in Hackney that this approach is not suitable everywhere and that if we adopt this policy especially on major routes there are likely to be major impacts on parking and traffic flow capacity.

- What are the main safety concerns of cyclists in London?

The main safety concerns for cyclists that we are aware of is cyclists being hit by vehicle, car door being opened, inconsiderate driver behaviour, conflict with large vehicles such as HGV's and tipper lorries. Poor infrastructure such as potholes, poor carriageway conditions and blocked and broken gullies are a particular additional hazard in wet weather.

Cycle theft is also a major issue with hundreds of bikes stolen across London each week and Hackney is a known cycle theft hotspot. One of the biggest barriers to cycling in the borough is also a lack of suitable cycle parking for residents and many residents in flats are put off owning a bike because they worry about it being stolen and don't have the room to store it safely inside at night. Hackney is working hard to address this and has retrofitted 187 cycle lockers and 35 stands on 37 estates with another 30 estates being targeted this year.

- How are cyclist groups engaged in decision-making to improve cycle safety?

Hackney has a strong cycling culture that has built up in the borough over many years where the Council has formed a strong partnership with the London Cycling Campaign – whose local branch in Hackney is one of the largest in London with well over 1,000 members. Many local LCC members are now represented in the council as elected members.

We consult with LCC representatives on our strategic documents such as our Transport Strategy, LIP documents so we can ensure that the strategy for Hackney over the next few years prioritises vulnerable road users such as pedestrians and cyclists. We also consult the group on all of our engineering schemes so that we can ensure that our proposals when implemented do not disbenefit cyclists.

Hackney recently held a successful Cycling Conference in partnership with our local LCC group (LCCiH) the conference was attended by politicians, TfL representatives, academics, transport planners and the cycle campaigning community. One of the main aims of the conference was to showcase Hackney's working relationship with cycling groups in the borough and how to work in partnership so that improvements to cycling can be made at a borough level. We were also looking to facilitate more sharing of best practice among the London boroughs and with other leading cycling cities such as Cambridge, Brighton, Hull and Bristol.

- What lessons have been learnt from t he introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?

Hackney is due to be part of the cycle supe rhighway scheme in the next couple of years when the A10 becomes a cycle superhi ghway. It is imperative that future superhighways demonstrate learning from experience. We would like the A10 to be a model of how to do it in a holistic way, improving conditions for all town centre users such as pedestrians, bus users and busine sses as well as cy clists and not town centre abusers such as general through motor traffic. There must also be recognition that as the cycle superhighway passes th rough town centres these have patterns of activity which run beyond weekday 9am to 5pm operation. In Hackney we also feel that one of the key les sons should be the adverse public realm impact on using blue surfacing to highlight a superhighway.

Hackney would lik e m ore collaboration with Tfl on sc heme design espec ially along junctions on the A10. A cycle superhighway scheme should not end up being a road marking and signage scheme imposed upon an ar ea but rather a scheme that ha s evolved having cons idered the needs of a ll road users in liaison with all ke y stakeholders.

- What lessons can be learned from national and international best practice?

The provision of good infrastructure (this necessarily does not mean segregated route) lower speed limits especially in residential areas and town centres e.g implementation of 20mph speed limits. Improved links are needed between cycling and public transport. Successful cycle policy needs to be part of a broader sustainable transport policy.

Comprehnsive measures to increase cycling as the benefits of 'Safety in numbers' have now been shown to be valid within and across countries and continents.

A point to learn from Holland is that they don't always segregate, they do it based on the following principles – share where possible, segregate where necessary/appropriate. Also in New York they have actively been reallocating road space to both pedestrians and cyclists and doing it on an experimental basis that is then made permanent.

- What are the potential impacts of under-investment in cycle safety?

Hackney's view is that under investment in either the provision of good infrastructure or in softer measures such as traini ng and road safety campaigns will lead to suppressed demand or event ual reduction in cycling le vels. Without additional infrastructure to widen lanes or provide alternative routes at locations (for an example along towpaths) cycle lanes c ould become overcrowded and end up discouraging some cyclists.

"Cycle safety" is routinely cited by residents as a main deterrent to taking up cycling in a number of studies, including (among several others) a Sustrans survey which found 56% of respondents felt that cycling was 'too dangerous', and the Lancaster University Understanding Walking and Cycling project that found

> "many people who would like to engage in more active travel fail to do so due to a combination of factors. These can be summarised as:
>
> Concerns about the physical environment, especially with regard to safety when walking or cycling; The difficulty of fitting walking and cycling into complex household routines (especially with young children); The perception that walking and cycling are in some ways abnormal things to do so."

There is a clear demand from the public for investment in cycle safety and a failure to do so, and failure to communicate that investment is being made, will confirm individual's attitudes towards the safety of cycling and as a barrier to new cyclist, will result in a likely reduction in cycling mode share.

One clear example of a cycle safety investment that directly results in increased levels of cycling is cycle training. Cycle training has been seen as primarily a measure to improve cycle safety, but evidence shows that there is a significant increase in the amount of people that cycle regularly after they have received trained (*Soft measures – hard facts* evidence review and through monitoring of cycle training participants) due to the effect training has had on their level of confidence.

In Hackney there is also a programme of 'complete beginner' cycle training, which creates new adult cyclists who have never cycled before. A reduction in cycle safety

investment may result in a reduction of this service provision and a reduction in the number of new cyclists on our roads.

Since a reduction in investment is likely to result in suppressed demand and fewer cyclists on the roads, it will also likely increase the casualty rate of cyclists.

Fewer cyclists mean less safety in numbers. Much research documents that cycling casualty figures corresponds with levels of cycling. More cyclists on the roads correspond to fewer casualties. The recent ten year trend in London is that the level of cycling is increasing at a greater rate than an increase in casualties.

Importantly, casualty rates must be considered in relation to cycle flows. Low cycle casualties do not necessarily mean that a location is not dangerous; it could also mean that the location is so unpleasant for cycling that it is avoided altogether and this is not an acceptable outcome.

Selected evidence on safety in numbers:

"An analysis of the relationship between bicycle flow and the number of reported accidents in the experimental area shows that the relative risk — when risk is defined as the number of expected (reportable) accidents per passing bicyclist — decreases with increasing bicycle flow"

(Leden, L., Gårder, P., Pulkkinen, U. (2000). "An expert judgment model applied to estimating the safety effect of a bicycle facility". *Accident Analysis and Prevention* **32** (4): 589–599)

"A motorist is less likely to collide with a person walking and bicycling if more people walk or bicycle."

(Jacobsen, P. L. (2003). "Safety in numbers: more walkers and bicyclists, safer walking and bicycling". *Injury Prevention* **9** (3): 205–209. http://ip.bmjjournals.com/cgi/content/full/9/3/205)

“Research suggests that a doubling of cycling would lead to a reduction in the risks of cycling by around a third.”

(“Safety in Numbers”, CTC. http://www.ctc.org.uk/resources/Campaigns/CTC_Safety_in_Numbers.pdf)

- How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

At borough level we t hink the Mayor's approac h to smoothing traffic flow is often in conflict wit h implementing a scheme that woul d benefit vulnerable road users. As stated previously smoothing traffic flow shou ld not be the top priori ty at every single location on the TLRN especially when the TLRN passes through a town centre. We would like Tfl to take the approach that traffic can be smoothed by reduc ing the overall traffic volumes/levels on the road through restraint and demand management tools this will free up r oad space to enable p hysical infrastructure improvements for pedestrians and cyclists, where appropriate.

London Assembly Transport Committee's
Response to Investigation into Cycling in London

mailed to jo.sloman@london.gov.uk Assistant Scrutiny Manager, 25 July 2012

This note presents the officers' written submission for the London Borough of Hillingdon in response to a letter from the Chair of the GLA Transport Committee dated 3 July 2012.

The submission responds to the four specific questions in the letter, taking into account the need to understand the issues facing current cyclists and the barriers to potential cyclists with a focus on solutions to improve safety and increasing modal share.

1. What are the main safety concerns of cyclists in London?

Answer: The main safety concern appears to be with the lack of dedicated cycling facilities, especially on the principal road network including main thorough fares such as the A408 Stockley Road and A404 Rickmansworth Road with its over-dimensioned junctions and roundabouts. The extensive dedicated cycle route network is relatively unknown.

Hillingdon is carrying substantial volumes of cars which have no business within the borough putting considerable pressure on its principal and local roads. Attractive cycle routes have been aligned through woodland areas such as the track accessing Vyners School (1,150 pupils) via the A40 grade separated crossing. This track provides an alternative to the east of Swakeleys Roundabout but is substantially under-used due to its lack of surveyance. Similar safety issues exist at other key locations along the traffic free cycle network.

An important safety concern is the lack of cycle route continuity through key jucntiosn and roundabouts. For example, Heathrow Airport launched its Cycle Hub in October 2011. It is prominently located along the A4 and has already more than 1,000 registered members, a significant proportion of which cycles in from places west of the M25 but also Chiswick and Brent Cross. Cycling through A4 junctions with A3044 Stanwell Moor Road is really atrocious. The M4 is constitutes a major barrier in accessing Heathrow by bicycle. We have made numerous requests to the Highways Agency to convert the grade separated crossings into shared use, especially the M4 Sipson Road crossing. The subway is perfectly usable but 5cm too low in accordance with its standards. The Agency is still refusing to relax its standard hampering any scope for promoting cycling to/from the Heathrow Villages and Airport.

The A40 severance constitutes a specific safety concern. It cuts the borough into half hampering cycle access to places such as the Uxbridge Sports and Leisure Centre. The A40 severs the Centre from all secondary schools in the north of the borough despite the fact that all schools are located within easy cycling distance.

The Centre's potential is now underutilised as the schools cannot afford coach transport. This was thrown up as a major issue during a recent Physical Activity Stakeholder event.

2. What has been the impact of recent cycle safety infrastructure improvements in London?

Answer: Hillingdon has had no direct benefits from any of the Mayor's cycle safety infrastructure improvements.

3. What lessons have been or should be learned from the existing cycle superhighways?

Answer: The Cycle Super Highways do not really enter the borough despite potential along the A4 and A40.

4. What lessons can be learned from national or international best practice on cycling safety?

Answer: The London Borough of Hillingdon could be considered as a perfect candidate for pioneering with electric bicycle demonstration projects. Such projects could possibly be considered on the back of Cycle Super Highway Projects.

The electric bike will open up potential to reduce pressures on the public transport system as it brings central London within cycling commuting distance.

Bob Castelijn
25 July 2012

London Councils Transport & Environment
Team Circular 12/02
Alice Ellison

Transport Planning
Direct Dial:
Email: transport@southwark.gov.uk

Ref. no: WCD 12/02

Date: 3 August 2012

RE: London Assembly Transport Committee investigation into cycling in London

Dear Ms Ellison,

Thank you for inviting comments on the London Assembly Transport Committee investigation into cycling in London.

Southwark Council supports the growth of cycling and actively encourages the take up of cycling through a wide range of travel planning and awareness initiatives.

The council remains committed to improving road safety in the borough; it is therefore immensely disappointing that in 2011 there were 2 cyclists killed and 39 seriously injured in the borough. In this same year, cyclists formed 25% of all road casualties in the borough. In response we are undertaking a range of initiatives including a substantial 'exchanging places' program and installing Trixi mirrors at 12 locations in 2012/13. The attached appendix shows cycling casualty trends and future predictions of cycling casualties in Southwark.

To better understand the needs of cyclists we have also established a joint steering group with representatives from Southwark Cyclists and RoadPeace and elected members to help guide cycling initiatives and improvements in the borough.

We welcome the opportunity to input into London Council's response and for ease, we have provided responses to the questions proposed within circular 12/02.

Response

What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclist's safety?

In the past three years, there has been a wide range of infrastructure improvements for cyclists on the Transport for London Network (TLRN) and the borough road network. On both networks these schemes have generally focussed on improving the permeability for

cyclists, such as cut through routes, contra flows and link improvements, related to the introduction of the cycle hire scheme.

Cycling levels in the borough have been increasing. According to the London Travel Demand Survey, cycling levels by Southwark residents is 3% up 0.1% from the 2006/09 average. This survey collects information by borough of residence and, as an inner London authority, this data does not capture the full extent of cycling within the borough given the numbers of cyclists commuting through it. The borough has undertaken some specific monitoring, as shown in the attached appendix, however we feel that there is a lack of reliable data making it difficult to attribute this growth to particular initiatives or interventions.

When looking at areas with a high incidence of cycling collisions, these tend to be at highly trafficked, complex junctions. A recent intervention at this type of location was the Walworth Road project which provided collision reduction for cyclists. The post monitoring report states, 'Accident analysis found the scheme has improved road safety for cyclists with a reduction in the number of accidents involving cyclists. Prior to scheme implementation, accidents involving cyclists averaged 11% each year from 2002 to 2006. Accident data from 2008 to 2010 shows that this level has now dropped to 3% with all of these accidents occurring in 2008 during the adjustment period.'

When looking at the smaller schemes, limited monitoring is undertaken of usage (due to financial constraints) further contributing to the lack of reliable monitoring.

Although not included within the question, in response to the number of cyclist collisions involving Heavy Goods Vehicles in the borough and the quantum of development, the council has undertaken two specific programmes 'exchanging places' aimed at cyclists and the Safe Urban Driver CPC courses aimed at drivers. We acknowledge that there is a concern that this education program only serves a small number and the borough is looking at ways that initiatives such as this can be included within the Development Management process (in construction management plans).

What are the main safety concerns of cyclists in London?

Two major surveys of our resident's travel behaviour have been undertaken with a total of 320 responses received. Of these 67% reported road safety fears as a big problem in terms of barriers to cycling and 19% report it as a small problem. The suggested improvements from respondents range from increased length and scope of cycle lanes, reduction in vehicular traffic and speeds and general safety infrastructure improvements.

Whilst many of these concerns are real, often a perception of danger can outweigh the reality and the authority's cycle training program, which is funded through the Local Implementation Plan program, is offered free of charge to anyone that lives, works or studies the borough. The training plays a role in developing the cycling skills and confidence for people to take up and continue to cycle, the benefits of which should not be overlooked.

In May 2012 the council established a joint steering group with Southwark Cyclists and RoadPeace, this group are currently preparing an action plan. Through the preparation of the action plan and of the recent consultation on the borough's transport plan we feel the main concerns of cyclists are;

- Improving conditions on main roads, including reducing traffic speeds, improved levels of maintenance and providing infrastructure to support cycling (cycle lanes, quiet routes)
- Enforcement against poor behaviour – conflict with motorists, pedestrians
- HGVs and left turning vehicles
- The cycling steering group in particular has raised concerns about a number of large junctions in the borough which they feel are dangerous, such as the Elephant and Castle roundabout.

The council's core approach to reducing road danger is to reduce vehicle speeds. The aim is for Southwark to be a 20mph borough, so that the default maximum traffic speed in the borough would be 20mph. In practice this is very difficult to achieve on roads with existing high vehicular volumes and speeds. The borough has been lobbying TfL for the introduction of Intelligent Speed Adaption devices and Averaging Speed Cameras as tools to reduce vehicular speeds. Whilst Towards a Road Safety Plan for London supports 20mph restrictions on borough roads, little firm commitment is given to speed reduction on the TLRN, where road danger is more heavily faced.

How are cyclist groups engaged in decision-making to improve cycle safety?

As previously stated, the council has established a joint cycling steering group with Southwark Cyclists to help guide the implementation of our policy to promote cycling and make it safer. This group meets on a regular basis (monthly) and is currently developing an action plan. An associated working group has been established and officers involved in projects with a cycling aspect meet regularly to discuss scheme detail. Southwark Cyclists are also consulted as standard for all our highway schemes and policy.

Locally there are strong relationships with and between representatives of Southwark Living Streets, RoadPeace and Southwark Cyclists and it is not uncommon for joint responses to be provided to council documentation and initiatives.

Individually we believe that there is good communication between authorities and the cycling community. We feel that more could be done to draw together boroughs, police, TfL and industry leaders to improve cycling safety. Of great benefit would be to have clarity of the role, priority and resources of the police to support safety improvements and initiatives.

What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?

While we are supportive of the principle of Cycle Superhighways (CSH) to provide fast, direct radial routes into central London, we do not feel that the measures implemented have always met the stated objectives.

CSH 7 was the first scheme implemented in the borough and there has been a consistent design approach through to the preparatory plans for CSH5. The borough has had limited involvement in understanding the 'lessons learnt' from the implementation of CSH7 and at present it is unclear how these have altered the design approach. However it would appear that the designs have been hampered by the priority given to motorised traffic and this priority has led to compromises in route quality that detract from the success of the project.

Future CSHs will need to take on board comments from user groups and stakeholders and will need strong advocacy within TfL if they are to realise their potential to make a significant impact on cycling in London. There also needs to be stronger recognition of the place function of the route that the CSH continues on as recognised by the recently published Towards a Road Safety Action Plan for London which states, '*The complexity of the TLRN means that in considering lower speed limits on these routes, the potential benefits in terms of both safety and liveability of town centres needs to be taken into consideration alongside the other functions the TLRN performs, including the movement of people and goods'*

For example CSH5 passes through both Camberwell and Peckham town centres and limited design response to these localities has been shown to date. Without recognition of local and surrounding characteristics, this may impact on cyclist's safety and the operation of these important place functions.

It would appear that a modal approach remains within TfL, with CSH hampered by 'smoothing traffic flow' and place making initiatives hampered by cycling initiatives.

What action is TfL taking to improve junctions following the junction review process?

We are concerned that this is not a transparent process and that the council has not been involved in the development of proposals affecting the borough when located on the TLRN. This has created a position where local cycling groups are more closely involved in the process than the council.

While the council is taking steps to improve safety for cyclists on roads we manage, a very large and growing proportion of collisions involving cyclists that occur on main roads controlled by TfL. The council is very keen to engage with TfL to bring about the required improvements on these roads.

Southwark has a number of junctions where urgent safety improvements are required, particularly for cyclists. For example, Elephant and Castle northern roundabout has the worst collision record in London. There should be recognition that some of these junctions will require significant intervention that may need to be delivered alongside other initiatives, for example Duke Hill Street j/w Borough High Street is being delivered alongside the redevelopment of London Bridge Station, and a multi stage or phased approach may be required to deliver a step change of improvements for cyclists over a period of time.

What lessons can be learned from national and international best practice?

It is not always easy to apply national and international best practice to London given differences in the built environment and varying social and cultural factors. Nonetheless,

exemplars of best practice can provide the inspiration for generalised improvements and this process should be encouraged.

We feel that there are local examples that are best practice and these have been carefully planned and holistic schemes delivering not only improvements for cyclists but all road users, this model could be used on a broader scale.

Countries where levels of cycling are high have generally pursued a sustained period of significant investment in dedicated infrastructure and / or priority measures for cyclists. Of equal importance is the 'normalisation' of cycling as a transport mode and a corresponding change in road culture, particularly the culture of driving.

What priority is given to cycling in TfL's spending decisions?

The borough was encouraged to learn of the £15m secured by TfL for the review of 500 junctions, however, we would reiterate the concerns expressed at the discussion held on 12 July that 'tackling too many junctions would also result in an un-focussed approach, rather than improving the worst junction'.

For many of the junctions identified in the borough they are highly complex locations and a multifaceted (and if appropriate a phased) approach will be necessary. The junction review program of work and this funding stream alone will not deliver the aspirations to address the needs of the junctions identified.

TfL have placed a strong focus on both the Better Junctions and CSH program, this focus runs the risk of allowing link improvements away from the CSH being low priority.

What are the potential impacts of under-investment in cycle safety?

Under-investment in cycle safety, especially when coupled with a drive to increase cycling volumes, could result in an increase in the number of cyclist casualties (as the volumes of cyclists and number of casualties are both increasing). However, the shape of the relationship between volumes of cyclists and casualty numbers is unknown and it may not be linear i.e. not a directly proportional relationship, but rather could show the 'safety in numbers' effect. There could also be other confounding factors such as speed and volume of other traffic which may have a greater effect on casualty levels than the positive impact of increased numbers of cyclists. In addition, levels of training (cyclist and driver) and the general driving and cycling culture and attitudes could also be major factors.

How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

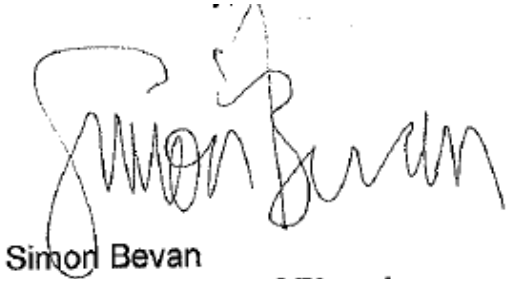
The council has a policy to reduce congestion by reducing the amount of vehicular traffic on our roads and by recognising the need to prioritise sustainable modes. The management of demand is considered a preferable approach to the, inevitably limited, potential for 'smoothing' traffic through the road network. Furthermore, 'smoothing' the traffic flow has the potential to undermine progress made towards an improved environment for vulnerable road users, by restricting the time and space available for such users.

Such an approach may have contributed to the compromises made affecting the quality of the CSH implemented to date.

We feel that there is an equally strong relationship between the cycle safety agenda and the Mayor's road safety agenda and the assembly should take the opportunity to view the comments collated within the review alongside the response to the Mayor's Road Safety Action Plan.

There is much to be considered and a great deal of evidence that can be evaluated as part of this work and Southwark supports this investigation and welcomes the opportunity to engage in the process.

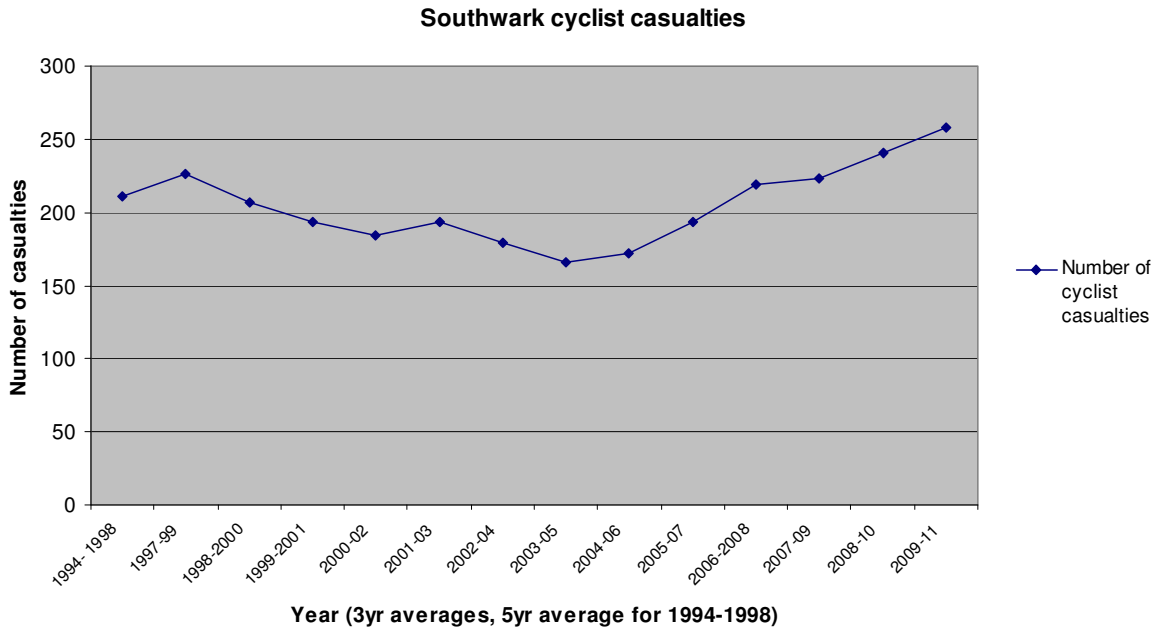
Yours sincerely,



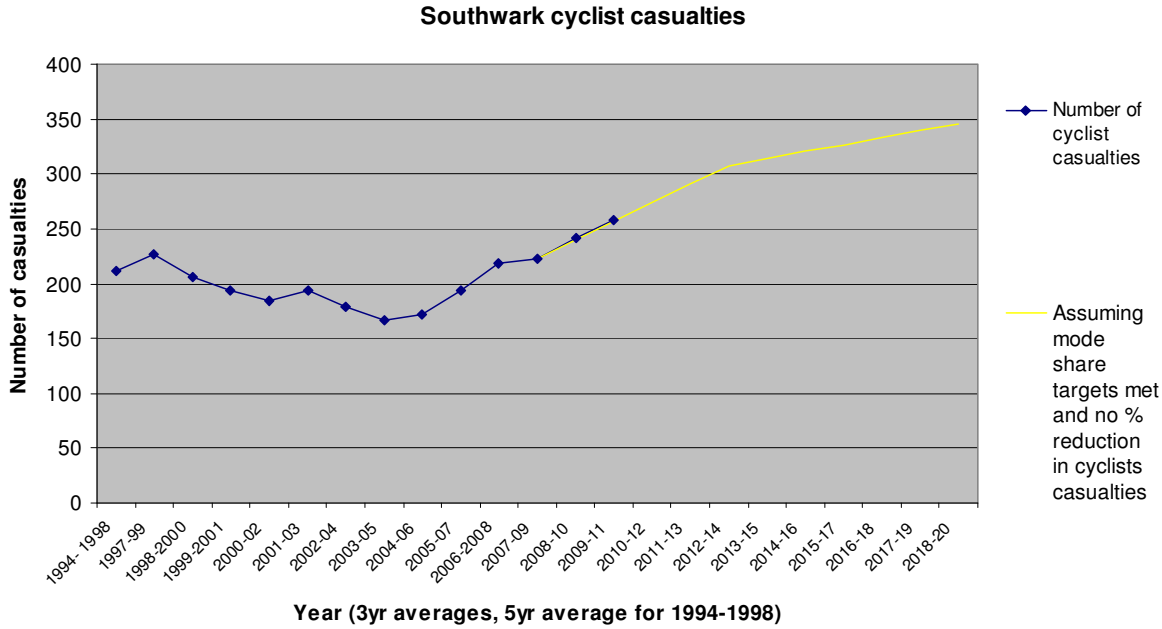
Simon Bevan
Acting Director of Planning

Appendix – relevant tables

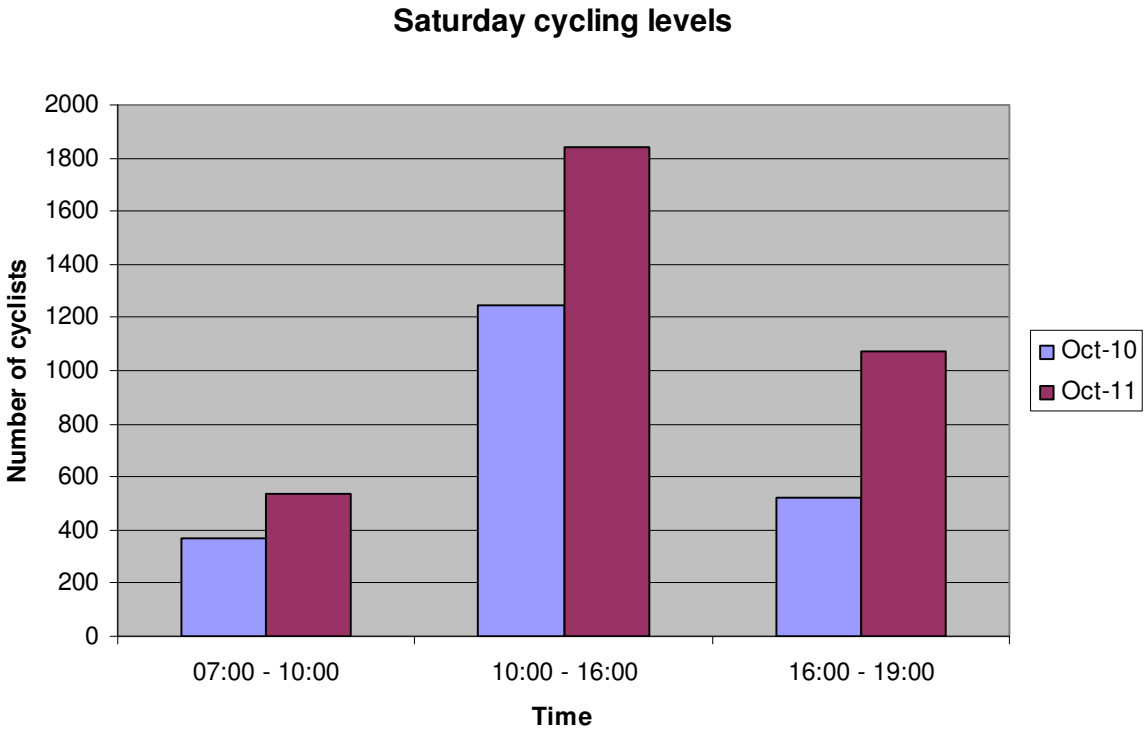
Graph showing the numbers of cyclist casualties in Southwark since1994-1998



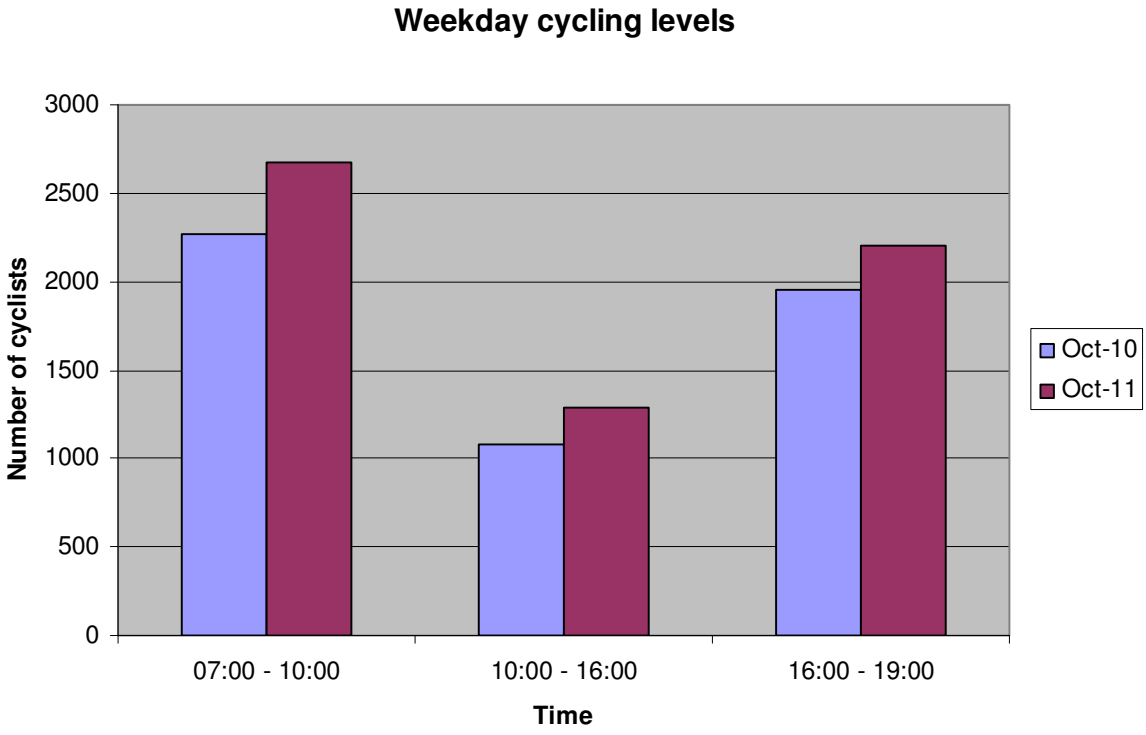
Graph showing the number of cyclist casualties and the predicted number to 2020 assuming Southwark reach their mode share target and no percentage reduction in the number of cyclist casualties occurs



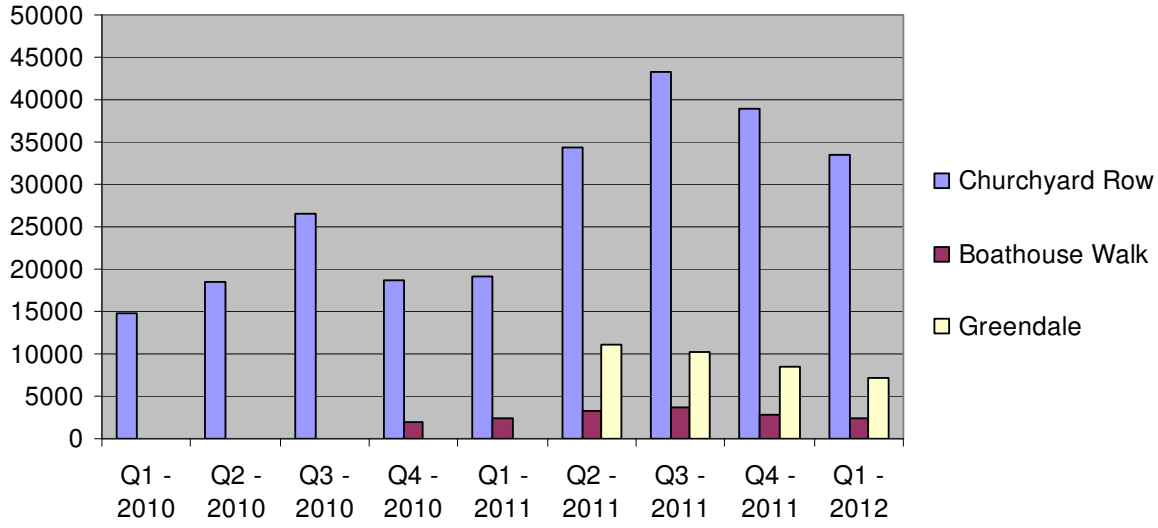
Graph showing the total number of cyclists passing six locations in the borough during certain weekdays in October each year broken down by time period and as recorded by video analysis



Graph showing the total number of cyclists passing six locations in the borough during certain Saturdays in October each year broken down by time period and as recorded by video analysis



Graph showing the cycling volumes as measured at three locations via permanent pedal cycle counter, data given is an average month for each period



Jo Sloman, Assistant Scrutiny Manager
London Assembly
City Hall
The Queen's Walk
London, SE1 2AA

Email: jo.sloman@london.gov.uk

Contact: Alice Ellison

Date: 21 August 2012

Dear Jo,

London Assembly Transport Committee's investigation into cycling in London – evidence from London Councils

Please find London Councils written evidence in response to the questions posed by the London Assembly Transport Committee's investigation.

I look forward to further discussion on the issues raised on 12 September when representatives of the London Councils Transport and Environment Committee (TEC) meet members of the London Assembly Transport Committee.

Yours sincerely,

Cllr Catherine West
Chair of the London Councils Transport and Environment Committee

London Assembly Transport Committee's investigation into cycling in London – evidence from London Councils

London Councils is committed to fighting for resources for London and getting the best possible deal for London's 33 councils. Part think-tank, part lobbying organisation, and part service provider, London Councils formulates policies, organises campaigns and runs a range of services all designed to make life better for Londoners.

Summary

Our evidence has been developed following consultation with London boroughs and addresses the issues to be examined by the Committee which are relevant to London boroughs. In summary the most significant points raised in this evidence are:

- London Councils recognises the current Local Implementation Plan (LIP) funding arrangements, allowing boroughs to invest in priority areas for cycling as suits each borough.
- It is the physical environment measures/changes which would appear to be most important to both cyclists and non-cyclists to encourage more cycle trips.
- TfL should engage with the relevant boroughs at the earliest stage of the design process of future Cycle Superhighways to ensure that any design is compatible and sensitive to the local area as well as acceptable in engineering standards.
- Better integration of Cycle Superhighways with local cycle routes is needed to create more of a network of safe cycle routes.
- While London Councils welcomes TfL's recent review of cycle safety at 500 junctions, some boroughs are concerned that this is not a transparent process and that they have not been involved in the development of proposals affecting the borough in respect of major junctions located on the TLRN.
- The potential impacts of under-investment in cycle safety are: an increase in the danger of collision to cyclists and other road users; and Marginalisation of cycling as a viable mode of transport.
- It should be noted that some boroughs have a policy to reduce congestion by reducing the amount of vehicular traffic on our roads and by recognising the need to prioritise sustainable modes. These boroughs would consider that the management of demand is a preferable approach to the potential for 'smoothing' traffic through the road network.

Evidence

1 What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?

1.1 Local Implementation Plan (LIP) funding

1.1.1 London Councils recognises the current Local Implementation Plan (LIP) funding arrangements, allowing boroughs to determine their own approaches and invest in priority areas for cycling as suits each borough. This enables boroughs to develop packages of 'hard' infrastructure and/or 'soft' behaviour change measures as appropriate.

1.2 'Biking boroughs'

1.2.1 Outer London boroughs have implemented cycle safety infrastructure improvements following the allocation of additional funding to thirteen outer London boroughs awarded 'Biking Borough' status in 2010.

1.2.2 Reported benefits resulting from these infrastructure improvements include: safer crossing points; safer links from local cycle routes to those on the Transport for London road network (TLRN); and increased cycle use within the biking borough hubs (town centre locations with a high density of potential cyclists and trips where boroughs should invest in cycle infrastructure).

1.2.3 These reported benefits indicate how important additional investment in cycle safety infrastructure has been over recent years. Whilst this investment in cycling is welcome it is considered essential that a dedicated funding pot is maintained for cycling investment post 2014 if the level of cycling sought by the Mayor is to be achieved.

1.2.4 Some outer London boroughs suggest that funding and support of a similar level to Cycle Superhighways and cycle hire projects should be channelled into the biking borough programme if the potential for cycling in outer London is to be realised.

1.3 Twenty miles-per-hour (20 mph) zones

1.3.1 Some boroughs have chosen to implement schemes that are holistic and seek to improve the safety of all road users rather than focussing on improving the safety of one modal user at the expense of others. For example, low traffic speeds on residential and urban roads are one of the key actions in Hackney's walking and cycling strategies.

1.3.2 Hackney officers report that, in Hackney, the greatest improvements in cyclist experience and journeys has been as a result of the rollout of 20mph zones across all residential roads across the borough and the continued rollout of cycle permeability and modal filters which reduce vehicular traffic flows and speeds while allowing cyclists continued accessibility. The borough believes that with lower speeds and traffic volumes, every road becomes more cycle and pedestrian-friendly and road space can be effectively reallocated to more sustainable modes. The borough has found that this is more effective than constructing cycle lanes.

1.3.3 Similarly, Southwark's core approach to reducing road danger is to reduce vehicle speeds, with the aim of becoming a 20mph borough. In practice, this is very difficult to achieve on roads with existing high vehicular volumes and speeds. The borough has been lobbying TfL for the introduction of intelligent speed adaptation devices and average speed cameras as tools to reduce vehicular speeds.

1.3.4 Islington has introduced a 20mph speed limit on all side roads, and will soon include the borough's principal road network as well. This is in addition to the 20mph zones with physical measures that have already been delivered between 2002 and 2009. At this

stage the roll out of 20mph speed limit across all roads in Islington, including the TLRN, is not supported by Transport for London (TfL) as it requires more evidence that the casualty reduction can be achieved. In addition the Metropolitan Police has raised concerns about limited resources to enforce the speed limit.

1.4 Training

1.4.1 Although not included within the question, one clear example of a cycle safety investment that can result in increased levels of cycling is cycle training. Cycle training has been seen as primarily a measure to improve cycle safety, but evidence shows that 60% of people who train increase their cycling 'a lot' after their training due to the effect the training has had on their level of confidence[1].

1.4.2 Several boroughs have introduced training related to heavy goods vehicles (HGVs). For example, in response to the number of cyclist collisions involving HGVs in the area and the increase in the number of cyclists, the London borough of Southwark has developed two specific programmes to address this issue: 'exchanging places' aimed at cyclists; and the Safe Urban Driver CPC (Certificate of Professional Competence) courses aimed at drivers. Southwark acknowledges that there is a concern that this education programme only serves a small number and the borough is looking at ways that initiatives such as this can be included within the Development Management process (in construction management plans).

1.5 Evaluation of new cycle infrastructure

1.5.1 As noted in the scoping paper for this investigation, the numbers of cyclists killed or seriously injured in London have failed to reduce in line with TfL targets, and have increased in the past two years. In light of this, London Councils recommends that further research is undertaken to understand the causes of cycle casualties and the impacts of new cycle infrastructure (e.g. from road markings to Trixi-mirrors) on cycle safety.

2 What are the main safety concerns of cyclists in London?

2.1 Officers from the City of London have been working with TfL and the City of London Police to analyse and understand the full extent of the current cycling casualty trends in the City. This analysis shows that the main contributory factors identified in cyclist casualties are: turning right; changing lanes; opening vehicle doors; and undertaking of large vehicles turning left across cyclist's path, with the last factor being the most significant in fatalities or serious injuries.

2.2 Based on concerns reported by local cyclists and responses to borough consultations on specific schemes and transport strategies, the following paragraphs outline main safety concerns of cyclists in London.

2.3 The behaviour of other road users in relation to cyclists

2.3.1 The behaviour of a significant minority of other road users (in particular HGVs and vehicles turning left), especially on main roads and at large junctions does much to impede the growth of cycling.

2.3.2 A single case of negligent encroachment or dangerous intimidation by a driver towards a new or returning cyclist may well undo all the good work by TfL and the boroughs to sell cycling in a positive fashion.

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[1] Soft measures – hard facts: The value for money of transport measures which change travel behaviour: A review of the evidence January 2011:

2.3.3 London Councils welcomes TfL's work with drivers of heavy good vehicles (HGVs) through the Freight Operator Recognition Scheme (FORS); and TfL's procurement rules requiring that all TfL contractors, and sub-contractors, implement additional specified cycle safety measures. A copy of TfL's procurement policy regarding cycle safety requirements and HGV drivers has been circulated to all members of the London Councils Transport & Environment Committee (TEC) to enable boroughs to incorporate similar clauses to their procurement processes if they are not already doing so.

2.4 Lack of segregated cycle lanes

2.4.1 Roads which feature large volumes of fast moving traffic and do not have adequately segregated (and continuous) facilities for cyclists are effective barriers to cyclists.

2.4.2 However, it should be noted that some boroughs, such as Hackney, prefer the introduction of 20mph zones rather than segregated lanes. Some boroughs have rethought road/ public space to reprioritise modes – for example the high profile example of Exhibition Road – and learning from innovative approaches here and in other countries can be promoted and built on in other parts of London.

2.4.3 Given the absence of fully segregated facilities, 'Share the Road' is therefore a key campaign. Further resources from both TfL and the Met Police could be put into this campaign to increase effectiveness.

2.5 One way systems

2.5.1 Borough officers have highlighted the danger of cycling on one-way systems, in particular because of the often higher speed of traffic and the risks associated with weaving between fast moving traffic. For example, LB Islington reports that it is also proving extremely difficult to provide physical changes to the benefit of cyclists without changing the entire road layout (i.e. introducing two-way traffic).

2.6 Lack of awareness of safe cycle routes

2.6.1 There is an ongoing issue for new cyclists in regards to their ability/knowledge to find and plan a safe journey. There is also considerable 'mental stress' of then orienteering such a route on the ground - given that most of the London Cycle Network (LCN) is unsigned and un-promoted (particularly in outer London). This can lead to cyclists sticking to main roads so as to not get lost – and by so doing having a negative experience of how safe it is to cycle in the capital.

2.6.2 The best practice in way finding developed as part of the Cycle Superhighway process could be rolled out to the LCN and orbital links. Cyclists report that the free TfL cycling guides covering the whole of London are invaluable. However many people are not aware of the TfL cycling maps, particularly those who are considering taking up cycling. These guides could be better promoted and made more readily available in formats other than in hard copies of single maps (e.g. downloadable mobile phone applications or a book of maps).

2.7 Cycle theft

2.7.1 One of the biggest barriers to cycling is a lack of safe and secure cycle parking. Secure cycle parking is necessary particularly at the home end as this is a key factor influencing whether people take up cycling. The Mayor and TfL could consider the provision of a specific source of funding for secure cycle parking in residential locations such as housing estates where it is generally not easy to store cycles safely and securely and out of the weather.

2.7.2 LB Hackney is working to address this issue and has retrofitted 187 cycle lockers and 35 stands on 37 estates with another 30 estates being targeted this year.

2.8 RB Greenwich best value review into cycling

2.8.1 RB Greenwich recently conducted a best value review into cycling. This review asked non-cyclists to outline, from a range of options, the factors that would lead them to consider cycling. The highest numbers of responses, by order, were: 'better/more cycle routes'; 'cycle storage and facilities'; 'allowing cycling on pavements'; and 'better junction design/safety'. Only one in five of the non-cyclists surveyed stated that 'nothing' would encourage them to take up cycling. These results highlight the importance to non-cyclists of better and safer physical environments as the most important factors in encouraging them to cycle.

2.8.2 Amongst all respondents (including current cyclists) the top five most popular responses to encouraging more cycling were very similar to the needs of non-cyclists. The highest numbers of responses, by order: 'better/more cycle routes', 'safer cycle parking at key locations', 'better junction design/safety', 'allow cycling on pavements' and 'better traffic enforcement/reduce vehicle speed'.

2.8.3 The responses received by Greenwich indicate that it is the physical environment measures/changes which would appear to be most important to both cyclists and non-cyclists to encourage more cycle trips. Only 15% of all respondents to the Greenwich survey felt that promoting cycling was a 'lost cause' in the UK.

3 How are cyclist groups engaged in decision-making to improve cycle safety?

3.1 Examples provided by boroughs, to illustrate how local cycle groups are engaged in decision making to improve cycle safety, include:

- Direct involvement in the design process, such as being consulted on outline schemes so that cyclists' views can be considered prior to detailed design;
- Inclusion of local cycle groups in the borough's Cycling Liaison Group, which discusses the progress of cycle infrastructure and cycle promotion;
- Partnership arrangements when creating strategic policy documents, such as the borough cycling and transport strategies and local implementation plans (LIPs);
- LB Hackney recently held a cycling conference in partnership with its local London Cycling Campaign Group, which was attended by politicians, TfL representatives, academics, transport planners and the cycle campaigning community;
- LB Southwark has established a joint steering group with representatives from Southwark Cyclists and RoadPeace and elected members to help guide cycling initiatives and improvements in the borough. This group meets on a regular basis (monthly) and is currently developing an action plan. An associated working group has been established and officers involved in projects with a cycling aspect meet regularly to discuss scheme detail.

4 What lessons have been learnt from the introduction of the first four Cycle Superhighways, and how will these lessons be applied to those still to be built?

4.1 TfL should engage with the relevant boroughs and local cycling groups at the earliest stage of the design process to ensure that any design is compatible and sensitive to the local area as well as acceptable in engineering standards.

4.2 Waiting and loading restriction could be improved to ensure the route is kept clear at all times. Some Cycle Superhighways are unusable in parts during the weekends, which may be enough to put novice/new cyclists off using them altogether.

4.3 While the perception is that generally the four existing Cycle Superhighways have rendered the relevant 'corridors' safer for cyclists, they are not as safe as some of the existing LCN routes in the same areas. There is a tendency for the TfL website route finder to direct cyclists via the Superhighways rather than LCN roads.

4.4 Better integration with local cycle routes is needed to create more of a network of safe cycle routes. This would provide reassurance to less confident and inexperienced cyclists. Support for these cyclists is essential if a sea change in the amount of cycling in London is to be achieved. In addition to the LCN network, it will be important to ensure that the Superhighways are adequately integrated with the London Greenways network, which is particularly important to increasing cycling amongst less confident and inexperienced cyclists.

4.5 The loss of two lives at Bow roundabout has demonstrated the importance of ensuring cycle safety at major junctions, normally the most difficult from a design perspective.

4.6 For those cycle superhighways that have already been designed but not yet implemented – such as Route 12 from Muswell Hill to Angel – a design review needs to be undertaken, in particular to reconsider the safest road markings, including within bus lanes, around bus stops and around parking and loading bays. Where one-way systems form part of a proposed cycle superhighway, (such as Archway gyratory and Highbury Corner roundabout in LB Islington,) TfL could prioritise funding to deliver the removal of these one-way systems as part of the implementation of the cycle superhighway.

5 What action is TfL taking to improve junctions following the junction review process?

5.1 While London Councils welcomes TfL's recent review of cycle safety at 500 junctions, some boroughs are concerned that this is not a transparent process and that they have not been involved in the development of proposals affecting the borough in respect of major junctions located on the TLRN. While boroughs are taking steps to improve safety for cyclists on roads they manage, a large and growing proportion of collisions involving cyclists occur on main roads controlled by TfL. Boroughs are very keen to engage with TfL to bring about the required improvements on these roads.

5.2 There should be recognition that some of these junctions will require significant intervention that may need to be delivered alongside other initiatives, and a multi stage or phased approach may be required to deliver a step change of improvements for cyclists over a period of time.

5.3 One-way systems create significant danger for cyclists, and should therefore be prioritised in the junction review.

6 What priority is given to cycling in TfL's spending decisions?

6.1 TfL has placed a strong focus on both the Better Junctions and Cycle Superhighway programme, this focus runs the risk of allowing link improvements away from the Cycle Superhighways being low priority. As stated above (para 4.3-4.4), local cycling networks are as important as the main commuter routes (Cycle Superhighways). Providing dedicated funding for improving these local links, strengthening and enhancing the London Cycle Network and the London Greenways, is an important consideration in increasing safe cycling in local contexts. A joined-up approach across boroughs would ensure better usage of these key links.

7 What are the potential impacts of under-investment in cycle safety?

7.1 Increase in the danger of collision to cyclists and other road users

7.1.1 Under-investment in cycle safety, especially when coupled with a drive to increase cycling volumes, could result in an increase in the number of cyclist casualties (as the volumes of cyclists and number of casualties are both increasing).

7.1.2 However, the shape of the relationship between volumes of cyclists and casualty numbers is unknown and it may not be linear i.e. not a directly proportional relationship, but rather could show the 'safety in numbers' effect. There could also be other compounding factors such as speed and volume of other traffic which may have a greater effect on casualty levels than the positive impact of increased numbers of cyclists. In addition, levels of training (cyclist and driver) and the general driving and cycling culture and attitudes could also be major factors.

7.2 Marginalisation of cycling as a viable mode of transport

7.2.1 Under investment in cycle training will lead to a significant missed opportunity to increase trips made by bike, with consequent implications for congestion, air quality, CO2 emissions and health. Cycle safety is routinely cited by residents as a main deterrent to taking up cycling in a number of studies[2] and a failure to invest and to communicate that investment is being made, will confirm individuals' attitudes towards the safety of cycling and, at best may mean little or no increase in cycling. In a worst case scenario, failing to invest in cycling could result in a reduction in the cycling mode share.

8 How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

8.1 The cycle safety agenda can fit with the Mayor's agenda to smooth traffic flow as follows:

- Effective separation of traffic flows (for example in segregated cycle lanes) can protect the more vulnerable road users whilst retaining effective traffic flow, provided that consideration is given to the impact of cycle lanes on all road users.
- The provision of education both to drivers of heavy goods vehicles (HGVs) and to cyclists will enable them to better understand each others needs.

8.2 However, at borough level, the Mayor's approach to smoothing traffic flow can be in conflict with implementing a scheme that would benefit vulnerable road users, especially when the Transport for London Road Network (TLRN) passes through a town centre. Some boroughs report that schemes which seek to reduce capacity particularly at junctions to provide for cycle facilities are often refused particularly if traffic volume is already more than 90% of capacity.

8.3 It should be noted that some boroughs have a policy to reduce congestion by reducing the amount of vehicular traffic on our roads and by recognising the need to prioritise sustainable modes. These boroughs would consider that the management of demand is a preferable approach to the potential for 'smoothing' traffic through the road network. Furthermore, these boroughs may be concerned that 'smoothing' the traffic flow has the potential to undermine progress made towards an improved environment for vulnerable road users, by restricting the time and space available for such users.

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[2] E.g. a recent Sustrans survey found 56% of respondents fear urban roads are unsafe to cycle on. The Lancaster University 'Understanding Walking and Cycling' project found that "many people who would like to engage in more active travel fail to do so due to a combination of factors including concerns about the physical environment, especially with regard to safety when walking or cycling. A July 2012 YouGov survey found that in London, almost a quarter of respondents said that they would be interested in cycling to work if they felt safer and/or more confident.

8.4 There may be conflicts between the policy of smoothing traffic flow and other desirable aims such as tackling climate change, improving air quality, and improving local environmental quality and associated well-being of residents. These aims are likely to be better delivered by taking measures to prioritise more-sustainable transport modes, including cycling. Such measures include introducing 20mph zones and redesigning shared space.

CYCLING IN LONDON

London Cycling Campaign response to GLA Transport Committee 'Investigation into Cycling' 2012

LOVE LONDON
GO DUTCH

LONDON
CYCLING
CAMPAIGN

The London Cycling Campaign: Your Voice for a Cycling City

The London Cycling Campaign is a charity with nearly 12,000 members. We are the voice for everyone who cycles, or wants to cycle, in Greater London. Our aim is for London to be a world-class cycling city. Founded in 1978, our organisation campaigns for every street in the city to be cycle-friendly so millions more Londoners can enjoy the benefits of cycling, helping to create a cleaner, healthier and less-congested capital.

On the Saturday before the 2012 mayoral election, we organised a protest ride in favour of safer streets for cycling attended by 10,000 people. Our *Love London, Go Dutch* petition calling for capital's streets to be "as safe and inviting for cycling as those in Holland" has been signed by 42,000 people, and was supported by all the leading mayoral candidates, including the current mayor Boris Johnson.

As well as 15 staff, our organisation is governed by a board of volunteer trustees, and has representative groups in the capital's 32 local boroughs and the City of London. Our local groups strive to improve conditions for cycling at borough level, and also provide a wide range of free rides and events that encourage more Londoners to cycle more often.

Most recently, our HGV campaign has helped spread good practice in driver training across London, and our lobbying and protests in 2011 around Blackfriars and Bow junctions led to the Mayor ordering a review of hundreds of key junctions in the capital.

In the recent past, we produced the original *London Cycling Guides* (free cycle maps) in partnership with Transport for London (TfL), of which more than three million have now been distributed. We also initiated, and continue to administer (on behalf of TfL), the successful Community Cycling Fund for London, which has helped thousands of people with disabilities and those from minority groups to discover the joys cycling.

In addition, we also provide money-saving services to our members, including discounts at most London bike shops, free third-party insurance and access to free expert legal advice. We publish London's best cycling magazine, and have an extensive programme of free social rides and events. We also offer up-to-date news and comment via our website *www.lcc.org.uk*.

LONDON CYCLING CAMPAIGN

Chief Executive's statement: London cycling needs political leadership

We at the London Cycling Campaign very much welcome the London Assembly Transport Committee's timely *Investigation into Cycling* and we are grateful for the invitation to submit this response.

This is an exciting time for cycling in London: not since the mass expansion of motorisation have so many Londoners – and increasingly so many visitors to our city – chosen the bicycle as the most convenient, enjoyable and economical choice for everyday local journeys. Cycling's cachet is also on the up, from the chic of the latest cycling apparel trends to the inspiration provided to the next generation of athletes by Team GB's success in the Olympic Velodrome.

Our present Mayor Boris Johnson and his predecessor Ken Livingstone deserve credit for both riding and building this wave through policies designed to encourage cycling, and our city is beginning to reap the social, environmental and mobility benefits that cycling as a key means of public transport brings. Both mayors have been supported by a forward-looking London Assembly and by Transport for London.

Yet the London Assembly Transport Committee has correctly recognised, through its present *Investigation into Cycling*, that the potential for cycling in London still remains largely untapped. Fear of danger – both objective and subjective – remains the biggest obstacle preventing the majority of Londoners from cycling, and this potential from being realised.

It's not surprising that by May 2012 42,000 people had signed our *Love London, Go Dutch* petition, and that 10,000 people joined our Big Ride, all calling on the Mayor to "make London more liveable for everyone by making our streets as safe and inviting for cycling as they are in Holland". There has never before been such a vocal public demand for political action to be taken to promote cycling in the UK.

There is only limited scope to increase the physical space for cycling on London's roads unless we reallocate roadspace away from motor vehicles. We have to work within the confines that already exist, and recognise that to achieve the levels of cycling across all demographic groups that are seen in the Netherlands (and many places elsewhere) then motor traffic must be deprioritised in favour of cycling.

This is, at heart, a political rather than a technical matter. To fulfil the current Mayor's promise to make London "the most cycle friendly city in the world" [1] he must direct Transport for London to give cycling priority in both time and space over motor traffic as general rule on London's streets. Engaging Londoners in such a transformation will undoubtedly be a great challenge, but we call on the Mayor to rise to this challenge and provide the political leadership necessary to unlock the huge latent demand there is in the capital for cycling as an everyday means of transport.

Indeed, this call for unprecedented political will from the Mayor and all London's political leaders (including at the borough level) is the single most important, fundamental and overarching response that we wish to make to the timely questions raised by the GLA Investigation into cycling. From this, all else will follow.

1 *Investing in Transport* (Boris Johnson' Mayoral Manifesto 2012), page 36

We have reason to be encouraged that the Mayor – and indeed all the candidates for mayor in the last mayoral elections – might have grasped this nettle. Agreeing to the three key demands of *Love London, Go Dutch*, Johnson and his competitors each declared that they are "fully committed", over the current Mayoralty, to:

- Implementing three flagship *Love London, Go Dutch* developments on major streets and/or locations;
- Making sure all planned developments on the main roads that he controls are completed to *Love London, Go Dutch* standards, especially junctions;
- Making sure the Cycle Superhighways programme is completed to *Love London, Go Dutch* standards.

In meeting this promise during the current mayoralty the Mayor will take a major step towards making London a city in which everyone – no matter their age, ability or experience – can choose the bicycle as a safe and pleasurable means of everyday transport. Moreover, reducing motor traffic capacity on our roads will ultimately open up greater capacity for walking as well as cycling, creating a more active and attractive city in which to live.

Of course, there are many detailed actions to be taken to put London on a trajectory to rapidly realising the goal of enabling everyone who wishes to cycle to do so safely and enjoyably. The London Assembly Transport Committee's *Investigation into Cycling* asks extremely pertinent questions in relation to this. In the main body of this response we explore each issue raised in and turn give our recommendations.

Dr Ashok Sinha

Chief Executive
London Cycling Campaign
20 August 2012

Summary of Recommendations to the London Assembly Transport Committee

We are pleased to have been asked to answer the nine questions submitted by the London Assembly Committee. We have also answered two further questions (Q10 & Q11) that we considered appropriate. Our detailed responses to all the questions can be found starting on page 7, while below there is a summary of our recommendations.

Q1. INFRASTRUCTURE FOR CYCLING

1.1. The Mayor should insist that all projects on main roads are designed to UK and Continental best-practice, providing clear space for anyone to cycle and giving safe passage through junctions at any time of day.

1.2. TfL should ensure that all road designers are trained in providing infrastructure safe for cycling.

1.3. TfL should introduce 20mph limits on the TfL main road network.

1.4. High-speed one-way road systems should be removed.

1.5. Cycling should be facilitated on all minor one way streets and through every motor traffic closure.

1.6. A coherent network of cycle routes, built to high standards, must be implemented in London. This should include completing the London Cycling Network+ and linking the Greenways.

1.7. All cycle routes and Greenways must be maintained to a safe standard.

Q2. SAFETY CONCERNS

2.1. Every road safety initiative should be reassessed ensuring that it contributes to removing the sources of danger to people who cycle and walk.

2.2. The road network needs to guarantee safe passage for cyclists by adopting the Love London – Go Dutch approach to ensure clear space at junctions and on main roads.

2.3. Traffic violations that consistently put cyclists at risk should be prevented or punished.

2.4. The Mayor and TfL should set rate based targets for casualties to ensure resources are put into effective casualty reduction.

2.5. All London governments should adopt and promote procurement practices to ensure only safe lorry operators are employed in London.

Q3. ENGAGING WITH CYCLIST GROUPS

3.1. TfL's Cycle Safety Working Group needs to focus on effective action to meet the Mayor's objective of improving the criminal justice system and removing danger from the streets.

3.2. The detailed consultation material from across the LCN+ must be used as a matter of course in all road schemes on LCN+ routes

3.3. Scheme consultation should begin at the pre-design stage to resolve all the cycling related issues.

3.4. Stakeholders must be approached in good time when consultations take place and their input addressed and responded to.

3.5. The recommendations of TRL study of TfL standards and procedures relating to cycling (2005) should be implemented in full.

Q4. LONDON'S CYCLE SUPERHIGHWAYS

4.1. Stakeholders must be approached in good time when consultations take place and their input addressed and responded to.

4.2. Existing and future Cycle Superhighways must be completed to continental best practice standards.

4.3. Superhighways need to continue to and through popular destinations.

4.4. Reducing the speed and volume of motor traffic should be seen as essential on a Cycle Superhighway.

4.5. Road user safety must take precedence over motor traffic capacity.

Q5. TFL JUNCTIONS REVIEW

5.1. The proposal that are most friendly to cyclist and walkers must be implemented.

5.2. Junctions need to be seen as places of safety for all road users and not as locations prioritising motor traffic throughput.

5.3. Ongoing safety initiatives across the street network should not be delayed by the junction review process.

Q6. NATIONAL & INTERNATIONAL BEST-PRACTICE

6.1. Commit to delivering streets designed to best UK and international best-practice.

6.2. Monitor and compare all schemes to ensure compliance.

6.3. Remove restrictive regulations that limit designs to 20th century concepts.

Q7. TFL SPENDING PRIORITIES

7.1. Commit resources to cover the Mayor's estimate of a £100m cost of improving junctions.

7.2. Enforce good practice design guidance on all London roads to prevent wasteful implementation of poor quality schemes.

7.3. Maximise the benefits to cycling from new developments by setting higher standards for cycle parking and cycle access that developers must meet through the London Plan.

Q8. IMPACT OF UNDER-INVESTMENT

8.1. Investment in cycling must be prioritised to improve the health of Londoners and, reduce congestion, pollution and road danger.

8.2. The economic, health, transport and environmental benefits of increased cycling must be incorporated in TfL and DfT cost-benefit calculations.

Q9. SMOOTHING TRAFFIC FLOW

9.1. 'Smoothing Traffic Flow' should be re-conceptualised as 'Safer Traffic Flow', concentrating on the most efficient and safe movement of all road users, not just motor vehicles.

9.2. Junctions must be designed to reduce road danger and slow car speeds, not to maximise car throughput.

Q10. IMPROVING TFL STREET DESIGN & MANAGEMENT

10.1. Cyclist and pedestrian requirements must be considered from the outset in any traffic scheme.

10.2. Motor traffic capacity must not be prioritised ahead of safety.

10.3. Inappropriate models should not be used to the detriment of vulnerable road users.

10.4. Safety auditing procedures must ensure competent evaluation of cyclist safety.

Q11. CYCLE THEFT & PARKING

11.1. The London Plan should be revised to include standards for abundant cycle parking in all new developments, and re-developments.

11.2. Cycle theft rates must be halved during the next four years.

11.3. Street cycle parking must be increased significantly to meet current and future demand.

London Cycling Campaign responses to questions from the Transport Committee

INTRODUCTION

The nine questions posed by the London Assembly aim to fulfill the following terms of reference:

1. To understand the issues facing current cyclists and the barriers to potential cyclists.

2. To examine the plans proposed by the Mayor and TfL to improve cycling safety and increase cycling modal share.

3. To generate recommendations to the Mayor and TfL to improve the cycling environment and cycle safety in London.

Q1. INFRASTRUCTURE FOR CYCLING

What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclist safety?

We note that all urban infrastructure affects the safety of cyclists. The main problems preventing more cycling in London have been identified by Londoners[2a] [2b] as:

- Fear of actual and perceived road dangers[3].
- Lack of confidence in infrastructure.

42,000 people signed our *Love London, Go Dutch* petition calling for London's streets to be "as safe and inviting for cycling as they are in Holland", but while recent cycling infrastructure has intended to encourage cycling, it has not necessarily made it safer.

- **Main roads: Transport for London Route Network/Strategic Route Network**
  The level of provision for safe cycling on London's main roads, the TLRN and SRN, is inadequate as evidenced by the need for the Mayor's review of major junctions. Cycling infrastructure is either non-existent or seriously inconveniences cycle journeys. In some cases new infrastructure increases risk for cyclists, such as at recent works at Henlys Corner on the A406. There appears to be an institutional block against considering cyclists' needs and designing safe provision. Safer design proposals have been rejected at junctions on the TLRN and SRN on the grounds of maintaining network capacity. The recent implementation of junctions along the

2a *Barriers to Cycling in London*, London Councils 2008
2b *Barriers to Cycling in Outer London*, London Councils 2010
3 *Creating a Chain Reaction*, The London Cycling Action Plan, TfL 2004

Olympic Route Network showed a lack of consideration of cycle traffic even where there are very high peak-hour flows.

- **Minor roads network**
  It is still common for traffic engineers to consider cycling provision only on designated cycle schemes, not across the whole network. TfL guidelines on safety audits do not require knowledge of or consideration of cycle standards at these locations[4]

- **Full-time provision**
  Much of the cycling-specific infrastructure on London's streets does not operate 24 hours per day. At other times cycle trips are disrupted by parked vehicles and/or fast moving traffic. Non peak hour cycle trips, such as returning home from school are effectively prevented.

- **One-way road system removal**
  London's one-way road systems (or gyratories) remain one of the biggest barriers to increased cycle use, as confirmed in in 2012 LCC survey of locations[5] that must be tackled. Progress on removing the gyratories that blight large parts of the capital has been very slow. However even partial removal – such as at the Elephant & Castle southern roundabout and at Aldgate – has helped improve conditions for pedestrians and people on bikes. A major programme of one-way road system removal with high-grade provision for cyclists and pedestrians is long overdue.

- **Filtered permeability measures**
  Such schemes allow people on foot or on bikes access through locations where through motor traffic is blocked for amenity or traffic-management reasons. The recent installation of such a filter scheme in Goldsmiths Row (Hackney) is highly popular with cyclists. The virtual absence of moving motor vehicles means that collisions are unlikely. Existing permeability schemes, such as those in De Beauvoir Town (Hackney) and Claremont Square (Islington), attract thousands of cyclists per day. The popularity of these schemes means that greater attention must be paid at any junctions along these routes to reduce road danger – the recently introduced improvements at City Road/Owen Street (leading to Claremont Square), for example, need further changes to handle high cycling volumes (1500 cycles per hour) . We also note that the busiest cycling junction of all, Hyde Park Corner, which links two Greenway routes, is in urgent need of a redesign to handle increasing cyclist volumes and reduce road danger.

- **Speed reduction**
  The establishment of 20mph as a speed limit in a growing number of residential areas of London and as a default speed limit on most roads in Islington (following the Portsmouth example) can help to reduce the number of road collisions and the severity of injuries. Streets designed for 20mph are less expensive and take less space away from social and commercial use. In combination with measures such as

4 *Unsafe: A review of London road safety audit procedures and the cyclist* Hugh Morgan 2011
5 London Cycling Campaign map survey of locations that require major attention 2012: the 10 locations identified most frequently were all large one-way systems.

filtered permeability, speed reduction can create pleasant cycling routes that attract more riders. Recent changes to DfT guidance will allow 20mph limits on main roads such as the TfL network[6].

- **Cycle Superhighways** *(See Q4 for our detailed response)*
  The Superhighways have provided very visible way marking, improved road surfaces and raised awareness of cycle users on the routes, but they have introduced only a limited number of safety improvements, as acknowledged by inclusion of 15 existing Superhighway junctions in the Junctions Review. The fact that the Superhighways have attracted more users[7] highlights the need to significantly improve junctions in particular and to allocate dedicated space for cycling. We note that the soft measures along Superhighways, funded by TfL, such as cycle parking, cycle training and facilities in workplaces, places of education and community centres have been well received and contributed to increased cycle use.

- **Greenways**
  Well-designed Greenway routes and links have made a significant impact on improving conditions for both walkers and cyclists. The suspended towpath bridge under Bow roundabout, for example, has removed the need to cross four lanes of fast-moving traffic with no provision for walkers and cyclists at all. The Greenways programme should be continued and the routes fully maintained.

- **London Cycle Network+**
  While the Mayor has ceased to fund the LCN+ directly the partially complete network provides some well used infrastructure even though much of it has not been completed or implemented to a satisfactory standard. (TfL says two-thirds of the network has been completed). Some boroughs have chosen to complete sections of route but others have not. A large part of the network is now in urgent need of maintenance which is not being carried out.

Recommendations

1.1. The Mayor should direct all projects on main roads to be designed to Continental best practice, providing clear space for people who cycle and safe passage through junctions at any time of day.

1.2. TfL should ensure that all road designers are trained in providing infrastructure safe for cycling.

1.3. TfL should introduce 20mph limits on the TfL main road network.

1.4. High-speed one-way road systems should be removed.

1.5. Cycling should be facilitated on all minor one way streets and through every motor traffic closure.

1.6. A coherent network of cycle routes, built to high standards, must be implemented in London. This should include completing the London Cycling Network+ and linking the Greenways.

1.7. All cycle routes and Greenways must be maintained to a safe standard.

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6 *Department for Transport circular: Setting local speed limits draft*, July 2012
7 *Travel in London Report 3*, TfL 2011

Q2. SAFETY CONCERNS

What are the main safety concerns of cyclists in London?

- Careless and inattentive driving: this puts cyclists at serious risk of harm, in particular the bad driving evidenced in TfL's *Pedal cyclist collisions and casualties in Greater London (2010)* factsheet. When cyclists are killed or seriously injured, dangerous and illegal behaviour is considered by the police to be a contributory factor twice as often for vehicle drivers as it is for cyclists.

- High speeds and high volumes of motor traffic on roads without dedicated space for cycle users – including motorcycles using bus lanes, where TfL studies found up to 50% were breaking the speed limit.

- Lack of direct continuous routes on quiet roads or cycle routes separate from motor traffic.

- Road junctions where maximising the flow of motor traffic has been given priority over cyclist and pedestrian safety.

- Poorly designed junctions where it is unclear how cyclists are expected to move and where cycle movements conflict with motor vehicle movements.

- Gyratories and one-way networks which significantly increase the number of difficult, high risk junctions and increase the distance and time for a cycle journey.

- Lack of enforcement against illegal driving behaviour and encroachment on cycle facilities including:

    - Deliberate driving into Advanced Stop Line areas at signalled junctions.
    - Deliberate or mistaken use of mandatory cycle lanes by motor vehicles, including motorcycles.
    - Recklessly driven large lorries, which result in the most serious injuries and fatalities for cyclists.
    - Careless opening of car and van doors, which is a significant cause of injuries and fatalities. At present there is no enforcement against offenders when collisions occur.
    - Drivers that pass cyclists too closely in contravention of the Highway Code.
    - Drivers talking on mobile phones.
    - Drivers under the influence of drugs and alcohol.

- Large vehicles, especially those 'off-road' style lorries used by the construction industry, which lack equipment to keep cyclists visible and are driven by poorly trained and inadequately supervised drivers. We note that, so far, of all the London authorities only TfL has so far adopted a procurement policy that promotes the use of safer lorries and better-trained drivers.

Recommendations

2.1. Every road safety initiative should be reassessed ensuring that it contributes to removing the sources of danger to people who cycle and walk.

2.2. The road network needs to guarantee safe passage for cyclists by adopting the *Love London, Go Dutch* approach to ensure clear space at junctions and on main roads.

2.3. Traffic violations that consistently put cyclists at risk should be punished or prevented.

2.4. The Mayor and TfL should set rate-based targets for casualties to ensure resources are put into effective casualty reduction.

2.5. All London governments should adopt and promote procurement practices to ensure only safe lorry operators are used in London.

Q3. ENGAGING WITH CYCLIST GROUPS

How are cyclist groups engaged in decision-making to improve safety?

- **TfL Cycle Safety Action Plan**
  We and other groups take an active role in TfL's Cycle Safety Working Groups to deliver the actions of the Cycle Safety Action Plan. TfL has worked well in partnership with us, other cycling and transport groups, the police and road freight industry. The most significant outputs have been in the area of reducing the danger from large lorries. There has been productive working with the transport industry and innovative change in equipment, training and information. TfL has adopted a procurement policy that promotes safer lorries and better driving. However, the unsafe design and specification of most new lorries has not been addressed. Also, the criminal justice system fails to adequately deter rogue drivers and operators.

- **Junctions Review** *(please also refer to Q5 on page 15)*
  LCC has been putting significant resources into supporting TfL's Junction Review process with a panel of volunteer experts and members with local knowledge developing their preferred improvement options and examining TfL proposals for each junction. Their ideas are fed into the monthly Design Review Group Meetings. As yet, there are few firm outputs from this exercise, but we are beginning to see a more innovative approach in some of the design proposals from TfL. A total of over 200 junctions is to be reviewed.

- **London Cycle Network+**
  The LCN+ programme has been dropped, but extensive consultant and stakeholder input on 200 links is held by TfL. This material should be used by both boroughs and TfL to improve these roads. Before being cut, the LCN+ team and TfL produced a list of 140 barriers to completion. A large proportion of the barriers were junctions on TfL roads.

- **Consultation procedure on road schemes**
  Stakeholders have frequently complained that consultations are carried out at very short notice and contributions are often ignored. If there is no real opportunity to change a traffic scheme at consultation stage, then the expectation of consultation should not be raised. For example, our input on Superhighways has on numerous occasions not been addressed. The Blackfriars junction traffic scheme only came to our attention through consultation on a cycle crossing, a minor aspect of a multi-million pound redevelopment. The independent Transport Research Laboratory (TRL) study in 2005 of *TfL standards and procedures relating to cycling* listed 35 specific recommendations to improve the design process to make cycling safer, many of which have still not been implemented by TfL.

Recommendations

3.1. TfL's Cycle Safety Working Group needs to focus on effective action to meet the Mayor's objective of improving the criminal justice system and removing danger from the streets.

3.2. The detailed consultation material from across the LCN+ must be used as a matter of course in all road schemes on LCN+ routes.

3.3. Scheme consultation should begin at the pre-design stage to resolve all the cycling-related problems.

3.4. Stakeholders must be approached in good time when consultations take place and their input addressed and responded to.

3.5. The recommendations of the TRL study of *TfL standards and procedures relating to cycling* (2005) should be implemented in full.

Q4. CYCLE SUPERHIGHWAYS

What lessons have been learned from the first four Superhighways, and how will these lessons be applied to those still to be built?

- Existing and future Superhighways must be completed to Continental best-practice standards, including priority for vulnerable road users at junctions and dedicated space for cyclists on busy routes.

- Superhighways need to include popular destinations, rather than ending at hazardous junctions (eg. Tower Gateway, Aldgate, Lambeth Bridge roundabout).

- Advice from stakeholders, including input that has been specifically requested by TfL, has often been ignored. For example, our repeated interventions over the Superhighway at Bow roundabout were not addressed until two people were killed there. Our post-implementation surveys of Superhighways 3 and 7 received little attention from TfL, and even recommendations for minor changes, such as the confusing signage on sections of Superhighway 3, remain unaddressed.

- There is little willingness within TfL to reduce motor traffic capacity along Superhighways in order to increase overall capacity by facilitating walking and cycling. About half of the motor traffic journeys in London are less than two miles and could easily be made by bicycle or on foot.

- The quality of provision for cyclists varies considerably. We note, for example, two-metre wide mandatory cycle lanes along the embankment (Superhighway 8), which then lead to a hazardous junction at Chelsea Bridge.

- The quality of provision appears to gradually decline towards outer London. To cite two examples: Armoury Way at the end of Superhighway 8 is a major barrier to cycling, while in Tooting, near the end of Superhighway 7, loading and parking frequently obstructs the Superhighway.

- Maintenance is beginning to become a real problem, particularly when the Superhighway is on a local road. Works along Superhighways are frequently started without proper consideration for cyclists and only repeated complaints deliver results – for example, along Superhighway 3.

Recommendations

4.1. Existing and future Cycle Superhighways must be completed to Continental best-practice standards.

4.2. Superhighways need to continue to and through popular destinations.

4.3. Reducing the speed and volume of motor traffic should be seen as essential on a Superhighway.

4.4. Road user safety must take precedence over motor traffic capacity.

Q5. TFL JUNCTIONS REVIEW

What action is TfL taking to improve junctions following the junction review process?

- The Junctions Review is a step forward by TfL to consider more ambitious solutions to provide clear space for cyclists at junctions and remove one-way road systems. Such designs, if implemented, could make a much greater difference to cyclists and walkers than previous attempts that 'tag-on' cycling facilities while retaining existing layouts.

- It is unclear to what extent the proposals will be carried forward to completed schemes. The Junctions Review programme needs to include clearly defined outcomes to reduce road danger, not just output proposals.

- It's not clear how Transport for London Road Network (TLRN) sites for review are chosen. There is also a need to work closer with local authorities as TLRN junctions don't usually work in isolation, but affect surrounding local streets too.

Recommendations

5.1. The most cycle-friendly proposals must be the ones implemented.

5.2. Junctions need to be seen as places of safety for all road users, and not as locations that prioritise motor traffic.

5.3. Ongoing safety initiatives across the street network should not be delayed by the Junctions Review.

Q6. NATIONAL & INTERNATIONAL BEST-PRACTICE

What lessons can be learned from national and international cycling best-practice?

We note that Denmark, the Netherlands and the United States all have design guidance published and available in the English language. UK planners and engineers (not solely those assigned to the cycling) need to be familiar with this work. We provide some key references below.

UK resources such as the *London Cycle Design Standards*, *DfT Manual for Streets*, *Cycle Infrastructure Design* and *Hackney Street Design Guidance* are available, but often not followed. Cycling England has also produced an illustrated guide to Continental best-practice to supplement UK technical manuals.

Transport for London and local authorities have complained about DfT restrictions that prevent the adoption of European best-practice. Sustrans' London director, a former TfL officer, highlighted to the London Assembly Transport Committee the long delays in adopting even minor changes such as the installation of Trixi mirrors.

References:

- *London Cycle Design Standards, Transport for London 2005*
- *Manual for Streets, Department for Transport 2007*
- *Hackney Public Realm Strategy 2012*
- *Cycling England Notes on best-practice common in Europe to add to existing technical manuals*
- *Design Manual for Bicycle Traffic, CROW Netherlands Information & Technology Platform 2007*
- *Collection of Cycle Concepts 2012, Cycling Embassy of Denmark*
- *NACTO Urban Bikeway Design Guide, NACTO (USA) 2011*

Recommendations

6.1. Commit to delivering streets designed to national and international cycling best-practice.

6.2. Monitor and compare all schemes to ensure compliance with these best-practice standards.

6.3. Remove restrictive regulations (DfT or otherwise) that limit new designs to concepts that were current in the last century.

Q7. TFL SPENDING PRIORITIES

What priority is given to cycling in TfL's spending decisions?

- In Central London and parts of Inner London cycling already accounts for a significant proportion of non-public transport trips. On some streets, cyclists account for 25% to 50% of vehicles at peak times.

- TfL does not appear to have a coherent approach to allocating resources to support cycling. Most current TfL spending is on Cycle Hire and Cycle Superhighways, with very little additional money allocated to making London's roads more cycle-friendly. There is an allocation of £15m from central Government for improvements at junctions and £4m over three years divided between the 13 Biking Boroughs. We note that the Mayor estimated the cost of improving junctions at more than £100m and that Biking Borough funding amounts to just £100,000 per borough per year.

- The absence of enforceable design guidance leads to TfL and some boroughs and developers introducing schemes that are a poor use of public funds. For example, the cycle tracks around the North Circular Road at Bounds Green and Henlys Corner, and those around Westfield in Stratford and at Stratford Centre, are unfit for purpose.

- Funding is provided to the Boroughs for transport projects through the Local Implementation Plan (LIP) process, but this is not ring-fenced and Boroughs can choose not to allocate money to cycling.

Recommendations

7.1. Commit resources to cover the Mayor's estimate of a £100m plus cost of improving London's dangerous junctions.

7.2. Enforce best-practice design guidance on all London roads to prevent wasteful implementation and poor-quality schemes.

7.3. Maximise the benefits to cycling from new developments by setting higher standards for cycle parking and cycle access that developers must meet through the London Plan.

Q8. IMPACTS OF UNDER-INVESTMENT

What are the potential impacts of under-investment in cycle safety?

- Continued terrible costs to families caused by injury or death while cycling.
- Failure to meet targets for casualty reduction, a prime objective of the Mayor's Road Safety Plan. No reduction in the cyclist casualty rate and the wider perception of cycling in London as unsafe.
- Reduced uptake of cycling by the 25% of Londoners who say they would like to cycle more.
- Loss of potential benefits from investment (economically prosperous high streets, lower health care costs, reduced traffic congestion, equitable access to transport).
- Continued difficulties in improving air quality to meet European guidelines and prevent the early or avoidable deaths of up to 4000 Londoners each year.
- Reduced ability to meet London's official CO2 reduction targets.

Recommendations

8.1. Investment in cycling must be prioritised to improve the health of Londoners and, reduce congestion, pollution and road danger.

8.2. The economic, health, transport and environmental benefits of increased cycling must be incorporated in TfL and DfT cost-benefit calculations.

Q9. SMOOTHING TRAFFIC FLOW

How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

- 'Smoothing traffic flow' is an ill-conceived programme which has increased risk to vulnerable road users without improving overall traffic conditions.

- The reprogramming of traffic signals is dependent on computer modelling of traffic flows which does not properly take account of bicycles and modal shift.

- Some plans focus on maintaining, or increasing, capacity for motor vehicles to the detriment of improving safety for vulnerable road users e.g. Bow Roundabout . TfL is reluctant to identify the conflict between maintaining capacity and adopting schemes that improve safety in its presentation of traffic schemes.

- Reducing burst speeds (smoothing) of motor vehicles by allocating more signal time to motor traffic and by designing junctions so that motor traffic needs to slow down very little (wide turning radii and slip roads) creates conditions that are extremely hostile to safe cycling and walking by encouraging motorway-styel driving.

- The claimed benefits of smoothing the flow (reduced journey times, emissions and noise) are invariably erased by renewed congestion as additional vehicles are attracted on to the roads because of the promise of reduced journey times.

Recommendations

9.1. 'Smoothing Traffic Flow' should be re-conceputalised as 'Safer Traffic Flow' concentrating on the most efficient movement of people not motor vehicles.

9.2. Junctions must be designed to reduce road danger and slow car speeds not maximise car throughput.

Additional questions for the Committee proposed by the London Cycling Campaign

As well as responding to the London Assembly Transport Committee's nine questions, we have chosen to highlight additional areas that must be addressed before London can become a world-class cycling city:

Q10. IMPROVING TFL STREET DESIGN & MANAGEMENT

How important are cyclist and pedestrian needs to Transport for London's street network design and management teams?

- Dutch planners and engineers consider cyclist and pedestrian traffic from the outset of any design process. It is clear that this does not happen at TfL.

- TfL must adhere to the direction in the Traffic Management Act 2004, which says it must not prioritise motor traffic capacity over user safety. Furthermore, TfL must follow the mandatory guidance to give priority to other policy objectives such as increasing cycling and reducing the environmental impacts of traffic.

- Not all the transport-modelling software used by TfL allows cycle flows as inputs or outputs. In particular, TfL's own guidance suggests that junction capacity modelling is unreliable where cycle flows make up 20% or more of the total traffic flow[8].

- TfL guidelines for safety audits of road schemes do not require auditors to have any detailed knowledge of cycling provision or *London Cycle Design Standards*[9]. Safety audits of the implementation of the Olympic Route Network failed to identify several junctions with high risk for cyclists.

Recommendations

10.1. Cyclist and pedestrian requirements must be considered from the outset in any traffic scheme.

10.2. Motor traffic capacity must not be prioritised ahead of safety.

10.3. Inappropriate models should not be used to the detriment of vulnerable road users.

10.4. Auditing procedures must ensure competent evaluation of cyclist safety.

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8 *MAYOR OF LONDON. Traffic Modelling. Guidelines. TfL Traffic Management and. Network Performance. Best Practice*. Version 3 2010

9 *Unsafe: A review of London road safety audit procedures and the cyclist*, Hugh Morgan 2011

Q11. CYCLE THEFT & PARKING

Do bike theft and a lack of secure bike storage reduce cycling in London?

Yes. Surveys undertaken by TfL confirm those carried out by us, which show a quarter of people stop cycling completely after their bike is stolen, while around two-thirds cycle less. We submitted comprehensive recommendations on cycle parking to the Mayor in 2008, calling for a vast increase in on-street, workplace, transport, and residential parking facilities, including recommendations for significant increases in secure parking facilities. So far our recommended increases have failed to materialise, while demand has only increased in the meantime.

Recommendations

11.1. The London Plan should be revised to include standards for abundant cycle parking in all new developments, and redevelopments.

11.2. Cycle theft rates must be halved during the next four years.

11.3. Useable on-street cycle parking must be increased significantly to meet current and future demand.

ARE YOU AN LCC MEMBER?

The London Cycling Campaign is supported by our members. If you're not a member already, please find out more about joining us at www.lcc.org.uk/membership

Your membership pays for staff to lobby for better cycling facilities all over Greater London for everyone, including those who don't cycle yet

Our members also enjoy great money-saving benefits such as free third-party insurance and legal advice, as well as money off at over 120 bike shops

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Submission to the London Assembly's Transport Committee's investigation into cycling in London

The following is based on findings from a study of social and cultural factors in transport mode choice undertaken by researchers at the London School of Hygiene & Tropical Medicine in three London boroughs and funded by NHS Camden and TfL's Smarter Travel Unit[1].

In addition to cycling being a relatively rare mode of travel in London, it is not a choice made equally across the population. Using travel diary data, our study found that cycling in London is disproportionately an activity of affluent, White men. That certain population groups choose to cycle more than others perhaps implies that transport mode choice is, in some part, culturally determined. Normalising cycling as a transport mode is likely to not only increase the proportion of Londoners who cycle but also broaden the population base of cycling, and, alongside a range of other interventions, potentially reduce injury.

Although perceived risk of injury was a significant barrier to non-cyclists considering taking up cycling, our participants described a range of positive and negative attributes of cycling that affected their transport mode decisions. Both cyclists and non-cyclists were attracted to the 'automobility' provided by cycling which is defined by independence, speed, and efficiency. The opportunity to incorporate health gain into a daily regime was also prized. Cycling was seen as environmentally beneficial and therefore the most virtuous mode of transport even among people who would not consider cycling themselves.

Negative attributes of cycling included: the 'hassle' associated with cycling which included the need for specialist clothing, safe routes, transporting work attire, secure parking and cycle maintenance; and the assertiveness perceived necessary to cycle safely which was described as being 'hardened' and 'thick skinned' by participants. This assertiveness, which was seen to border on the aggressive, was not attractive to some women cyclists or potential cyclists although, for other women, cycling offered a liberated , empowered identity.

Factors that encouraged cycling included the provision of cycle training and of workplace facilities for cyclists. If cycling can attract participation by a wider range of Londoners, non-cyclists are more likely to identify with cycling role models. However, for some Asian mothers of young children, the attributes of automobility were not prized above other criteria. If practical barriers to their taking up cycling were removed or mitigated, it would not necessarily follow that they would be happy to do so. This is likely to hold for other groups too.

There is some evidence from Europe showing that a critical mass of cyclists encourages the take-up of cycling by under-represented groups, especially women. We suggest that initiatives to normalise cycling, such as the provision of accessible cycle training, a safer environment and media campaigns, could result in a reduction in injuries.

August 2012

[1] Green, J, Steinbach, R, Datta, J and Edwards P (2010) Cycling in London: a study of social and cultural factors in transport mode choice. LSHTM; Green, J, Steinbach, R and Datta, J (2012) The travelling citizen: emergent discourses of moral mobility in a study of cycling in London. *Sociology*, 46 (2), 272-289; Steinbach, R, Green, J, Datta, J and Edwards, P (2011) Cycling and the city: a case study of how gendered, ethnic and class identities can shape healthy transport choices. *Social Science & Medicine*, 72, 1123-1130.

Submission to the London Assembly Transport Committee investigation into cycling in London

August 2012



London TravelWatch is the official body set up by Parliament to provide a voice for London's travelling public.

Our role is to:

- Speak up for transport users in discussions with policy-makers and the media;
- Consult with the transport industry, its regulators and funders on matters affecting users;
- Investigate complaints users have been unable to resolve with service providers, and;
- Monitor trends in service quality.

Our aim is to press in all that we do for a better travel experience for all those living, working or visiting London and its surrounding region.

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Contents

Executive Summary

London TravelWatch is pleased to provide a written submission to the Transport Committee investigation into cycling in London.

The number of cycle trips is rapidly rising in London, albeit from a small base. The success of the Mayor's Transport Strategy is dependent upon an increase of cycling levels to 5% by 2026.

There have been numerous interventions that have led to rising cycle levels. Implementation of the central London congestion charging zone was clearly significant, but there have also been softer measures such as cycle training, additional cycle parking and cycle hire for example.

A persistent issue is cycle safety and the perception of cycle safety – a significant deterrent to the take up of cycling and one that needs addressing. However, this should be seen in the context of the benefits of cycling, rising levels of cycling and the road safety statistics for other vulnerable modes.

London TravelWatch is supportive of cycling being a greater proportion of journeys in London, but wants to ensure that the development of London's streets takes account of all its users, particularly elderly and disabled pedestrians and bus users.

This submission describes London TravelWatch's views on cycling in London and its response to the questions posed by the London Assembly Transport Committee. Our views are based on our report Cycling in London which was published in 2009 following a survey of stakeholders including cycling and walking groups. It is also based on other research we have undertaken, longstanding engagement with users groups in London and our engagement with TfL and other statutory bodies such as the City of London and Metropolitan Police services.

1 Introduction

Cycling is an important and growing transport mode in London, albeit from a low base. There are transport benefits for both the individual and for London's transport system. Cycling is both space and energy efficient. If London is to continue to grow and have a transport system with less overcrowding, congestion and unreliability then cycling should be promoted.

London TravelWatch is the statutory watchdog representing all transport users in London. We want to see cycling policies and programmes developed in the wider context of how London's streets are used by all Londoners.

In 2009 we produced a report, *Cycling in London,* on which this submission is based. That report was produced following consultation with many stakeholders in London. We surveyed the views of cycling groups, walking groups, representatives of those with disabilities, motorcycling groups, traffic engineers, borough cycling officers and transport planners.

Additionally, we have sat on the Metropolitan Police's Strategic Traffic Forum and now sit on TfL's Cycle Safety Working Group (CSWG) and the London Transport Community Safety Partnership (LTCSP). London TravelWatch members regularly hear from and debate traffic and transport issues with TfL and other statutory organisations, such as the City of London Police who have innovated on roads enforcement through their Operation *Atrium*.

Members and officers are in regular dialogue with user groups, in various fora, representing a wide cross section of Londoners. Officers have taken part in TfL's CRISP[1] rides and undertaken accompanied rides with TfL looking at the first of the two pilot Superhighways.

In developing our policies we have recognised that there are many categories of cyclists; young children, adult novices, experienced adults, plodding and very fast commuter cyclists and the professional cycling courier etc.

We have recognised that cyclists encounter many road environments: very busy and fast dual carriageways with 40 (or even 50) mph speed limits, residential back streets, the Red Routes, borough primary roads and busy urban town centres. Cyclists use parks and canal tow-paths and many other off-road routes.

[1] CRISP – Cycle Route Implementation and Stakeholder Plan. This is part of TfL's development procedures for implementation of cycling schemes.

2 The growing role of cycling as transport in London

Cycling accounts for 2%[2] of journey stages[3] in London. This is a near doubling since 2002. The contrast with national trends in cycling is demonstrated in the graph below derived from DfT's National Transport Survey.

Average distance travelled by bicycle in London and in comparison to Great Britain excluding London, 2002 to 2010[4], Miles per person per year by bicycle. Index: 2002=100

The interventions that have led to increased in cycling in London are numerous. Though the contribution of each is difficult to quantify it is clear that one of the most important factors was the implementation of the central London congestion charging zone. There have also been many other programmes that have promoted cycle use in London:

[2] Travel in London report 4, TfL, 2011

[3] A Journey Stage is a part of a trip made on a specific mode of transport, eg a trip of 3 stages comprising a walk stage from home to a bus stop, a bus stage to central London, and a further walk stage to a place of work.

[4] Source: National Travel Survey. Note: bicycle distance is based on a small number of stages/individuals sampled each year, therefore treat results with caution, especially year-on-year changes. Note: This particular data, comparing London to GB excluding London, has been supplied to us by DfT, but is not routinely published.

- The London Bus Initiative (LBI) introduced many kilometres of bus lane that are shared by cyclists;
- the *London Cycle Network+*, a network of 900kms of signed routes designed as an alternative network to busy main roads. However, this network remains incomplete where it intersects with 'barriers' such as large, busy, junctions;
- the reversion of one-way roads and systems, sometimes giving cycle only access through road closures;
- marketing, awareness raising and promotion of cycling;
- training for youngsters and adult novices;
- cycle parking provision, particularly at schools, stations, new development and in town centres;
- the central London cycle hire scheme;
- cycle superhighways;
- cycling borough initiative;
- smarter travel initiatives.

3 London TravelWatch's support for cycling in London

Increasing the proportion of cycling in London is an integral part of the Mayor's Transport Strategy. The objective of the Strategy is to increase cycle levels in London from 2% to 5% by 2026, a 400% increase on 2000 levels. If this target is not achieved economic growth will be restrained and congestion on other modes will be greater.

The target is hugely ambitious and will require substantive change in perceptions of road safety, training, infrastructure, awareness raising etc in order to reduce the real and perceived barriers to cycling in London.

London TravelWatch is supportive of promoting cycling in London and wants cycling to become a much greater proportion of trips than at present. We are generally supportive of Transport for London's approach to promoting cycling.

However, we also recognise that the needs of cycling and cyclists must be balanced with the needs of other modes and their users. We want to see London's streets developed in a manner that takes account of all users, particularly London's elderly and disabled pedestrians, who find cyclists riding on the pavement or breaking other rules of the road problematic.

4 Cycle training education and enforcement

TfL have a large cycle training budget funding mostly school based, but some adult novice, training. Both are delivered through the London boroughs. Some London boroughs and schools also contribute some of their own resources to cycle training.

On-road cycle training is seen by the London Cycling Campaign (LCC) as one of the most important aspects of cycling promotion. The stakeholders we consulted generally agreed with this, overall rating cycle training as an important investment priority and an important element contributing to cycling safety.

It is reassuring to note the study undertaken for Ealing council and TfL into the "*impact of children's cycle training, January 2007*", indicated there were sustained increases of cycling amongst those undergoing training courses.

There have been various general education and awareness campaigns run by TfL to promote cycling safety. The most noteworthy has been the road safety campaign to raise mutual awareness amongst both cyclists and heavy goods vehicles drivers about collisions between cyclists and heavy goods vehicles turning left – a high proportion of cyclist casualties result from this manoeuvre. Recently a 'share the road' campaign has been relaunched by TfL to raise the awareness of all users that they have to watch out for each other on the streets. This is welcomed.

London TravelWatch's Board has discussed with the City of London Police how they have responded to a higher than average casualty level amongst cyclists in the City They initiated a pro-active education and enforcement campaign (operation *ATRIUM*[5]) that initially sought to raise the compliance of cyclists with automatic traffic This road side enforcement operation has developed into a campaign that engages with the staff of large City of London companies and targets both cycling and motor vehicle offences on the City's streets. The Metropolitan Police traffic command undertakes similar activities as well as speed enforcement, but on a limited scale, across London.

The Metropolitan Police Service tell us that traffic related issues, speed and cycling offences, are raised by many communities across London as part of the process of prioritising local safer neighbourhoods policing activity. This priority, policing cyclists and speed, reflects the views of attendees of a users' conference London TravelWatch has previously held.

[5] ATRIUM is the name the City of London Police have given to its operations to improve road user compliance with traffic regulations.

London TravelWatch believes training, education, and enforcement are the most important area of activity to promote cycling, enhance cyclist safety and improve the respect of cyclists towards other road users, particularly pedestrians.

London TravelWatch wants to see cycle training become the norm in all of London's schools and promoted to novice adults so that cycling skills are improved.

London TravelWatch wants to see continued 'respect' and 'share the road' campaigns along with more roads policing so that all modes and users obey the rules. We want to see the Metropolitan Police (possibly using their safer neighbourhood policing teams) follow the lead of the City of London in policing road users on London's streets to improve general behaviour and compliance with the rules.

5 The interaction of cyclists with pedestrians

Policies to create safer cycling routes and an increase in funding available for cycling has meant a blurring of the use of pavements with both segregated cycle paths and shared cycle use being introduced on them.

Cycling and walking are separate modes that interact with each other. Too often cycling and walking are treated as similar modes with similar requirements. There are walking and cycling conferences, walking and cycling routes and walking and cycling policies. Although cycling and walking are similar in some aspects in many ways cycling is more closely aligned with private motoring than walking. In law, the cyclist has to obey many of the rules of the road that motor vehicles do.

There are many categories of cyclists: the young, adult novices, experienced adults, plodding and very fast commuter cyclists and the professional cycling courier etc. All of these want to feel safe when they are cycling, but mixing them with pedestrians on the pavement to achieve this is problematic.

The result is also often disappointing for both cyclists and pedestrians. The cycling route proposals London TravelWatch particularly examined that have been implemented by TfL (Richmond Road and the A406, North Circular) do not provide exemplary cycling conditions and are also problematic for pedestrians. They clumsily cross side roads, sometimes sending the cyclist off-route to a designated crossing place or via a circuitous route shared with pedestrians. Both schemes include a two-way cycle path on one side of the road which further reduces their utility to cyclists.

Pedestrians, particularly elderly pedestrians have real concerns about sharing the pavements with cyclist whether formalised or not. The blurring of the use of the pavement makes enforcement more difficult. There is no longer a simple rule that cyclists should not ride on the pavement.

The stakeholders we consulted generally agreed with us that the conversion of pavements to cycle tracks really should be the last resort and where this does happen designers should also consider the needs of cyclists that remain on the carriageway.

London TravelWatch believes that the place for cyclists is on the carriageway and that the conversion of pavements for cycling really should be the last resort.

However, pedestrians and cyclists will inevitably mix. Where they do we support shared, not segregated, cycle only space. Allowing cyclists to use these shared spaces should be a privilege, not a right and their behaviour modified out of respect for other users of that shared space. It must be clear, both through training and education, reinforced through signage and enforcement, that pedestrians have priority. In parks, where

cycling is allowed, and on converted pavements cyclists should always give way to pedestrians.

6 The London Cycle Network+

The London Cycle Network (without the +) was originally conceived as a network of safer cycling routes designed to a standard that all cyclists, even children, could use. Much of the capital investment in cycling over many years was focussed on completing the Network.

In the early years of TfL this network was re-branded as the *London Cycle Network+ (*LCN+*)*. Essentially this continued the same philosophy of London government's investment in cycling infrastructure, i.e. investing in routes that are safe for all cyclists. However, more funding was made available for investment in the network.

This approach has its supporters and critics. It certainly led to benefits for cycling. It raised the profile of cycling and led to investment to tackle some problematic junctions, provide safer road crossing points and improve the permeability of streets for cyclists, for example by enabling cyclists to travel through road closure points. The LCN+ provides a great training ground for novice cyclists, leisure cyclists and youngsters.

However, the routes are often not direct, nor necessarily those used by many cyclists. Some signing directs cyclists into quiet back streets that can feel unsafe, particularly at night, due to the lack of passive policing by other street users. There is criticism that investment in the LCN+ has meant designing for safer cycling on the routes most cyclists use is not being addressed.

The design standards that accompany the LCN+ are aspirational, and may not be practicable in the built scheme on the street. These standards inevitably mean that pavement is converted to cycle paths.

The LCN+ is incomplete. There are still numerous problematic links and junctions to tackle. A report, commissioned by London Councils in 2009, identified 140 infrastructure barriers ranging from complex and busy junctions and gyratory systems to narrow road widths and bridges and one-way streets. All of these have to be tackled to complete the network. Addressing these barriers would be of great benefit to cyclists.

The network relies on a high level of signing which is supplemented by comprehensive free cycle maps. It is clearly important that these signs are well maintained for cyclists to use the network with confidence. It is apparent that some sections of the off-carriageway network are not well swept and as such there are accumulations of glass on the off-carriageway paths. Cycle paths should be cleaned to at least the same standard as the general carriageway.

The stakeholders we consulted generally felt investing in the LCN+ and its contribution to safer cycling was less important than other aspects of cycling in London.

Taken as a whole, London TravelWatch believes LCN+ has been a good thing for cycling in London insofar as it has led to many improvements, provides a managed cycling environment for novice riders and has raised the profile of cycling. But there are dis-benefits as discussed above and the network is not yet complete. Tackling the identified 'barriers' on the LCN+ would be of great benefit to cyclists.

London TravelWatch supports the implementation of the LCN+. It provides investment in cycling which has been used to tackle poor cycling conditions.

However, we recognise that only a small proportion of cyclists are routinely using the *LCN+* as it is often not the most direct route for them.

The conversion of pavements to cycle tracks often results in poor cycling facilities as discussed above and is problematical for pedestrians, particularly at junction crossings.

London TravelWatch believes cyclists should be on the carriageway. The use of bus lanes, wide inside lanes, or maybe a semi-segregated sections of the carriageway, in conjunction with slower speeds where necessary, is preferable to the conversion of pavements to cycle tracks as part of the LCN+.

7 Cycling on the general road network

The majority of cyclists in London choose to use the roads that they know and are most direct for their journey.

The stakeholders we consulted generally rated investment in tackling cycling safety issues on the main routes cyclists use as the highest investment priority. They told us improving the design of junctions on the main cycling routes was their top priority for improving cycle safety. Cyclists cite problems at junctions, particularly where the junction has been designed for high levels of motor vehicle capacity.

Most stakeholders we consulted agreed that permeability for cyclists is important. This can be achieved by allowing cyclists privileged access through road closures. One-way road systems can be reverted to two-way operation. TfL should undertake, and encourage the boroughs to undertake, permeability surveys to tackle issues such as one-way streets and systems and road closures that are not permeable to cycles

Cyclists need lane widths to be wide enough so that motor traffic can safely pass them. At approaches to junctions a wide lane is needed in order that cyclists can pass through slow moving traffic to access the advanced cycling stop line where they can properly position themselves to be seen by others.

Where cycle paths are implemented on pavements some cyclists will nevertheless choose to cycle on the carriageway. Stakeholders generally agreed with us that where this occurs designers should still take account of those on the carriageway and address any safety issues there.

Bus lanes have been promoted by TfL, in part, for their benefits for cyclists, i.e. they protect cyclists from general traffic. There is concern, shared by London TravelWatch, in the cycling community that these benefits have been undermined by allowing motorcycles to use bus lanes.

London TravelWatch was instrumental in persuading TfL to implement advanced cycle stop lines as a standard in London. These give cyclists a real advantage by allowing them to get into a position where they can be clearly seen and get ahead of motor traffic at the junction when the signals allow.

As part of our survey we promoted the idea of a pre-emptive green light for cyclists to allow them to start cycling before general traffic. This proposal was supported by some stakeholders. London TravelWatch is supportive of trials of this.

The LCC and others are promoting a new approach to segregation based on Dutch highway designs and approach. Whilst many of the campaign themes are supported by

London TravelWatch it is unclear what is proposed with respect to segregated cycle tracks alongside London's main roads. LCC want to see:

> "Wide and separated bike tracks alongside main roads……"

We have questioned the priority, practicality and affordability of introducing widespread segregation on London's roads because most collisions happen at road junctions, most of London's main roads are varying in width and have to accommodate pedestrians, motor vehicles, kerbside loading, bus priority and bus stopping arrangements.

That said there are important transport corridors, for example the A406, North Circular, that carry high volumes of fast moving traffic where alternative cycling facilities are required.

8 Cycling in London's parks and along its waterways.

There are some well established cycling routes in London's parks and green spaces. The canal system's tow paths are often well used. Some of these routes are formalised and cycling is actively encouraged, but in others there are by-laws, bans and barriers that ensure cycling remains prohibited.

London TravelWatch members have visited a variety of locations to judge what criteria should be applied.

Members visited London Fields, in Hackney, where cycling on all the paths is permitted, but particularly promoted along a north east to south west route (a section of *LCN+*) where there is a long straight and wide cycle path alongside a footpath. Segregation is by means of a heavy white line. There is a single warning sign to cyclists stating that pedestrians have priority at a crossing location. This path is very well used and clearly allows cyclists quite an advantage in journey time savings.

Members visited Queen's Wood in Haringey which is clearly a tranquil leisure park where cyclists are banned.

Members also visited Parkland Walk in Haringey which has been sympathetically improved to allow cyclists, but prioritises pedestrians. We particularly noted the use of crushed chalk as a surfacing which effectively restrains cyclists' speed.

London TravelWatch expects cyclists to be predominantly using the road network, but there will be occasional use of off-road facilities. These areas are primarily areas for relaxation and leisure. Off-road cycling should be regarded akin to leisure riding and pedestrians, park users etc should always have priority and respect from cyclists. Cyclists should keep their speed down and always give way to pedestrians. Priority for pedestrians and other users should be reinforced by appropriate signing.

Where an off road section is proposed as more than leisure cycling, i.e. as part of the LCN+ then this may be supported if there is a genuine journey time saving.

9 Cycle parking and storage at home

Cycle parking and storage facilities at home are clearly key requirement of cyclists. Without both they will either not cycle or end up attaching their cycle to pedestrian guardrailing, street furniture, street trees or private railings.

The stakeholders we consulted generally put cycle parking low down on their list of priorities for investment in cycling in London. This may reflect, in part, the large investment in cycle parking by the London boroughs, TfL and the railway industry, but also a willingness to use informal cycle parking, railings etc.

Often cycle stands are located opportunistically where there is an underused piece of land away from public surveillance or as numerous individual stands stretching along sections of pavement.

A significant development in central London has been the cycle hire scheme. This has created a greater demand for land for cycle parking. Some of that demand has been satisfied by the use of the carriageway for docking stations rather than the pavement. This is welcome.

Station cycle parking, particularly at London's terminal stations, is in very high demand.

Given all of this and the planned quadrupling of cycling target there will be a much greater demand for space to park cycles. The needs of others, particularly pedestrians and people with disabilities must be taken into account. It may appear an easy solution to locate cycle parking on the pavement. This may be appropriate, but sometimes narrows further already narrow pavements. In other European cities there are examples of cycle parking is implemented on the carriageway. This is starting to happen in London.

There are numerous one-off events happening all over London. Sustainable transport is promoted, but often cyclists arrive at an event and will have difficulty parking their cycle. The London Cycling Campaign told us they would like to see the routine provision of temporary cycle parking when events are planned. To facilitate this we want TfL and the London boroughs to plan for cycling routinely when they plan for major events in the same way in which bus service diversions are planned to accommodate these events.

Cycle storage at home is a significant issue for those living in flats in London. Climbing stairwells with a cycle and finding room in a small flat is problematical. TfL have recognised this and fund, through the borough grant, cycle storage on social housing estates, though this will clearly be quite limited given the scale of the probable demand. It is to be hoped that this initiative would encourage other agencies to consider this

issue at the design and planning stage of new homes, but also to retrofit residential cycle storage.

London TravelWatch believes that cycle parking should lead demand at stations, on street, schools or workplaces. This is particularly important given public policy to dramatically increase the number of cycle trips being made.

Cycle parking should be planned wherever possible – *ad hoc* locking of cycles to street furniture looks unsightly, but more importantly may block pavements etc. Cycle parking should be located where it is under public surveillance.

London TravelWatch supports travel planning for schools, work places and has promoted them as best practice for stations. These concepts need to be extended to town centres and all generators of travel to determine the levels of cycling parking that is appropriate and its best location.

Town centres, stations and other major attractors of cyclists need cycle parking located in groups that are nearby. This may mean allocating land or even carriageway as simply stringing out parking along long stretches of pavement is a poor solution for cyclists.

10 The Assembly's questions

10.1 What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?

London TravelWatch has not investigated this issue. It is the practice of road safety analysis to look at three years data before making conclusions regarding road safety interventions and so it is too early to draw conclusions regarding the introduction of the Cycle Superhighways.

We have, however, raised the following concerns regarding the design of the pilot Superhighway from Merton to the City, CS7. We wrote to TfL in March 2010:

i) Where one should cycle on the road is a function of many things: the topography of the road; the traffic conditions; ones confidence and training are important. Thus, particularly at a junction, if there is slow moving traffic flow and the cyclist is approaching a stop line with the signal at red one would cycle reasonably close to the kerb – the proposed cycle lanes may well be appropriate in these circumstances. In faster traffic where the lights are green then one would cycle further towards the middle of the traffic lane, particularly to stop left turning traffic cutting across in front of the cyclist. Thus it is difficult to design cycle lane infrastructure approaching junctions that is useful in both these different circumstances.

ii) Having a cycle lane close to the kerb may not be appropriate where there is a sharp bend in the road. We saw that at Marshalsea Road.

iii) As part of the package of superhighway measures we understand that cycle training will be promoted. This we support. But it may well be the case that this training in the use of the road and positioning oneself to cycle through a junction as described above conflicts with the lanes as painted on the road surface.

iv) Where a cycle lane is shared by motor vehicles – you described them as virtual cycle lanes – it may be confusing as to who has priority (motor vehicle or cyclists) particularly where the lane is close to a junction. We all have had experience of being hooted at by drivers who consider once cycle lanes are provided the cyclists ought to be in them.

v) There are clearly some very problematical junctions for cyclists on the TLRN. The one at Kennington is a case in point. We recognise that these cannot easily be tackled, but we would expect some acknowledgement, and an associated time table, in the proposals that safety issues for cyclists at these junctions will need to be addressed

10.2 What are the main safety concerns of cyclists in London?

Our survey in 2009 proposed several measures. Stakeholders were asked to prioritise them. They did so in the following order:

1. Improve the design of junctions on the main cycling routes;
2. Slower speeds;
3. Improve cycle training for all cyclists;
4. Raise awareness of cycling amongst motor vehicle drivers;
5. Completing the *London Cycle Network+;*

The fifth on this list was particularly pertinent at the time of the survey as the non-completion of the LCN+, particularly at major road junctions, was being highlighted by London Councils. Nevertheless it was still rated low down.

10.3 How are cyclist groups engaged in decision making to improve cycle safety?

London TravelWatch and other organisations attended a TfL Cycle Superhighways User Group Meeting during the early stages of the development of the Cycle Superhighways in June 2009. We had understood that this level of engagement would continue, but there were no further meetings.

Subsequently London TravelWatch met with the TfL's engineer responsible for designing the two pilot routes. Prior and post implementation we rode one of the pilot routes.

Though not involved in decision making we were pleased that a detailed design change at Marshalsea Road was made to the final design of CS7. We were pleased that our concern that tackling major junctions on the routes was registered as an issue by TfL, although it was clear that these locations would be investigated after the implementation of cycle lanes which was the main element of the Superhighways. Our concern regarding the Superhighway cycle lanes continuing up to and through a junction, is set out above and was considered by TfL. However, this design feature was retained.

London TravelWatch has been part of the Metropolitan Police Services' Strategic Traffic Consultation Forum. We found this was a useful way of influencing the traffic police and believe our input contributed to a continuation of the FOIST[6] operations, albeit on a

[6] FOIST is the Met's name for enforcement operations to take uninsured and unroadworthy cars off of London's streets.

smaller scale, and the introduction of operation ATRIUM type activity by the Metropolitan Police Service.

This forum ceased meeting after January 2011 and was, in effect, replaced by the London Transport Community Safety Partnership (LTCSP) and the Cycle Safety Working Group (CSWG), both run by TfL.

Both of these groups are doing useful works. For example the LTSCP has just prioritised work on cycle theft, a clear disincentive to cycling. The CSWG is a very high calibre group of stakeholders from cycling, road safety and professional transport organisations.

10.4 What lessons have been learnt from the introduction of the first 4 Cycle Superhighways, and how will these lessons be applied to those still to be built?

It is clear that the first Cycle Superhighways have raised the profile of cycling in London. We have not been party to further discussions regarding future Cycle Superhighways.

Below are some of the issues we think the implementation of the first two pilot routes raised.

i) The key issue for cyclist safety is at junctions. These should be addressed as part of the development process.

ii) The issue we have raised with TfL regarding cycle lanes continuing up to and through the junction should be considered more thoroughly than hitherto has been the case. If this is to continue to be a design feature of cycle lanes then the conflicting messages of these lanes and what cycle trainers are teaching needs resolving.

iii) There is great complexity implementing cycle lanes on London's streets with all the other demands on them.

iv) The Cycle Superhighways contain lengths of lane that can be parked in off-peak, are only advisory and sometimes are half of a bus lane. This sends a confusing message to all road users.

10.5 What action is TfL taking to improve junctions following the junction review process?

We welcome the junction review, but are not aware of the detailed actions.

10.6 What lessons can be learned from national and international best practice?

London TravelWatch's Board has discussed the report commissioned by TfL in 2004, *Towards a Fine City for People: Public Spaces and Public Life.* This proposes an incremental approach to create a better balance between pedestrians, cyclists and motor vehicles. London TravelWatch is supportive of this approach.

The approach in New York by Transport Commissioner Janette Sadik-Khan is interesting. New York has been able to be highly innovative by simply trialling road closures etc that benefit both cyclists and pedestrians with temporary initiatives followed up by permanent solutions. This contrasts with the approach in the UK where enormous effort is put into trying to predict the outcomes of changes to the road network prior to costly highways changes that cannot be easily changed or reversed.

10.7 What priority is given to cycling in TfL's spending decisions?

Significant funding has been allocated for cycling initiatives, most notably Cycle Superhighways and cycle hire. This has coincided with a reduction in the development of bus priority in London.

Grant funding to boroughs can be spent largely as boroughs' choose. Some will spend substantial amounts on cycling initiatives, some very little. TfL should take a strategic view of how grant funding is spent if promoting cycling is to be a greater priority than at present.

10.8 What are the potential impacts of under-investment in cycle safety?

Increasing the level of cycling is an integral part of the Mayor's Transport Strategy. Under investment will mean this target is not met. The result will be greater than forecast congestion on London's roads and public transport systems. Economic growth will be constrained.

10.9 How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

The Traffic Management Act 2004 introduced a duty on local authorities to secure the expeditious movement of traffic.

In May 2005 TfL adopted a Network Management Plan. This contained new initiatives regarding the management of its road network and the wider Strategic Road Network

(SRN)[7] such as street works permitting. The Network Management Plan emphasised cooperation and coordination and the led to the setting up of London Works, TfL's initiative to create a single, London wide database of street works.

TfL also created a Network Assurance regime. The approach to this is traffic engineering led and works against the more holistic approach that had hitherto been the case. The Network Management Plan was introduced with very little, if any consultation. At a presentation to London TravelWatch TfL told us that bus lanes would be more difficult to implement under these arrangements.

This contrasted with Camden's[8] Network Management Plan which takes a much more rounded approach than TfL and notes:

> "Network management is one element of an authority's transport activities…."

TfL's approach to the Network Management Act moved the emphasis towards 'keeping the traffic moving' as opposed to delivering holistic schemes that would promote modal switch. This resulted in schemes such as Tottenham High Street being proposed without a pedestrian crossing where there previously had been one and the Angel Islington scheme having a crossing of Upper Street at a location some distance from the pedestrian desire line.

In 2008 this approach developed in line with the new administration's "Smoothing the Traffic flow" policies. Whilst many elements of 'Smoothing the traffic flow continued TfL's existing policies of managing demand and achieving modal switch there was a greater emphasis on minimising the impact of planned and unplanned events on the road network. There was also a significant series of initiatives such as linking traffic light systems, traffic signal timing reviews and corridor management.

One effect of the Network Management Act and 'Smoothing the Traffic Flow' policies has been to raise the bar in terms of implementing schemes that will encourage modal switch and improve pedestrian and cyclist safety. Junction designs that are likely to reduce motor traffic capacity would be less likely to get approval. There has been a shift in emphasis from people moving to keeping the traffic moving. The resulting junction design and the allocation of road space may well be less cycle friendly, preclude single-stage pedestrian crossings and make the justification of bus priority more onerous.

All decisions regarding how road space is allocated and junctions are designed will necessarily be a trade-off. London TravelWatch accepts that it is TfL that has to make these trade-offs. However, at present we are often told that an element of a scheme is

[7] The SRN was defined by Government and consists of strategically important roads controlled by the London boroughs.
[8] Camden's Network Management Plan : http://www.camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=397883

not possible because the “junction does not work”. We think that this means TfL’s models suggest a junction is over 80% of its design capacity (and therefore queuing will result). However, the trade-offs are never clearly set out. London TravelWatch would welcome **more transparency** in the decision making process in order that we and other stakeholders, including the London boroughs, can comment more fully on schemes that TfL and the local highway authorities propose.

METROPOLITAN POLICE TOTAL POLICING

Specialist Crime and Operations

15 AUG 2012

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9th August 2012

Dear Caroline,

I write in response to your letter to the Commissioner dated the 3rd July 2012 in regards to the London Assembly Transport Committee's Investigation into cycling in London.

My response will be limited to the first two questions posed:

1. 'What are the main safety concerns of cyclists in London?'

2. 'What lessons can be learned from national or international best practice on cycling safely?'

The other two questions:

3. 'What has been the impact of recent cycle safety infrastructure improvements in London?'

4. What lessons have been or should be learned from the existing cycle superhighways?' :are considered the domain and responsibility of Transport for London (TfL) who have been the providers of the highways and the related infrastructure.

In both of the questions 3 and 4 above the Metropolitan Police Service should have been consulted about the infrastructure related to cycling on roads and at junctions, including the Cycle Super Highways, at point of planning through submissions to the MPS Traffic Management Unit (TMU). Our Traffic Management officers (TMOs) will then provide a professional road safety opinion, usually by means of formal letter or e mail correspondence.

The MPS Traffic Management Unit is also involved in post fatal collision site visits and we do provide our professional opinion and subsequently work with highways authorities around improvements considered necessary. This was the case most recently with the tragic fatal cycle collisions at the Bow Roundabout.

The MPS also has representatives on the TfL Junction Review groups (strategic and practioner) which are currently reviewing those junctions identified by the Times newspaper and cyclists as the most dangerous in London.

Question 1. 'What are the main safety concerns of cyclists in London?'

In June 2010 the MPS Traffic Command introduced an innovative unit where eleven qualified traffic officers took to patrolling the streets of London on pedal cycles. This immediately provided fantastic engagement opportunities with cyclists as conversations were naturally held whilst waiting at junctions and sat in the Advanced Stop Line boxes. Since its early inception the team have remarked how much the cyclists of London enjoy being able to talk police without the need to lower a car window or lift a motorcycle helmet visor. I will now summarise what the cyclists have cited as their concerns on safety.

Most cyclists will cite the inconsiderate behaviour of other road users as their first concern. However, this behaviour is often exacerbated in some circumstances, explored in more detail below:

Large Goods Vehicles (LGVs): particularly those engaged in a manoeuvre such as a left turn, and historically this manoeuvre has been the most common cause of cycle fatalities. Cyclists feel that these vehicles are the greatest threat to their vulnerability and that so much more should be done to ensure that such vehicles have warning systems to warn of the proximity of a cyclist on their nearside. The MPS identified that there was an opportunity for cyclists to understand the 'blind spot' issues that affect large vehicles and with the assistance of a number of hauliers/construction operators introduced the award winning 'Exchanging Places' campaign.

The MPS "Exchanging Places" programme addresses this in a quick and practical manner by allowing cyclists the opportunity to sit in the drivers seat of a large vehicle, normally a tipper truck but has included cement mixers and more recently buses and to be able to see where a cyclist disappears from view in blind spots around the vehicle, particularly on the nearside and to the front of the large vehicle.

From October 2011 to July 2012, almost 2000 cyclists have taken part in this scheme at events organized by the MPS Cycle Task Force.

There appears to be a firm belief within the cycling community that drivers of Large Goods Vehicles either do not understand or do not particularly care about cyclists. There is also a feeling amongst the drivers that cyclists do not obey the law and put themselves in a dangerous position on the nearside.

There has been some innovative work done in some boroughs in London through the procurement processes where large goods vehicle drivers undertake a course where they take to cycles for a ride to experience the roads of London from a cyclist's point of view.

Junctions: The most common complaint is at traffic lights and roundabouts, often featuring in conversations with cyclists. Each location will have its own unique features, but the higher speed of other vehicles and their proximity are common to most location-specific complaints.

A commonly held belief voiced by cyclists who contravene red lights is that it is safer to do so than wait at the stop line. From a police perspective this is extremely difficult to accept.

Advanced Stop Lines (ASLs): These stop boxes for cyclists are a very common topic of conversation and normally frustration for cyclists. They were designed and implemented to allow cyclists a safe haven beyond the first stop line at an automated signal junction and should allow cyclists to get away from the traffic lights ahead of other road users. Cyclists are very vociferous in complaining about the use of the ASLs by other vehicles. In particular motorcycles and taxis (London Hackney cabs) are resented. There is clearly a lack of knowledge of the legislation on the part of cyclists and other road users which leads to common misunderstandings despite the fact that it is clearly explained in the Highway Code. In particular, the instruction that a driver MUST stop inside the Advanced stop box if the lights change to red after passing the first stop line whilst the light was at green.

The issue is further compounded by the fact that many of the Advanced Stop Lines and respective boxes are not correctly marked and many do not have the entry gate to the nearside to allow cyclists to enter past the first Stop line. Many cyclists are critical that the 'gate' encourages entry from the nearside and many would prefer entry from the centre or the offside to avoid the proximity to large vehicles and their nearside flanks. Some ASLs in London do have central gates as opposed to nearside entry points.

It should be noted that TfL have commissioned a study into ASLs and will be launching an ASL education campaign in the autumn.

Cycle lanes: Like ASLs, these are liked by most cyclists. However, encroachment by other road users is often seen as a safety issue. The difference between a protected cycle lane, from which other vehicles are banned, and the more commonly-found lane with a broken white line, is little understood and often causes resentment. Once again there is an education issue here for road users who struggle to differentiate between a mandatory cycle lane with a solid white band on the offside and a non mandatory lane with broken lines.

Many cyclists have expressed a desire that there should be more physical segregation between cycle lanes and other traffic. Common complaints also included issues regarding the actual width of a dedicated cycle lane and 'pinch points' along certain routes.

Overtaking: A common complaint from cyclists is that many vehicles when overtaking do not leave sufficient space and this makes the cyclist feel very vulnerable. This is exacerbated when the speed differential between the vehicles is high and is intimidating when the vehicle is large. Some cyclists also mention the effect of turbulence associated with large vehicles passing in close proximity at speed.

Powered two wheelers: Powered two wheelers present a problem to some cyclists. There is resentment in some cycle groups in regards to sharing bus lanes with vehicles that travel much faster than the cyclist. They are also seen as serial offenders at Advanced Stop Lines/boxes where they encroach and then find themselves in the middle of cyclists setting off at a slow speed whilst their acceleration is much quicker. Many motorcyclists are unaware of the law in relation to ASLs believing they can filter through traffic and sit within the ASL, despite the picture painted on the road obviously being a cycle.

Buses: Bus services often travel at a similar average speed over distance as cyclists. However, the stop/start nature of their journeys leads to repeated overtaking manoeuvres by both parties. Cyclists often accuse bus drivers of "cutting them up".

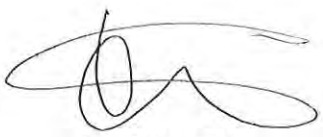
Road surface defects: These have a disproportionate effect on cyclists' safety when compared to motor vehicles. Many of the more serious defects are to be found towards the kerb, where cyclists tend to ride. Riders may swerve to avoid pot holes or hazards in the road or more critically be adversely affected by the hazard which propels them into the path of other vehicles.

2. 'What lessons can be learned from national or international best practice on cycling safely?'

The Mayor has published a Cycle Safety Action Plan and established a Cycle Safety Working Group (CSWG). Traffic OCU fully participates in the CSWG which includes representatives from the cycling community and TfL amongst others. Within this forum national and international best practice is discussed. It should be noted that the Highway Authority for London is TfL. Therefore it is right that TfL, under the direction of the Mayor, have responsibility for implementing any improvements or best practice that is relevant to the Capital's roads and able to be implemented in a cost effective manner.

As you can see the MPS has introduced innovative initiatives to improve cycling safety. The MPS fully participates in the Mayoral initiatives and working groups concerned with making cycling safer. As TfL are the statutory Highway authority the MPS will play a supporting role in this area of road safety.

Yours sincerely,



Ian Vincent
Chief Inspector Traffic (SCO15)

London Assembly Transport Committee
Investigation into cycling in London
Written Response by
John Parkin, Professor of Transport Engineering at London South Bank University

Introduction

The London Assembly Transport Committee is undertaking an investigation into cycling in London and is seeking responses from stakeholders, including academics specialising in cycling. This written response has been prepared for consideration at a meeting of the committee on 11th September 2012.

This response addresses the first and third terms of reference of the investigation as follows:

- To understand the issues facing current cyclists and the barriers to potential cyclists;
- To generate recommendations to the Mayor and TfL to improve the cycling environment and cycle safety in London.

It addresses the following questions for review posed as part of the investigation:

- What are the main safety concerns of cyclists in London?
- What lessons can be learned from national and international best practice?

My response is somewhat anecdotal in nature, but is born of experience of cycling in London and elsewhere as well as experience in researching cycling for a number of years, and also my experiences of helping to introduce people to cycling, partly for example through my sometime chairmanship of the charity Cycling Projects. I am sure the committee is aware that there is a very good evidence base concerning many of the issues that the committee is interested in published by Transport for London (TfL). I do not seek to re-state any of these findings.

The response is divided into three parts. The first deals with risk, the second with barriers to cycling and the concluding remarks provide a summary of wider issues in connection with promoting cycling.

1 Risk

1.1 Risk created by other cyclists

Inappropriate behaviour by any road user can create risk, and sight should not be lost of risks created by cyclists themselves. This is a common concern amongst experienced cyclists in London, with the added annoyance of such experienced cyclists being 'tarred with the same brush' as risky cyclists.

A solution to this is the continued and expansion of training schemes for cycle users so that they become aware of appropriate road behaviour. With the increasing trend towards learning to drive in later life, there is a larger cohort of younger cycle users who have perhaps not been trained in the Highway Code beyond some rudimentary introduction through school.

1.2 Risks from lack of indication of subsequent manoeuvres

A common cause of frustration in cycling in London is the lack of indication which drivers provide about manoeuvres they are about to make. Cyclists will not usually place themselves deliberately in a risky situation, but sometimes they end up in those situations as a result of a lack of indication provided by vehicles around them. There appears to be differences between different types of professional driver, with bus drivers seeming to be well

trained in this regard, but with taxi drivers seemingly paying much less attention to the need to indicate future intentions.

A solution to this issue could revolve around a campaign to promote politeness on the road through good use of indication.

2 Barriers to cycling

2.1 Skills and capability

High quality training directed to a particular individual's needs is probably required in order to generate cycle users who are capable and confident road users. Again, by analogy to those who are seeking to learn to drive, it is apparent that some people can take a long time to generate the skills and competence necessary in order to pass the driving test. Others may generate those skills much more rapidly. While not advocating a formal pass/fail system for cycle training, the lesson which should be taken from the experiences of teaching people to drive is that there can be a significant amount of 'cycling hours' needed before some cyclists become comfortable and capable. It is clear that in other Northern European countries, cycling is common on roads from a much earlier age, and much of that cycling, in its very initial stages will have been under adult supervision. This provides an unenviable basis for children to progress into adulthood with extremely good road sense and an extensive back catalogue of road experience.

In order to resolve this training issue, the extremely good work which is already undertaken by agencies undertaking cycle training should be further extended, and this may include extension not just to wider populations, but also extended in the sense of a lengthened provision of training either within groups or perhaps on a one to one basis. It is difficult to see how a heightened expectation for such extended training could be created amongst novice cycle users. It is also difficult to see how such schemes may be funded. However, this would appear to remain a fruitful area for further policy and funding development.

2.2 Logistical issues

People new to cycling will not have knowledge about a number of very pertinent issues relevant to successful cycling, and these include not knowing what to wear and not knowing the most appropriate type of bicycle to ride for their type of journey making. In addition to this, people's cognitive mapping of an area is usually inadequate for them to locate the most appropriate routes, again for their type of journey making. The maps and on-line journey planner provided by TfL are both excellent. There remains a question over the accessibility of the maps, both from the point of view of users being able to obtain them easily, and from the point of view that many people find it difficult, if not impossible, to read a map in order to find a route. There are also questions over the reliability of the routes offered by TfL's on-line journey planner. As an example my journey, honed through trial and error, does not match any of the routes offered by the route finder.

Concluding remarks

Transport for London has gone further than most highway authorities to date in investing in cycling and this is to be applauded. In conclusion it is worth suggesting that highway authorities need to work towards creating a 'bicycle system' and such a system is elaborated in Horton and Parkin (2012). This system is described in the final chapter of a book which draws together the outcomes of the previous chapters written by academics from a range of disciplines working in cycling across all five continents. They suggest that principles for cycling include a realisation that cycling is for almost everyone, that cycling should be promoted as a sociable activity, and that ease

of movement by bicycle should be promoted throughout urban areas. Pathways towards the creation of a bicycle system include policies to reduce travel distance through the planning process, rethinking around the ethics of speed, the re-designing and re-orienting of cities towards the bicycle and away from the car, and the prioritisation of cycling at every scale (political, legal, funding and policy). All of these matters would help lead towards a cultural realisation that cycling can be a means of transport for nearly everyone. In a more practical sense, they argue for the following components and characteristics: generally reduced maximum speeds for motor traffic, the development of coherent and attractive bicycle networks, high quality dedicated space for cycle traffic, and public bicycle hire schemes, all supported by extensive marketing to entrench gains in cycling's mode share.

While I recognise that this written evidence has been short and anecdotal in nature, I hope that it proves informative in some way to the investigation being undertaken.

John Parkin 26th July 2012

Reference

Horton, D. and Parkin, J. (2012) *Conclusion: towards a revolution in cycling*. In: Parkin, J. (Ed.) Cycling and Sustainability. Bingley: Emerald. Chapter 12.

ROAD DANGER REDUCTION FORUM

President : Lord Berkeley

INTRODUCTION

The Road Danger Reduction Forum (RDRF) welcomes the opportunity to comment on this subject to the Transport Committee. Supporting more and safer cycling is a key element of creating a sustainable transport system with "safe roads for all". The Road Danger Reduction Forum has had our Road Danger Reduction Charter signed in the past by LBs Camden, Ealing and Lambeth, with LB Lambeth boasting the UK's first Road Danger Reduction Officer – we therefore have a special interest in London.

Furthermore, our Chair and another committee member work for a London borough, with another Committee member being Cllr. Nigel Haselden (LB Lambeth).

Our Chair, Dr. Robert Davis, has worked as a Transport Planner in local government in London for 24 years with a special focus on promoting and supporting cycling. He assisted in setting up the working party on Cycling and HGVs run by the Department for Transport in the early1990s, the preparation of the London Cycle Network in the late 1990s, and has worked on the Cycle Safety Working Group (which carries out the work of the Mayor of London's Cycle Safety Action Plan) as the representative of the London Boroughs Cycling Officers Group, including leading on its Infrastructure Sub-Group.

A separate submission will be sent to you about the failures of the Cycle Safety Working Group.

More about the Road Danger Reduction Forum can be found on www.rdrf.org.uk

EXECUTIVE SUMMARY OF RECOMMENDATIONS.

A. **Increasing the amount of cycling in accordance with the Mayor's Transport Strategy targets will lead to a reduction in the chances of cyclists being killed or injured**. **There should be a renewed push for increasing the amount of cycling, which at present is not increasing in line with the Mayor's target.**

B. Danger should be represented as:

(a) KSI figures for cyclist casualties should be presented as KSIs per journey or distance travelled by cyclists, generally known as "Rate-based" measurement.

(b) Objective indicators of danger such as CSNA grading.

(c) Indicators related to cyclists' perception of certain locations.

(d) In terms of danger to other road users

(e) TfL's draft Road Safety Action Plan should be amended accordingly to be based on proper "Rate – based" measurements.

C. A sum of approximately £100 million, or 2%of the TfL net annual budget, should be allocated out of the TfL/GLA budgets to support cycle specific projects each year (apart from the Barclays Bike Hire scheme, Cycle Super Highways or "Cycle tracks in the sky").

D. Reduction of motor vehicle capacity should be considered as a viable option in designing or re-designing junctions on borough as well as TLRN roads.

E. TfL/GLA should support campaigns by bodies such as RoadPeace to make those responsible for endangering others properly and fully **accountable. Part of this process requires a very significant increase in policing which should be made available from the TfL cycle-specific budget.**

F. Boroughs should have to be assessed by an independent commissioner and cycling stakeholders to see to what extent they are genuinely in support of cycling, as a precondition for general funding with restrictions applied for those with inadequate programmes. This will include:

(i) Programmes like LB Ealing's Direct Support for Cycling programme

(ii) Appropriate infrastructure throughout the Borough

(iii) Support for sustainable transport policy

(iv) Appropriate staffing throughout the Borough

(v) Safer drivers programmes

(vi) A cycling (including cycling safety) strategy

(vii) **Re-allocation of TfL LIP funding away from anti-cycling Boroughs**

G. **(i) Cycling should not be seen as more hazardous than it is.**

(ii) **Cycling should not be seen as "the problem" in discussions about cycling safety.**

(iii) **Safety interventions should have a firm evidence base.**

(iv)Cycling should be seen as an integral part of transport policy.

H. The problem of cyclist's collisions with lorries should be dealt with primarily through:

(i) Seeing the problem as primarily one of danger from lorries towards cyclists and also pedestrians.

(ii) Requiring future and retro-designed features on lorries including black-box systems, automatic braking systems and ways of reducing the gap between lorry and the road surface as a way of preventing cyclists and pedestrians from being crushed in this gap.

(iii) Prioritising training of drivers – along with other professional drivers – above that of cyclists.

(iv) Emphasising that this problem area, while implicated in half of the deaths of the cyclists killed on London's roads, is only a small part of the problem of cyclists' safety in London – the vast majority of the vehicles involved in collisions with cyclists leading to serious or slight injury are NOT lorries.

(v) Enforcing road traffic law where lorry drivers infringe regulations and the law.

BASIC ISSUES

A. Safety in Numbers (SiN), otherwise known as "Critical Mass".

We believe the evidence shows that road users respond to changes around them and in perceived risk or hazard. For example, the number of cyclists killed in collisions with HGVs in London has stayed roughly the same over the last dozen years or so, despite a near threefold increase in the amount of cycling in the areas most affected (inner and inner north-east London) and a significant increase in road freight traffic.

We do not think that this can just be attributed mainly to awareness and training campaigns for lorry drivers and still less the far greater numbers of cyclists (although such initiatives can be beneficial). The principal explanation is **the increased presence of cyclists affecting the perception of lorry drivers**. We also believe **that this is a principal explanation for the reduction in cyclist KSIs per journey made by bicycle since 2000**.

This means that increasing the numbers of cyclists is not just necessary for a variety of social, health and environmental reasons, but for the safety of existing and future cyclists. **We do not believe that London is on track to meet the Mayor's target of an extra million daily cycling journeys per day by 2026,** or some 80,000 extra cycling daily trips per year.

This does NOT mean that increasing the numbers of cyclists is enough for cyclists' safety: far from it. There also need to be real commitment towards reducing anger from motorised road users to cyclists (and other road users), whether through engineering the highway or motor vehicles and enforcing the law with appropriate responses by Coroners, magistrates and Crown courts.

Safety in Numbers is most likely to work with a noticeable base level of cycling to start off with, and with reduced speeds.

Therefore: **Increasing the amount of cycling in accordance with the Mayor's Transport Strategy targets will lead to a reduction in the chances of cyclists being killed or injured**. **There should be a renewed push for increasing the amount of cycling, which at present is not increasing in line with the Mayor's target.**

B. Measuring danger.

The only way that KSI figures for cyclist casualties should be presented is **as KSIs per journey or distance travelled by cyclists**, generally known as the "Rate-Based" measurement. In other words, if cycling numbers are doubled in accordance with the MTS target, then even a desirable 50% cut in KSIs per distance travelled will involve more or less the same number of overall cyclist KSIs –we would see this as a significant step forward.

There are some locations, such as busy gyratory systems with multi-lane motor traffic which have to be traversed by cyclists which are excessively hazardous to cyclists irrespective of KSI rates. These can be objectively identified in terms of features such as numbers of lanes

to be traversed, and identified by programmes like the Cycle Skills Network Audit run by Transport Initiatives Ltd., which grades roads according to Bikeability level skills required at each location. In addition surveys considering how actual or potential cyclists see certain locations as barriers should be considered. These kinds of measure should also be used.

It is a matter of deep concern that TfL's draft Road Safety Action Plan, currently out for consultation, does not include appropriate rate-based measures, such as **KSIs per journey or distance travelled by cyclists**, generally known as the "Rate-Based" measurement.

Insofar as KSI figures are used, we believe there is a significant moral difference between those cases where cyclists have hurt themselves through their carelessness and where they are hurt or killed by careless, reckless, rule or law breaking behaviour by others. This is particularly relevant for the families of those hurt or killed and transport practitioners need to recognise this.

Therefore: **Danger should be represented as:**

(f) KSI figures for cyclist casualties should be presented as KSIs per journey or distance travelled by cyclists, generally known as "Rate-based" measurement.

(g) Objective indicators of danger such as CSNA grading.

(h) Indicators related to cyclists' perception of certain locations.

(i) In terms of danger to other road users

(j) TfL's draft Road Safety Action Plan should be amended accordingly to be based on proper "Rate – based" measurements.

(k)

C. Discrimination against cycling.

We believe cycling as a mode of transport is treated inequitably with respect to other forms of transport, principally in terms of resources devoted to supporting it and the danger to which its users are presented. This is backed up a frequently abusive and victim-blaming culture which spreads through public services and needs to be combated. Specifically:

(a) **Resources.** Comparison with funding to all the forms of public transport shows that cyclists do not receive funding for their mode of transport, with the exception of limited schemes such as the Cycle Hire and Cycle Super Highways. Without considering the massive external costs of motoring, public transport users are supported with subsidies for modes of transport which are more polluting and unhealthy. It is reasonable to expect that resources of approximately 1 – 2% of the TfL budget should be allocated to supporting cycling. This is both necessary for cycling numbers and safety to increase and in terms of basic fairness.

Recipients of funding are to be assessed by a group of stakeholders rather than just TfL. Insofar as Boroughs are to receive funding, this can be achieved by allocating a status similar to that of "Biking Boroughs" to all London Boroughs that have a proven record of

genuine commitment towards cycling - "New Biking Boroughs". We believe LB Ealing requires an extra £2 million on average per annum over the next 15 years to achieve our objectives.

Any cycle-specific infrastructure schemes should not divert attention from features of the highway network that are hazardous to cycling. Much of any capital spend should be on removing gyratory systems, or providing good quality alternatives to them, or high quality cycle-specific features at them. Persisting with cycle-unfriendly infrastructure should disqualify potential "New Biking Boroughs" from such status. As dissuading or endangering cyclists conflicts with the objectives of MTS, TfL could penalise such Boroughs through reduced LIP funding.

Therefore: **A sum of approximately £100 million, or 2% of the TfL net annual budget, should be allocated out of the TfL/GLA budgets to support cycle specific projects each year (apart from the Barclays Bike Hire scheme, Cycle Super Highways or "Cycle tracks in the sky".**

(b) **Road space**. It may be necessary in supporting cycling, particularly cycling safety, to have specific amounts of road space allocated towards cycling, and this may reduce motor vehicular capacity in the highway network. If this space is required it should be made available. At present conforming with Transport for London's Network Assurance programme tends to impede this.

Therefore: **Reduction of motor vehicle capacity should be considered as a viable option in designing or re-designing junctions on borough as well as TLRN roads.**

(c) **Policing and the law.** Locations where there are specific problems for cyclists as described in the list principal collision types listed in the Cycle Safety Action Plans should be the focus of traffic policing. A sum of £10 million per annum could be allocated to the Cycle Task Force to achieve a minimal level of policing which should concentrate on behaviour that endangers others.

In addition there should be general massive increases in the levels of traffic policing. The problems involved are described in documents such as "London's Lawless Roads" by Jenny Jones MLA. (http://www.greenparty.org.uk/files/reports/2007/London%20Lawless%20Roads%20Report%20-%20summer%202007.pdf) . Regrettably it appears that schemes such as "Roadsafe" are at present inadequate – only 2% of complaints result in a prosecution being made - and may bring the law into disrepute.

Furthermore, there is substantial concern at the lenience of sentencing for those who kill, hurt or endanger others on the road, as well as inappropriate comments by Coroners. We note that the Mayor has agreed to write to the relevant authorities with regard to lenient sentencing.

Therefore: **TfL/GLA should support campaigns by bodies such as RoadPeace to make those responsible for endangering others properly and fully accountable. Part**

of this process requires a very significant increase in policing which should be made available from the TfL cycle-specific budget.

ACTION WITHIN BOROUGHS

Based on the above principles there should be funding from TfL/GLA allocated to:

1. **Direct Support for Cycling schemes**. Funding should be allocated to projects like LB Ealing's "Direct Support for Cycling" (DSC) programme this includes the following elements:

- ***Confidence training***: High quality on-road training to National Standards can be supportive and empowering. Such training is not in "survival skills", but based on enabling and encouraging a modal shifty to cycling. All schemes in London should be vetted with only those genuinely committed towards this should be funded by LIP funding. Many schemes are unfortunately not tuned in to this objective. This includes families, adults and can involve Bike Buddy commuter escorts.
- ***Dr. Bike cycle checks***: As with the 100+ annual checks carried out in LB Ealing, these need to be done as empowering exercises which induct cyclists into other elements of the DSC programme.
- ***Safe and convenient home cycle parking***: as carried out in LB Ealing on estates and private residences.
- ***Subsidy for accessories such as tyres, wet weather clothing etc. to cope with wet and cold weather***. "The Keep Riding" scheme in LB Ealing offers vouchers for people doing cycle training in the winter.
- ***Assistance with buying low-cost bicycles***. Support for bike recycling projects, such as that in LB Waltham Forest.

2. **Appropriate on and off-highway infrastructure**

There is substantial debate and discussion about the best highway (and off-road) layouts for cycle use. The aim should be an environment, including areas where appropriate speeds are enforced through use of speed cameras as well as specific highway infrastructure, which throughout Boroughs should not be hostile to cycling and in accordance with the design principles of TfL's London Cycle Design Standards. **It must be emphasised that this is a requirement on all Borough roads which cyclists need to use, and not just to specifically designated "cycle routes".**

3. **Support for sustainable transport policy**

Although lip service is paid to sustainability, Councils generally do not make commitments towards developments that discourage motor vehicle use. There are a variety of ways in which Councils

can restrict private motor vehicle use (minimal parking standards at housing and retail developments).

4. **Appropriate staffing levels in Boroughs.**

Those Boroughs supporting cycling (as in "New Biking boroughs") should have appropriately designated staff with responsibility for cycling who are in a position to influence policy and its implementation, which does not occur in many Boroughs.

5. **Safer drivers programmes.**

All drivers for Councils or within the Council "families" should have the equivalent of CPC cyclist awareness (including on-bike) training. However, in addition, the annual £100 million cycling fund can support installation of high level safety technology such as infra-red and automatic braking systems.

6. **Cycling (including cycling safety) strategy.**

In order to meet the Mayor's target for cycling, each Borough should have a strategy to specify how it intends to meet these requirements. At present it is not necessary for a Borough to give a properly thought through strategy as to how this will be achieved. This will be a necessary requirement for assessment of each Borough (see 7. Below)

7. **Re-allocation of TfL LIP funding away from anti-cycling Boroughs**

Legislation does not allow TfL/GLA to dictate what Boroughs spend resources on. Nevertheless, LIP funding is allocated on the basis of support for the Mayor's Transport Strategy which has a commitment towards a significant increase in the modal share of cycling. It is pointless to fund some projects which may give some support towards cycling while funding others which have a negative effect on cycling. It is quite feasible to only allocate funding to Boroughs which are committed towards cycling and sustainable transport as indicated in this section Action within Boroughs 1 – 5 above, or at least restrict the amount of funding from TfL /GLA to Boroughs which are not.

Therefore: **Boroughs should have to be assessed by an independent commissioner and cycling stakeholders to see to what extent they are genuinely in support of cycling, as a precondition for general funding with restrictions applied for those with inadequate programmes. This will include:**

1. **Programmes like LB Ealing's Direct Support for Cycling programme**
2. **Appropriate infrastructure throughout the Borough**
3. **Support for sustainable transport policy**
4. **Appropriate staffing throughout the Borough**
5. **Safer drivers programmes**
6. **A cycling (including cycling safety) strategy**

7. **Re-allocation of TfL LIP funding away from anti-cycling Boroughs**

CULTURAL SHIFT

Any list of measures to be taken is useless outside of a necessary cultural change. Essentially, cycling should be seen as a ***normal form of everyday transport***. Luckily the significant spontaneous increase in cycling as everyday transport, carried out by normal people in normal clothes, has already taken off in places like LB Hackney. However, in order to be progressed that officers in the Boroughs reverse many of the attitudes and beliefs that have been held by transport practitioners in the past.

Therefore:

1. **Cycling should not be seen as more hazardous than it is.** This does not necessarily, and should not, conflict with rigorous attempts to reduce danger to cyclists
2. **Cycling should not be seen as "the problem" in discussions about cycling safety.** It should be remembered that cyclists have been legitimate road users prior to the advent of mass motor vehicle use.
3. **Safety interventions should have a firm evidence base.** Many current initiatives, such as on hi-viz or cycle helmet wearing lack this.
4. **Cycling should be seen as an integral part of transport policy.**

HOW TO ADDRESS DANGER TO CYCLISTS – THE CASE OF LORRIES

This focus in current discussion of cycle safety is of great relevance to RDRF following our role in assisting in the first major focus on HGVs and Cyclists in the early 1990s. We are therefore in great sympathy with the impetus behind The Times campaign for cyclist safety, generated by the serious injury suffered by one of their staff in collision with an HGV. London Boroughs should aim to provide:

b. **Cyclist awareness training** for lorry drivers in the Council "family" as part of the CPC training required by lorry drivers. We encourage the on-bicycle training in the "Safe Urban Driving" (with on-bike training) CPC module

c. Extens ive **on-road cycle training** that will include awareness of the dangers posed by cycling in proximity to the nearside of lorries.

d. Guidance on **good quality junction design**, particularly regarding Advanced Stop Lines, both internally in the Council and to practitioners elsewhere.

However, we must note that with regard to these initiatives:

1. Despite the legal requirements for CPC certification and efforts at recruiting drivers for training, boroughs are having limited success in this area. Even if they were to be successful with the best training possible, training is always limited in its effectiveness in thoroughly changing driver behaviour appropriately.

2. Even with a successful programme of effective training to national standards, only a proportion of cyclists can be reached. Even with this training, not all those who have achieved it can be relied upon to always follow the knowledge imparted – after all, most drivers do not always follow the requirements which they displayed when passing their driving test.

3. While I and another Borough officer have assisted in providing guidelines for practitioners through the Cycle Safety Working group (Infrastructure Sub-Group), there is no requirement for practitioners in boroughs to follow this advice. Furthermore, the most effective highway engineering is likely to require significant re-allocation of road space with capacity implications.

Therefore our efforts are extremely limited in terms of significant change of reducing the chances of these incidents occurring. We therefore suggest that:

A. As well as cyclists, a similar number of pedestrians are killed in incidents involving lorries. Any measures which reduce the potential for lorry drivers to not hit cyclists or pedestrians by targeting the lorry and its driver and operator will have greater potential than measures which target cyclists on the same level as lorry drivers.

B. There are far fewer lorry drivers than cyclists – about 50,000 likely to drive and 1 million to cycle, in London. On a given day there are some 30,000 lorries on the streets of London, and 300,000 cyclists. It makes much more sense to focus far more on the lorry drivers.

C. Both the above points apply apart from any consideration of the “danger to whom?” question – the importance of considering endangering others as more important than being endangered.

D. The normal approach of safety engineers is to engineer out the possibilities of danger: in this case the issue is vehicles introduced into the road environment where there is the possibility of crushing injuries involving a vehicle with excessive space between its body and the tarmac.

E. Such devices should be considered for engineering or re-engineering the lorry, as well as electronic devices for recognising pedestrians or cyclists. These in turn should be associated with “black box” type technology to monitor driver behaviour / vehicle movement for insurance and/or criminal law enforcement. They can also be considered in association with automatic braking systems activated by such devices – all the above have been discussed for some time and exist either in fact, prototype, or could be introduced shortly.

F. At present, the evidence is that most lorries are likely to fail at least some of the legal safety requirements their operators have. There is a very strong case for significant additional police enforcement of regulations governing their use.

All the above suggests that this "headline case" of cyclist safety - collisions involving the two largest category of goods vehicle - stretches way beyond the kinds of measures at present being employed. Further measures as suggested should be implemented as soon as possible, both to stop potential cyclists being deterred by the threat of danger from lorries and to reduce this danger effectively.

However, it is absolutely crucial to mention that – although this is the central focus for deaths of cyclists in London – ***the vast majority of Killed and Seriously Injured cyclists, not to mention Slight Injuries of cyclists, or danger experienced by cyclists do NOT involve lorries.*** The most important vehicle user type to be considered is the ordinary private motorist. The extent of the problems of cyclist safety and supporting cycling are illuminated by making us aware of how much more we have to achieve in this area, while simultaneously avoiding any possibility of it diverting attention away from the main cyclist safety issue, which involves ***motor traffic in general***.

Therefore:

The problem of cyclist's collisions with lorries should be dealt with primarily through:

1. **Seeing the problem as primarily one of danger from lorries towards cyclists and also pedestrians.**
2. **Requiring future and retro-designed features on lorries including black-box systems, automatic braking systems and ways of reducing the gap between lorry and the road surface as a way of preventing cyclists and pedestrians from being crushed in this gap.**
3. **Prioritising training of drivers – along with other professional drivers – above that of cyclists.**
4. **Emphasising that this problem area, while implicated in half of the deaths of the cyclists killed on London's roads, is only a small part of the problem of cyclists' safety in London – the vast majority of the vehicles involved in collisions with cyclists leading to serious or slight injury are NOT lorries.**
5. **Enforcing road traffic law where lorry drivers infringe regulations and the law.**

Dr. Robert Davis 19th August 2012

Road Haulage Association evidence on cycling issues to London Assembly's transport committee

1. The Road Haulage Association represents haulage and logistics firms that provide a service that is essential to the functioning of London and the UK economy as a whole. Supplies of food, clothing, housing and health service products, for example, depend on trucks, as does the removal of waste. We have 7,000 firms in membership that together operate approaching 100,000 HGVs.

2. We provide members with advice and services, including training for drivers and for managers. We believe that the economy is best served by an industry that is entrepreneurial, efficient, law-abiding and safe; and we support the British system of strong regulation of truck operators, that is designed properly to manage road safety and to promote fair competition1.

3. Cycling and their interaction with HGVs has taken much of our attention over the past year or more. We have been engaged in extensive discussions about the safety of cyclists with Transport for London and others, including the cycling lobby groups. We have also been in discussions with other regional authorities in the UK and with the Department for Transport.

4. We recognise the significance of the resurgence in cycling in recent years - which has been given such an added boost this summer by the country's outstanding success at the Olympics. Improving the safety and enjoyment cycling by large numbers of people is an issue that will remain firmly on the agenda of policy makers and of road planners and designers. In the past year or so, the issue has also become more prominent in the minds of truck operators and drivers that it had been.

5. We welcome the increased attention that has been given to the consequences of HGVs and cyclists coming together in an accident. The increased profile given to the issue in the general media in London and to operators is surely one reason why Richmond councillor Katharine Harborne was able to tell the committee on July 12: "*There have been six deaths in London this year from cycling. None of those have involved a lorry. By this time last year there had been 13 deaths involving 5 lorries, so things have certainly improved*2."

Awareness, education, training and enforcement

6. The RHA has played its part in highlighting the importance of cycle safety to our members and, through them, to their drivers. We have done this through email and print communication, online video and at member meetings; and cyclist awareness has for some time been a specific element of relevant courses offered by RHA Training. We promote the use of warning stickers and we sell a range of safety and driver aids.

7. HGV driver awareness of cyclists (and others) on the nearside of trucks – the main problem area – was already high because the importance of this nearside area is stressed to HGV drivers when they are learning to drive. Nonetheless, our advice to members is that repeating reminders to drivers of the importance of cycle awareness, and highlighting blind spot issues, is worthwhile. That has been the experience of members around the UK – not only in London - and we anticipate this focus being maintained and strengthened, tied in part to the new Driver CPC (requirement for continuous professional development). This increase in awareness is relevant, even though regulations relating to mirrors on trucks have significantly reduced the blind-spot risk.

8. The “Exchanging Places” events organised by the Metropolitan Police and others around the country are a positive influence. Some have used trucks supplied by RHA members and there is an enthusiasm for more such events. They benefit both drivers and cyclists.

9. The UK haulage industry is extensively regulated in terms of the condition of the vehicle, the hours drivers spend behind the wheel and how they drive. All drivers go through detailed vocational training on how to drive HGVs and must pass demanding tests. Serious driving infringements lead to a loss of the vocational licence. For example, it is normal practice for HGV drivers seen using a handheld mobile phone while driving to have their vocational licence suspended, with a likely loss of employment. Where a cyclist has been killed or injured because a driver has ignored a red traffic signal, been using his phone, or been over the drink-drive limit, robust action is rightly taken through the courts.

10. In short, the haulage industry is aware of its responsibilities, the risks it poses and the standards to which it operates; and it understands and expects that those in breach of those standards face robust and proportionate penalties.

11. Members frequently comment on the gap between this position in the industry and the position of those who cycle. They believe that if a similar approach were adopted to awareness, education, training and enforcement in respect of cyclists, safety would be substantially enhanced – and most probably enjoyment of cycling overall.

12. Britain’s roads have never been so busy nor so challenging as in recent years and yet the overall training of cyclists in roadcraft and the appreciation of risk has rarely if ever been so poor. We have heard from cycle groups a desire for a return to much more extensive training in schools and, for later starters, of adults. We would welcome that. However, this aspect of the issue appears, regrettably, to have slipped somewhat from the agenda and the public debate.

13. Similarly, we have heard frequent calls for tougher enforcement against drivers from representatives of bodies that promote cycling, without any reference to a need for greater compliance with the law and appropriate driving among cyclists, whether that relates to general cycling standards, going through red lights, staying sober or complying with Highway Code requirements in terms of visibility and undertaking vehicles (including HGVs).

14. This absence of attention to how cycling standards must improve was noticeable in the committee’s evidence session on July 12 2012. London resident (and advocate of cyclist training) Dave Suttle was the notable exception: he said: “I think a missing element in all of this is education and behaviour for cyclists3.”

15. The haulage industry accepts a need to revisit awareness of cyclists among drivers; but we believe that cyclists will be significantly safer if public authorities address the issues of education and behaviour. This issue appears to be more recognised in cycle web site debates than among official bodies.

16. In terms of enforcement, Lord Sugar has commented on the inability of police to identify cyclist offenders who do not carry identification. He has suggested the confiscation of the cycle and this seems a useful contribution to the enforcement issue4.

17. The Department for Transport’s strategic framework for road safety5 highlights the need of other road users to understand how trucks manoeuvre and we welcome that – it is a point on which our members feel strongly and about which we have been lobbying the DfT. The need is particularly strong in respect of cyclists.

18. Cyclists in London can be especially intimidating for drivers – and especially for HGV drivers, for whom the consequences of a fatal collision can be deeply distressing even where the

cyclist is entirely at fault. An article in the magazine *Commercial Motor* magazine reflects the situation faced by HGV drivers: *"By 8.30 am London's cyclists are out in force, and Barker (the Driver) has to have his wits about him more than ever. Each time we stop at traffic lights the truck is surrounded by bikes, although not for long as the majority hesitate only briefly before jumping the red light6"*

19. The key message to cyclists is to be careful around trucks. Particularly, avoid "nipping up the inside" of an HGV, particularly where it may be turning left. Because of the wheelbase of the truck, there is significant "cut-in" - even with relatively short HGVs – and that is shown in the Highway Code (para 170; also 221 and 72 are relevant). Note that HGVs will usually move out to the right first and then swing close to the kerb as they turn left - which may initially appear to be illogical to cyclists.

20. It seems that cycling up the inside of vehicles is sometimes because the cyclist is unaware of the risks or may be deliberate risk-taking. But it is dangerous - and stressful for professional drivers who look out for such dangers as part of their job.

Road infrastructure and design

21. The density of traffic and the narrowness of streets are particular challenges for London, to which we see no perfect solution. While campaigners urge cyclists to "Stay Back, Stay Safe" behind trucks, cycle lanes encourage the opposite. We generally commend the work being done by TfL to address junction design and to seek improvement. We note evidence from the July 12 hearing that bus lanes are fine for experienced cyclists but, by implication, not for the less experienced.

22. While seeking improvements to road design, it is important to recognise the legitimate needs of those road users – who, RHA members point out, in contrast to cyclists, have to undergo training, pay directly towards the cost of roads through vehicle taxes and fuel duties and to insure against the cost of accidents. Motorcycles, cars, taxis, and buses all have important roles in London's economy and have a need to move around with reasonable efficiency. Commercial vehicles have a particular need because they are vital to the city and there is no practical alternative mode.

23. It is important also to recognise that large trucks are in many cases the most desirable option. Where they are well-laden, they are normally the safest, cleanest, least congesting, quietest, least intrusive and lowest-cost means of moving goods: the alternative is a much larger number of smaller commercial vehicles.

24. Where cyclists can be segregated from general traffic, it seems logical that this be done. The inadequacy of many cycle lanes in London and elsewhere is keenly felt by cyclists and recognised by HGV drivers. We believe that more could be done in London (and elsewhere) to use available space in a way that does not compromise efficient traffic flow. Greater adaption to cycle use of parts of wide, little-used pavements should be considered. It is suggested that space adjacent to rail tracks, away from vehicles, could be used. Such options should be explored. It is also suggested that decluttering in terms of road markings and street furniture can lead among road users to greater awareness of each other and hence improved safety in some locations.

25. RHA members have commented especially from various parts of the UK on the reluctance of cyclists to use segregated cycle ways and on how many continue to use the roads – even though they are unsuitable and that has led to the creation of the separate cycle way. There should be a requirement for cyclists to use alternative paths where they are provided.

Cycle sensors

26. The RHA notes the high level of interest in cycle sensors for HGVs, particularly but not exclusively for tipping vehicles and cement mixers in the construction sector. We have reservations about the enthusiasm for them that are shown in other quarters for these devices, however.

27. We agree with roads and logistics minister Mike Penning that sensors are a difficult issue7. We note that the DfT is looking at the issue and has asked Brussels to do the same and we welcome those moves (and we note that a similar approach to Brussels is proposed by Boris Johnson in his new Road Safety Action Plan). We note Penning's comments that sensors have not worked for some companies and that there may be issues to do with the impact on the driver and his responsibilities. We note that the cyclist lobby group CTC has acknowledged that "sensory overload" was a potential issue for drivers8.

28. In the face of these concerns, CTC asserts that sensors could save lives, as do others. We are unaware of convincing evidence that they would save lives. Truck operators are concerned that technology could be pressed onto operators that could be counter-productive and insufficiently thought through. We await the result of work by DfT and Brussels with interest and look forward to clarity in terms of specifications and benefits. It is appropriate that the issue is approached at a European level.

29. Separately, there is an issue of cost and value for money. We understand the cost to be at least £300 for a new vehicle and around £600-£700 for a truck already on the road. Members have expressed the view that such sums are far from insignificant, when the benefits are asserted rather than proven. (At a commercial level, we would add that the attitude of certain customers in requiring safety equipment but refusing to contribute to their cost is seen as unreasonable. That is especially the case when there is no robust system for validating compliance among suppliers.)

Side-guards

30. We note that the exemption from side-guards for tippers largely disappear in respect of new vehicles this autumn and that many new vehicles already have them fitted. Compliance will be checked annually in the statutory annual test. Retrofitting side-guards is unlikely to be cost-effective on tippers and mixers which were not designed and built with side-guards in mind.

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Cycle helmets

31. DfT statistics indicate that around 2,500 people a year present to hospital A&E with head injuries as a result of an incident while cycling. And yet there is reluctance among the authorities to promote the use of cycle helmets, partly because of opposition from cycle groups. And yet high-profile figures including Bradley Wiggins and Nigel Mansell urge the wearing of helmets, as do many contributors to forums.

32. A helmet is unlikely to save a cyclist who comes under the wheel of a heavy vehicle. However, in the broader debate on cycle safety, we are surprised this issue is not explored at greater length. We have been unable to establish what work has been done on the number of lives and serious injuries that are saved each year by helmets, how many more might have been saved and what work if any is being done on improving the effectiveness of helmets.

33. We do not advocate legislation to make the wearing of cycle helmets mandatory. We note that the private members bill to make helmets mandatory for children, introduced last year, divided opinion and did not get past first reading.

Research into causes of accidents

34. The RHA sits on Transport for London working groups, analysing data to try and better understand the causes of accidents and what further action, including awareness, is needed, and we were pleased to see that RHA's recommendation for an independent chairman, former traffic commissioner, Geoffrey Simms being taken up for one of these groups.

1 Framework document between the Department for Transport and the Traffic Commissioners http://assets.dft.gov.uk/publications/framework-document-traffic-commissioners/framework-document-traffic-commissioners.pdf

2. London Assembly transport committee hearing, page 25: http://www.london.gov.uk/sites/default/files/Annex%20A%20-%20full%20transcript%2012-07-12.pdf

3. *Ibid.* p20

4 Lord Sugar quoted at: http://www.britishcycling.org.uk/travel/article/trav20111208-travel-Lord-Sugar-on-ID-for-cyclists-0

5. http://www.dft.gov.uk/publications/strategic-framework-for-road-safety/

6. Commercial Motor, December 22 2011

7 Evidence to transport select committee's road safety enquiry Q471 at: http://www.publications.parliament.uk/pa/cm201213/cmselect/cmtran/506/120424.htm

8 *Ibid*. para 5.32:

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London Assembly
Cycle safety investigation

RoadPeace response
August 2012

Summary

Thank you for your initiative in conducting this review. We welcome your proactive approach and hope that it inspires the London coroners whose remit includes preventing further deaths.

Our response highlights four key concerns to cyclists which also deter others from cycling:

- Speed: the key factor in collision risk plays an even greater role in determining collision severity. Nor should it be forgotten that even those collisions caused by other factors may have been able to be avoided at slower speeds.
- Junctions: collisions concentrate at junctions. Nowhere is the need greater for priority to be given to cyclists and pedestrians and reducing speed than at junctions.
- Lorries: that the largest and heaviest motor vehicles are allowed to travel on London's streets with unnecessarily restricted view is outrageous.
- Tolerance of road risk: too many drivers do not care about the risks they impose on cyclists and our traffic law enforcement system is complicit in this.

To counter these problems, we urge the London Assembly to adopt a road danger reduction approach to cycle safety, where the onus is on those who pose the risk, and not the large and disparate group of cyclists who are expected to multiply over the next decade. Reducing the excessive and inappropriate use of motor vehicles will benefit the environment as well as the public health of the city.

We also call for greater recognition of the key role of the justice system has in making cyclists feel safer, both in terms of traffic law enforcement and its post crash response.

Introduction

Founded on the principle of road danger reduction, RoadPeace is the national charity for road crash victims, based in London. Our members include those bereaved and injured in crashes as well as those concerned about the excessive and inappropriate use of motor vehicles.

Our response is dedicated to Neil Turner (31).. Neil was killed as he cycled to work in the early morning. Neil's parents are desperate to see lessons learned from their son's death. They have written to the Mayor and Croydon Council about the need to make the roads

safer for cyclists, including making cycle lanes more conspicuous in darkness. http://croydoncyclists.org.uk/a-mothers-letter-to-croydon-council/

With our colleagues at the London School of Hygiene and Tropical Medicine, RoadPeace commemorated the World Day of Remembrance for Road Crash Victims by dedicating a song to the 15 cyclists so far killed in 2011. http://www.youtube.com/watch?v=Y8UC4BcZrOc Ellie Carey was killed just a fortnight after the song was made, the ninth cyclist to be killed by a lorry in 2011.

In response to the ongoing and avoidable loss of life in lorry collisions, the *See Me Save Me* website was launched this year by RoadPeace and the Cairns family. http://www.seemesaveme.com/ Experienced cyclist Eilidh Cairns was killed by a tipper lorry in London in February 2009 and her family has campaigned since then for lorry blind spots to be eliminated, and for an improved response by the justice system. These aims were already priorities for RoadPeace, especially for our Chair, Cynthia Barlow, whose only child was killed in a collision with a lorry whilst she was cycling in London in 2000. Cynthia has worked since then with fleet operators, TfL, MPS as well as with other campaigners to reduce the disproportionate and severe risk posed to cyclists and pedestrians by lorries.

A member of the Road Danger Reduction Forum, RoadPeace works closely with both LCC and CTC, including on our Action on Lorry Danger campaign group that includes Living Streets and British Cycling. We support the contributions already made by these groups and our response highlights the wider issues regarding the need for a road danger reduction approach that addresses the lack of justice in our traffic law enforcement and also post crash response by the justice system.

Q1 Infrastructure impacts

In light of the key safety concerns highlighted in our response to Q2, we focus here on speed and junctions. As reported in TRL PPR 580, the prime way of improving safety is reducing speed. http://assets.dft.gov.uk/publications/infrastructure-and-cyclist-safety/infrastructure-and-cyclist-safety.pdf Yet this has not been a priority for infrastructure improvements. RoadPeace supports a 20 mph speed limit as the default speed limit in London (and all urban areas and villages). We work closely with Southwark Cyclists and are aware that Cycle Superhighway 5 was to be 20mph up until the final sign-off.

If it is not possible to make the whole route 20mph, then at least key junctions and their approaches should be made 20mph. Junctions are where collisions are concentrated and this measure should help discourage red light running as drivers would be slowing as they approached junctions, even on green traffic lights.

In response to deaths from lorries at junctions, TfL have responded with trixi mirrors and advanced stop lines. Yet the first is unproven (the pilot only had to show that they did not make things worse), and the second unenforced. At the junction of Abbey Street and Tower Bridge Road where Ellie Carey was killed, we believe that TfL are considering banning left hand turns, which would be a new approach for TfL.

Q2 Safety concerns

We believe there to be four key safety concerns for cyclists

1. Speed
2. Junction s
3. HGVs

4. Lack of care and enforcement

It should be noted that the risks associated with these concerns are also suffered by pedestrians who greatly outnumber cyclists in terms of road deaths, especially by HGVs. In the first decade of this century, twice as many pedestrians than cyclists were killed by lorries.

Speed
As stated in TRL PPR 580 "*Of all interventions to increase cycle safety, the greatest benefits come from reducing motor vehicle speed*". [1] Yet as previously mentioned, reduced speeds have not been implemented on the cycle superhighways.

Speed enforcement has reduced in recent years. In Croydon, speeding fines have fallen by 90% in the past two years (http://www.thisiscroydontoday.co.uk/Fewer-speeding-driver-fined-day-Croydon/story-13389791-detail/story.html).

Whilst we welcome the news about the investment in speed cameras, including average speed cameras, we are concerned that the increased speed tolerance and the reliance on unproven driver training programmes sends out the wrong message to drivers.

Junctions
See our comment below.

HGVs
Our See Me Save Me campaign has two basic aims: eliminating the blindspots on lorries; and improving the post crash response. The *See Me Save Me* campaign launch in February this year, highlighted the following points

- The campaign is about saving pedestrians as well as cyclists. In most years, more pedestrians than cyclists will die in lorry collisions.
- There is a disproportionate number of cyclists killed by lorries. In London lorries kill over 50% of cyclists yet make up only 5% of traffic in London.
- Regardless of speed, a vulnerable road user is more likely to die in a collision with a lorry than a car. It is the disparity between the vulnerability of the exposed human body and the density and mass of the vehicle which results in such drastic damage.
- We may share the road but we do not share the risk. It is pedestrians and cyclists who die in lorry collisions, not drivers. (Note: During the years 2002-2009 in London, there were 189 fatalities involving HGVs; 5% (9) of these were HGV occupants, the remaining 180 deaths were other road users. 42% (79) of these were pedestrians, 28% (52) cyclists, and 26% (49) other road users such as motorcyclists).
- Identification of common causes is essential. In the majority of cases blame is placed on HGV blind spots.

[1] TRL Report PPR 580 Infrastructure and Cyclist Safety
http://assets.dft.gov.uk/publications/infrastructure-and-cyclist-safety/infrastructure-and-cyclist-safety.pdf

- Prevention by rectification of the common causes is essential. Complacency and acceptance must be replaced by the mandatory elimination of the cause, the blind spots.
- Apportion responsibility, not blame. Whoever poses the greatest risk is best placed to remedy the risk and must be made responsible to do so. No-one deserves to die or be maimed, however their actions may or may not have contributed to a crash.
- HGV drivers have six mirrors on their lorries, all with different distortions, but only one pair of eyes. They are in visual overload. Scanning in all directions may take up to 5 seconds. Technological solutions are essential to assist them in preventing avoidable death.
- HGV safety technology is low cost and already used by responsible companies. Whilst we wait for legislation, local and central government procurement contracts, as demonstrated by Crossrail can have an important life saving impact.

Tolerance of road risk

Most journeys made by bike will include a moment when the cyclist is overtaken alarmingly close. Cyclists are regularly reminded that intent is not a pre-requisite to do damage and suffering. A slight lapse in concentration of a driver near a cyclist can cause lasting suffering. See these two videos obtained by cyclists using helmet cameras: http://www.youtube.com/watch?v=dZCS3FLgYWM and http://www.youtube.com/watch?v=P_Pl039D2fs

Road danger reduction is not a priority for the Met Police. Cyclists know that greater effort is invested in detecting and deterring property crime than injury and death prevention. In Edinburgh, the police have enforced advanced stop lines, as have the City of London police. If the Careless Driving Fixed Penalty Notice is introduced, then it should be used firmly to remind drivers of their duty of care towards cyclists, pedestrians and motorcyclists.

Cyclists could help with promoting traffic law compliance. In light of the cuts in police resources, evidence from head cameras should be used. While we appreciate that it has occasionally been used by the police, we would like its use to be standard practice where such evidence is available.

In response to these key concerns, RoadPeace urges the Transport Committee to adopt an approach that is based on:

- **Road danger reduction**
- **Greater inclusion of the justice system, including the post crash response**

Road danger reduction (RDR)
An RDR approach considers other harm caused by excessive and inappropriate motor vehicle use. For instance, the health benefits of cycling greatly outweigh the risks. And the risks are similar to those of walking in that a cyclist as likely/unlikely to be killed in a mile of cycling as a mile of walking.

The road casualty statistics used need to be put into context, in terms of distance or time travelled. As DfT has already acknowledged, cycling casualty statistics should be rate based to avoid any misperception that cycling is becoming more dangerous when in reality, it is becoming more popular. As seen with the recent media attention around 20 mph zones (increased casualties in 20mph zones were due to the much larger number of

20 mph zones), the capacity to misinterpret data should not be underestimated. RoadPeace, along with the cycling campaigners, were surprised that TfL's draft Road Safety Plan did not mention rate based targets for cyclists.

And the casualty statistics should not be the only performance indicator. DfT's Strategic Road Safety Framework calls for surveys of the perception of road safety to be conducted. This should also be a key indicator for TfL.

RDR focuses on tackling danger at source, rather than secondary safety measures such as cycle helmets. These may help in the event of a fall but offer little protection against a motor vehicle, especially a lorry or a bus. And if made mandatory, then they will deter many from cycling.

Justice for cyclists
We very much doubt that any member of the Transport Committee is under the illusion that cyclists believe enough is being done by the police to protect them from harm.

This may not be under the remit of the Transport Committee but it will influence the success of their programmes and so they need to monitor the extent to which justice is seen to be done in terms of collision investigation, inquests, prosecution and compensation. RoadPeace will be calling for greater inclusion of the justice system in our response to TfL's draft road safety plan.

Q3 Engagement
There are many working groups dedicated to cyclist safety in London. RoadPeace participates on the Cycle Safety Working Group, Junction Review Group, Cycle Risk Working Group, and the newly formed Data and Analysis Group.

Whilst there are many requests for feedback, there appears less interest in using it. After requesting a review of the criminal justice system, we had to wait almost two years for the report. In this case, a draft report was not circulated and recommendations were agreed without any input from the voluntary sector organisations who had lobbied for the review in the first place. To their credit, TfL and the MPS have agreed to incorporate the recommendations proposed by RoadPeace, LCC and CTC. A key output is to be an annual report of the legal outcome of fatal and grievous injury collisions whereby it is reported if a crash resulted in a prosecution, which one, and if not, why not, including the reasons for No Further Action (NFA). As the police are able to decide NFA without consulting the CPS, even in fatal crashes, we have also asked for the authority (police or CPS) making the charging decisions to be clarified. The first annual report is to be produced this autumn.

Greater engagement has been requested on behalf of bereaved families. RoadPeace has requested TfL send bereaved families a condolence letter. This does not involve any acceptance of liability but does show appreciation of the loss of life. Families appreciate hearing from local councillors but wait months for a response from TfL to their heartfelt letters. A more sensitive and timely approach from TfL to roadside memorial requests is also needed.

Q4 Cycle Superhighways lessons
The key lesson of the need for a 20mph limit on any road with a cycle superhighway has yet to be appreciated. There have been 2 cyclist deaths on super highways already. They are not yet fit for purpose. As highlighted in LCC's Go Dutch campaign, segregation is also key to ensuring cyclists feel less vulnerable.

Q5 Junction action
Cynthia Barlow, RoadPeace Chair, participates on the Junction Review Group. While many of the junctions would benefit from redesign, cost will be a barrier to rapid application at a time when budgets are tightening. Sot it will take years before all the proposed junctions are reviewed and lessons for junctions in general do not appear to be learned.

An immediate improvement could be achieve by reintroducing the road user hierarchy giving priority to cyclists and pedestrians.

Q6 Best practice
We have several recommendations from other countries and cities:

Vision Zero: Adopted by Sweden in 1997, other countries have followed and Chicago recently adopted the target of reducing road deaths by 50% in the next five years and eliminating all road deaths within 10 years.

Sustainable safety and survivable speed. London should follow the examples of the Netherlands (and also Sweden) and have 30km speed limits on roads used by cyclists and pedestrians.

Stricter liability. We appreciate that the reform of the civil compensation system so that the burden of proof will require national legislation. But London could lead the way in calling for such change as it would benefit the most from it. We have recently updated our briefing on stricter liability

Give way rules. Turning traffic should be required to give way to through traffic. This policy was noted by the parents of Brigitte Robinson, who was killed in 2002 in Southwark, by a left turning lorry. She had been raised in the Netherlands where turning traffic was required to give way to through traffic.

Lorry bans. In city centres of Paris and Dhaka, lorries are banned during the day time. A lorry ban occurred in London during the 2 weeks of the Olympics. Not only were no adverse effects obvious but it was widely reported that London was a much safer, more attractive and efficient place to be and through which to travel. The President of the Institution of Highways Engineers at the end of June 2012 called for a ban on HGVs on motorways on Sundays.

Transport and Environment: Smarter Lorries Proposal. TfL should support Transport and Environment's Smarter Lorries proposal. This recommends that EU Directive 96/53/EU – which is currently under review, be amended to allow for freight tractor sizes being increased by 80cm to allow for more aerodynamic features to be introduced. The introduction of a rounded front to the tractor would decrease carbon emissions (due to less drag on the vehicle) and result in reduced fuel costs for freight companies. More importantly the design features a crash management / 'crumple zone' absent on many tractors at present. This would make it highly unlikely that cyclists and pedestrians are dragged under the tractor, as is the case in 70% of collisions (their stats), as the nose would make it more likely that pedestrians / cyclists are deflected away from the vehicle. The proposal does not suggest any increase in the size of the trailer or the total weight of the vehicle. Furthermore, as a result of the rounded front the driver of the vehicle is further forward and so driver's field of vision – of individuals/traffic directly in front of the tractor – is increased. They estimate that the changes would result in 50% less collisions a year,

with up to 3800 lives (across the EU) saved. http://www.transportenvironment.org/what-we-do/smarter-road-freight

Leading by example. As noted in previous consultation responses to TfL, we believe that TfL and local authority staff should follow the Mayor of Mexico City's example and cycle the first Monday of every month, if not every workday.

Cities for mobility. London should be an active member of this network.

Sunday road closure. Bogota has closed its roads to motor vehicle traffic for over 30 years. Surely it is time for London to follow. The President of the Institution of Highways Engineers at the end of June 2012 called for a ban on HGVs on motorways on Sundays.

Twinning. We would like to see TfL and local authorities twin with authorities in other countries where cycling is more widespread.

But closer to home, we also think the due credit should be given to Southwark Council for their work with Southwark Cyclists and RoadPeace. Southwark Council is holding monthly meetings to discuss how cycling can be promoted and an action plan has been drafted.

Q7 Cycle spend

The *Take Action Active Travel* initiative coordinated by Sustrans and the Faculty of Public Health, which was supported by over 120 transport and health organisations, called for 10% transport funding to be dedicated to cycling and walking. http://www.sustrans.org.uk/assets/files/AT/take_action_on_active_travel_2010.pdf. Edinburgh Council has recently decided to allocate 5% of its transport capital and revenue budgets to cycling infrastructure and projects. This amount will then increase by 1% annually. http://www.spokes.org.uk/wordpress/wp-content/uploads/2009/09/B112pallsmall.pdf

London's spend on cycling should be better publicised. It should also report the spend on such large projects as the Barclays Cycle Hire scheme and the Cycle Superhighways separately.

Q8 Under investment impact

In terms of quantity of death and injury and quality of life and well as modal shift and active travel, the impact will be severe. Failure to invest in improved cycling infrastructure and in reducing road danger is also a false economy. Making active travel easier and safer is a key component to redressing the public health threat of obesity and the mounting burden on the NHS. Cycling is one of the main activities that doctors are being encouraged to prescribe in the current drive to increase the fitness and health of Londoners. http://www.independent.co.uk/sport/olympics/other-events/london-2012-nhs-to-launch-health-drive-in-capital-8031243.html

Q9 Cycle safety and smooth traffic flow

It does not fit. We need the road user hierarchy to be brought back so that priority can be given to sustainable modes of travel, which have massive benefit for the user, other road users and the public over that of short term time savings for the often single occupants of motor vehicles which have massive negative impacts on other road users and the public.

Contact Kim Smith

Facsimile

Email

ROYAL borough of GREENWICH

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Strategic Transportation
5th Floor
The Woolwich Centre
35 Wellington Street
Woolwich, London

Main 0208 854 8888

24th July 2012

Dear Jo,

RE: London Assembly Transport Committee's investigation into cycling in London

Thank you for providing us with information pertaining to the above investigation, and for the opportunity to contribute to your inquiry.

We understand the terms of your investigation are:

- To understand the issues facing current cyclists and the barriers to potential cyclists
- To examine the plans proposed by the Mayor and TfL to improve cycling safety and increase cycling modal share and;
- To generate recommendations to the Mayor and TfL to improve the cycling environment and cycle safety in London

We will respond to each of these issues in the sections of the letter outlined below.

1) Current issues facing cyclists and barriers to potential cyclists

A raft of national and pan-London surveys have attempted to assess this issue (especially barriers to cycling) which the investigation will no doubt be made aware of from other sources. We can contribute additional, local information from our Borough to add to these data sources. Royal Borough of Greenwich recently conducted a Best Value Review into cycling, which (amongst other areas) asked for views from both cyclists and non-cyclists in the Borough about what more could be done to encourage cycling, and current barriers. Just over 800 survey responses were received, with two thirds being current cyclists and one third being current non-cyclists.

Our findings reflect that of the Investigation Brief contending that 'concern about safety is the reason most often given by non-cyclists to explain why they do not intend to take up cycling'. Our BVR asked non-cyclists to

outline, from a range of options, the factors that would make them consider cycling either for leisure or utility reasons. The highest numbers of responses, by order, were 'better/more cycle routes', 'cycle storage and facilities', 'allowing cycling on pavements' and 'better junction design/safety', followed by less favoured responses such as better information, training and so on. These results highlight the importance to non-cyclists in the Borough of better and safer physical environments as the most important factors in encouraging them to take to two wheels. It would appear that getting these factors right could make a real difference - of the non-cyclists surveyed, only one in five stated that 'nothing' would encourage them to take up cycling.

Amongst all respondents (including current cyclists) the top five most popular responses to encouraging more cycling were very similar to the needs of just non-cyclists: again, by order, being 'better/more cycle routes', 'safer cycle parking at key locations', 'better junction design/safety', 'allow cycling on pavements' and 'better traffic enforcement/reduce vehicle speed'. These responses indicate that it is the physical environment measures/changes which would appear to be most important to both those who do and those who do not currently cycle to encourage more cycle trips, with the 'softer' training and behaviour change measures being an important if less well cited complementary set of activities.

Just over 15% of all respondents felt that promoting cycling was a 'lost cause' in the UK - 85% either strongly disagreed, disagreed or were unsure about this statement. In other words, if the barriers to cycling are adequately met, the potential for change in behaviour could exist.

2) **Plans proposed by the Mayor and TfL to improve cycling safety and increase cycling modal share**

The Royal Borough of Greenwich recognise some of the measures adopted by the Mayor and TfL to improve cycle safety, including the recent junctions review, and taking action on Heavy Goods Vehicles (HGVs) to improve driver awareness. The Borough also recognises the current Local Implementation Plan funding arrangements, allowing local authorities to invest in priority areas for cycling as suits each area. In Greenwich, this has allowed us to develop a comprehensive package of ‘hard’ infrastructure and ‘soft’ behaviour change measures to increase mode share by bike. We will continue to develop these schemes, including progressing our local LCN+ cycling networks, Greenways projects, active travel promotions and many others as part of our forthcoming Cycling Strategy.

In terms of improving cycling mode share across London, the Mayor and TfL’s flagship schemes for the current Mayoral period are seen as the Cycle Superhighways and Cycle Hire projects, and completion of the Biking Boroughs project in Outer London. None of these schemes currently directly impact on Royal Borough of Greenwich, but it is our perception from the

best available evidence (previously collated by the London Assembly) that the Cycle Hire scheme has, for example, been received more positively by cyclists than the Cycle Superhighways (see input to Section 3). In terms of the Biking Boroughs scheme, we await results of initiatives with interest in order to help formulate our own plans.

3) Recommendations to the Mayor and TfL to improve the cycling environment and cycle safety in London

The Royal Borough of Greenwich recognises the concept of the Cycle Superhighways as one of the Mayor and TfL's main tools with which to increase cycling. Given that Cycle Superhighway Route 4 is scheduled to run through Greenwich by 2015 (mainly northern sections of the Borough), the Council are keen to ensure that any lessons from previously implemented routes are taken on board.

The Borough is requesting that TfL engages at the earliest stage of the design process to ensure that any design is compatible and sensitive to the local area (specifically as the route is shown to go through the World Heritage Site of Maritime Greenwich) as well as acceptable in engineering standards

The Borough is conscious of criticisms from cyclists about many of the existing features of the 4 routes implemented to date, including off-peak parking preventing access to sections of the routes, lack of continuation through more complex areas, lack of protection of the minimum 1.5 metre lanes, and other issues identified through the previous London Assembly report 'Pedal Power', assessing the impact of the Cycle Hire and Cycle Superhighways schemes. However we are also aware of other surveys by TfL which were undertaken with actual users of the routes which show upwards of 70% of respondents saying they felt safer on the Superhighway. We would suggest that any future surveys are undertaken by an independent, accredited survey company and for clarity the wording of the questions is agreed with an external organisation such as Sustrans.

The Borough is aware of the Mayor's commitment prior to the 2012 election to implement all new Cycle Superhighways to 'Go Dutch' standards (as well as implementing such standards on all planned developments on roads controlled by TfL, plus 3 'flagship' schemes). We are also aware that Greenwich has been mentioned by the Mayor at Question Time as a flagship site, this was done initially with no engagement or communication with Royal Greenwich; however the Borough would be happy to discuss the options for developing schemes with TfL in the future

Finally, whilst recognising the benefits of a flexible approach to local spending noted above, the Borough is concerned about a 'patchwork' effect being created by some parts of London investing more in cycling than others. Many trips necessitate cross-boundary journeys, and the cycling experience needs to be of a suitable standard across each area to encourage such trips to be made by bike. Local cycling networks are as important as the main commuter routes (Cycle Superhighways) – indeed; the Mayor's Transport Strategy (2010) acknowledges that 50% of all trips in outer London are less than 2 miles in length. Providing dedicated funding for improving these local links, strengthening and enhancing the London Cycle Network, is an important consideration in increasing safe cycling in local contexts. In Greenwich, we have and will continue to update our LCN+ network, but additional funding – and a joined-up approach across Boroughs – would ensure better usage of these key links.

Yours sincerely,

Kim Smith
Transportation Strategy and Planning Manager

Jo,

Two questions.

1. Are you familiar with this factsheet from the European Cyclists' Federation from March 2012 on Safety in Numbers?

http://www.ecf.com/wp-content/uploads/ECF_FACTSHEET4_V3_cterree_SafetyNumb.pdf

2. Are you getting submittals from other US based cycling experts? In particular Peter Furth, John Pucher, and Peter Jacobson.

Thanks, Randy

Randy Neufeld
SRAM Cycling Fund Director

Reviewing The Design of Cycle Superhighway 5.

Southwark Cyclists, RoadPeace and Southwark Living Streets would like to make the following submission about the design of the proposed Cycle Superhighway 5 which will run east-west through Southwark through four important town and local centres along the line of the A202.

We were closely involved in the consultation for CS5 and attended both the CRIMs that took place and other meetings which occurred when designs for CS5 were being prepared. We also responded extensively in writing.

We argued as did many other people who took part in the CRIMs that existing designs of Cycle Superhighways were particularly lacking in terms of encouraging new cyclists to make journeys owing to:

- high vehicle speeds along their routes.
- the lack of segregation of cyclists and motor vehicles.
- the lack of attention to making improvements at dangerous junctions.

Our arguments in relation to 20mph speed limits were accepted throughout the design process. We had argued that reducing vehicle speeds most especially in the four centres that the Cycle Superhighway passes through in Southwark namely Queens Road Peckham, Peckham town centre, Camberwell town centre and the local centre of West Camberwell on Camberwell New Road was particularly important owing to the high number of casualties that currently occur in those locations. The designs for CS5 retained the idea of 20mph speed limits right up until the final sign-off for the project at which time they were removed.

Since the project was signed off, we have seen clearly the shortcomings of the Cycle Superhighways in terms of their levels of safety. Most significant is the recent publications of the findings of an authoritative Department for Transport study TRL Report PPR 580 entitled Infrastructure and Cyclist Safety. At the heart of this report is the statement with which the main findings begin:

“Of all interventions to increase cycle safety, the greatest benefits come from reducing motor vehicle speeds. Interventions that achieve this are also likely to result in casualty reductions for all classes of road user. This may be achieved by a variety of methods, including physical traffic calming; urban design that changes the appearance and pedestrian use of a street; and, possibly, the wider use of 20 mph speed limits.”

Given the extremely high levels of casualties along the A202 and the express aims of the Cycle Superhighways of increasing safety for current cyclists and encouraging less confident cyclists onto the roads, we would strongly recommend that the CS5 route is made 20mph as it passes through Southwark.

We would also strongly recommend that where cyclists on CS5 will not be protected by being in a bus lane that wherever possible physically a segregated cycle route is created.

We would finally draw attention to need to make junctions far safer. We note that the Camberwell Green junction is the second most dangerous location in the whole of Southwark and at this location there is a preponderance of pedestrian and cycle casualties. We feel far more needs to be done throughout the length of CS5 to improve junction safety and once again we would urge that the recommendations of TRL Report PPR 580 are taken into account. The second main finding states:

“Most cyclist injuries in multi-vehicle collisions take place at junctions. Reducing the speed of traffic through junctions appears to be an effective approach to reducing cycle casualties, and physical calming methods are a reliable means of achieving such a reduction.”

We strongly recommend the design of CS5 is reviewed along these lines and that these principles are taken into account in reviewing the design of CS5 and other proposed Cycle Superhighways.

Best wishes,

Alex

Alex Crawford

Coordinator, Southwark Cyclists

Southwark Cyclists

---------- Forwarded message ----------
From: <jeremydhleach@compuserve.com>
To: info@glalibdems.org.uk

Dear Caroline,

At a local level Southwark Cyclists (and Southwark Living Streets and RoadPeace) have done a lot of work together to a) develop strategies that will reduce danger for confident cyclists who use main roads and b) develop a "traffic-lite" infrastructure that will feel sufficiently safe, attractive and useful to encourage the enormous numbers of occasional and potential cyclists who would like to cycle (more) but are (understandably) wary of sharing main roads with motor vehicles.

I attach a couple of documents which you may find of use

1. Is a Road Danger Report about Southwark which has 2 pages of initiatives to make things safer on pages 10 and 11.
2. Is the strategy which Southwark Cyclists developed and presented to the Cabinet and the L-D group which (from page 8 onwards) describes strategies for encouraging more cycling in Southwark and increasing safety.

I hope that these will be of interest to you in your work.

Best wishes - Jeremy

Reducing Road Danger in Southwark –

Effectiveness of Current Strategies.

Southwark Living Streets, Southwark Cyclists & Roadpeace

7th March 2012

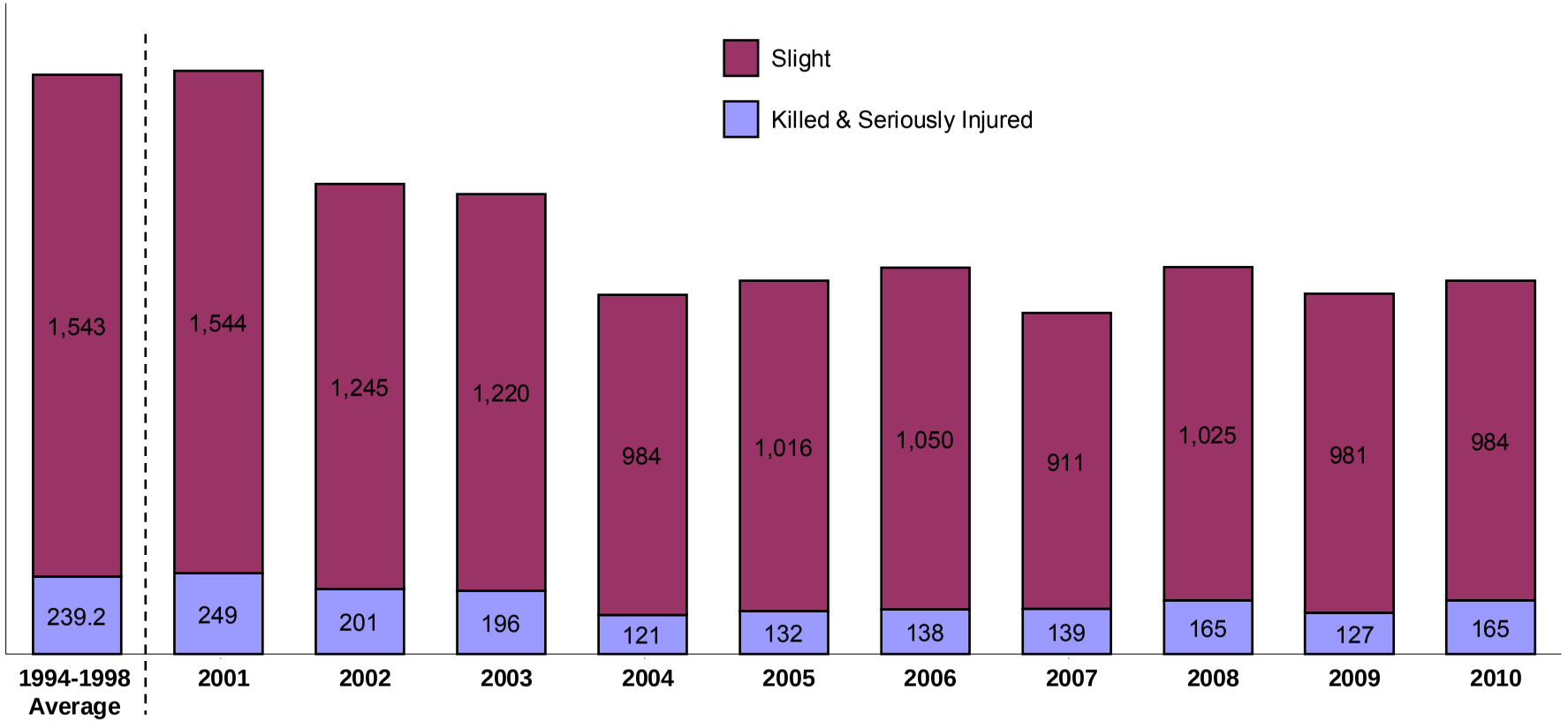
Introduction.

- A number of Southwark groups have concerns about the effectiveness of current road safety strategies in Southwark. These concerns arise from issues related to the following areas:
  - **Road Casualty Levels.** A now long established halt to the decline in the levels of serious and fatal casualties on Southwark's roads that occurred in the 1990s.
  - **20mph Borough.** The low priority currently being given to implementing the 20mph borough policy that Southwark is currently committed to.
  - **LIP Projects.** The relative inability of major LIP projects to deliver significant change to our roads.
- This short report outlines these concerns and makes proposals for how to address them.
- We see this as an issue of collaboration between local groups and Southwark Council and very much want to be partners with it in attempting to bring about a more successful approach to reducing road danger in Southwark.
- Casualty data comes from the TfL managed London Road Safety website - www.londonroadsafety.co.uk or the DfT (www.assets.dft.gov.uk/statistics/tables/ras30031.xls).

Road Casualty Levels - 1. The Overall Picture.

- **Road casualties in Southwark are no longer falling.** The large falls in both slight casualties and in the numbers of those killed and seriously injured that were observed from the previous base period (1994 to 1998) had come to a halt by the record low year of 2004. The numbers of those **slightly injured** are largely unchanged (2005 to 2007 average 992pa; 2008 to 2010 average 996pa). The numbers of those **killed and seriously injured** are beginning to show a pattern of increase with a 2005 to 2007 average of 136pa compared to a 2008 to 2010 average of 152pa.

Total Road Casualties On Southwark's Roads Over Time



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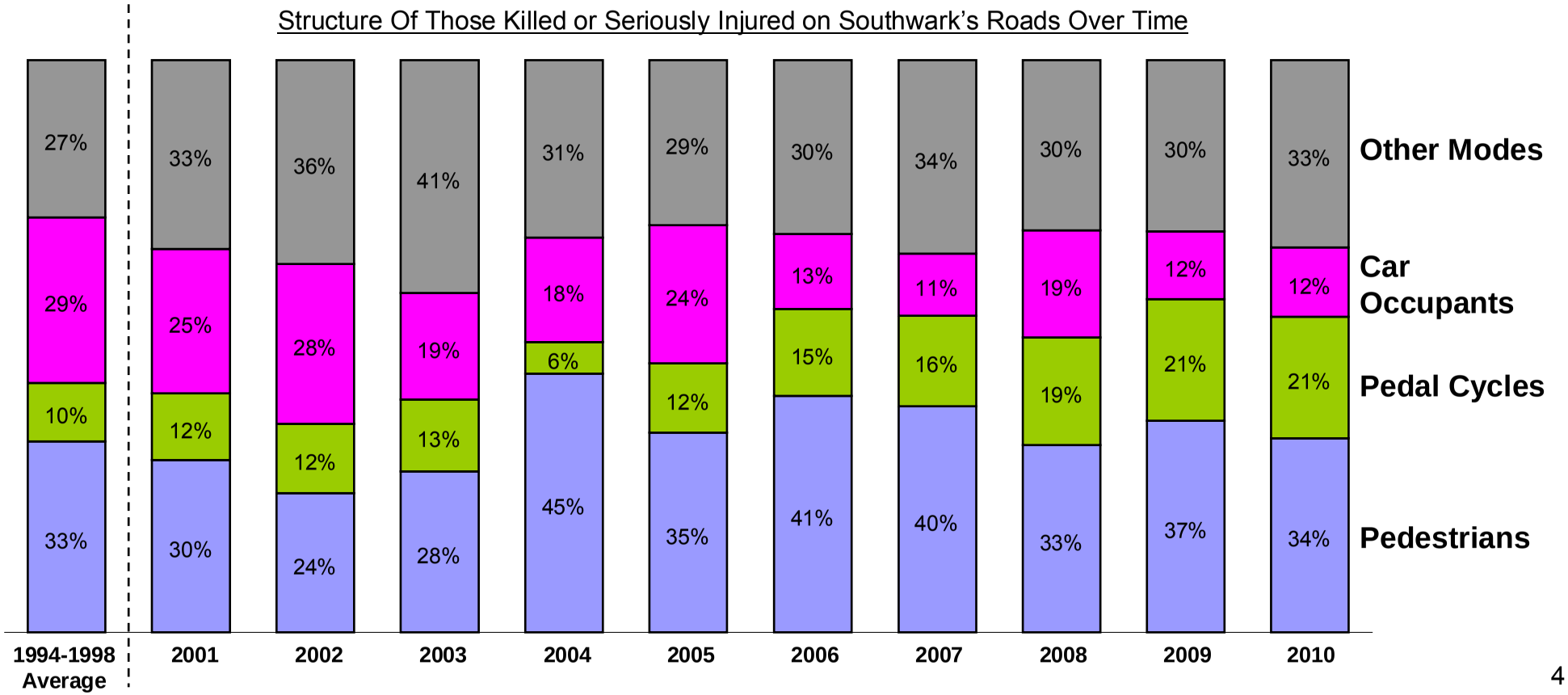
Road Casualty Levels – 2. Casualties Amongst Vulnerable Road Users.

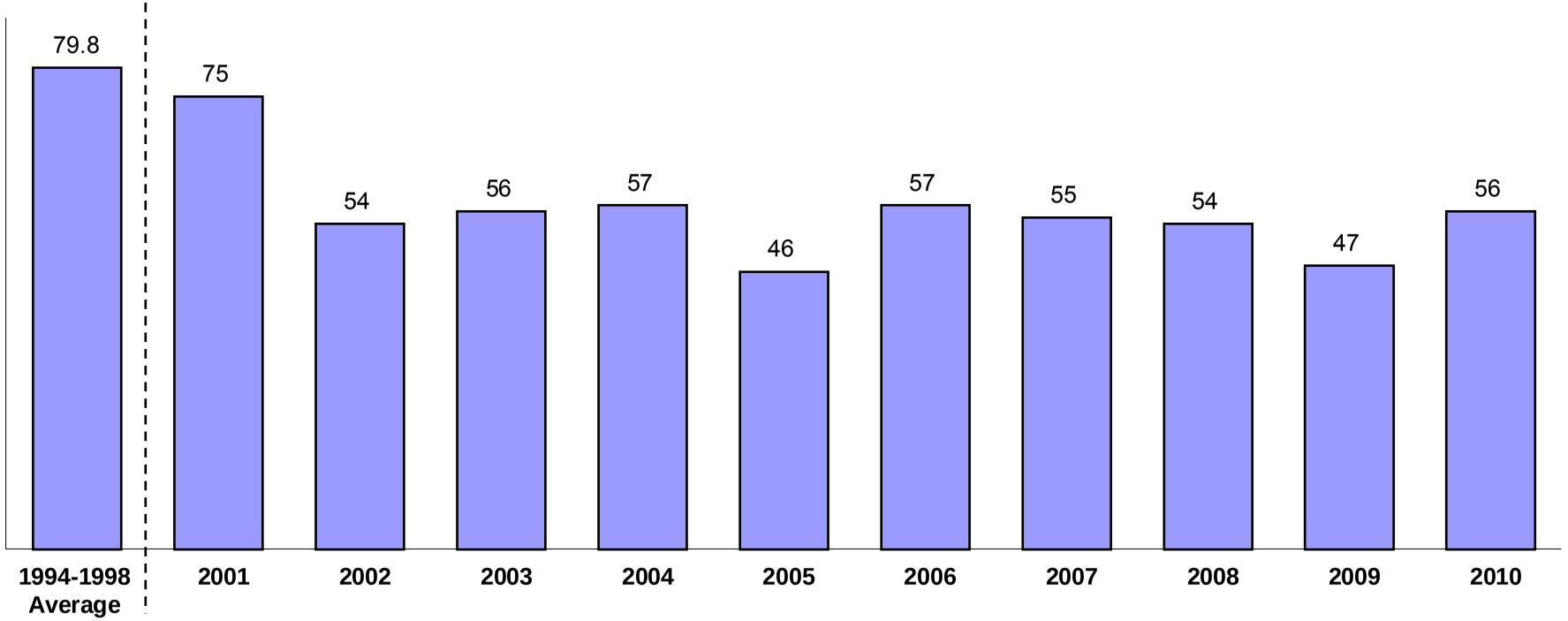
- **Current road safety strategies are working far better for vehicle occupants than vulnerable road users.** Vulnerable road users (pedestrians and cyclists) now make up well over half of all of those killed and seriously injured. Pedestrians and cyclists made up 43% of those killed and seriously injured in the base period 1994 to 1998. This level has now risen to an average of 55% in the years 2008 to 2010.
- Over the same period the numbers of car occupants killed fell from an average of 69.2 (29% of all killed and seriously injured casualties) between 1994 and 1998 to an average of just 22 (14%) between 2008 to 2010.



Road Casualty Levels – 3. Pedestrian Casualty Levels.

- **The numbers of pedestrians killed of seriously injured is no longer falling**. As the chart below shows, there were dramatic declines in the numbers of serious and fatal collisions involving pedestrians in the years between the base years for comparison of the early 1990s and 2002. Since that time there has no persistent decline in these levels in Southwark.
- DfT data shows just how high these levels are in Southwark. The UK average in 2010 for the number of pedestrians killed and seriously was 9.3 per 100,000 population. The Greater London average was 11.7; the level in Southwark was 19.5.

Numbers of Pedestrians Killed or Seriously Injured on Southwark's Roads Over Time



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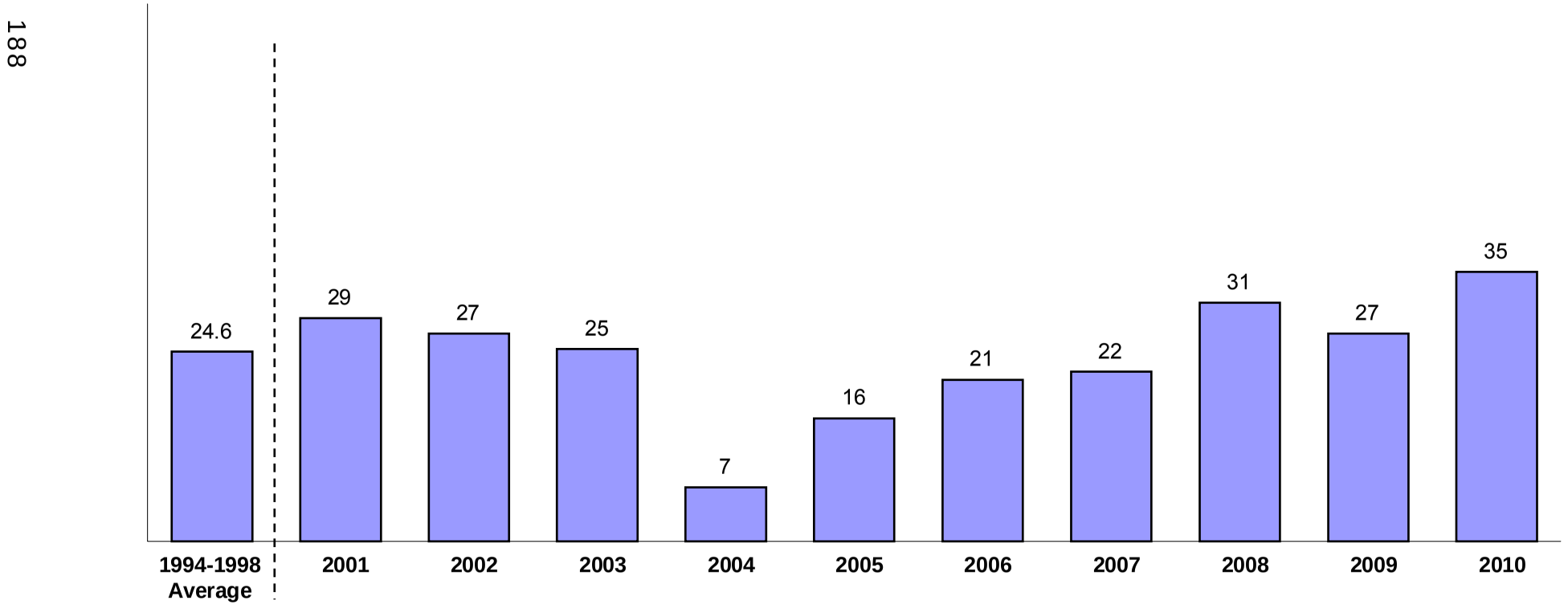
Road Casualty Levels – 4. Cyclist Casualty Levels.

- **The numbers of cyclists being killed or seriously injured in Southwark are steadily increasing** (see chart below). This increase appears to be part of a consistent pattern that far exceeds the increase in levels of cycling in the borough.
- DfT data again highlights how high these levels are in Southwark. The UK average in 2010 for the number of cyclists killed and seriously injured was 4.6 per 100,000 population. The Greater London average was 6.0; the level in Southwark was 12.2.

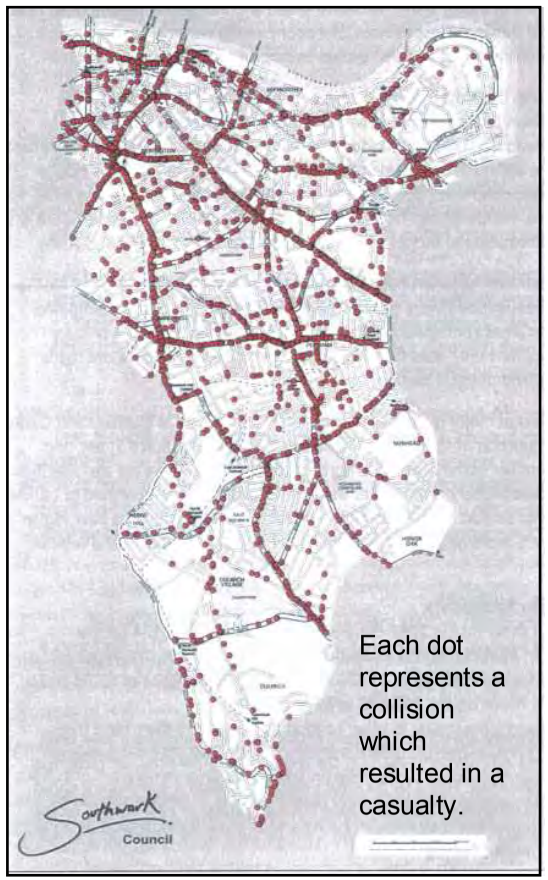
Numbers of Cyclists Killed or Seriously Injured on Southwark's Roads Over Time



Road Casualty Levels – 5. Focus On Main Roads.

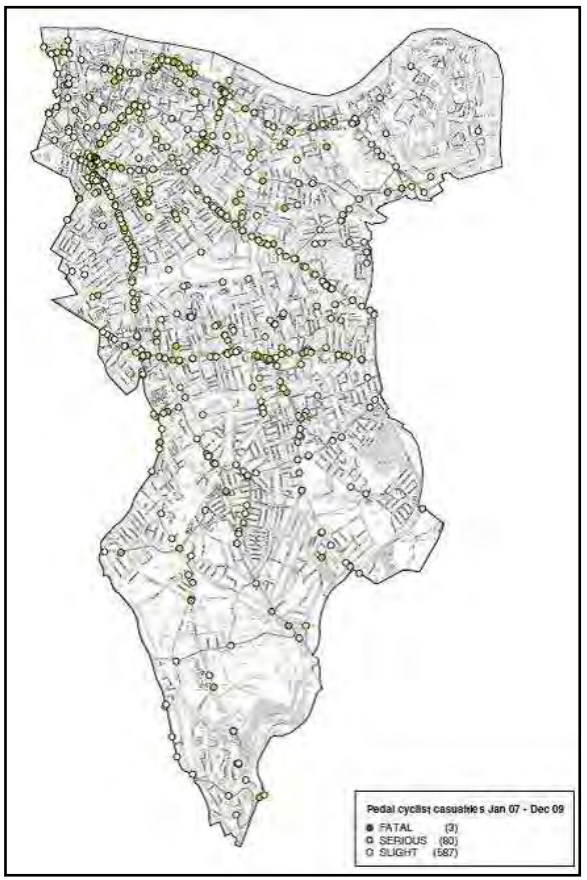
- **It is important to remember that the focus of casualties in Southwark as in all inner London Boroughs is on the main roads.** It is these and the town centres and shopping parades that sit on them that need to be made safer if the objective of safe, vibrant and economically successful, liveable communities is to be realised.

All Collisions; All Modes Road Safety Plan-2008 (previous 3 years data)



Pedestrian Casualties (Jan07-Dec09)

Cyclist Casualties (Jan07-Dec09)



A 20mph Borough.

- In the Annual Monitoring Report, Objective 5 states that there is an aim to “ensure the transport network is safe and secure for all and to improve perceptions of safety”.
- (Page 32) Policy 5.5 – states that “We will make Southwark a 20mph borough”. Table 32 shows that:

	2007/08	2008/09	2009/10	2010/11
% km included in 20mph restriction	**44**	**49**	**65**	**65**
Number 20 mph zones/limit areas	**21**	**25**	**29**	**29**

- The picture is currently one where there appears to be very little investment now going into 20mph in Southwark. We understand very well the difficulties of introducing 20mph when TfL are making this so difficult by strongly discouraging schemes that include vertical deflections and are so vehemently set against enforcement even if it is through average speed cameras.
- Other boroughs such as Hackney and Islington are, however, vigorously pursuing this 20mph Borough agenda. Islington is now implementing a policy of 20mph limits on all roads (including main roads) under borough control and Hackney has recently designated all residential roads to have a 20mph speed limit.
- …AND 20mph speed limits do make a difference as the table (from TfL) below illustrates. Looking at the collisions (involving personal injury) that occurred in London and in Southwark in 2009, almost none of these occurred in areas covered by 20mph speed limits.

Collisions in the Greater London area in 2009 tabulated by speed limit and borough	20mph	30mph	40mph	50mph/+
Greater London	**52**	**21,749**	**713**	**725**
Southwark	**0**	**974**	**0**	**0**

LIP Projects – The Effectiveness Of Spending.

- We would like to address two apparent issues in this area:
  - (From the Annual Monitoring Report) The small differences schemes appear to be making to vehicle speeds.
  - (From possibly imperfect observation) The variation in the impact that LIP schemes appear to make.
- LIP schemes appear to have only limited success in meeting the stated objective of creating a 20mph borough. Before and after speeds of the LIP funded schemes that appear in the Annual Monitoring Report are as follows:

	85th percentile speeds - BEFORE	85th percentile speeds - AFTER
Southwark Park Road - Eastbound	**22.6**	**23.0**
Southwark Park Road - Westbound	**23.5**	**19.9**
Peckham Hill Street (north) - Northbound	**28.4**	**29.5**
Peckham Hill Street (north) - Southbound	**29.3**	**28.4**
Willowbrook Road - Northbound	**28.6**	**29.1**
Willowbrook Road - Southbound	**26.6**	**26.4**

- Thus, of the three schemes where traffic count data has been published (with the exception of Southwark Park Rd Westbound) vehicle speeds have not fallen and are not achieving a maximum speed of 20mph.
- More subjectively there is the issue of the value for money of schemes. Whilst some schemes are genuinely transformative of the local area such as the recent improvements to Southwark Park Road or the Manor Place/Penton Place junction (currently being implemented), others such as the Denmark Hill area based scheme or the Grove Vale scheme appear to have made relatively little difference to the surrounding public realm and the way that it is used in spite of years of consultation, planning and the large sums that have been spent.

Conclusions & Action Plan.

- The 2011 Transport Plan sets ambitious targets for casualty reduction with a long term target of :
  - 93 people killed or seriously injured by 2018/20 and an interim target of 121 average for the 3 years 2011/13.
  - 687 people slightly injured by 2018/20 and an interim target of 887 average for the 3 years 2011/13.
- **At present, the figures that we have outlined on page 3 in particular indicate that there is little or no chance of this occurring with a continuation of current policies.**
- We propose changes to current policies and a process to review how Southwark will meet these targets.

20mph Borough	• We strongly believe that borough wide 20mph speed limits should be aggressively pursued. When properly enforced (either by physical measures in 20mph zones, or cameras or work by the police for 20mph limits), casualty numbers fall dramatically.
High Casualty Main Borough Roads	• Whilst we understand the problems of influencing TfL concerning their roads, of the 975 collisions (which involved personal injury) that appear in the TfL statistics as having occurred in 2009 in Southwark, 420 (43%) occurred on the TLRN and 555 (57%) occurred on Borough managed roads. We need to tackle danger on these borough main roads more successfully. • LIP schemes need to focus on the high casualty borough roads (especially those in town centres/shopping areas) and to be designed to reduce vehicle speeds to 20mph and reduce excessive carriageway capacity (eg Camberwell Rd). • We suggest urgent attention is needed for the following high danger roads: **Borough Roads** - Newington Causeway - East Dulwich Rd/Evelina Rd - Trafalgar Ave/Willowbrook Rd **SRN** - Walworth Rd (north of Amelia St & south of Fielding St) - Camberwell Rd - Lordship Lane **TLRN** • New Kent Rd • Old Kent Rd • A202 – Camberwell & Peckham
Transport for London	• Successive Southwark road safety strategies have emphasised the need for TfL to play its part in making the roads it controls and influences (TLRN & SRN) in Southwark safer. We need to understand what role they are currently playing in this and influence them more effectively to make road safety and especially that of vulnerable road users more of a priority.

Conclusions & Action Plan (continued).

Metropolitan Police	• We need to understand and influence better the work of the Metropolitan Police. We need to understand the policies they feel work best in this area and work more closely with them to ensure that their work fits a) with an agenda that seeks to reduce road danger and b) deliver a 20mph borough. We strongly support ANPR-based initiatives (supported by the new Metropolitan Police Commissioner) designed to tackle illegal driving (such as driving without insurance). • We propose an annual meeting open to the general public that is held in conjunction with the Southwark Police and the relevant Traffic Police Division where they report as to what they have done in relation to reducing road danger (eg number of ANPR and speed check operations conducted), the targets that they are working towards and how well they have performed in relation to them.
Design Review	• We understand that the current pro-vehicle flow agenda of TfL makes delivering effective main road schemes difficult. This combined with the fall in funding for improvements and the pressing need to deliver pedestrian and cycling improvements means that the money that is spend needs to work as hard as possible. • We propose a review of recent schemes to identify why some work far better than others both in the planning, consultation and delivery stages and achieve lower speeds and more significant improvements in the quality of the environment for pedestrians and cyclists.
New Technology	• We believe that new technology such as Average Speed Cameras and Intelligent Speed Adaptation (ISA) (especially on commercial vehicles that are operated in Southwark) are powerful tools to deliver safer streets and we would like to see strategies for the introduction of these technologies developed and pursued. • We suggest Southwark Council continues to pursue the adoption of ISA and in particular its use on TfL buses as speeding by buses is a major problem on our main roads and our town centre areas.

Southwark Cyclists

Cycling In Southwark – The Opportunity

26th January 2012

Contents

Active Residents.

Urban Environments in the 21st Century

Liveable
Sustainable
Healthy
Safe

Underpinning all of these are…

People

- **Out and about**
- **Part of the scene**

- **Southwark has good planning and transport strategies but is missing out on the opportunities cycling offers.**
- **How to create a solution that promotes cycling AND benefits us all as local and active residents.**

The Benefits of Cycling.

Those who cycle…

Longer, Healthier & Happier Lives

- 3 hours /+ pw - a 39% lower risk of early death.
- As good for your health as taking up a training regime.
- Can improve mental health.
- Net life expectancy gain of up to 14 months.

Lower Transport Costs

- Annual cost of running a car is now almost £6,000.
- Southwark is 41st from the bottom out of the 354 councils in England for the extent of deprivation.
- Swapping a car for a bicycle/public transport can dramatically increase available funds for lower income households.

The Benefits of Cycling.

For Southwark…

Issues to Address

- 25% households - at least 1 member with health problems.
- Cardio-vascular disease among under 75s - 10% above UK ave.
- Southwark ranked 3rd worst amongst London boroughs on mental health Local Index of Need.
- Life expectancy for men in the most deprived areas of the borough is >7 years lower than least deprived parts.
- In 2010, the School Measuring Programme - 40% of children in reception classes and in year six were overweight or obese. This is amongst the highest in England.

Cycling Benefits

- Physical & Mental health.
- Air quality.
- Commercial vitality – spend & land usage.
- Reduced CO2 emissions.
- Predictable journey times; fast route to work.

Southwark's Current Ambitions For Cycling.

Southwark's (and London's) cycling share targets are realistic but unambitious.

Place	Current Share	Target	Year
Southwark	3%	5%	2026
Greater London	2%	5%	2026
Hackney	4%	15%	2030
Camden	10% (flow)	20% (flow)	2019
York	19%		
Cambridge	28%		
Amsterdam	22%		
Copenhagen	36% (work)	50% (work)	2015
Groningen	57%		

Unfulfilled Potential.

- TfL research shows high untapped potential for cycling in Southwark.
- Whilst 45% of all trips by vehicles could be made by bicycle in Southwark, just 8% of these trips are in fact cycled.

Borough	% Cyclable	% of Potential Realised
City of London	52%	N/A
Southwark	45%	8%
Hackney	43%	24%
Camden	42%	11%
Lambeth	35%	8%
Inner London Average	38%	10%

Contents

Interest in Cycling.

Segmentation of Cycling.

Group	Barriers To Cycling/Concerns*
Existing/Regular Cyclists (10%)	• Lack of cycle lanes/ traffic free routes (46%) • Lack of secure parking at the places I go to (33%) • Road safety fears (25%)
Occasional Cyclists (15%)	• Lack of cycle lanes/ traffic free routes (68%) • Road safety fears (45%) • Making journeys in the dark in winter (32%)
Potential Cyclists (25%)	• Road safety fears (70%) • Making journeys in the dark in winter (59%) • Lack of cycle lanes/ traffic free routes (52%)
Non-Cyclists (50%)	

*Peckham Low Carbon Zone: Transport Survey

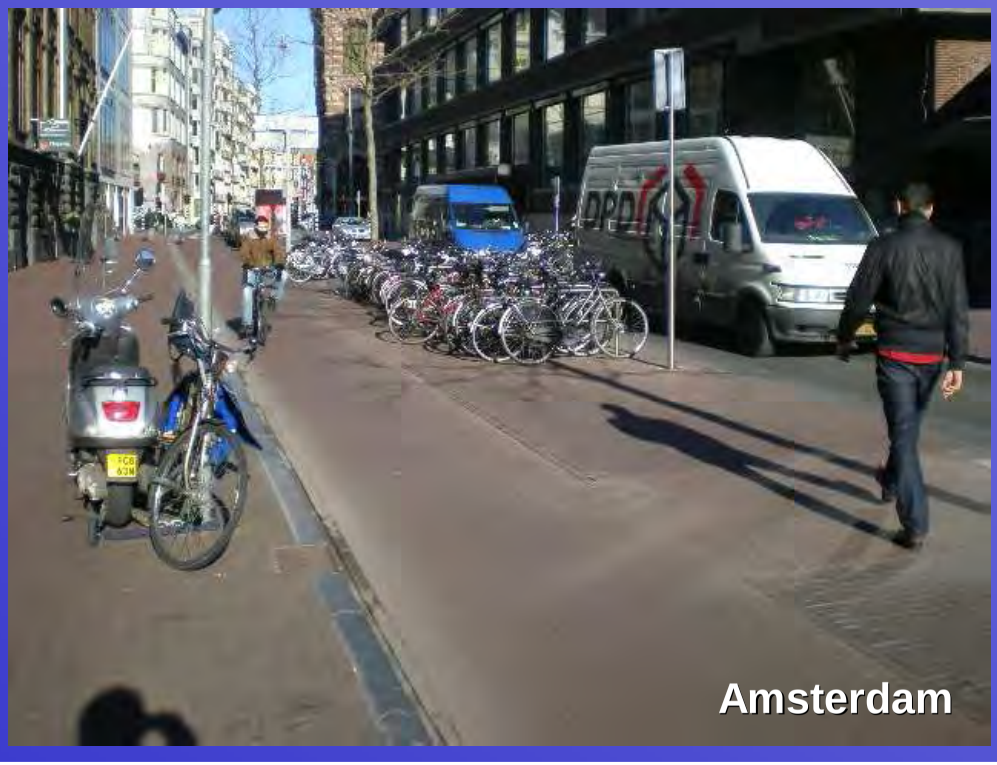
Developing A Strategy…Target Groups.

	Key Issues	How To Address Them
Existing/Regular Cyclists (10%)	• Used to cycling – fear levels lower. • Use main roads.	• Make main roads safe. • Cyclesuperhighways. • 20mph. • LIP funded schemes.
Occasional/ Potential (40%)	• Fear of traffic. • Lack of safe routes.	• A safe/traffic-free/ low traffic infrastructure.

Developing A Strategy…The Big Question.

- How do we get occasional and potential cyclists onto the road and make cycling accessible to all?
- Need infrastructure – won't use main roads.
- Many major cities are now using protected cycle lanes – Copenhagen, Melbourne, Sydney, Amsterdam, New York – only way for cyclists to feel and be safe.

Cable St – CS2



Amsterdam

Developing A Strategy…The Big Question.

- **BUT**

- **Protected cycle lanes routes in London look impossible owing to car-centric TfL policies (TLRN & SRN) – unwilling to reduce road capacity.**

- **Create a low cost network that also combines with existing regeneration planning to provide safe and attractive low traffic infrastructure for all cyclists.**
- **Major benefits too for those on foot and local residents.**

Developing A Strategy…Low Cost Infrastructure.

- Low Cost…
  - Filtered Permeability.
  - Make Use Of Routes Through Parks.

Hackney Did It With Low Budgets

Popular Routes Through Burgess Park

Developing A Strategy…Low Cost Infrastructure.

- Traffic-free/low traffic routes already work in Southwark.
- Green routes – very heavily used – Greendale/Surrey Canal Path.

Surrey Canal Path - Peckham

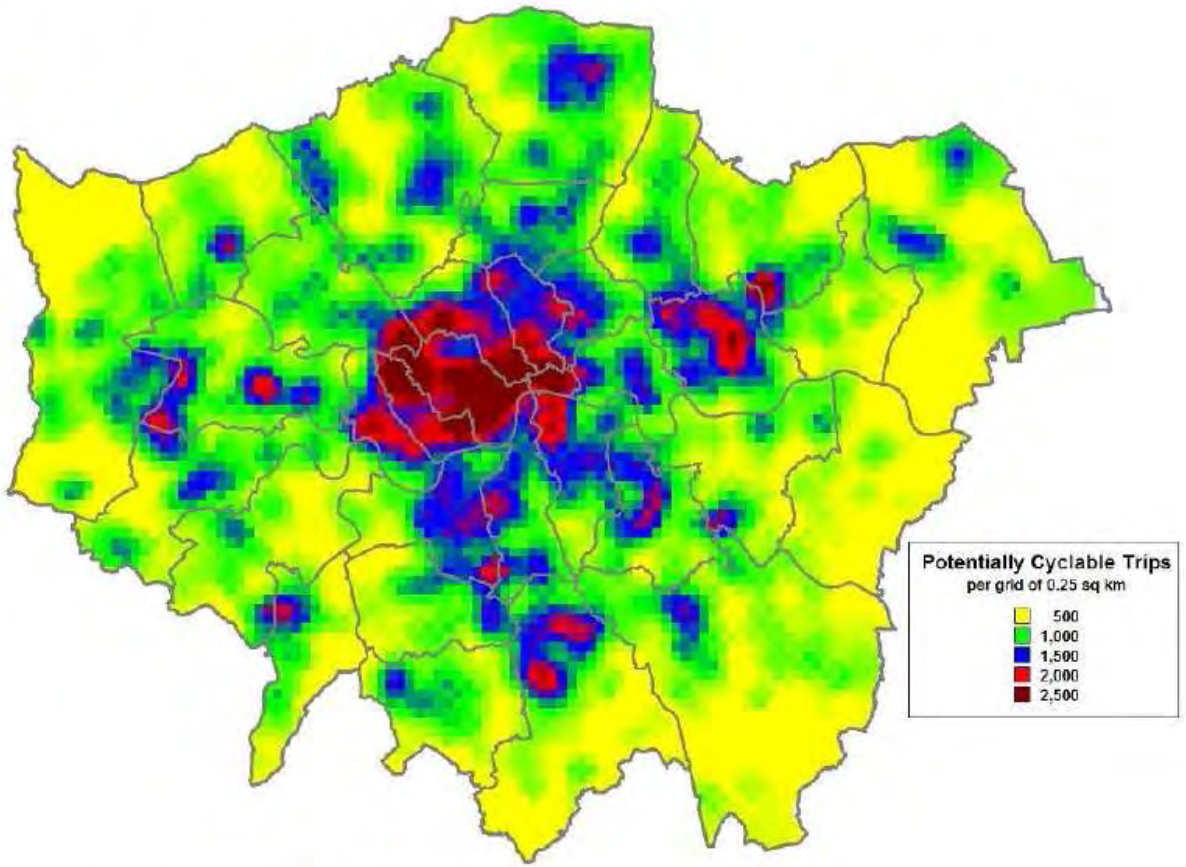
Greendale-South Camberwell

- HomeZones – eg Sutherland Square & around Salisbury Row Park– Both heavily used by cyclists all through the day and evening.

Developing A Strategy…Where To Focus Efforts.

- **Recent work by TfL (Dec 2010) has mapped all the potential for cycling across London.**

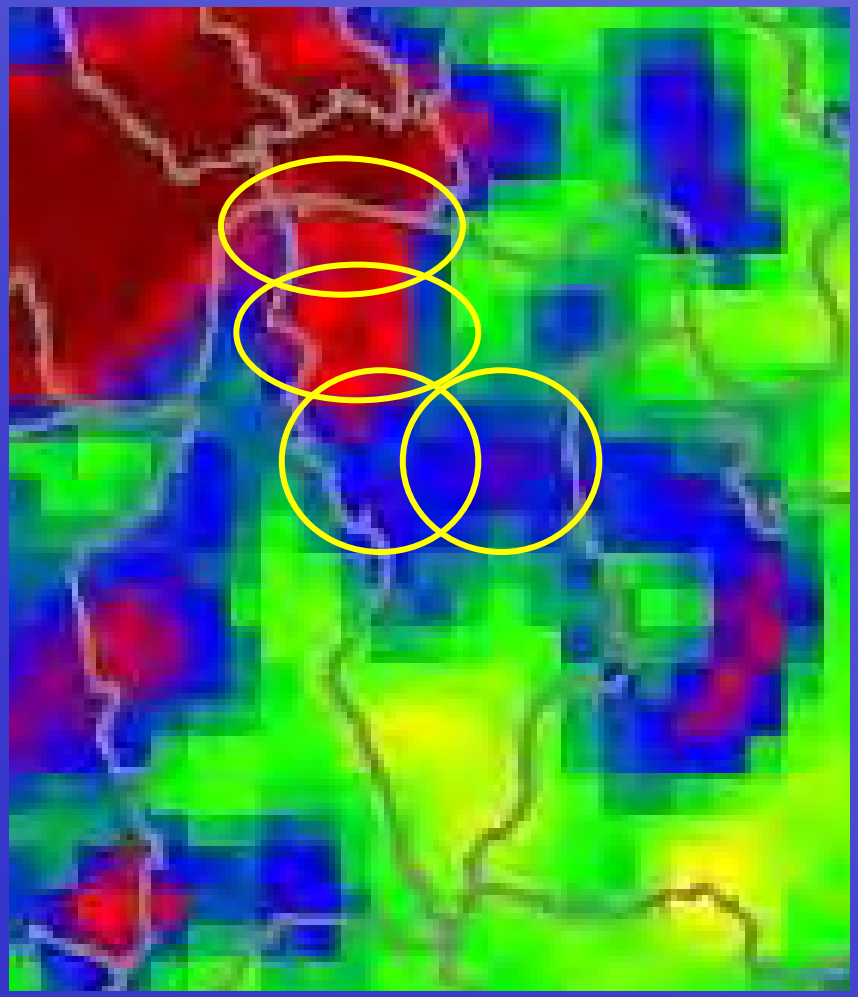
Figure 2.4 Potentially cyclable trips by trip origin, London residents



Source: Analysis of Cycling Potential, London Travel Demand Survey 2005/06 to 2007/08

Developing A Strategy…Where To Focus Efforts.

- Looking at Southwark…



Highest Potential For Cycling Journeys

- Camberwell
- Peckham
- E&C/Walworth
- Borough & Bankside

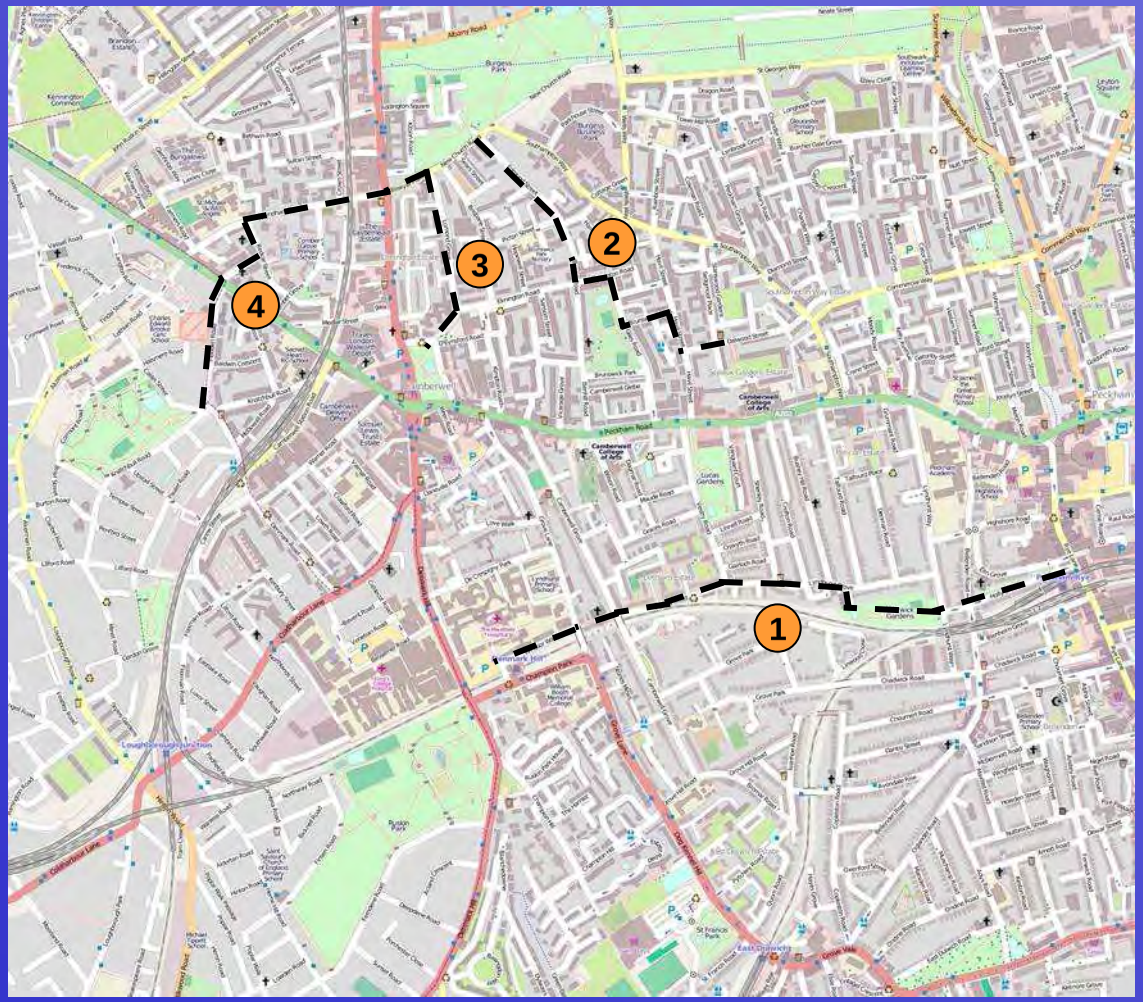
Good fit…

- Regeneration/high investment areas.
- High levels of needs – health/deprivation.

The Purpose of the Routes…

"Green, quiet routes that link town centres, open spaces and parks, schools and areas of employment."

The Possible Routes – 1. Camberwell.



1. Denmark Hill Stn to Peckham Rye Stn.

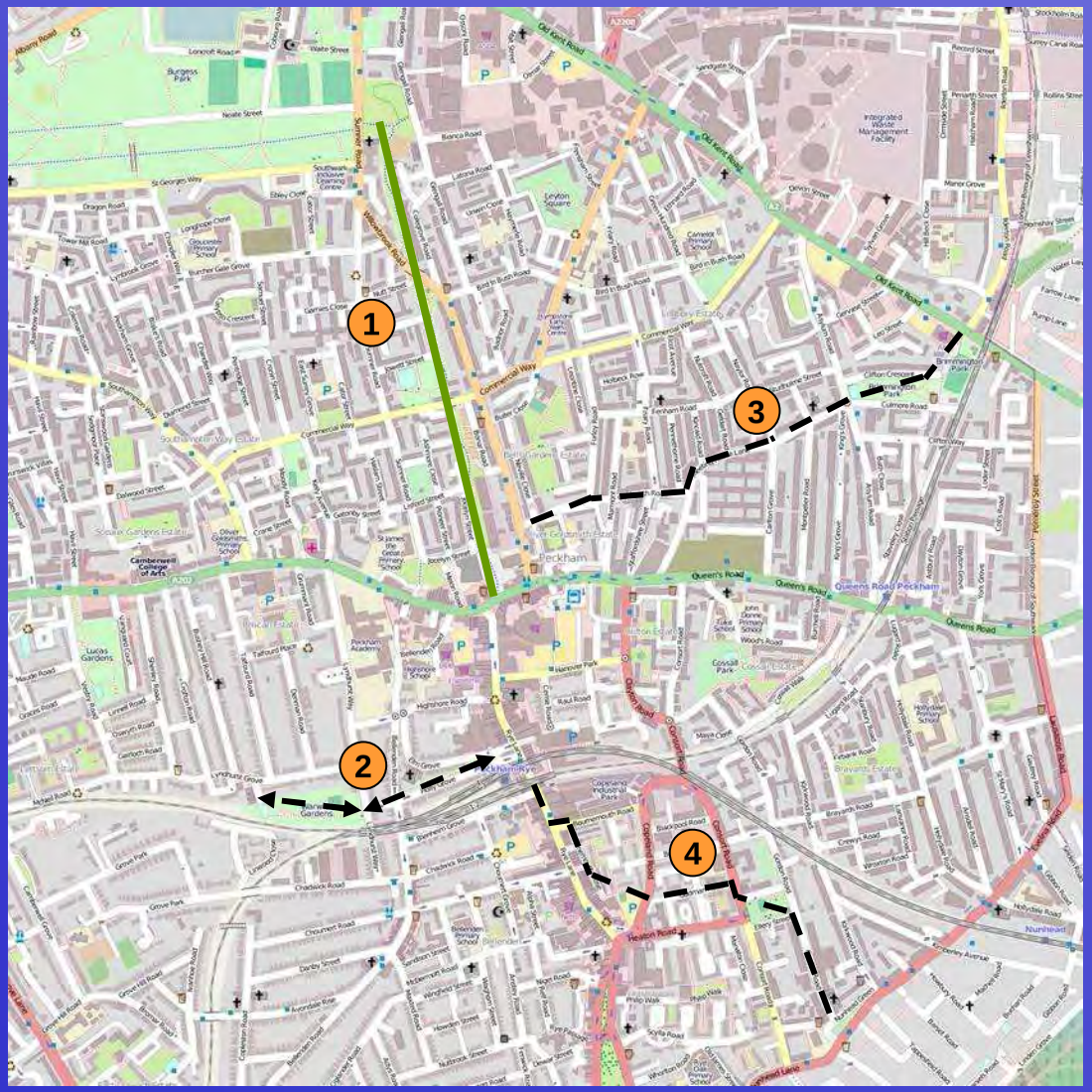
2. Sceaux Gds/ Camberwell College of Arts/Lucas Gardens to Burgess Park.

3. Camberwell Green to Burgess Park.

4. Myatts Fields to Burgess Park.

http://www.openstreetmap.org/

The Possible Routes – 2. Peckham.



http://www.openstreetmap.org/

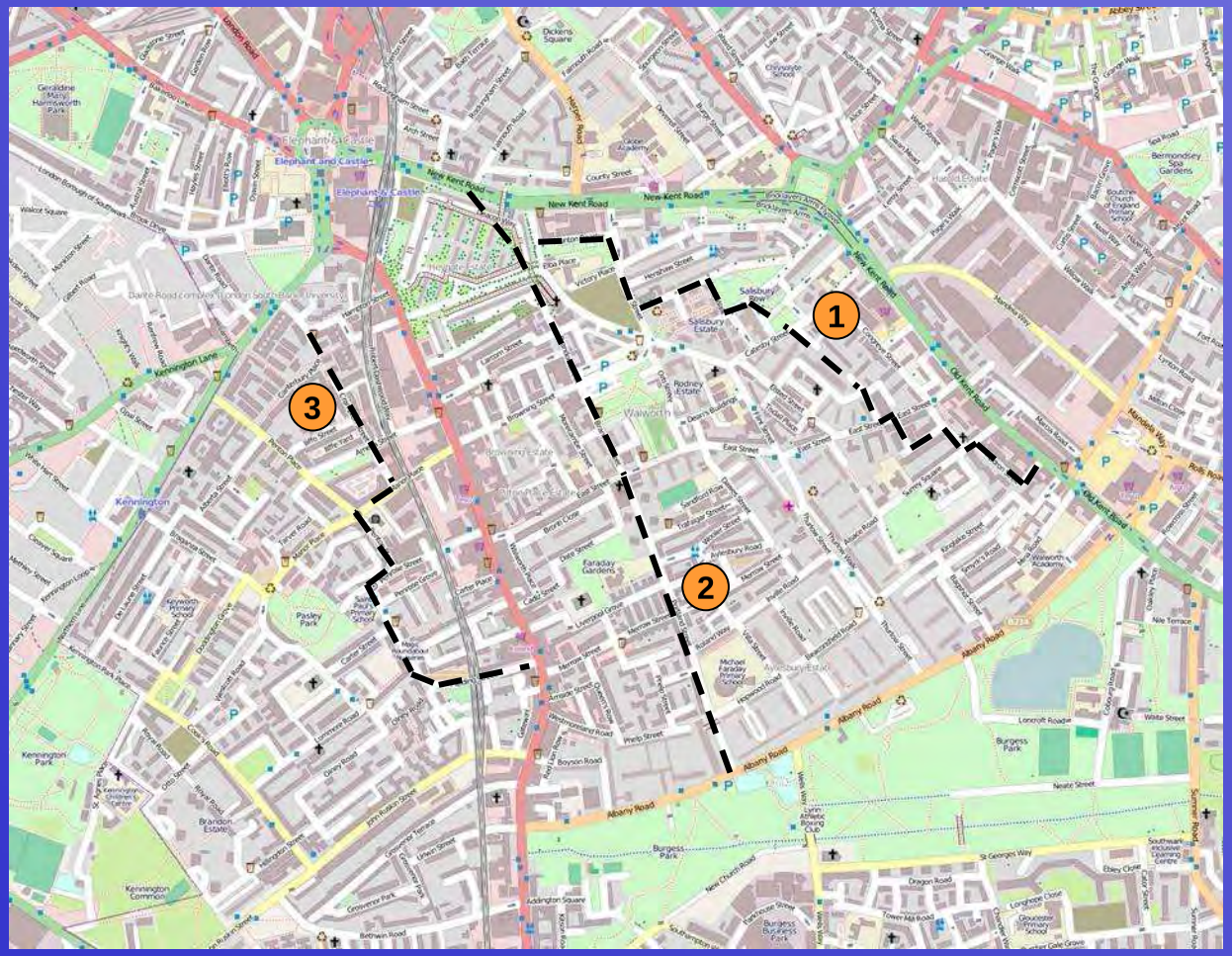
1. Surrey Canal Path.

2. Denmark Hill Stn to Peckham Rye Stn.

3. Peckham Square to OKR.

4. Peckham Rye Stn to Nunhead.

The Possible Routes – 3. E&C/Walworth.



1. OKR to E&C.

2. Burgess Park to E&C.

3. West Walworth Route (to E&C & CS7).

http://www.openstreetmap.org/

The Possible Routes – 4. Borough & Bankside.

1. Southwark Tube to Bermondsey St.

2. E&C to the river.

3. E&C to Bermondsey St.

What Is Needed?

- Agreement that cycling needs its own plan and infrastructure.
- Integration of cycle routes into regeneration planning and projects.
- Co-ordination by Southwark – steering committee of members, officers (planning policy, transport planning and highways) and the local community.
- Agreement of core routes – overall/in each area.

This can happen…

- Broadly this approach is being hard-wired into E&C/Heygate regeneration but will need more support to work across Southwark.

Additional Elements.

- As well as an infrastructure a number of other elements are needed to deliver high levels of cycling.

Infrastructure Support	• High volumes of secure on-street cycle parking at destinations eg town centres/workplaces. • Secure cycle parking on estates. • Improving permeability/wayfinding through estates. • Designing out conflicts between cyclists & pedestrians in parks.
Behavioural Measures	• Promoting cycle training. • Encouraging cycling to work – working with the 200 Club/ cycle training for employees. • Encouraging cycling to school eg via Bikeability scheme (SC Transport plan shows 3% cycle to school – 18% would like to!). • Signage of routes. • Promotional activity around newly created routes/networks (e.g. distributing maps to local households).

Submission to the London Assembly Transport Committee scrutiny on Cycling in London

Councillor Vincent Stops, Hackney Central Ward, L.B. Hackney, 29 July 2012

Cycling in Hackney

“Creating a better balance between pedestrians, cyclist and motor vehicles”[1]

[1] Jan Gehl, Danish urbanist

Cllr Vincent Stops

I have been a councillor in Hackney for 10 years. Between 2002 and 2004 I was the cabinet member for Transport, Planning and the Environment. I have received a commendation from the London Transport Award for my contribution to local transport in London. I am now a back bench councillor and chair Hackney's Planning Committee.

The views expressed here are my own, not those of Hackney Council. I hope my contribution will be of interest to the Committee.

Cycling in Hackney

Hackney has been extraordinarily successful in promoting high levels of cycling. Some say it is because Hackney is cool, has the right demography, topography, geography and historically a lack of a tube. All this is true. However, it would be foolish to put all of Hackney's success down to these factors without at least understanding what has happened and is happening in Hackney to promote cycling.

Public policy seeks to create a prosperous, more equitable and liveable London. Hackney's cycling policies and programmes, in the context of supportive transport and planning policies and programmes are making a positive contribution to achieving these policy objectives, a more liveable Hackney.

Hackney has, over the last ten years, essentially pursued a simple strategy espoused by the Danish urbanist, Jan Gehl. He proposes that a more liveable city is achieved by incremental improvements to the public realm to create a better balance between pedestrian, cyclist and motor vehicles. In that way cities, Gehl claims, will have more public space, more public life and be more democratic and equitable[2].

The context of cycling policy in Hackney is sound transport and planning policies that have been mutually reinforcing and, to a greater or lesser degree, have been translated into programmes. Hackney has policies to improve public transport, cycling and walking; and crucially, restrained the private car. These policies, to a greater extent than other boroughs in London, have been translated into programmes that have made a difference.

Hackney has implemented very few, if any, schemes that could be said to be cycling schemes, indeed I along with Hackney's organised cycling community have resisted such schemes, and proposed that cyclie funding be used to improve the public realm for all. There is very little pavement cycling, cycle lanes and segregation in Hackney. Where it exists it should be removed.

In the 2006 Hackney Labour's election manifesto committed to working with the cycling community, Hackney Cyclists. The group is very active, probably the most sophisticated in London and by extension in the UK. They shares the approach of Hackney council - danger reduction and an incremental approach to improve the cycling environment. This has been a creative partnership. Hackney Cyclists providing much of the innovation.

The Incremental change in Hackney that has improved the balance between pedestrians, cyclist and motor vehicles.

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[2] New City Life, Gehl, Gemzoe & Sondergaard

Numerous bus priority schemes have been implemented. All of these have benefitted cyclists whilst supporting bus services.

Hackney has benefitted from congestion charging. The single largest traffic management scheme in the world happened on Hackney's doorstep! Hackney made the most of it in terms of improvements to its bus services and the funding for complementary measure, particularly controlled parking (CPZs). The impact of congestion charging on cycling rates cannot be understated and is evidenced by both DfT's National Transport Survey and TfL's cycling counter statistics.

Controlled parking, a vital element in any balanced transport policy, has been widely implemented, particularly between 2002 and 2004. It has delivered traffic reduction and the space to reclaim space for public life. All of the interesting streets schemes in Hackney have been delivered in CPZ areas following implementation. These schemes would not be possible in streets rammed with parked vehicles.

Hackney has used its CPZ programme to take cars off of pavements. 60 streets previously blighted with pavement parking have had pavement parking removed. This has transformed the walking experience in these streets.

In 2002/3 TfL's Shoreditch Gyratory scheme was implemented. This probably remains the most significant street scheme (along with Trafalgar Square) since TfL was created. [It is worth noting that it is unlikely that in the present environment of maintaing traffic capacity this scheme would have gone ahead!]

In 2004 Hackney worked with the DfT and the parking industry to improve the way it operated its parking contract. It adopted a model contract that is both firm but fair. The general blight of motorists parking where they wanted has been largely eliminated.

Area wide 20mph zones are akey to creating a liveable, cycling and walking borough. Effectively all Hackney's non-primary routes are now 20mph zones. These area wide schemes are far more effective cycling schemes than a route based approach.

Over the last ten years a large scale repaving programme has been undertaken. Now much of the borough looks well paved. Cleaning regimes are in place that give a high level of maintenance.

In 2006 a methodology for taking our pedestrian guard railing was developed by consultants Urban Initiatives. Most of the guard rail in the borough has since been removed with the exception of small stretches where it is felt justified. This has improved the wider public realm, but means less cyclists will be crushed against railings.

Hackney has had a large programme of minor schemes benefitting both pedestrian and cyclists, with no disbenefits to bus users:

> Permeability. Streets have been closed as rat runs, but cycling facilitated creating large areas of low trafficked, slow speed streets. Some one-way streets have been made two-way for cycles. These schemes often include soft landscaping.
>
> Side road entry treatments. The carriageways of many side roads have been raised at their junctions with main roads and remodeled to make turning vehicles slow

down. This benefits pedestrians by creating a level, continuous footway, but also slows traffic turning off of the main road improving cycle safety.

PRIDE. A programme of very small scale street schemes to create pleasant places, often including soft landscaping.

The Leabridge Roundabout - a TfL bus scheme which has greatly improved the streetscape.

Town centre schemes. Hackney Central, Stoke Newington Church Street, Dalston and Broadway Market have been transformed with wider footways, tree planting, better materials and single stage pedestrian crossings. All benefit both pedestrians and cyclists. In many ways these schemes are better that the much lauded Kensington High Street.

One-off highway schemes. Great recent examples are at Britannia Junction, Pitfield Street, Rivington Street and Goldsmith's Row. There are numerous other schemes across the borough that have incrementally made Hackney a better place to walk and cycle.

Supporting measures

Of course not all the measures to promote cycling are infrastructure changes. Hackney council has led from the front. Its Mayor, many of its councillors, chief and senior officers cycle. Hackney Council has one of the best travel plans. Its new office accommodation has very little parking. There are high levels of cycling amongst its staff.

Hackney has an extensive cycle training programmes for children and novice adults.

Hackney leads London in HGV awareness and driver training programmes.

The Hackney cyclist's group was a pioneer of estate cycle parking schemes. Hackney has implemented many cycle parking schemes and is now starting to operate a presumption in favour of carriageway cycle parking instead of pavement cycle parking provision.

Hackney has planning policies supportive of low car and capped housing. It delivers such schemes which are often welcomed by developers who would prefer to build housing units than expensive basement parking.

Cycle parking has been extensively implemented by both the council and TfL on its streets. The council is starting to introduce cycle parking onto the carriageway which is really where much of it should be,

Barriers to cycling

There is now a cycling culture in Hackney. Hackney will probably continue to innovate and implement some great schemes in the future. However, there are barriers to be overcome in order that higher levels of cycling are be achieved.

The major barrier to further improvement is a slavish reliance on traffic modeling and a lack of transparency in the decision making. Some examples from Hackney:

The reversion of the Shoreditch Triangle to two-way operation was simply the best cycling scheme undertaken in Hackney, some will say in London, over the last decade. However,

it is now unrepeatable because the prevailing winds have changed. The interpretation of the Traffic Management Act 2004 by TfL, i.e its Network Assurance regime and Mayor Johnson's 'smoothing the traffic' mantra mean traffic systems designed in the 60's (the gyratories) and main road junctions cannot be substantively altered as this, the models say, will introduce unacceptable levels of queuing traffic. This is a treadmill that we have to get off if there is to be modal switch away from private car.

The junction of Dalston Lane, Queensbridge Road and Graham Road is an awful cycling and walking junction. It was recently redesigned, but with the same design features of lack of pedestrian crossings on desire lines, numerous traffic islands and fast left slip lanes, hazardous to cyclists traveling straight ahead.

Pavement cycling, cycle lanes and segregation

Hackney's organised cycling community has resisted these types of 'cycling facility' and as described above favoured holistic solutions to reduce road danger for all.

Pavement cycling provides a poor cycling experience for cyclists and the blurring of the use of pavements is problematical for pedestrians, especially the elderly and disabled. Pavement cycling should be enforced against rather than legitimised.

Cycle lanes again provide a poor cycling experience often being too narrow, leading cyclists into a poor cycling position at junctions or they have parked vehicles in them. Cycle superhighways have given cycling a much higher profile, but have been a distraction from tackling the most problematic junctions where most danger lies. Far better to have area wide safety schemes (20mph zones) and deal with the problematic junctions and gyratories.

There may well be a case for segregation on a limited number of London's major roads, such as the north circular which is both an important transport corridor and inhospitable to all, but the most confident of cyclists. However, it is fanciful to imagine that, given all the demands on many of London's roads, there will be widespread implementation of segregation. The bloggers, non-cyclists and others that demand segregation have suggested to me that access for frontages is removed, bus stops are moved into the carriageway to allow separated tracks for cyclists and pavements should be narrowed. None of this is going to happen.

One proponent of segregation suggested to me that the pavements on Dalston Lane and Mare Street in Hackney were wide enough to be narrowed!

It is interesting to note that policies to improve walking are leading towards sharing the road. Highway authorities are taking out guard railing installed to segregate pedestrians from motor vehicles.

Traffic levels, congestion, and restraint

There are too many cars on London's roads for a pleasant and safe cycling experience. It is this that creates a fear of traffic amongst non-cyclists. Over the last few years there seems to be a downwards trend in traffic volumes. However, given the scale of development that is planned in London, particularly in East London, it is far from certain this trend will continue beyond the end of tthis economic recession.

Many journey's are short and could transfer to walk, cycle and public transport. Many of the barriers to cycling are a function of the desire to accommodate high levels of motor traffic and not apply restraint policies. Traffic restraint (road pricing, parking control and the reallocation of road space) is the single best response to the issue of congestion and the negative impact traffic volumes and congestion have on cycling levels.

The behaviour of road users and roads' policing

On my daily commute I witness numerous incidents of poor behaviour on Hackney's streets. I see motorcyclists using bus lanes to undertake at speed, I see motorists driving too fast. Cyclists mount the pavements and then fly off of them. Too many cyclists use London's streets as a racetrack, too many deprive themselves of a sense by wearing headphones when they need all their senses to cycle a bike. There has been recently an improvement in the behaviour of cyclists at signalised junctions. Police operations seem to be deterring this behaviour.

London needs more roads policing to tackle poor behaviour of all road users.

Conclusion

Hackney has been successful in encouraging cycling at a higher levels than any other London borough. This has been, in part, a result of numerous small scale interventions and schemes. Almost all benefit all street users, particularly cyclists and pedestrians.

Restraint measures (congestion charging, parking control and road space reallocation) have made a significant contribution to the rising levels of cycling in London.

Designing London's Streets on the basis of traffic models will mean the retention of cycle-unfriendly streets. Problematic junctions and gyratories will not be substantively redesigned. These will remain a barrier to more and safer cycling.

There may well be some segregated routes in London over the next generation, but the vast majority of London's streets will look like they do today because of both cost and the multiple demands on London's streets. Segregation will disadvantage other street users, particularly pedestrians and bus users.

An incremental approach, akin to what has been followed in Hackney, and a change in the modeling approach to junction design is more likely to accelerate the levels of cycling in London.

Where next for Hackney

Hackney can do more. It needs to reclaim public space for public life to create a more liveable borough. Old Street Roundabout, Stoke Newington, the Victoria Park / Hackney Wick one-way system and Hackney Central are all traffic dominated, 60's road systems that don't work for anyone.

London Assembly Transport Committee inquiry

Investigation into cycling in London

Submission from Sustrans

September 2012

Sustrans is the UK's leading sustainable transport charity.

Sustrans is the charity that's enabling people to travel by foot, bike or public transport for more of the journeys we make every day. Our work makes it possible for people to choose healthier, cleaner and cheaper journeys, with better places and spaces to move through and live in.

To find out more visit or call: www.sustrans.org.uk 0845 113 00 65

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Registered Charity No. 326550 (England and Wales) SCO39263 (Scotland)
VAT Registration No. 416740656

Introduction

1.1 Sustrans is a leading UK charity enabling people to travel by foot, bike or public transport for more of the journeys we make every day. We work with families, communities, policy-makers and partner organisations so that people are able to choose healthier, cleaner and cheaper journeys, with better places and spaces to move through and live in.

1.2 We welcome the London Assembly Transport Committee's investigation into issues and concerns facing current cyclists, which will consider how to attract new cyclists while making cycling in London safer. We also welcome the Transport Committee's intention to make recommendations to decision makers to address these issues.

Sustrans vision for cycling in London

2.1 Cycling in London is currently dominated by a specific demographic - white males aged 25-44. There is real potential to extend the cycling demographic and to increase the numbers of women and other under-represented groups. Cycling increased by 107% on London's major roads between 2000 and 2008 – 545,000 cycle journeys are made everyday across London.[1] But men aged 25-44 make roughly the same number of cycle trips as the total number made by men, women and children in all other age groups combined. [2]

2.2 According to TfL figures, 40% of potentially cyclable trips are made for leisure and shopping purposes and a quarter for work. Two thirds of potentially cyclable trips are currently made by car. In addition, around 40% of potentially cyclable trips are under 2km and a similar proportion are between 2 and 5km, with the remaining 20% between 5 and 8km.

2.3 Increasing the numbers of people cycling in London will require a focused approach to target new segments of the population. This will not be an easy task and will involve a combination of behavioural change and active travel promotion, education for children and young adults, marketing campaigns and investment on infrastructure to improve the environment for cycling in the capital with projects like local off-highways quiet cycling routes and local urban regeneration projects like Sustrans DIY streets **(See Appendix B)**.

2.4 Development of the Greenways network **(see Appendix C)** will make a significant contribution to increasing the numbers of women and others who are currently under-represented in cycling, specifically black, Asian, and minority ethnic (BAME) groups and older people. The London Greenways network offers routes for cyclists and pedestrians through green space, connected by quiet residential streets. Our vision for the network is a city of joined-up 'London villages' connected by easy-to-access routes. These enable people to leave the car behind by offering a wider range of options for journeys, particularly in Outer London.[3] The will help economic recovery by offering access to workplaces and local shopping areas in a cheap and sustainable way.

Executive Summary

3.1 Since 2000, the number of cyclists on London's major roads has more than doubled – up 9% in the year 2008-9 alone.[4] Around half a million journeys are made by bicycle each day. Despite this very positive shift, in 2010 cycling only contributed to 2% of modal share of daily journey stages in London. Sustrans calls for a more radical shift towards genuinely sustainable urban travel behaviour which would see, by 2020, 80% of journeys under five miles made by foot, bike and public transport.[5] We need action at a national, regional and local level to encourage and support people to travel more sustainably to schools, workplaces, higher and further education, and to give every child and young person the knowledge, skills and confidence to establish the habit of travel by foot and bike.

3.2 Only 33% of Londoners (both cyclists and non-cyclists) think that cycling is a safe way of travelling around the city. Motorists' behaviour is cited as a key reason for not feeling safe on the roads, and 92% of people now think that cyclists are vulnerable to other road users, compared to 83% in June 2010.[6] When surveyed, incentives mentioned for increasing journeys by bike include more cycle lanes, 20 mph speed limits and street based bike hire.[7] For non-cyclists, the strongest motivations for taking up cycling are fitness and saving money.[8]

3.3 A World Transport, Policy and Practice (2007) report concluded that all the best performing European cities share similar characteristics:

- Extensive network of dedicated cycle facilities (paths and lanes etc)
- Intersection modifications and priority traffic signals
- Traffic calming (city wide)
- Bike parking (abundant and secure)
- Coordination with public transport
- Traffic education and training
- Traffic laws (protecting vulnerable cyclists but also promoting good behaviour)[9]

3.4 Sustrans strongly supports measures to improve the conditions for cycling (i.e. better infrastructure) as well as interventions that give people of all ages, male and female, and of all backgrounds, the skills and confidence to take up cycling or to cycle more regularly. More and safer cycling can, and should, go hand in hand. Infrastructure has to be complemented by 'soft' measures and behavioural change to be effective.

3.5 Improvements in safety for London's cyclists lag behind neighbouring countries such as Germany and the Netherlands, which have much higher cycle use. Increased investment and prioritisation in alternatives to car use in London will improve the potential for change in modal shift. The current aspirations for modal shift restrict the potential for change[10] and should be altered in line with evidence gathered from the Sustainable Travel Demonstration Towns.[11] As outlined in section 3.1, Sustrans calls for a more radical shift towards genuinely sustainable urban travel behavior which would see, by 2020, 80% of journeys under five miles made by foot, bike and public transport.[12]

3.6 Our specific suggestions are:

- Continued support and funding from the GLA and TfL to maintain and further develop the successful London Greenways programme with the view to develop a London-wide network of quiet cycling (and walking) routes linking communities and local shopping areas and acting as feeder routes to other networks (like Cycle Superhighways, Capital Ring etc).

- Provision of ‘soft interventions’ such as community based active travel champions, cycle and road safety training for children and young people like Sustrans Bike It **(See Appendix A)**, and information to promote behavioural change. These measures maximise the benefits of improved cycling infrastructure and make people aware of the wider benefits of cycling.

- Implement 20 mph across all residential roads in London (non-Transport for London Road Network roads).

- Investment in the development of off-highways or segregated cycle routes to cater for local trips, especially in residential areas and outer London, accompanied by ‘soft’ measures such as promotional campaigns, which directly target women.

- Adopt similar measures to the Netherlands, Germany and Denmark which improve the conditions for cycling through better infrastructure at the same time as implementing ‘soft’ measures that encourage more people to cycle; specifically:
    - Embedding cycling into the planning process
    - Implementing priority traffic signals for cyclists
    - Changes in traffic law and insurance policy to further protect cyclists and pedestrians

- Recognise the true value of investment in cycling (both through its potential to meet transport demand and through additional wider benefits) leading to a major, focused and sustained investment in cycling.

- Emphasis needs to be placed on cycling as a leisure activity, as this is often a trigger for either taking up cycling or cycling more regularly. The London Greenways network and the National Cycle Network in London bring the opportunity to promote cycling as a leisure activity and entice new segments of the population to cycle.

- Where justified, space and traffic signal time should be reallocated to favour cyclists and pedestrians. Traffic requirements should be adapted to meet the aspirations of a cycling and walking city rather than increasing allocation for motorised traffic.

Our Work and this submission of evidence

4.1 This submission provides a summary of Sustrans' views on how to encourage wider cycling participation, based on our work with young people, families, adults and communities over the past three decades. In London, we work on a range of practical projects alongside our work to influence policy and practice:

- We make local environments safe and more attractive for walking and cycling. We create high quality networks of walking and cycling routes for people to get about more easily and safely on foot and by bike. For instance we work with local authorities to link homes, schools, local services and employers to the National Cycle Network, which was used for over 91 million journeys by young people last year. The design standards for the Network call for the routes to be suitable for use by a novice adult cyclist, a family with young children or an unaccompanied twelve-year-old.

- We work with young people in schools, colleges, further and higher education institutions, and with jobseekers and those in work, to change travel behaviour and create a pro-cycling culture.

- We work to influence policy and practice. Sustrans policy call More Haste Less Speed called for action by UK governments to encourage and support people to travel more sustainably to schools, workplaces, higher and further education, and to give every child and young person the knowledge, skills and confidence to establish the habit of travel by foot and bike.

4.2 Our response will go into more detail on several of the Committee's questions for review, emphasising practical measures that address improvements to the cycling environment in London and how to increase the numbers of Londoners that cycle:

- High quality, safe routes
- A default 20 mph on the streets where we live, work, shop and play
- Women and cycling
- Lessons from international best practice
- Potential impacts of under-investment in cycling safety
- Additional recommendations
- Conclusions

- Appendix A: Impact of the Bike It programme on cycling levels in London
- Appendix B: DIY Streets project at Turnpike Lane, Haringey
- Appendix C: London Greenways

High quality, safe routes

5.1 The availability of safe routes is a key factor for increasing the numbers of people cycling in London while ensuring that current cyclists keep cycling regularly. The London Greenways break down barriers to cycling (and walking). They enable new, nervous and inexperienced groups to get around on foot and by bike.[13] The Greenways are safe, quiet routes in parks and green spaces that connect to residential areas and interlink with other route networks. They are designed for use by cyclists, pedestrians, wheelchair users and others who feel vulnerable on or near busy roads. People use them for leisure, play, commuting or other local journeys. They are high quality routes which provide opportunities for cycling (and walking) in safe and attractive conditions. The Greenways enable more people to choose healthy, sustainable transport modes for more of their journeys.

5.2 A combination of factors makes a route safe, some physical, others personal, including age, confidence and skills, means of travel, the type, speed and volume of other traffic, the facilities available for walking and cycling, conditions when the route is used (both daily and seasonally), levels of usage and surveillance of the route.

5.3 Safe routes may be on-road, off-road and/or traffic-free, and are most effective as part of a package of measures including cycle and road safety training and the provision of facilities such as secure cycle parking. Sustrans believes that a definition of safe routes should be based on user attitudes and behaviour (i.e. are people actually using it?) rather than technical standards of highway design (e.g. path widths).

5.4 Results from Sustrans' Greenways Monitoring Report (2010) show that on average, 72% of users live local to the routes and many use the routes as an alternative to car trips, which helps to ease congestion. Crucially, in surveys, an average 42% of London Greenway users said that no other form of transport could be used for the journey stage that they were making. For the Ravensbourne Greenway this was much higher at 70%, demonstrating the importance of the connection locally.

5.5 The Greenways are proven to increase levels of cycling. Nearly half of users surveyed on the Springfield Park Footbridge said that since using the route, they have started to cycle more often. In addition, Greenways enable under-represented groups to get more active. Monitoring showed that 20% of users on Brent's Proyers Path were Indian, and a further 7% were of Asian origin. The latest Travel in London report shows that London residents with a white or mixed background were more likely to have cycled in the past year than those from black, Asian or other ethnic minority backgrounds. Overall, 78% of cyclists in London are from white backgrounds, compared to 65% of the total population who identify themselves as white.[14] Importantly, the Greenways offer sustainable alternatives to all sections of the community, with women comprising over 52% of users on the Ravensbourne Greenway. The routes are popular with all age groups. On Springhill Footbridge, over 50% of users were over 55 whilst on Proyers Path in Brent, more than 40% of users were under 35.[15]

5.6 Across the UK, Sustrans has recorded an 18% increase in cycling on the National Cycle Network with 40 million more cycling trips made during 2011 than in 2010. In total, 256 million trips were made by bike on the National Cycle Network. [16] This contrasts with official statistics from the Department for Transport, which shows cycling to be static. The DfT's National Travel Survey for Great Britain 2010 reported that cycling levels remained static at about 2% of trips.

5.7 Incentives cited for cycling on the National Cycle Network are as follows[17]:

Saving money: One in five cyclists say that the money saved has encouraged them to get on their bike, nearly double the proportion in 2010. Saving money is more important for men – over a quarter of male cyclists cite money saved as an incentive compared to less than 10% of women.

Fitness: Two thirds of female cyclists say that this is important compared to less than half of male cyclists.

Journey efficiency: Cycling is seen as a more efficient way of getting around, beating queues and bypassing traffic, with 34% of cyclists on the Network saying that this is an important reason for them using the Network, compared to just 20% the year before.

Safety: Among those who are new to cycling or are returning to cycling on the Network, 91% said that feeling safe encouraged them to use the routes.

Summary of our recommendations:

- Increased investment in local, high quality safe routes (which may be on-road, off-road and/or traffic-free)
- Provision of 'soft interventions' such as community based active travel champions, cycle and road safety training for children and young people, and information to promote behavioural change. These measures maximise the benefits of improved cycling infrastructure and make people aware of wider benefits of cycling.

A default 20 mph on the streets where we live, work, shop and play

6.1 Slower speed limits – specifically a default 20 mph on the streets where Londoners live, work, shop and play, would play a critical role in improving cyclists' safety. A London Assembly Transport Committee investigation found that 20 mph limits had made an important impact on London's road casualty rate and offered potential to increase levels of walking and cycling.[18] The British Social Attitudes Survey (2005) showed that 71% of the British public want the speed limit dropped to 20 miles per hour in residential areas to make them safer.[19] Public opinion on this issue is strengthened by evidence of the safety, health and economic benefits. Reducing speeds saves lives. A recent British Medical Journal study showed that the introduction of 20 mph zones was associated with 42% fewer road casualties. Younger children were the main beneficiaries in this reduction in casualty numbers, and serious injuries and fatalities also dropped significantly. [20]

6.2 20 mph zones create sociable places. Heavy traffic damages communities – and the speed of traffic plays a key role. A study from the Commission for Integrated Transport found that where cities have 20 mph speed limits covering between 65% and 85% of the street network, they are transformed "from being noisy, polluted places into vibrant, people-centred environments."[21]

6.3 There are clear economic benefits of widespread 20 mph zones. In 2010, the estimated cost to the economy of collisions in Britain was around £15 billion.[22] Conversely, area-wide 20 mph limits are low cost and high benefit. For example, Portsmouth converted 1200 streets in the city to 20 mph for a cost of just over half a million pounds whilst Transport for London (TfL) estimates that the 20 mph London's zones are already estimated to be saving the city more than £20 million every year by preventing crashes.[23] Claims that 20mph is expensive to enforce are misleading. The police are required to enforce the speed limit whatever it is – this is no different with 20mph. A recent meeting with ACPO underlined their support for 20mph and highlighted the need for more resource to enforce speed limits on all roads and streets.[24]

6.4 20 mph zones incentivise cycling and walking. Reviews show that reducing speeds to 20 mph (30 km/h) encourages more people to walk and cycle.[25] A 20 mph speed limit in built-up areas allows for the safe mixing of motorised and non-motorised modes of transport, and makes it easier for pedestrians and cyclists to enjoy the same direct and safe routes for their journeys as motorists.

6.5 Smoother traffic flow, reduced congestion and cheaper fuel are other tangible benefits resulting from slower speeds. When 30 km/h zones were introduced in Germany, car drivers

changed gear 12% less often, braked 14% less often and required 12% less fuel.[26] Research also showed that driving at a steady 30 kph reduces vehicle emissions as braking and accelerating between junctions and other obstacles decreases.[27]

6.6 A default 20 mph would ensure safer streets. There were 453 pedestrian and 107 cyclist deaths in Britain in 2011.[28] In the same year in London, there were 77 pedestrian and 16 cyclist fatalities, while 555 cyclists were seriously injured. The number of children who sustained serious injuries while cycling fell to 18 (an 18% decrease compared to 2010). [29] We know that reducing speeds saves lives. When the Transport Research Lab (TRL) reviewed 250 20mph schemes across Great Britain they found that accidents per year fell by 60%[30], and a recent British Medical Journal study showed that the introduction of 20mph zones was associated with 42% fewer road casualties.[31] Younger children were the main beneficiaries in this reduction in casualties, and serious injuries and fatalities also dropped significantly.

Summary of our recommendations:

- Implement 20 mph across all residential roads in London (non-TLRN roads*)

* Transport for London Road Network

Women and cycling

7.1 Currently, women who cycle do not cycle as regularly as men. According to TfL's latest Travel in London (Report 4), only 16% of women cycled in the past year, compared to 30% of men. Currently women do not make as many cycle trips as men: 64% of cyclists are men but male cyclists account for 72% of overall cycle journeys. In addition, twice as many men cycle compared to women (in the last year 27% of men cycled – whereas only 14% of women rode a bike during the same timeframe). [32] There is an opportunity to focus on the great potential of getting more women to cycle and to cycle more regularly. This will dramatically increase the numbers of Londoners cycling regularly. It therefore makes sense to invest in cycling infrastructure (quieter roads or segregated cycle routes), accompanied by 'soft' measures such as promotional campaigns, which directly target women.

7.2 In 2009, Sustrans surveyed 1,088 women across the country about their experiences of cycling. The results showed that 7% of London women cycle more than once a month. In London, only 4% of women cycle regularly (at least several times per week), whereas 42% have access to a bike. Reasons given for not cycling include not feeling safe and a preference for other modes of transport. [33]

7.3 When asked which measure would encourage women to cycle more, the most-cited measure (67% nationally, 52% in London) was if cycle lanes were separated from traffic altogether. Women also said they would cycle more if cycle lanes were kept clear of traffic except for buses (33% both nationally and in London). This reflects the fact that Sustrans received 9,000 signatures for a petition for governments to invest in separate cycle lanes so more women could cycle. Nationally, 21% of women felt they would cycle more if roads where they lived and where they might cycle had a speed limit of 20 mph or less. [34]

Summary of our recommendations:

- Investment in the development of off-highways or segregated cycle routes to cater for local trips, especially in residential areas and outer London, accompanied by 'soft' measures such as promotional campaigns, which directly target women.

Lessons from international best practice

8.1 In other European countries, specifically the Netherlands, Germany and Denmark, cycling levels are more than ten times higher than in the UK. Unlike the UK, in other European countries cycling is distributed evenly across all income groups and is a mainstream mode of transport. Also, cycling rates fall only slightly with age and women make 45% of all bike trips in Denmark, 49% in Germany and 55% in the Netherlands. Interestingly, despite having a greater number of cars than the UK, Germany's modal share of trips by bike is almost ten times higher than the UK.

8.2 A coordinated approach to implementing measures that make cycling a safer and more popular mode of transport has been critical in the Netherlands, Germany and Denmark. Key policies and measures that have collectively raised cycling levels while improving the conditions for cycling include:

- Extensive systems of separate cycling facilities
- Intersection modifications and priority traffic signals
- Traffic calming
- Secure and large supply of bike parking
- Coordination with public transport (including bike rental and secure cycle parking at stations)
- Traffic education and training (cycle training for children and training motorists to respect pedestrians and cyclists and avoid hitting them)
- Traffic laws (including motorists assumed by law to be responsible for almost all crashes with cyclists)[35]

8.3 Complementary taxation, parking and land-use measures in the Netherlands, Germany and Denmark have been proven to improve the environment for cycling. Specific examples include replacing car parking facilities with bike parking instead, and special bicycle streets that sharply limit car speeds and give cyclists priority in roadway use over the entire width of the road.[36]

8.4 Evidence shows that when, or where, more people walk or cycle, the less likely they are to be injured by motorists, known as 'safety in numbers'.[37]

Summary of our recommendations:

- Sustrans urges the UK to adopt similar measures to the Netherlands, Germany and Denmark which improve the conditions for cycling through better infrastructure at the same time as implementing 'soft' measures that encourage more people to cycle; specifically:
    - Embedding cycling into the planning process
    - Implementing priority traffic signals for cyclists
    - Changes in traffic law and insurance policy to further protect cyclists and pedestrians

Potential impacts of under-investment in cycling

9.1 Under-investment in cycling would affect public health, the environment and the economy. Several studies from Cycling England make a strong case for investment in cycling and the value of the benefits it generates. Research carried out by SQW Limited for Cycling England examined the economic benefits of cycling and demonstrated that "cycling is in a unique position to contribute to better health, fewer absences from work, reducing congestion and pollution as well as saving lives." The report quantified key benefits from cycling, including health and fitness, reduced pollution and reduced congestion. Benefits to cost ratios were calculated for a variety of interventions. The BCR for Sustrans' Bike It **(See Appendix A)** project was estimated at 1.4 and for the London Cycle Network (Greenways) it was 3.94.[38]

9.2 Another Cycling England report used the results from the Valuing the Benefits of Cycling study to calculate the return on investment on a scheme. A headline conclusion was that, as a rule of thumb every £10,000 invested would need to generate at least one extra cyclist, each year, over a 30 year period in order to break even.[39] Sustrans co-authored a study that evaluated the first three years of the Cycling Demonstration Towns programme. This highlighted that an extra 25,383 new cyclists now cycle in a typical week (across all six participating towns), who did not cycle at all in 2006. The economic value of the reduced mortality associated with this increase was estimated at around £4.5 million a year. For each £1 invested, the value of decreased mortality is £2.59. Including other benefits such as absenteeism, congestion and pollution would be likely to increase this value.[40] Sustrans believes that recognition of wider economic benefits would encourage greater investment in cycling to make cycling more popular so it becomes a mainstream activity.

Summary of our recommendations:

- Recognise the true value of investment in cycling (both through its potential to meet transport demand and through additional wider benefits) leading to a major, focused and sustained investment in cycling.

Additional recommendations

10.1 Surveys conducted by Sustrans Research and Monitoring Unit show strong evidence that cycling for leisure, including the use of tourism/leisure routes, is instrumental in encouraging people to become everyday cyclists.[41] Qualitative research undertaken with residents of the Cycling City and Towns Programme shows that cycling as a leisure or fitness interest was the catalyst for taking up cycling on a regular basis or increasing cycling for those that already cycled. Factors which influence the decision to cycle include current life stage and events that have altered individual circumstances. For example, women (and men) who have recently retired have more leisure time for activities such as cycling.[42] Many people use the National Cycle Network for tourism and recreation. There are greater potential benefits to be gained in developing recreational projects which lead to behaviour change, such as short leisure routes or routes which access public open spaces. Where future recreational projects are developed there should be an element which aims to change travel behaviours as well.

10.2 As total travel demand in London is projected to increase by four million journeys a day by 2025[43], there is a clear need to reassess space restriction and traffic composition in the capital. Although there are congestion hot spots in London, the notion that traffic on the

network is at risk of coming to a total standstill is exaggerated. Demand management (seen during the Olympics) and further evidence demonstrate that there are significant opportunities to balance the capital's traffic composition in favour of cycling and walking. Research shows that cycling is a more efficient use of road space compared to cars. Based on a one metre road width, it is possible to carry the following number of people: Bicycle – 1500 people per hour, Car (based on 1.5 occupants) – 900 people per hour, and Walking – 3,600 people per hour.[44] As cycles only occupy about one fifth of the road space of an average-sized car, reallocating road space to cyclists would ease congestion and smooth traffic flow. Average car occupancy in the UK is only 1.16 passengers per vehicle during the morning commuter peak[45]; in contrast a 2.5m cycle lane could accommodate 4200 people per hour if travelling by bicycle alone. Evidence shows that it makes sense to prioritise cycling as an alternative, viable way of moving people around London.[46]

Summary of our recommendations:

Emphasis needs to be placed on cycling as a leisure activity, as this is often a trigger for either taking up cycling or cycling more regularly. The London Greenways network and the National Cycle Network in London bring the opportunity to promote cycling as a leisure activity and entice new segments of the population to cycling.

- Where justified, space should be reallocated to cyclists and pedestrians. Traffic requirements should be adapted to meet the aspirations of a cycling and walking city rather than increasing allocation for motorised traffic.

Conclusions

11.1 Sustrans believes that there is real potential to increase both the numbers and to widen the demographic of people taking up cycling in the capital. Based on current levels of investment and prioritisation, combined with experiences in other cities such as Malmo, Copenhagen and Paris, we would like to see greater aspirations for cycling in London, specifically an increase in the mode share for cycle trips in London to 10% by 2020.

11.2 Investment in professional cycling has paid off – clearly shown by Bradley Wiggins' win at the Tour de France and multiple medals for Team GB at the London 2012 Olympics - now we need much more funding to make cycling appealing to everyone. The upward trend in cycling over the past 10 years has been widely spread across London as a whole, but the recent acceleration has been concentrated mainly towards the centre of London.[47]

11.3 Therefore, we need to take the cycling revolution to outer London where need and potential are greatest. More than half of all car trips made in Outer London are less than two miles in length (only 10 minutes on a bike). There is real potential to encourage a shift to cycling as 54% of potentially cyclable trips are found within outer London – only 5% of the total potential in outer London is actually cycled, compared to 14% for central London. [48] [49] The positive Benefit Cost Ratio of interventions ranging from educational programmes such as Sustrans' Bike It scheme (estimated at 1.4) to infrastructure projects, is another incentive for increased investment in cycling.

11.4 Sustrans calls for an integrated approach so that investing in better infrastructure goes hand in hand with activities to encourage cycling and promote long-term behaviour change, such as Bike It. Key objectives that would mainstream cycling in London by making it a safer

and attractive option are a default 20 mph on the streets where we live, work and shop; action from the Mayor and TfL to take the cycling revolution to outer London where need and potential are greatest; and increased funding for the development of London Greenways which enable new, nervous and inexperienced groups to get out on foot and by bike. [50]

11.5 A major shift in focus and funding is needed to increase modal share for cycling in London. Interventions to increase levels of cycling (and walking) are known to be cost-effective. Research endorsed by the Department for Transport shows that for every £1 spent on promoting cycling, there are savings of £4 from falling congestion[51] and, when health benefits are taken into account, savings in the order of £9[52]. This compares favourably to road spending which often fails to show a return of £1 for every £1 invested.

11.6 We want to see a comprehensive package of measures (education, advocacy and infrastructural) that make a significant difference to the numbers of people choosing to cycle, so that people cycle instinctively rather than choosing to drive. Beyond the evident health and environmental benefits, cycling addresses congestion and increased travel demand as it is a cost-effective way to keep London moving. Recent UK government research suggests that people could replace 78% of their local car journeys under five miles with a journey by foot, bike or public transport. [53] We would like to see firm commitment from the Mayor and TfL, backed up by action, to help achieve this transformative shift in the way Londoners travel.

Appendix A

Impact of the Bike It programme on cycling levels in London

Sustrans Bike It project works directly with schools, getting thousands of children on their bikes and cycling to school every day. Bike It Officers work with schools, talking and listening to parents, teachers and children, then running a year-long programme of school projects, training and fun events to get the whole school community cycling together. Bike It helps children to get fit and healthy by teaching them the skills they need to cycle safely and responsibly.

Within each school, a 'cycling Champion' is identified, usually a teacher or parent, who assist the BIO and then help continue the momentum of activity long after the BIO leaves the school.

Over the past five years the Bike It project in London has operated in 20 London boroughs and over 120 schools. In 2010/11 the project was funded by TfL, the BIG Lottery Fund, NHS Westminster, NHS Tower Hamlets and a number of London boroughs. Bike It has a proven track record of encouraging a pro-cycling culture in both primary and secondary schools.

Additionally, the Bike It School Mark scheme is designed to motivate a school's ongoing and long-term commitment to cycling and ensure that a pro-cycling culture continues after the Bike It Officer has moved on. The Bronze School Mark is awarded to schools that work in partnership with their Bike It officer to bring about organisational, cultural and behavioural changes that help to support pupils in cycling to school. Currently, over 960 schools are enjoying working towards the structured Bronze, Silver and Gold awards.

From 2006-11, the Bike It project has operated in 20 London boroughs and in over 120 schools. It was funded by a variety of sources including TfL, the BIG Lottery Fund, NHS Westminster, NHS Tower Hamlets and a number of London boroughs. The London-wide project works directly with schools, getting thousands of children on their bikes and cycling to school every day. In Brent alone, 13,528 children received a positive cycling experience across 12 schools (this includes children who were counted in multiple activities). We engaged with 1029 school staff, 1076 parents and 398 siblings.

Bike It Officers work with schools, talking and listening to parents, teachers and children (so the project is tailored specifically to each school), then they run a year-long programme of school projects, training, and fun events to get the whole community cycling together. At each school, a Cycling Champion (usually a teacher or a parent) assists the BIO and helps to continue the momentum of activity long after the Bike It Officer has left the school. Bike It has a proven track record in encouraging children to cycle to school more regularly.

Currently, almost a third of London's primary school children are driven to school. TfL's London Travel Demand Survey in 2009/10 (the latest available data) reported that 31% of children aged between 5 and 10 usually travelled to school as car passengers. In 2009/10, the average distance of a school journey for primary aged children in London was 1.25 kilometres (0.8 miles). Primary school children who were driven to school had average journeys of just 2 kilometres (1.2 miles). [54] There is potential to make cycling (and walking) the norm for 50% of school journeys. Sustrans' Bike It project more than doubled the proportion of London children regularly cycling to school in the 2010/11 academic year alone, from 12% to 20.4%.[55]

The Bike It programme has had a dramatic impact on car use. Surveys conducted with pupils engaged in Bike It show a decrease in car use on the school run. In 2010-11, the percentage of pupils who said that they are driven to school every day decreased from 27% of pupils before Bike It to 24% after engagement in the project. This represents an 11% decrease in car use on the school run, consistent with evidence collected from the Sustainable Travel Towns (STTs) which showed that car use for the journey to school fell by between 9% and 17%.

Bike It case studies

Bike It encourages long-term behavioural change in both children and their families. Individual case studies which demonstrate the tangible, positive impact of the programme are outlined below.

Hounslow: 300 out of 630 primary school children at Cranford Primary School in Hounslow cycle to school regularly as a result of Sustrans' Bike It Officer for Hounslow and Merton, Ali Jafarey, working with the school to promote a cycling culture.

Brent: a child with dyspraxia in Year 6 at a local Junior School has recently learned to cycle for the first time. His mother said:

"My son has dyspraxia (a condition which makes balancing and coordination more difficult) and we thought he would never be able to ride a bike but thanks to your projects and the school, he now rides to and from school every day. We live quite far away and it takes him 20 minutes each way but he always cycles whatever the weather. He recently took part in the cross country Sunday cycle with Willesden cycling club which took place at the school and he cycles at school every Wednesday in the after-school cycling club.

I am a single parent without a car and John being so mobile and independent has allowed me to go back to work because I don't need to be at his school every morning and afternoon to drop him off and pick him up.

I was recently offered a job as a Learning Support Assistant at another Primary School and I feel this has helped put my life back on track.

Cycling has given my son so much confidence and self-esteem and I know he values the quiet time spent on the way to school and home again the afternoon. He has a peaceful route around Queens Park and Tiverton Green and I know he has learnt a lot about nature through watching the seasons change through the year on his daily cycle to and from school (he started in September of Year 6 – 2011)."

Redbridge: A boy in year 8 at a local secondary school was at risk of being excluded from school due to disruptive behaviour before he got involved with the Bike It project. Over two years, he took part in projects such as Dr. Bike (learning about bike maintenance) as well as learning mountain bike skills at a local cycle centre, where he showed a real keenness to learn. His genuine enthusiasm for cycling led to securing a work placement in a bike shop and he still works there on Saturdays. After attending a BMX try-out session in 2012, he now attends a BMX club and is a talented rider who enjoys racing.

Lambeth: When St. Luke's Church of England Primary School joined the Bike It Project in September 2011, there were relatively low numbers of cycling, averaging about 3 bikes a day. During the second half of the Summer term (2012), Sustrans ran a week long Virtual Bike Race with an Olympic cycling theme. This was a bike to school competition which

involved entire classes competing with each other. Every day bike counts were taken and the winning class earned a prize. Throughout the competition cycling numbers were high. When Bike It Officer for Lambeth, Felix Hilton, arrived at the school on a day with heavy rain, there were 42 bikes in the shed. The following week, there were still 37 bikes in the racks, representing a notable increase in regular cycling.

Greenwich: In October 2011, our Bike It Officer, Georgie Burr, held a Dr Bike event at a local primary school in Thamesmead. After appealing for help from parents, William, who works from home, offered to help out at the event. He had never fixed a bike and did not know how to ride a bike. However, after spending a morning learning to fix punctures, he decided that he wanted to learn how to ride a bike. Georgie put him in touch with the cycle training team at Greenwich Council. He attended Saturday training sessions where he learnt to ride a bike and completed Bikeability levels 1 and 2. Now, he rides to school every day with his daughter and they ride along the Thames Path together at the weekend. He also accompanied his daughter on the school's led ride this summer. The deputy head at the school commented: "William rides to school every day with his daughter. He's always on his bike. They are really setting a great example to other families."

Appendix B

Case study: DIY Streets project at Turnpike Lane, Haringey

DIY Streets is a Sustrans project in which we work closely with local communities and local partners to help residents re-design their streets affordably, putting people back at their heart and making them safer and more attractive places to live.

The project aims to replicate the positive successes of home zones, creating more peaceful spaces where children can play and neighbours can socialise, at a lower cost and with communities driving the process. Importantly, this involves reclaiming space so that the street is not simply a thoroughfare for cars.

By engaging the community in an ongoing detailed design process, we ensure that all residents are involved in the way their streets operate and are managed. We hold street design workshops, formal meetings and street events to encourage residents to participate in the process. Once a new street layout has been agreed, many of the streets trial the proposed design by closing the street and marking out the layout with chalk, traffic cones and straw bales. These interactive trials are crucial in giving a much clearer picture of the proposals and allow alterations to the design to be made "on the spot".

The project is delivered through a partnership approach between Sustrans and local partners which include councils and housing associations. In many cases, a wide array of Council departments have become involved, including; housing and/or regeneration, neighbourhood planning, transport planning, highways maintenance, highways engineering, arboriculture, parks, arts and children's services.

Sustrans' DIY Streets projects involve redesigning streets in a community to make specific areas more attractive and safer to walk and cycle in. Streets are designed as a place where people can meet, socialise and play. Local people are put at the heart of the design process. Techniques and tools to encourage vehicles to slow down include: breaking up the linear aspect of the street, placing planters directly on the carriageway, speed tables (raised areas of street space which reduce vehicle speed) and narrowing the road and creating gateways.

During two years of working directly with the community and Haringey Council, more than 40 trees were planted and 19 interventions were put in place to slow traffic and assist pedestrians and cyclists. The interventions were all designed to slow traffic. However, unlike many other measures – such as road humps – by raising the junctions to pavement level we created a pro-pedestrian environment. We created shorter crossing points at a particularly dangerous junction, located close to an assisted living centre. Finally, we dramatically altered a crossing point on a busy road, which is the route to school for many local children.

Before the Haringey DIY Streets project started, the speed of traffic was seen as an important issue for the majority of local residents taking part in Sustrans' pre-monitoring survey. Data from the post-monitoring survey shows that 48% of respondents think that the speed of traffic has been reduced. As a result, anecdotal evidence suggests that more residents are walking and cycling for more of their everyday journeys, compared to when the pre-monitoring survey was carried out.[56]

Appendix C

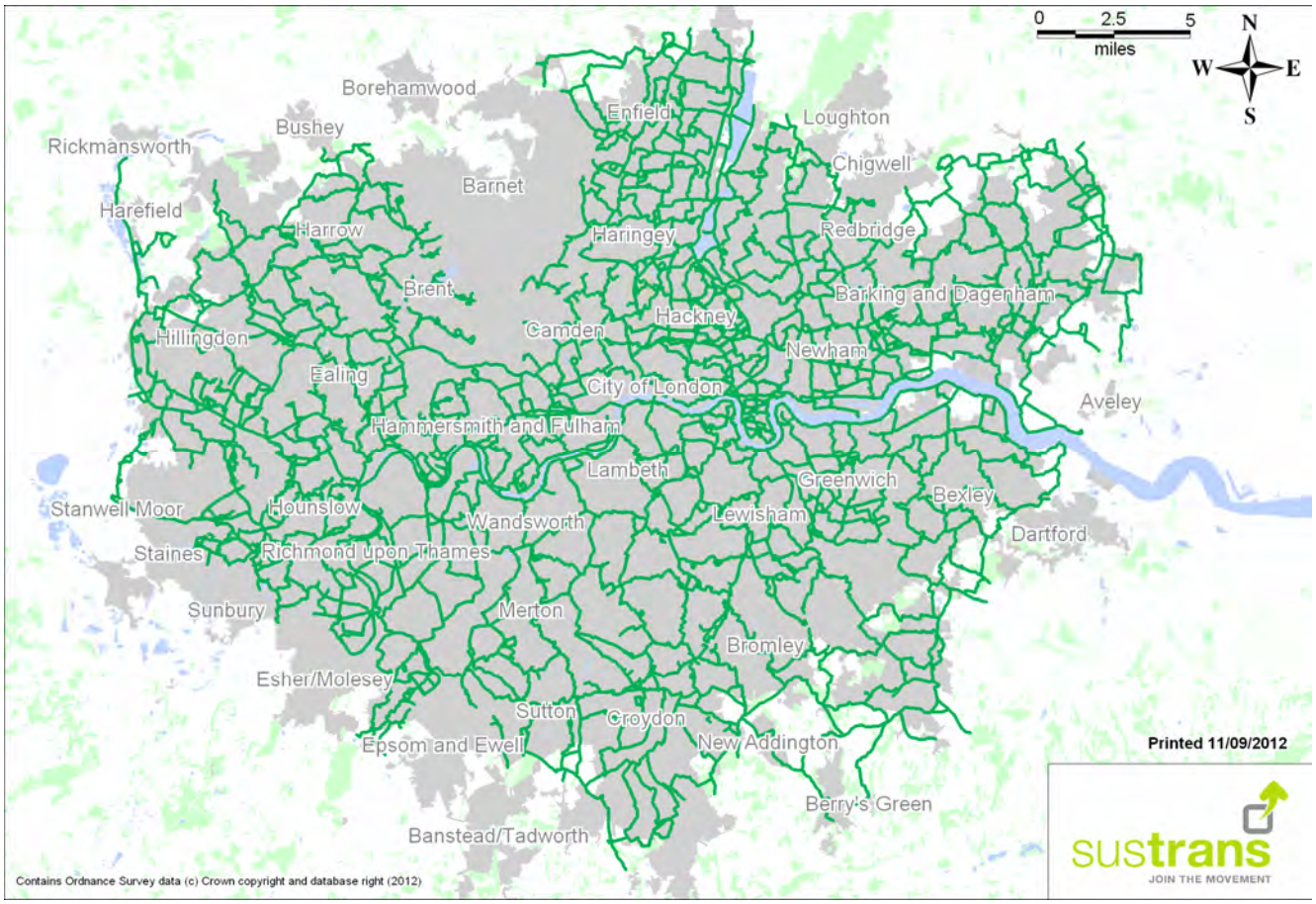
The London Greenways network

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

Greenways are safe, quiet routes through parks, green spaces and lightly trafficked streets. They are designed to connect people on foot or bike, whatever their ability or purpose, to facilities, parks and open spaces. We originally began scoping the network under the name GOAL in 2005, following the announcement that London had been selected to host the 2012 Olympic and Paralympic Games, with the intention of tapping into the energy that the Games would bring.

Since its development began in 2005, as well as offering pleasant routes for experienced commuters, children and parents on the school journey, local shoppers and so on, the London Greenways network has offered a solution for inexperienced groups, showing significant behaviour change among people who have been less likely to take up walking and cycling.

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



Scope of the London Greenways Network

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[55]http://www.sustrans.org.uk/assets/files/london/Sustrans%20Bike%20It%20London%20Review%202010%2011.pdf
[56] Post survey data was gathered for the following streets in Haringey: Carlingford Road, Crescent Road, Downhills Park Road, Graham Road, Langham Road, Mannock Road, Stanmore Road and Waldeck Road. Pre survey data was gathered from a selection of households in the same streets.

Appendix 2 Overall Cycling Expenditure in the City of Copenhagen

Cycling Expenditure in the City of Copenhagen - Actual and Planned, mill. Danish kroner.	Calendar year								
	2005	2006	2007	2008	2009	2010	2011	2012	
Cycle package 1		33							
Cycle package 2			62						
Cycle package 3				73					
Aabuen	30	8							
Brew Bridge (supplementary grant)	8								
Kickstart (Cycle package Osterbro)						108*			
Cycle package 4							82**		
Projects with contribution from the danish cyclefound 2009 (incl. The ammount of contribution) among other projects the Brew Ramp					42		18		
Norrebro Street (part 1) (1/3 of the total amount)					12				
Bridge over Scandia Street							50		
Norrebro Street (part 2) (1/3 of the total amount)								11	
Cycle package 5								75	Total amount
Cycle projects in total	**38**	**41**	**62**	**73**	**54**	**108**	**150**	**86**	**612**
Other funded projects									
Cyclebridge					35				
Bridge over the inner harber						165			
on cycleconditions when renovation and building of roads, squares and new areas. * Incl. 33 mill. Danish kroner in fonds from the state for parth bridges by Nordhavnsvej (North harbor road), ** Incl. 7 mill. danish kroner in fonds from the state.									

Appendix 3 Example of a Copenhagen 'Cycle Package'

Cycle Package IV					
Every amount is in 1,000 Dkr.					
Project	**Budget 2011-2013**	**2011**	**2012**	**2013**	**Funding from the state**
Rebuilding of the junction Søruten-Åboulevarden/Rosenørns Allé, primarily to make it more passable and safe	4.000	500	3.500	0.000	1.600
Bremerholmen. Improved cycle lane with counter flow cycling on one way street, improving permeability	3.000	500	2.500	0.000	
Gothersgade + Kg. Nytorv (Northside): Counter flow cycle track on one way street.	5.000	500	4.500	0.000	3.300
Farum route (A section of a Cycle Superhighway - joint funded with two other municipalities). Improving the safety of cyclists at junctions, new cycle tracks and lanes, green wave (signals) for cyclists and widening of existing cycle tracks.	5.000	500	2.500	2.000	3.300
New technology: New ITS solutions for two projects. 1. web based journey planner (wayfinding) and 2. contribution towards a new city bike system (Cycle hire scheme).	5.000	1.500	2.500	1.000	1.500
Norrebro: New cycle route and park area for cyclists and pedestrians	16.500	5.000	11.000	500	
Cycle track tunnel along the railway track below the street Gl. Koge Landevej	10.000	4.000	6.000	0.000	
Nyhavn, Cycle track to link a new bridge with the street	8.000	2.500	5.500	0.000	
Nordhavn station. Modernising the station to improve access to and facilities at the station for cyclists, bus users and trains.	16.000	0.000	16.000	0.000	
Project management and documentation for cycling projects	2.500	1.000	1.000	500	
Total	**75.000**	**16.000**	**55.000**	**4.000**	**9.700**

Original source:

http://www.kk.dk/eDoc/Borgerrepr%C3%A6sentationen/07-10-2010%2016.00.00/Dagsorden/12-10-2010%2015.51.02/5815602.PDF

Hi

Is it possible for the GLA (or Westminster or Camden Council) to contact the Wellington City Council and exchange some ideas and ways to tackle the problem of pedestrian- and cyclist-bus collisions on its main streets? It seems like Wellington is much more switched on to this problem than London and is actually taking some action. More importantly, the City Council has financed studies on pedestrian behaviour which are relevant to the Oxford and Regent Street area and perhaps elsewhere too.

http://www.3news.co.nz/Another-pedestrian-hit-by-Wellington-bus/tabid/423/articleID/266634/Default.aspx

Links to Wellington City Council:

http://www.wellington.govt.nz/services/rdstraffic/roadsafety/goldenmile.html

http://www.wellington.govt.nz/news/display-item.php?id=5056

With kind regards,

Tom Kearney

Council's pedestrian safety review "arrogant, paternalistic…waste of money"

August 14, 2012Latest Headlines, Politics, PressRelease9 comments

Media release from Kent Duston

Former Mt Victoria Residents Association president and pedestrian advocate Kent Duston has slammed the Wellington City Council officers responsible for the "arrogant and paternalistic" review of pedestrian safety.

According to Mr Duston, the review is "a shambolic waste of ratepayers funds, as it's nothing more than a whitewash of the inability of the Council's traffic engineers to design safe roads in the CBD."

"The steering group for the review included all the usual suspects – the Council, the Regional Council, Police, the bus company, the bus drivers … in fact, just about everyone except pedestrians", said Mr Duston. "Council officers are well aware of pedestrian advocacy organisations such as Living Streets, yet they simply weren't invited to participate on the steering group. It's an appalling level of anti-pedestrian bias."

Mr Duston said the review targeted pedestrians, rather than addressing the underlying problems. "The Council's traffic engineers have deliberately created a dangerous environment for Wellington's pedestrians, but rather than addressing their failings they're resorting to blaming the victims."

“The changes made by the traffic engineers to the Golden Mile have dramatically worsened both the safety and the quality of service for pedestrians”, said Mr Duston. “For instance, the intersection where Mr Brown was hit by a bus provided only five seconds of ‘the little green man’ in a one and a half minute traffic light cycle when the accident occurred. This is clearly insufficient for the tens of thousands of people who use the intersection daily. Officers were warned in written submissions that it would create impatience that leads to jaywalking, yet they’ve done little to address the short cycle times either after the submissions were received or since the accident that left Mr Brown in hospital.”

Mr Duston also pointed out that the Council’s traffic engineers had ignored every recommendation in the independent safety review of the Taranaki/Manners intersection. “The review had concrete and practical proposals for improving safety on one of the most dangerous intersections in the city, yet the traffic engineers ignored every single one of them. So why are ratepayers being asked to fund independent safety audits at all, given the Council’s officers blithely disregard the recommendations?”

“If the Council’s officers were serious about improving pedestrian safety, they would involve pedestrians in the discussion”, said Mr Duston. “The fact that pedestrian groups were excluded from the debate simply shows that the ‘blame the victim’ mentality is alive and well in the Council’s traffic engineering department. It wouldn’t be acceptable for iwi to be excluded from discussions about Treaty issues, so it’s not acceptable for pedestrians to be excluded from discussions about our own safety.”

Tom Kearney

Cycling in London

Evidence for GLA Transport Committee, July 2012

Wheels for Wellbeing wishes to submit evidence to the Committee on the existing and potential benefits of cycling for disabled people. We have also made comment on the questions raised by the Committee and include a list of relevant London and national cycling organisations.
Text in italics refers to examples to illustrate a point.

Part 1: Cycling for Disabled people

1. Wheels for Wellbeing is a charity in south London that provides cycling opportunities for disabled people. It grew out of a project at Croydon Sports Arena that started in 2003 and now provides sessions at three sites in Croydon, Lambeth and Southwark, and is seeking sites in other Boroughs. In 2011 we ran 184 sessions at two sites and around 700 individuals came: a total of about 3,200 attendances altogether. Eighty local care providers (day centres, residential homes, special schools, playschemes etc.) regularly bring groups to our sessions. We also provide an enquiry service on all aspects of cycling with a disability and are establishing a website www.cyclingforall.org

2. In recent years there has been a significant growth in projects providing cycling for disabled people. Most of the provision is in parks, sports centres and similar off-road venues, but there is a spin-off in encouraging disabled people to cycle on road. Appendices give a list of disability cycling projects in London and a list of national organisations supporting or promoting on-road cycling by disabled people.

3. The fifth wave of Sport England's Active People Survey published in October 2011 found that the proportion of regular cyclists (more than once a week) who had a limiting disability or long-term illness had increased from 8% to 10% all cyclists. Headline data from the survey include the following:

    - 175,000 disabled people have taken part in cycling once a week
    - 331,800 disabled people have taken part in cycling once month
    - Participation in cycling among disabled people is higher than the overall population among people aged 20-24, but lower in all other age groups
    - Participation in cycling is lowest among people who are blind or visually impaired
    - Cycling is a popular activity for disabled people, ranking 2nd, compared to 4th in the overall population (swimming comes first)

4. Disabled people often find public transport inconvenient or difficult to use, for various reasons:
    - Distance to walk to or from bus-stops or stations
    - Distance to walk within stations from the entrance to the carriage
    - Steps and staircases, including stepping up onto buses or trains
    - Lack of seating while waiting for buses, trams or trains
    - Need to change routes and to walk at intersections
    - Difficulty in communicating with staff to get advice or help

5. Alternatives to public transport for disabled people include Dial A Ride, Community Transport, social services or hospital transport or taxis. These add to congestion because they are large and slow vehicles, which stop regularly. They are inconvenient for the user because of waiting time, need to book in some cases and convoluted, slow journeys if several passengers are being taken together.

6. Cycling has benefits for people with a very wide range of disabilities:

    a. For people with mobility problems cycling provides independence and increased mobility and range if they have difficulty walking.
    b. People with muscular weakness or spasticity can improve their fitness and muscle tone through non-load-bearing exercise and feel more comfortable as a result.
    c. People with degenerative illnesses, strokes or heart disease or age-related illnesses can preserve their independence and mobility for longer through exercise.
    d. People with autistic spectrum disabilities can find cycling preferable to public transport because they have control when they are cycling and they do not have to interact with other travellers to the same extent.
    e. People with mental illness can benefit from a feeling of control and skill through cycling, as well as ease of getting to quiet and relaxing places and a general improvement in mood and less depression through exercise.
    f. In common with other cyclists, people with disabilities will gain a 'good feeling' benefit through exercise. They may also increase their general level of health and fitness: the health and fitness levels of regular cyclists on average will correspond to those of a person ten years younger who does not exercise.

7. The majority of existing disabled cyclists use standard bicycles (some with adaptions) but non-standard cycles are also used in some cases:
    - Tricycles for people with mobility or balance issues or weakness in their legs
    - Tandems for people with visual impairments or people who are unable to control a cycle alone or deal with other traffic effectively e.g. because of learning difficulties or cognitive problems
    - Trailer cycles for children who can't deal with traffic, including two-wheeled trailer cycles in some cases
    - Recumbent bicycles and tricycles for people who need more support for their back or their body than is possible on an upright cycle
    - Handcycles for people who have limited strength/movement or experience pain in their legs. Also useful for those with amputated lower limbs.

8. The Equality Act 2010 lays a duty on public authorities to consider the impact of their policies on disadvantaged groups, including disabled people. To comply with this duty, Transport for London should be making allowance for disabled cyclists on long and wide cycles when planning and carrying out cycle infrastructure. In general Department of Transport guidance is sufficient when it is followed in full, but not if the dimensions are reduced significantly:

a. There should be adequate width on cycle lanes to allow for cyclists on tricycles and handcycles travelling a reasonable distance from the kerb or gutter
b. Cycle lanes should not have a heavy camber, which will tend to force tricyclists into the gutter
c. Road surfaces should be in good condition as tricycles have three wheel-tracks rather than one and can't easily avoid potholes
d. Pavement crossings and dropped curbs should be wide enough and have adequate radius to accommodate tricycles, tandems and trailer cycles
e. Segregated cycle lanes should be wide enough to allow overtaking as disabled cyclists may be slower and could otherwise hold up other cyclists.
f. There should be a presumption in favour of allowing cycling in pedestrianised areas and in shared space developments in view of the number of cyclists with mobility impairments for whom walking, even for short distances, is painful, tiring or simply not an option.
g. Barriers and chicanes which prevent a tricycle or a long cycle from passing should be removed from all cycle routes and other ways of should be found to deter motorcycles or scooters (if this proves to be necessary)

h. Blue badge- style cycle parking scheme should be developed, ensuring cycle parking is available to disabled cyclists, including very centrally to shopping areas & including appropriate cycle parking facilities for three wheeled cycles like trikes.

9. While these things are important to disabled cyclists on non-standard cycles, they will also be valuable for other cyclists. The following can all be seen on London roads and would undoubtedly be used more if the facilities were better designed to allow for their use:

- Trailer cycles (also called tag-alongs) for children aged from about 6 to 10
- Child-back tandems and triplets for children aged 6-14, sometimes with trailer cycles
- Child trailers for infants or toddlers
- Box tricycles for children aged 3-6, load carrying or carrying dogs
- Adult tandems and tricycles
- Cargo cycles and cycle trailers for load carrying

Part 2: Responses to Questions raised in the Consultation

What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?

The development of cycle safety infrastructure in London has proceeded slowly over decades, with no clear step change or game-changing recent improvements in quality of provision. It is not obvious that the increase in cyclists' numbers since 2003 has followed from improved cycle infrastructure and it may have had other roots (cost and inconvenience of public transport, cost and problems of owning a car in central London, parking restrictions, fashion, sport, or a desire for fitness).

Cyclist casualties occur overwhelmingly at junctions (70%) and collisions with lorries cause an undue proportion of casualties (a third of serious cyclist casualties arise from collisions with lorries, which

form 5% of all traffic). It is worrying therefore when cycle safety infrastructure is often more visible in the space between junctions than at junctions themselves.

The number of other cyclists on the road appears to have had more impact on cyclists' safety and sense of safety than cycle infrastructure provision. Cycle injury statistics until recently have appeared to show a 'safety in numbers' effect. In this sense, the Mayor's cycle hire scheme may have had as much or more impact than infrastructure provision.

The general increase in cyclist numbers has provided cover for more disabled people to start or increase using cycles on-road. Often, for reasons such as stamina and time these will be very local utility journeys for shopping, doctor/hospital appointments, commuting to work, visits to friends and similar journeys. Because their journeys are short, cycle permeability can be very important.

What are the main safety concerns of cyclists in London?

Cyclists with mobility impairments are often quite slow because of muscle weakness, which affects their ability to keep up in a stream of traffic. This becomes even greater with an uphill gradient. They benefit from increased awareness by other road users of their vulnerability. They may be especially vulnerable at junctions and traffic lights, because they get moving slowly from stationary.

How are cyclist groups engaged in decision-making to improve cycle safety?

Only LB Islington and, recently, LB Croydon have approached Wheels for Wellbeing to discuss the needs of cyclists with disabilities in drawing up their planning guidance. We are not aware of any other local authority or transport authority making special consideration for cyclists with disabilities. Cycling is not widely perceived as an activity that disabled people engage in.

We believe that the general duty in the Equality Act 2010 on public bodies to consider the impact of all their activities on groups covered under the Act includes a legal duty on highway authorities to consider the position of disabled cyclists when planning infrastructure and junction design and the implication of this has not been fully appreciated by traffic engineers. Cycle training should also be accessible for disabled people and trainers should understand their specific needs in training and be able to deliver training appropriately.

What lessons have been learned from the introduction of the first four Cycle Superhighways, and how will these lessons be applied to those still to be built?

Wheels for Wellbeing has no direct knowledge of the Cycle Superhighways, other than anecdotally. We concentrate our own efforts on developing new cyclists, who primarily start by using local, quiet streets rather than fast commuting infrastructure. We can however make the following comments, on the two routes that go through south London:

- the option of putting cycle routes on the carriageway can be quite acceptable, providing the quality of provision is high enough
- these routes (mainly on-road or using pre-existing off-road facilities) were delivered much more quickly than would have been possible building new off-road routes
- generally the Cycle Superhighways mark wider cycle lanes than most cycle routes, which is beneficial for cyclists on tricycles or with trailers or other wide/long cycles

- Cycle Superhighways still suffer from interruptions, such as bus-stops, parking/loading bays and drivers parking (legally or not) in the cycle lane, but these tend to be less than on other cycle routes.
- the quality of signage and road markings on the Cycle Superhighways has been generally much better than on other cycle routes in London
- Cycle Superhighway cycle infrastructure appears to get more respect from motorists than on other cycle routes
- the quality of junction design remains no better than on other routes and is frequently poor or very poor, leading to serious safety concerns which may be addressed by the current junction review
    - *The Oval/Kennington Park Road/Kennington Road junction is greatly disliked by cyclists and has been highlighted to us as dangerous by several users (CS7)*
    - *Queens Circus (Battersea Park, CS8) has been over-designed (against advice of local cyclists) and the on-pavement cycle lanes provided are not used, mainly because it is easier for cyclists to go round the roundabout in (mostly) slow-moving traffic than to cross several lanes of traffic to reach the pavement route. Dismounting and crossing traffic is a problem for many cyclists with mobility impairments.*
- there is little sense on the road that the provision of Cycle Superhighways has yet had a major impact on cyclist flows, either in generating new traffic or diverting existing traffic onto the Superhighways (cycle census results may show a different picture); presence of other cyclists seems as important (or even more so) than quality of cycle infrastructure:
    - *CS7 along Clapham Road is very well used by commuter cyclists – but so is nearby Brixton Road, despite leading directly into the heavily congested Brixton town centre*
    - *CS8 appears to be very little-used over significant sections of its route; it is not as direct as other Cycle Superhighways*
    - *A3212 Chelsea Embankment is heavily used by commuter cyclists, both on the section which is part of CS8 and that section which is not, despite being a busy road with a high proportion of heavy traffic*

What action is TfL taking to improve junctions following the junctions review process?

We hope for a good result from the review of Vauxhall Cross, which is very much within our area, with an outcome that would assist all cyclists, including disabled cyclists. We look forward to the results of the TfL junction review on Cycle Superhighway routes but recognise that improvements will be slow because of the cost and time required to alter engineering solutions, especially at a time when public budgets are under immense pressure.

We hope that TfL will give proper consideration to the needs of disabled cyclists (in line with their duty under the Equality Act 2010) and also that they will pay more attention than previously to the views of local cyclists and cyclists' organisations, but is far too early in the process to know. We would expect to support London Cycling Campaign and CTC in the review process.

What lessons can be learned from national and international best practice?

We are not aware of any body of accepted national and international best practice in relation to cycle infrastructure for disabled cyclists. UK has led international best practice in many areas of provision for disabled people and could have an opportunity to lead in this area as well.

Cycle infrastructure provision is part of a very complex web of provision, which is heavily affected by historical, legal and social factors as well as engineering. We would be cautious about trying to adopt engineering solutions from other countries where social attitudes to cycling, modal share, traffic laws and enforcement are very different from London and give more weight to solutions from countries where the position of cycling is more similar to London – if such can be identified.

The best lesson to learn from national and international best practice is a level of commitment, imagination and attention to detail in implementing cycle provision. In London it often seems that cycle provision is seen as antagonistic to provision for other vehicles. In other north European countries where implementation has been more energetic, cycling modal share is up to 20 times higher than in London, although the climate in London is better for cyclists.

- *In Copenhagen, after snow cycle lanes get priority for clearance before roads, to encourage cycling*
- *Groningen in the Netherlands is experimenting with rain sensors at traffic lights to alter the phasing so that cyclists don't have to wait so long in wet weather*

Governments that promote cycling do so for the same public benefits: reduction in congestion, pollution and oil consumption, lower carbon footprint and improvements in health and fitness.

What priority is given to cycling in TfL's spending decisions?

The main priority for TfL spending on cycling should be concentrated on junctions, especially at traffic lights, since this is where cyclists are most vulnerable: 70% of casualties happen at junctions. Improving permeability on cycle routes to move cyclists away from main roads is also important but possibly not within TfL's remit.

Key improvements to junctions and traffic lights that should be considered by TfL include:

1. Segregated cycle lanes on the approach to traffic lights to prevent vehicles parking in the space or queueing vehicles blocking it, so that cyclists including those on long or wide cycles can get to the front of the queue where they are visible and therefore safer.

2. Where possible (e.g. at T-junctions with a wide space opposite the side road) provide a bypass lane for cyclists so that they can avoid the junction altogether and rejoin the traffic stream safely at a later point.

3. Advanced stop lines and ASL boxes should be standard at all traffic lights, not just those on recognised cycle lanes (where there are practical problems with under-road sensors these should be moved in any junction redesign). ASL boxes should be a standard depth and have a standard surface treatment (signage, colour and texture) for consistency.

4. Advanced stop lines and ASL boxes are widely disregarded or ignored by motorists and there is no effective enforcement. When the ASL box is across just part of the carriageway it is better respected and this should be standard. If there are more cyclists than can fit into the reduced size of ASL box, there are enough to get consideration from motorists.

Away from traffic lights:

5. At width barriers and chicanes for traffic calming there should be an off-road lane for cyclists, wide enough for tricycles and engineered for a safe re-entry into the traffic stream and preventing drivers from parking in this space. Very often the space for such provision exists but has been used for a sterile area between the barriers in the centre of the road.

6. Segregated cycle lanes alongside main roads should give priority at side roads to cyclists, not to turning traffic. Some disabled cyclists have difficulty turning their neck to see traffic coming from behind to cross their path.
    - *A4 between Brentford and Cranford is an example of poor practice*

What are the potential impacts of underinvestment in cycle safety?

In the short term, cyclists get killed, as happened at Bow Roundabout where the TfL design in May 2011 had been criticised by both local cyclists and professional traffic engineers.

In the longer term, disabled cyclists will be deterred by the physical difficulties and dangers of cycling in busy traffic through hostile junctions. If disabled cyclists move to other modes of transport this has potential costs but most of them will fall in areas outside the transport budget:

- people will lose independence and become more isolated in society, with increased risk of depression and illness
- if people lose contact with families, they become more dependent on formal care with a consequent cost to social budgets
- costs of medical treatment are likely to rise in line with the loss of fitness and better muscle tone associated with cycling
- if people are depending upon other forms of transport, such as Dial-A-Ride, taxis, social services or hospital transport, this will add to pollution and congestion – disproportionately since the vehicles involved are quite large and may be slow or take convoluted routes to serve several passengers in the same trip
- disabled people are less likely to have access to private cars and other transport solutions are likely to represent a cost to NHS or social services budgets

How does the cycle safety agenda fit with the Mayor's agenda to smooth traffic flow?

The two are complementary and to view them as antagonistic is mistaken. Cyclists are far more aware of risks to their own safety than other road-users and the goal of increasing cycle use to reduce congestion depends crucially upon cyclists' perception of their safety.

Improving cycle safety and the perception of cycle safety will contribute to improved traffic flows if it leads to more cycle use, since cycles take less room on the carriageway than cars and are easier to pass. Cycle routes can often be routed on back streets or other routes away from traffic and this tend to increase the overall capacity of the network.

Fear of injury is a significant deterrent to cycling, expressed by very many people. By encouraging more people to cycle, an effective cycle safety strategy could serve the purpose of smoothing traffic flow by reducing congestion. Designing individual junctions to maximise the flow of traffic at that junction without considering safety of cyclists and other vulnerable road users is a short-term and ultimately self-defeating strategy:

- cycles are becoming more popular for the ‘final mile’ on goods deliveries, from cycle couriers to local cycle delivery firms and national companies such as TNT, with a substantial impact on congestion by removing delivery vans and the parking/loading bays they need
- cycles, including tricycles and handcycles, take up substantially less room on the road than private cars (which often carry only one passenger) and are easier to pass on a well-engineered route
- average urban traffic speeds are not substantially higher than cycling speeds so in practice the delay for a motorist in waiting to pass a cyclist is insignificant, whatever it may feel to the motorist
- the capacity of a route is limited by that part with the least capacity, which acts as a valve: increasing the capacity of other junctions just delivers motorists more quickly to the choke point
- keeping speeds low and consistent is more likely to increase overall capacity of a route than increasing speeds on some parts of a route and delivering vehicles to a slow section faster than it can allow them to pass
- relatively minor permeability improvements, which allow cycles (and probably motor cycles and scooters) to pass in side-roads but block ‘rat-running’ by other vehicles improve cycle safety and increase the overall capacity of the road network
- improving side-road routes by making it easier to cross main roads will also encourage cyclists to use these routes, remove traffic from busier routes and increase the network’s capacity
- improvements at junctions that allow cyclists to get through them more quickly or avoid them will increase cyclists’ safety and increase the capacity of the junction

Appendix 1: Disability Cycling Projects in London

Name	Website	Location(s)	Notes
Bikeworks	www.bikeworks.org.uk	Victoria Park, Hackney Little Wormwood Scrubs, Hammersmith/Kensington	Disability cycling sessions on alternate Saturday mornings. Links to Special Olympics
Companion Cycling	www.companioncycling.org.uk	Bushy Park, Hampton	Volunteer-led project offering disability cycling sessions on Saturday mornings, members can book further sessions in the week
EcoLocal	www.ecolocalcycling.org.uk	Sutton Arena	Disability cycling sessions Wednesday and Thursday mornings
Lea Valley Cycle-Ability	www.lvca.org.uk	Tottenham Lock	Start-up project being established with help of Bike Club[1]
Pedal Power Cycling Club	www.pedalpowercc.org	Finsbury Park, Haringey	Cycling sessions on alternate Saturday afternoons for people with learning difficulties.
Wheels for Wellbeing	www.wheelsforwellbeing.org.uk	Croydon Sports Arena Brockwell Park, Lambeth Herne Hill Velodrome, Southwark	Disability cycling sessions three mornings a week, plus holiday projects and general advice for disabled cyclists

[1] Bike Club is a collaboration of CTC, UK Youth and the education charity ContinYou. Most of its projects are in areas unconnected with disability cycling, but this is one with a disability focus.

Appendix 2: National Organisations Promoting On-Road Cycling for Disabled people

Name	Website	Notes
Charlotte's Tandems	www.charlottestandems.weebly.com	Charlotte's Tandems is a national charity acquiring tandems for free loan to families with a disabled child to cycle on-road
CTC	www.ctc.org.uk	CTC is currently reviewing and enhancing its offering for cyclists with disabilities, following pressure from members. Over the last four years it has run a number of Cycle Champion and Bike Club projects at various sites around the country, some of these have concentrated on cycling for disabled people.
Handcycling UK	www.handcycling.org.uk	Handcycling UK promotes racing, touring, on-road events (including participation in sportives and audax events) and on-road and off-road cycling for handcyclists
Inclusive Cycling Forum	www.inclusivecyclingforum.org	A non-geographic members' group within CTC which promotes rides and other events and circulates information about disability cycling to members
Tandem Club	www.tandem-club.org.uk	The Tandem Club operates a long-standing scheme to help cyclists with visual impairment to ride on the back of a tandem, managed by an appointed Disabilities Officer
Vitalise	www.vitalise.org.uk	Formerly the Winged Fellowship, Vitalise is a charity organising holidays, including tandem holidays for people with visual impairments.

This list is not exhaustive and there has been rapid growth in local initiatives in the last few years. This may get a further boost from the success of GB cyclists in the London Paralympics.

Mr Peter Wood
Postgraduate Researcher
Department of Geography
The Open University
MK7 6AA

Written Submission to the London Assembly Transport Committee's Investigation into Cycling in London

This submission is made in my role as a researcher studying for a doctorate in Geography with the Open University, titled "Creating City Cyclists: Why People Start, and Sometimes Stop, Cycling in South London." Briefly, I assume that you would have relatively little interest in my submitting any sort of literature review, as Transport for London (TfL), other stakeholder organisations and your expert panel already have sizeable research and lobbying teams devoted to this task. Therefore, although my research obviously involves a literature review component which allows me to understand what you would find relevant, for brevity I will only describe issues in which I feel that I can offer a perspective that you might otherwise not have access to.

This submission mainly comprises of the results of fieldwork conducted during October 2011-2012. Influenced by the contents and questions of the TfL "Analysis of Cycling Potential" document, this has involved repeated meetings with 20 cyclists once every three months (e.g. November/December, February/March, May/June, August/September). This used a variety of qualitative methods: travel diaries, interviews, focus groups, and rides to accompany and film cyclists before interviewing them about the events depicted. This made a specific attempt to ensure that responses were not confined to individuals who had a personal and active interest in cycling, such as campaigners or otherwise dedicated cyclists. It includes many individuals cycling "only" once a week or more, and/or those who would not term themselves "proper cyclists" (see Dr Rachel Aldred's work for a greater discussion of this term). Furthermore, roughly half the participants had only started frequent cycling (>1 journey per week) since 2007, with many starting less than 12 months previously. The participants, who were recruited from workplaces in the London Borough of Southwark, were from a variety of employment sectors but predominantly of above average income, white, with an almost equal gender split, and resident in the TfL South sub-region. The

fieldwork has created data upon their on-road experiences, travel planning, and wider geo-demographic trends. It has simultaneously focused upon change over time, as an attempt to investigate individuals' cycling trajectories, and thus better understand churn as a population level phenomena.

The fieldwork component of this study is due to finish at the end of September. Unfortunately, this means that a large part of this submission refers to as yet unpublished data, contains preliminary findings, and does not summarise any publicly available longer documents. However, I hope that its highly up to date description of cyclists' experiences can still usefully contribute to the Committee's investigation. I would be glad to meet with members of the Committee or their supporting staff to discuss my findings in greater detail.

Sincerely,

Peter

What is the impact of recent cycle safety infrastructure improvements on the number of cyclists and cyclists' safety?

All participants felt that the number of cyclists is visibly, clearly and rapidly increasing. This was seen to be influenced, but not wholly caused by, infrastructure improvements. All were personally aware of individuals (friends, family, colleagues, etc) who were starting to cycle, felt that there were more cyclists on the road, and that cycling matters were frequently covered in the media. All felt that this justified greater resources being applied to improving conditions for cycling. This was not seen as an explicitly party political issue. It was felt that the rate of infrastructure improvement was lagging behind the rate of cycling increase- more high-quality infrastructure is required, and in areas which are popular for cyclists such as the Barclays Cycle Superhighways (BCS) there were now dangerous levels of congestion in peak hours.

Individuals felt that in general, the increased number of cyclists on the roads was in itself making conditions safer. BCS and Barclays Cycle Hire (BCH) schemes were seen as highly influential in encouraging people to cycle. The superhighways were seen as highly useful wayfinding aids, and in this sense compared favourably with the LCN+. In comparison the physical LCN+ was rarely known by name, had no "brand identity" and was mainly known as a haphazard collection of blue signs which could not reliably be followed on the ground. The "backstreet blue routes" depicted on the 14 TfL free local cycle guides were more widely known and usually thought to be relatively safe, relatively low-traffic routes to follow, although rarely for their entire length. i.e. the routes of the LCN+ were usually thought to be well chosen, but the physical implementation could have been improved.

In general the increased number of cyclists was seen to have improved safety, mainly by giving motorists greater experience of how to interact with cycle traffic. However, this alone was seen as inadequate in a number of ways. Firstly, all road users, including pedestrians and other cyclists, were seen as being insufficiently considerate of others. Cyclists were often perceived as being a particular source of risk to other cyclists, due to perceptions of dangerous proximity and frequently unpredictable behaviour. There was no clear consensus, either between participants or in the minds of individual participants, about whether cyclists *in general* were more or less law abiding than other users, and different participants regarded minor legal infractions as more or less justifiable or ignorable. However it was also felt that though cyclists were a source of frequent yet low level risk, motor traffic was more dangerous due to its greater speeds, vehicular sizes and still-frequently dangerous behaviours.

Investigating why cyclists may behave unpredictably or illegally, no participants stated or displayed a tendency to break road laws out of a sense of simple and direct sense of moral superiority due to their use of a bicycle. I.e no participants felt that cycling put them "above the law". However, in regards to the question of safety, a significant proportion of participants' confessed to instances of law breaking which were responses to the perceived dangers of unsuitable road layouts, (including non-standardised and/or inadequate quality cycle infrastructure). Thus, there was a weaker narrative that so long as the greater part of the route is considered safe, it is personally and socially beneficial to break the law in a small number of dangerous or irrelevant situations rather than change modes entirely, especially considering that cycling is being openly promoted by many government organisations. It follows that the creation of infrastructure which is felt to clearly and correctly cater for the technical capabilities of bicycles would remove many individuals' desire and justification to infringe road laws. A secondary point is that cyclists' tendencies to react to dangerous infrastructure in idiosyncratic or otherwise non- standard ways well explains the unpredictability associated with cyclists. A consequence of increasing the availability of appropriate infrastructure would be that cyclists would feel and be able to use infrastructure as intended. This would benefit both individual cyclists, who would feel safe, but also benefit other road users (including other cyclists) as their actions would be more predictable. This includes the provision of cycle lanes or tracks of sufficient

width to encourage greater passing distances between cyclists overtaking cyclists.

Making explicitly clear a possible misinterpretation: these findings do not suggest that all law breaking by cyclists occurs out of fear for personal safety. However it does suggest that a large proportion of law-breaking is done out of fear for personal safety, which could be eliminated by infrastructure improvements.

Participants were also aware that their safety concerns as cyclists were not unique to cyclists. Many explicitly felt that a major benefit of increasing levels of cycle traffic and infrastructure was that increased cycle safety reduced road danger for all users. This particularly benefited pedestrians, playing children, reduced noise pollution and increased air quality.

What are the main safety concerns of cyclists in London?

The main safety concerns of cyclists in London are felt to be the danger of being hit by motor vehicles, particularly left-turning Heavy Goods Vehicles. Attempts to cycle yet avoid road danger involved the primary difficulties of deciding how to make trade-offs between safety, speed, ease of navigation and alternative modes. Whether or not participants felt cycling to be a lifestyle choice, people desired cycling journeys which were little or no slower than alternative modes of transport. Their central trade-offs in terms of safety are perceptions that the Transport for London Route Network (TLRN) is dangerous, whilst alternative safe routes are either circuitous and/or require greater effort in map-reading ability or local knowledge to navigate. Thus, either safer routes on the TLRN or more easily navigable long-distance off-TLRN routes are central desires. Again, the current standard cycle superhighways are seen as improvement upon previous conditions but were still seen as being improvable. Segregated cycle tracks were seen as an aspiration. However it was noted that the area of CS8 along the Victoria Embankment (particularly Westbound) was particularly safe and fast because the relative lack of junctions removed the problem and fear of traffic turning across cyclists. Thus the closure of junctions between borough roads and the TLRN would increase perceptions of safety and likely deliver a statistical reduction in collisions. Yet this would not deny motor access to any location or reduce capacity on the TLRN, merely require it to take a more circuitous route for the final (Borough road) section of a journey. Existing examples of good practice in this vein can be found along Great Dover Street (TLRN) and its junctions with Trinity Street, Globe Street and Swan Street (London Borough of Southwark), or around De Beauvoir Square (London Borough of Hackney). This is perceived safety of an alternative type to that found in segregated cycle tracks which maintain a large number of crossing junctions, such as the segregated route in the London Borough of Camden between Torrington Place, Gordon Square and Tavistock Square.

The closure of junctions to general traffic whilst maintaining access to selected modes is termed filtered permeability. A further benefit of introducing filtered permeability during the closure of junctions to general traffic, such as in the example of Great Dover Street and Trinity Street, is that it discourages the use of motor traffic on minor roads, but without decreasing capacity on the TLRN. This disincentive would particularly affect short-distance motor travel, as the relative inconvenience of having to use an alternative entrance to the TLRN decreases as the length of journey increases. Because the junctions remain open to walking and cycling this encourages modal shift of short distance journeys. I cannot comment upon filtered permeability in quantitative traffic modelling terms or the effect upon capacity. However, during focus groups studying a variety of potential infrastructure changes, participants felt that the road danger reduction and aesthetic benefits of filtered permeability (given visual examples) in terms of decreasing through-traffic, whilst benefiting benefiting pedestrians and cyclists were self-explanatory. It was also seen to be self-explanatory that in areas of low car ownership and low car use a reduction in the degree to which streets were oriented to facilitate car traffic would have a net-benefit to local residents and retailers. Conversely, even for participants who vocally supported the general idea of segregated cycle tracks

on the TLRN and the calming or removal of large gyratories, it was felt that the benefits of doing so required a technical understanding before they could be sure that the inconvenience to certain modes was commeasurate with the benefits to others. i.e arguments for gyratory removal and TLRN general capacity reduction could be made, but were not self-evident.

The West End and Soho were particularly pronounced locations for fear of theft which discouraged participants from visiting the area by bike. Limited availability of secure and convenient residential or workplace parking also had marginal and non-marginal effects upon cycling. Although all participants owned a bicycle, many spoke of personal histories in which inconvenient parking conditions discouraged them from cycling journeys they would otherwise have made (e.g. having to carry a bike through their house from a garden shed or down stairs). Furthermore, and tying into TfL's "analysis of cycling potential" document, many individuals living in relatively small units of accommodation described how a lack of space limited the number of people per household who could cycle (preventing it entirely in small houses). This introduces a limit to the efficiency of social marketing efforts: although multiple members of a household might positively respond to TfL or Borough cycle promotion, they would not all follow up by purchasing bikes because of the levels of inconvenience required to store all of them. This furthermore prevents methods of peer-learning safe cycling techniques or routes, and limits the number of cycled journeys a household might make by limiting the number of bicycles available for use.

What lessons can be learned from national and international best practice?

Although I cannot write a large literature review on this topic, and write this after the expert panel's evidence, I would recommend 4 specific academic research projects that the committee might wish to investigate in further depth that may not have been referenced by other stakeholders. Firstly, "Cycling and Society" by Horton, Rosen and Cox, 2007 and published by Ashgate is a comprehensive introduction to cycling in the UK. Chapter 7, "Fear of Cycling" is particularly appropriate for this committee's scope, and has been reproduced on Horton's blog at http://thinkingaboutcycling.wordpress.com/article-fear-of-cycling/. The second is the "Understanding Walking and Cycling" project recently concluded by the Universities of Oxford Brookes, Lancaster, and Leeds. This included study into the importance and applicability of segregated cycle tracks in a UK context, concluding that they are essential for large levels of cycling. The third is Jan Gehl's publication "Public Spaces, Public Life", which is a non-technical description of the economic, touristic and transportation benefits of filtered permeability in central Copenhagen. This was written with audiences such as Assembly Members in mind. Fourthly, Dr Steve Melia at the University of Western England, has researched low-car transport environments in order to understand under what conditions individuals modal shift towards alternative modes of transport. This includes case studies in the London Borough of Camden, and discussion of the degree to which transport users actively prefer or like their chosen mode of transport, rather than simply utilise the most convenient.

Submission from Dr James Woodcock, CRC Centre for Diet and Activity Research, University of Cambridge:

I am public health researcher working at the interface of transport and health. My research has focused on modelling the health impact of transport scenarios and policies in different settings, including London. I have led the development of ITHIM (Integrated Transport and Health Impact Model) http://www.cedar.iph.cam.ac.uk/research/modelling/ithim/, a tool that includes the three health impact pathways physical activity, air pollution and road traffic injuries and links these to greenhouse gas emissions.

Absolute numbers or risk:

As the consultation notes we have not seen a reduction in fatalities amongst cyclists. Both absolute numbers of injuries and risk per km cycled are important. Risk per km cycled is harder to measure. However, given the strong health arguments for increasing cycling the risk per km cycled is arguably the more important measure.

Changes in risk in London

It appears that risks for cyclists in London have not fallen as much as might have been hoped. However, there is uncertainty on how much cycling in London has risen. Research should be conducted to more accurately estimate changes in risk for cyclists and compare this with changes in risk for other modes.

What would we expect to happen?

The limited improvements in injury risk are concerning. They are perhaps surprising for three reasons:

a. Safety in numbers
b. Large falls in risks for pedestrians and motorists
c. Investment in cycling infrastructure

a) Safety in numbers is the theory that more cycling lead to lower risks per cyclist. The most common citation for this is Jacobsen[1] but there are a number of limitations in the analysis he presents.[2] It is clear that risks are lower in places with more cycling[3] but there is a lack of understanding of the role of attitudes, infrastructure, and legislation in explaining this. The concern is that if lower risks are seen as automatically arising from more cyclists then other methods to reduce risk are not taken.

b) Risks should be falling over time for all modes. In the UK as a whole, including London, there have been large falls in risk for car occupants and for pedestrians. In London there appears to be a growing divergence in risk of serious injury per km between pedestrians and cyclists. Although cyclists remain at lower risk of fatality per km travelled compared with pedestrians, the gap has narrowed, and one would expect pedestrians to be a higher risk group in terms of age.

c) The cycle superhighways implemented so far are vastly below the standard of the Danish equivalent on which they appear to be modelled and are incomparable to Dutch infrastructure. Even outside these two cycling hotspots it is interesting to note the recent Barcelona infrastructure is often of a higher standard.

Modelled impacts

Our modelling work for London- without a specific safety in numbers effect- suggested that very large increase in cycling and reduction in motor vehicle use (including HGVs) would lead to large net health gains but substantial increases in cycling fatalities.[4] However, we did not factor in the reductions in risk that

could be expected over time. If risk can fall faster than the rate of increase of cycling then the absolute number of injuries can fall. The Netherlands and Copenhagen have managed to achieve substantial year on year reductions in risk even from comparatively low baseline levels.

HGVs

A higher percentage of cycling fatalities are from HGVs in London (around one half) than is the case in the UK outside London (around one third).[5] These are dominating deaths amongst women in London (around three quarters). In most modes of transport women are at similar or lower risk than men but the inverse is true for the risk cyclists face from HGVs- leading to an overall higher risk of fatality for women cycling in London than for men.

Feeling safe whilst cycling

In addition to actual numbers of events or risk per km the feeling of danger is important. If cyclists do not feel safe then this will act to discourage cycling. The need to be assertive and confident to cycle in London is itself part of the problem. The largest health gains could come from increasing cycling amongst those at highest risk of diseases associated with inactive life styles, in particular older people. Cycling amongst the elderly could be seen as a barometer of the friendliness of the city to cycling.

International comparisons

If we compare cycling risk per km in London with the two highest cycling areas in Europe (Netherlands and Denmark) then we see risks per km are much higher (London risk of injury is more than double the risk in the Netherlands per km and around four times higher than Copenhagen). This is despite the fact that helmet wearing is higher in London and that many older adults cycle in the Netherlands and Denmark. Comparing national figures the Dutch appear to be 15 years ahead of the UK in terms of fatality risk and the real difference is likely to be greater.

Recommendations

In terms of safety the clearest issue is reducing the danger cyclists face from HGVs[6]. Tackling this is likely to require additional regulation of HGVs and provision of infrastructure for cyclists that reduces their exposure, particularly to left turning HGVs. In terms of lessons from the existing superhighways I would suggest the clearest lesson is these need to be built, maintained, and enforced to standards expected in at least Denmark and preferably the Netherlands. Additional measures to ensure driver compliance may be needed due to the novelty of this approach in the UK.

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2. Bhatia R, Wier M (2011) "Safety in Numbers" re-examined: can we make valid or practical inferences from available evidence? Accident; analysis and prevention 43: 235-240.
3. Elvik R (2009) The non-linearity of risk and the promotion of environmentally sustainable transport. Accident Analysis & Prevention 41: 849-855.
4. Woodcock J, Edwards P, Tonne C, Armstrong BG, Ashiru O, et al. (2009) Public health benefits of strategies to reduce greenhouse-gas emissions: urban land transport. Lancet 374: 1930-1943.
5. Aldred R, Milner J, Woodcock J (2012) Men and Other Vulnerable Road Users. RGS-IBG. Edinburgh.
6. Morgan A, Dale H, Lee W, Edwards P (2010) Deaths of cyclists in london: trends from 1992 to 2006. BMC Public Health 10: 699.