

## London's cycling infrastructure

March 2018



### Key findings

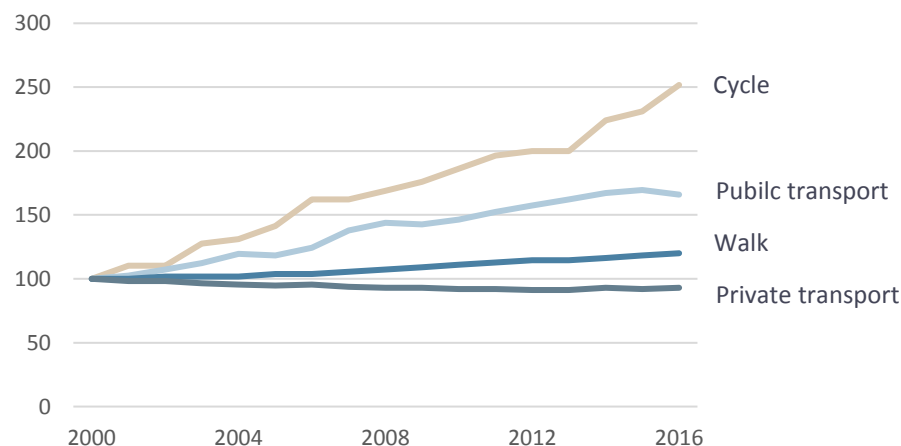
- It is clear that good quality infrastructure makes cycling safer, and encourages more people to cycle. Getting more people cycling is good for people's health, and makes more efficient use of London's congested road network. It is a key part of the Mayor's Transport Strategy.
- The Mayor made a number of bold commitments on cycling infrastructure in his 2016 election manifesto. And he has promised an average of £169 million a year for cycling schemes over the next five years. Recently he has announced six new cycle routes, although without delivery plans. Some schemes planned under the previous administration are also being taken forward following delay.
- The jury is still out on the Quietway programme of cycle routes. While journey volumes have increased on the QW1 route since it opened, at this stage there is insufficient data to judge the overall success of the programme.
- So far, most cycling infrastructure has been built in inner London. But the greatest potential for cycling growth is for local journeys in outer London.
- Overall, the performance of the boroughs in delivering cycling improvements has been patchy. The Mayor could raise the standard of new infrastructure across London by turning the London Cycling Design Standards into new formal planning guidance.
- Inadequate cycle parking remains a problem and needs to be addressed alongside the installation of new routes. Cycle parking at train stations is particularly important.

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**Over the last decade, successive mayors and TfL have prioritised getting more Londoners cycling.** The introduction of the cycle hire scheme, Cycle Superhighways and Quietways, alongside additional cycling parking, upgrades to junction design and 'mini-Holland' programmes, have helped the number of daily cycling journeys in the capital more than double since 2000.<sup>1</sup>

Cycling is the fastest-growing mode of transport in London



**Despite this progress, London has a lower cycling mode share than some other world cities.** Cycling accounts for two per cent of all journeys made in London. One analysis comparing data for 700 cities found 32 per cent mode share in Beijing, 20 per cent in Tokyo, 13 per cent in Berlin, 6 per cent in Mumbai, 3 per cent in Toronto and Paris, and 1 per cent in Madrid and New York.<sup>2</sup> TfL estimates almost eight

million daily journeys currently made by cars, motorcycles, taxis or public transport in the capital could be cycled.<sup>3</sup>

**The Mayor has committed to increasing cycling infrastructure:**

- Manifesto commitments, including investing in new Cycle Superhighway routes, more Quietways, town centre improvements, safer junctions, cycle storage and parking, and the Rotherhithe – Canary Wharf bridge.
- The current TfL Business Plan includes an average of £169 million per year on cycling between 2018-19 and 2022-23.
- A pledge to triple the Cycle Superhighway (CS) network from 12km to 36km within his four-year term of office.<sup>4</sup>
- A new Transport Strategy with a clear focus on a "Healthy Streets" approach to encourage more people to walk, cycle and use public transport (from 64 per cent of trips to 80 per cent by 2041).<sup>5</sup>

**But beyond these long-term targets and future spending commitments, it is uncertain what infrastructure will be built in London during this Mayoralty.** The Mayor has faced criticism that he has not acted quickly enough to implement new cycling infrastructure schemes, particularly new CS routes, despite public support.<sup>6</sup>

**We want to see the growth in cycling in London continue and accelerate. In this report, we review progress to date, and assess the Mayor's plans to upgrade London's cycling infrastructure.**



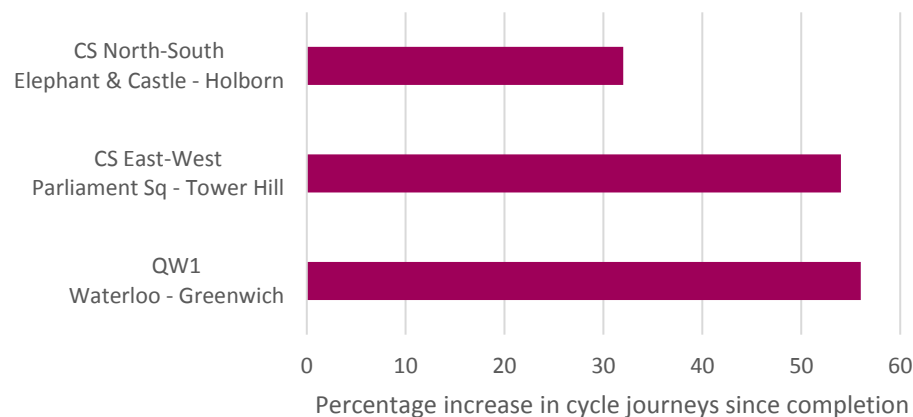
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### The role of cycling infrastructure

Good quality cycling infrastructure makes it safer to cycle. And, since many people are put off cycling because of fears over safety, building more good infrastructure will get more people cycling. TfL analysis shows that cycling numbers have increased significantly on new routes.

New infrastructure has led to a growth in cycle journeys on key routes



This data is highly encouraging. However, it should be noted that the evidence supporting segregated cycling routes needs to be improved, and we await a more comprehensive study of the impact of segregated cycling routes and new QW routes.

London's cycling mode share has increased, but we still have some way to go compared to other cities.<sup>7</sup> However, where safe, segregated lanes, as well as well-designed junctions, have been introduced, the signs are that it is helping to get more Londoners cycling.

#### Cycle Superhighways and Quietways

TfL has introduced two main types of cycling infrastructure to London's roads in recent years: Cycle Superhighways (CS) and Quietways (QW).

Cycle Superhighways are a form of cycle lane, designed to make cycling safer by helping to keep cyclists away from general traffic. They offer direct and continuous cycling on major routes. Since 2013, TfL has started to install physical segregation on CS routes. There are eight CS routes currently in operation:

Quietways are a network of cycle routes that link key destinations, mainly along backstreets, parks and waterways. They are less direct than CS routes and do not feature the same level of new physical infrastructure. However, they may involve a range of on-street interventions, such as new signage or redirecting traffic.

Two QW routes have so far been introduced: between Waterloo and Greenwich, and between Bloomsbury and Walthamstow. A further five are planned.<sup>8</sup>

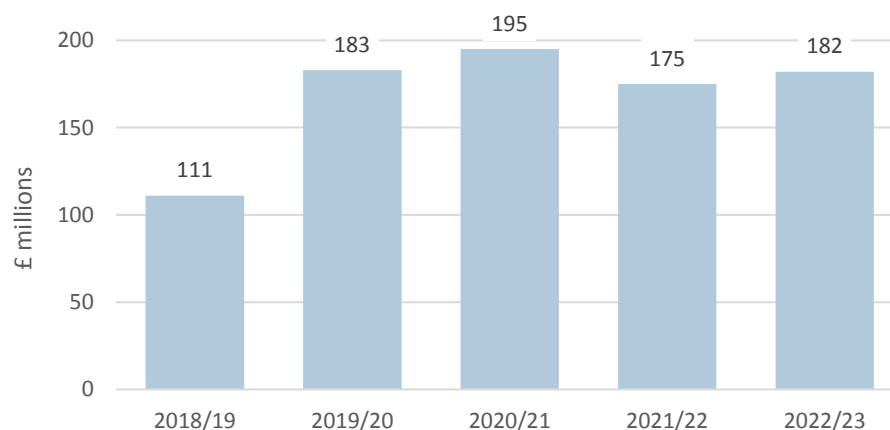
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### Funding for infrastructure

**Despite pressures on TfL's finances, the Mayor has increased the budget for cycling.** Over the course of TfL's five-year budget plan, the Mayor has committed to spend an average of £169 million per year on cycling as part of a £2.2 billion budget for his 'Healthy Streets' programme. But this is against a backdrop of increasing pressures on TfL's finances, which has an operational deficit expected to rise to almost £1 billion next year. The previous Mayor announced a ten-year, £913 million cycling budget in 2013, equating to £91 million per year. There have been problems with TfL under-spending its cycling budget previously, so it is important this is addressed.

**The Mayor has committed to spend £169 million per year on cycling**



Source: TfL Business Plan

**The Mayor has set up a £114 million 'Liveable Neighbourhoods Fund' within the cycling budget to support London boroughs to improve their cycling infrastructure.** Replacing the 'mini-Hollands' scheme initiated by the previous Mayor, London boroughs can bid for up to £10 million to improve their high streets, town centres and residential neighbourhoods for walking and cycling. Ealing, Greenwich, Hackney, Haringey, Havering, Lewisham and Waltham Forest boroughs were all successful in their initial bids for funding from the programme last year.

**According to TfL, there will be another round of funding next year.** Other boroughs will be able to come forward with proposals for further funding.<sup>9</sup> While the total funding committed to the Liveable Neighbourhoods programme is comparable to the mini-Holland scheme (the previous Mayor committed £100 million to the programme), the maximum funding available to individual boroughs is only a third of the £30 million Enfield, Kingston and Waltham Forest successfully bid for under the mini-Holland scheme in March 2014.<sup>10</sup>

**We support TfL's new data-led approach to identifying those areas of London with the highest potential for cycling.** Last year, TfL published a 'Strategic Cycling Analysis' (SCA) document.<sup>11</sup> The analysis uses data on motorised trips that could be switched, and areas expecting the highest growth in population and employment, to measure future cycle demand. The analysis identified 25 'top potential connections in Inner and Outer London' (see map overleaf).

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TfL's Strategic Cycling Analysis identified the 25 top potential cycling connections

### Top Potential Connections

- 1 Kentish Town to Wood Green
- 2 Camden Town to Tottenham Hale
- 3 Dalston to Lea Bridge Road
- 4 Hackney Mare Street to Shadwell
- 5 Greenwich foot tunnel to Hackney
- 6 Stratford to Ilford
- 7 Leyton to Barking Road
- 8 Canning Town to Barking
- 9 Manor Park to Woolwich Ferry
- 10 Ilford to Dagenham Dock
- 11 Greenwich to Woolwich
- 12 Rotherhithe Crossing to Peckham
- 13 Old Kent Road to New Cross Gate
- 14 Deptford to Oval
- 15 Oval to Streatham
- 16 Vauxhall to Clapham Common
- 17 Chelsea Embankment to Clapham Common
- 18 Pimlico to Putney
- 19 Clapham Common to Mortlake
- 20 Teddington to Twickenham
- 21 Hounslow to Heathrow
- 22 Shepherd's Bush to Southall
- 23 Fulham to Wembley
- 24 Kilburn to Edgware
- 25 Highgate to North Finchley

### Strategic Cycle Connections

- Top potential connections
- High potential connections
- Medium potential connections
- Existing and planned Cycle Superhighways, Quietways and Mini-Holland routes
- Central London Grid area
- Town centres
- River & water features
- Parks



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### Cycle Superhighways

**Where new segregated cycling infrastructure has been built, the early signs are it has had a positive impact.** As well as increasing cycling numbers, there is evidence new CS routes provide a more efficient use of road space. According to TfL, the CS North-South and CS East-West moves, at peak times, an average of 46 per cent of people along the routes at key congested locations, despite occupying only 30 per cent of the road space. And after only two weeks of the CS routes opening, five per cent more people per hour – across all modes of transport – were moving on the CS North-South and CS East-West corridors, despite the reallocation of road space from general traffic.

**But the promise of some new CS routes has been delayed by a protracted consultation process.** There are currently three CS routes either being consulted on or that have finished being consulted on (CS4, CS9 and CS11) with CS10 in “pre-consultation feasibility stage.” TfL plans to begin work on CS11 in 2018/19, as well continuing the next phase of the North-South CS.<sup>12</sup> According to Andrew Gilligan, Cycling Commissioner under the previous Mayor, these routes could have been built sooner. He has identified nine TfL-led schemes (CS routes and cycling enhancements to junctions and roundabouts) which had been designed, traffic-modelled and formally consulted on, that were still not completed, and, in some cases, not started or cancelled almost two years into this Mayoralty.

**The Mayor has argued for better public engagement on designing new cycling infrastructure, particularly with boroughs.** He has been critical of the “unnecessarily confrontational approach” taken by the previous Mayoralty. A view supported by Councillor Julian Bell, Chair of the Transport and Environment Committee at London Councils, who said more “in-depth and early consultation with the boroughs” would help to ensure there was local support for new CS routes.

**There are occasionally objections to Cycle Superhighways from a pedestrian safety angle, particularly in places where pedestrians are expected to cross the cycle lane.** For instance, to ensure a continuous route for cyclists TfL has introduced ‘floating bus stops’ on some roads, where bus passengers must cross the cycle lane to reach the bus stop. These concerns are understandable, and we are encouraged to see TfL has responded by trialling marked crossings for pedestrians to use at these points. TfL has also introduced announcements on buses for alighting passengers to inform them of the cycle lane. As more Cycle Superhighways are introduced it is important this issue is monitored.

**While the Mayor is right to identify the need for better public engagement, all the proposed routes under the previous Mayoralty received majority support in public consultations.** Chris Boardman, Greater Manchester Walking and Cycling Commissioner, said, when it comes to consultation, “there does not seem to be any measurement of what is enough.” We agree. It is disappointing the Mayor did little to build on the momentum from the previous Mayor and get these routes built. Chris Boardman told us he was “astounded” that the current

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administration “did not take advantage of the hard-won learning from the previous experts that worked on this.”

**The Mayor recently announced design work would begin on six new cycling routes identified in TfL's SCA.** In a press release issued on 30 January 2018, the Mayor said £142m of the overall budgeted spend for cycling would be invested in the six new routes, which would span across nine London boroughs. The routes are:

- **Lea Bridge to Dalston** – 3km route between Lea Bridge Road and Cycle Superhighway 1 at Dalston.
- **Ilford to Barking Riverside** – 8km route between the town centres of Ilford and Barking.
- **Hackney to the Isle of Dogs** – 8km route from Hackney to the Isle of Dogs via Canary Wharf, Mile End and Victoria Park.
- **Rotherhithe to Peckham** – 4km route to connect with connect other cycling routes such as Quietway 1 and the proposed Cycle Superhighway 4.
- **Tottenham Hale to Camden** – 8km route covering seven junctions identified as being among the 73 with the worst safety records.
- **Wembley to Willesden Junction** – 5km route, north-west London's first major cycle route, connecting Wembley, Stonebridge Park and Willesden Junction.

**Two of the top three potential connections identified in SCA are included as new routes.** Kentish Town to Wood Green – the top potential connection – is not listed, although Will Norman, Walking and Cycling Commissioner, told us all 25 routes will be delivered.<sup>13</sup> If built,

the six proposed routes would meet a pledge made by the Mayor to the London Cycling Campaign before the election to triple the current CS provision from 12km to 36km.<sup>14</sup> But timescales are tentative, according to Will Norman, the Mayor's Cycling and Walking Commissioner. He said he could not confirm a date for when they would be completed because “we have not decided exactly where they are going to be or exactly what designs those will be and what investment is required.” But he did state they would be delivered within the timeframe of TfL's Business Plan (to March 2023), and that there would be “more announcements as we start beginning to look at the other routes.”

**We have heard that the term ‘Superhighway’ creates the wrong impression for what this infrastructure is supposed to deliver.** It appears to emphasise cycling long distances at high speed, which may not be the best way to attract a wider range of inexperienced people to cycle. Even the TfL Commissioner Mike Brown told us he does not like this term,<sup>15</sup> and it is not mentioned in the Mayor's Transport Strategy.

**Committee Members are concerned there may not be sufficient progress in this Mayoral term. We therefore ask TfL to publish a timeline for these six new cycling routes, setting out key design, consultation and construction milestones. We also ask TfL to set a date by which the detailed schedule for delivery of the 19 remaining routes will be published.**

**We also recommend the Mayor change the name of Cycle Superhighways to something more inclusive. This could be done by asking Londoners to vote on options for new names.**



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### Quietways

**While the introduction of new CS routes has largely been successful, the jury is still out on the effectiveness of the QW programme.** QW routes were introduced under the previous Mayor, and were intended to encourage less confident cyclists to use London's roads. In the previous Mayor's 'Vision for Cycling', it said QW routes would "attract new types of cyclists, making London cycling calmer, less Darwinian."<sup>16</sup> At present, 70 per cent of frequent cyclists (i.e. those that cycle at least once a week) are men, along with 59 per cent of infrequent cyclists (those who cycle at least once a year). In contrast, 27 per cent of current cycle trips are made by women, and black, Asian and minority ethnic (BAME) groups account for only 15 per cent of current cycle trips.<sup>17</sup>

**So far, two QW routes have been introduced: between Waterloo and Greenwich (QW1), and between Bloomsbury and Walthamstow (QW2).** TfL has confirmed there are plans for up to 36 new QW routes, with "significant sections" completed on QW 2, 3, 4, 5, 6, 7, 14 and 22. So far 43km of a planned 145km of Quietways have been established.

**There are some indications that QW routes are working.** According to TfL, there has been a 54 per cent increase in the number of people cycling on the route of QW1 since it opened in 2014. Furthermore, before and after user surveys carried out on QW1 have shown an increase in women using the route as well as people new to cycling. However, this data has not yet been published.

**But despite these encouraging signs, many of the experts we heard from said the QW programme was a disappointment.** Simon Munk, of the London Cycling Campaign, said that TfL had made a mistake in presenting the QW concept to boroughs as a set of inexpensive, low-level interventions. This point was echoed by Andrew Gilligan. He said boroughs were not introducing sufficient changes to roads to support the QW programme. He said the scheme was undeliverable in its current form and should be cancelled so TfL could focus on other priorities.

**We do not want to see the QW programme cancelled.** If designed well, QW routes can play an important role not just in attracting a more diverse range of people to cycling, but in developing a more extensive cycling network across London. We welcome the commitment from Will Norman that the Mayor and TfL will continue to invest in QW routes. We think it is important, however, that minimum standards are introduced specifically for QW routes to improve these routes in all boroughs.

**We recommend the Mayor develop Supplementary Planning Guidance for Cycling following the publication of the final version of the new London Plan.** Boroughs are currently encouraged to follow the London Cycling Design Standards, but by turning this into formal guidance the Mayor can more effectively ensure that minimum standards are followed by boroughs and developers.



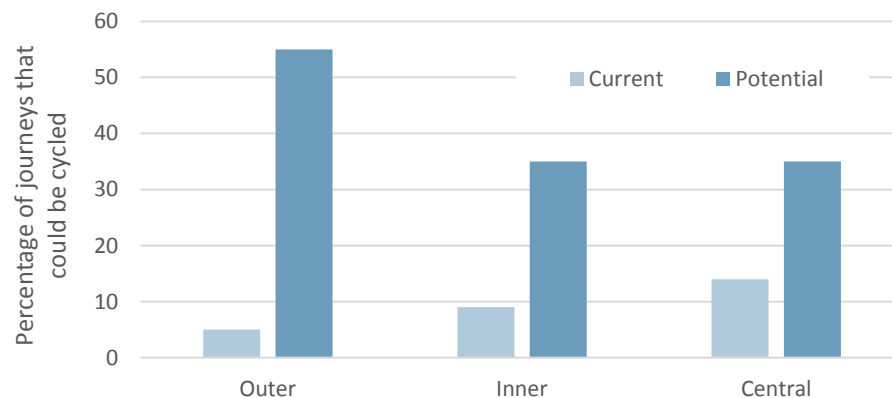
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## Outer London

**Getting more people cycling in outer London will be crucial if TfL is to significantly boost the number of people in London cycling.** TfL's recent analysis showed there is unmet potential for cycling growth in all parts of London, but particularly in outer London.

Outer London has the greatest potential for cycling



Source: TfL analysis of cycling potential 2016

**Despite this, the bulk of new cycling infrastructure has been built in inner London.** The focus on interventions in inner and central London (equivalent to Zone 1) reflects both the higher density of trips, and the number of potentially cyclable stages in this area. The table below shows the spending on cycling infrastructure (excluding the cycle hire scheme) for 2016-17.

Cycling infrastructure spending is mainly focused on inner London

Cycling infrastructure (excluding cycle hire)	2016-17 spend (£ millions)	Inner/Outer London
Cycle Superhighways	32	Mainly inner
Mini Hollands	18	Outer
London Safer Junctions	16	Mainly inner
Quietways	14	Mainly inner
London Central Grid	12	Inner
Other road infrastructure	9	Mix of inner and outer

Source: Correspondence from TfL to the Transport Committee, October 2017<sup>18</sup>

**But difficulties cycling *between* outer London boroughs and safety concerns are likely to inhibit cycling growth in outer London.** Richard Dilks, Transport Programme Director at London First, identified the difficulty in cycling around outer London; while Dr Rachel Aldred, Reader in Transport at the University of Westminster, observed how some outer London boroughs have injury odds per cyclist up to seven times higher than central and inner London boroughs. She said dangerous outer London roads were likely to be the main reason why people in outer London were not cycling. Our report 'Hostile Streets' identified how TfL was not tackling the problem of dangerous main roads and junctions in outer London despite the high potential for walking and cycling there.<sup>19</sup>

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**Where investment has been delivered, the 'mini-Hollands' programme appears to be effective.** Initiated by the previous Mayor, £100 million was committed to help outer London boroughs improve their cycling infrastructure through a wide range of interventions, including segregated cycle lanes, with a focus on shorter journeys e.g. to and from a local town centre. In March 2014, Enfield, Kingston and Waltham Forest successfully bid for £30 million each under the scheme. TfL has not yet published a comprehensive evaluation of the programmes. But research by Waltham Forest found the number of people cycling in the borough in 2016 had increased by 42 per cent compared to the previous year.<sup>20</sup>

**The Liveable Neighbourhoods programme is effectively the successor to mini-Hollands.** Will Norman confirmed work on the existing schemes is ongoing, however. He said in Kingston the opening of a new segregated route along Portsmouth Road last year had resulted a doubling of cyclists using the route during the day. Other projects will include a new cycling hub and bridge, as well as other routes opening up.

**It is important that lessons are learned from the mini-Hollands schemes to support the delivery of the Liveable Neighbourhoods programme.** This will include establishing a framework to monitor and evaluate the programme, as well as encouraging boroughs to collect and share data; for example, through cycle counts and intercept surveys. We would also like to see TfL work with boroughs to encourage them to develop Liveable Neighbourhoods plans on an ongoing basis, rather than for specific funding rounds.

**Business engagement can also help support the successful integration of the Liveable Neighbourhoods programme.** Businesses were generally resistant to the mini-Hollands when they were first proposed but feedback on the changes has generally been positive. A recent survey of Business Improvement Districts found over 85 per cent agreed that a good environment for walking and cycling is important to business performance. And studies in a number of countries have found that people accessing a town centre by bus, cycle or on foot spend more money overall than motorists.<sup>21</sup> Richard Dilks said good consultation was important as business attitudes "can be quite important arbiters" in determining whether there is support or not for a scheme in a local area.

**We recommend TfL develop a framework to monitor and evaluate the Liveable Neighbourhoods programme, as well as encourage boroughs to collect and share data and establish a mechanism to allow boroughs to put forward Liveable Neighbourhoods plans on an ongoing basis.**

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### Cycle Parking

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**A major increase in parking capacity is needed across London. The creation of new cycle parking facilities has not kept pace with the increase in cycling.** We have previously highlighted the mismatch between TfL's ambition to increase cycling and its lack of planning to increase parking capacity. According to TfL, over 130,000 spaces were delivered by TfL and its delivery partners between 2008 and 2016.

**Plans to build major cycle parking schemes in London have not progressed.** Lilli Matson, TfL's Director of Transport Strategy, told us how difficult it could be to persuade Network Rail, and other agencies, to allow more cycle parking. For example, a new cycle parking 'superhub' at Waterloo station, with space for 5,000 cycles, was due to be opened in 2018.<sup>22</sup> But, according to Andrew Gilligan, Network Rail rejected the plans due to safety concerns. Will Norman said it was "absolutely critical" that Network Rail plays its part in providing more cycle parking. Yet Network Rail's recently published Strategic Business Plan for its Control Period 6 (CP6) investment (2019-2024), which is currently being reviewed by the Office of Rail and Road, does not mention any cycle parking plans.

**We recommend the Office of Rail and Road, as part of its periodic review (PR18) of Network Rail's CP6, plans consider the need for more cycle parking and asks Network Rail to address this shortcoming in its business plan.**

**It is frustrating London has not been able to follow other cities in delivering more cycle parking at transport hubs.** A new cycle parking facility was recently opened at Cambridge train station. It is the largest dedicated cycle parking facility in the UK with 2,850 cycle parking spaces.<sup>23</sup> And in the Netherlands, a cycle parking facility has recently been opened at Utrecht central station with space for 12,500 cycles.<sup>24</sup>

**The Mayor has introduced minimum cycle parking space standards for new developments as part of his draft London Plan.** This is a positive step. While the standards are mainly focussed on businesses and leisure facilities, they also set minimum standards for new homes (one long stay space per 40 units) and student accommodation (one space per 40 beds). But as well as increasing the number of cycle parking spaces, there also needs to be a focus on quality and security. We heard how many of the spaces are unsuitable and unsafe.

**TfL should produce a cycle parking plan, setting out clear steps towards meeting the obvious demand that is currently not being met. TfL is currently carrying out a London-wide audit of all cycling infrastructure, which will help to identify gaps in cycle parking provision. This must only be the first step. TfL needs to set out how the demand for cycle parking will be met, which partners will play a role, and how this infrastructure will be funded.**

Furthermore, as part of new Supplementary Planning Guidance for Cycling, we would like to see specific minimum requirements set for new cycle parking to ensure it is safe, secure and appropriately located.



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Waltham Forest has installed covered cycle parking...



...as well as on-street cycle parking



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### Dockless bikes

**“Dockless” bike hire schemes have the potential to increase and widen cycle ridership in London.** But TfL needs to manage them strategically to ensure their benefits are maximised – and that London avoids the problems they have caused in other cities. As highlighted in our Future Transport report, these services are likely to have the greatest potential outside central London, where TfL's Santander Cycles scheme does not operate. At present, individual boroughs have granted permissions for single operators to run dockless bike hire schemes in their areas.

**A coordinated London-wide approach, involving a small number of operators being licensed to lend bikes across the city, is likely to be more effective both from a user perspective and in terms of developing a broader sustainable mobility plan for TfL.** Will Norman told us the new code of practice set out “what ‘good’ looks like” for dockless bike hire services, and that neighbouring boroughs were beginning to join up their schemes. He also said an app, recently launched in Amsterdam which brings together a number of companies to produce joint booking facilities and drop-off facilities, could be used in London in the future.

**Data from dockless bike hire could be used to enhance cycle infrastructure.** The operator Urbo said it was able to track usage patterns to help with designing routes.<sup>25</sup> There will need to be proper safeguards around how data is used by dockless bike hire scheme

operators. But with agreements around how the data is used, the data could support the Mayor's data-led approach to planning London's cycling network. Dockless bike hire schemes also have the potential to improve participation in cycling, particularly where different types of bikes, such as cargo bikes, are introduced.

**We have previously recommended that boroughs and TfL work together to develop a licensing scheme to permit dockless operators to lend bikes across all boroughs.<sup>26</sup> We also believe the Mayor could support these services by encouraging new developments to have parking space for dockless bikes, as well as providing space at appropriate places on the TfL Road Network.**



Dockless Urbo bike parking space at Walthamstow Central station.

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### Mayoral leadership

**We welcome the Mayor's long-term ambitions for cycling.** The 'Healthy Streets' approach, which underpins the MTS, is the right one in reducing car dependency and getting more people cycling or walking. But we are concerned the Mayor is not acting quickly enough to build new cycling infrastructure, particularly new segregated cycling routes, even where there is public support for them.

**Any change is disruptive, but it is our view that the benefits of new infrastructure – when properly planned and built – outweigh the costs.** Clearly, strong public consultation is critical prior to building new cycling infrastructure. We therefore welcome the Mayor's commitment to better engagement with boroughs over the design and delivery of new segregated cycling routes. Varying levels of support from boroughs have certainly hindered the development of new cycling infrastructure. Street closures and vehicle-free zones, as proposed in the MTS, can help in persuading more people of the benefits of cycling.

**London will not become a cycle-friendly city overnight. It will take sustained political effort over many years to build a network that people of all ages and abilities will want to use. Without strong Mayoral leadership, this will take even longer. The Mayor must pick up the pace in getting new cycle infrastructure built across London.**

#### Political leadership

Politicians must listen to the public before making major changes. But they must also lead from the front when change is required.

We heard from Greater Manchester Walking and Cycling Commissioner Chris Boardman:

I would say political courage [is needed] to upset the *status quo*, another word that has been used again and again, but it does take political will to get things done. This is seen as a political issue, and it is not. Every survey that is done says the public wants it, but everybody assumes that this is going to be a political problem. That is because we just give way too much emphasis to the vociferous minority, and there is something about negative news making a headline, so it makes a headline, and the headline makes people think, "This is what everybody thinks". We need to give much more weight to the quiet majority in making decisions.

We heard from BBC broadcaster Jeremy Vine:

The idea is that we get to some sort of consensus where everyone agrees the cycle route and they then build it. That is never, ever going to happen. There is a church in Chiswick where they have been praying that [a planned Cycle Superhighway] is going to be scrapped. My thought is... that where you do not have consensus, you have to lead, and that is the role of politicians.



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### Recommendations

We welcome the Mayor's commitment to cycling infrastructure, but his plans need to be bolder and more specific, with timed delivery plans against which he and TfL can be held to account. We have identified a number of ways the Mayor can enhance the delivery of infrastructure and take-up of cycling. Implementing these measures can help produce Healthy Streets for the benefit of all those using London's roads, including pedestrians and public transport users. We recommend:

#### New cycling infrastructure

1. TfL should publish a timeline for the six new cycling routes announced by the Mayor in January 2018, setting out key design, consultation and construction milestones. We also ask TfL to set a date **by which the detailed schedule for delivery of the 19 remaining routes will be published.**<sup>27</sup>

#### Cycle Superhighways

2. The Mayor should change the name of Cycle Superhighways to something more inclusive. He should consider running a public engagement process to allow Londoners to choose a new name.

#### Supplementary Planning Guidance

3. The Mayor should develop Supplementary Planning Guidance for cycling following the publication of the final version of the new London Plan. This would turn the London Cycling Design Standards into formal guidance, so the Mayor can more effectively ensure that minimum

standards are followed by boroughs and developers. This should include specific minimum requirements set for new cycle parking to ensure it is safe, secure and appropriately located.

#### Liveable Neighbourhoods

4. TfL should develop a framework to monitor and evaluate the Liveable Neighbourhoods programme, as well as encourage boroughs to collect and share data and establish a mechanism to allow boroughs to put forward Liveable Neighbourhoods plans on an ongoing basis.<sup>28</sup>

#### Cycle parking plan

5. TfL should produce a cycle parking plan, setting out clear steps towards meeting the obvious demand that is currently not being met. TfL needs to set out how the demand for cycle parking will be met, which partners will play a role, and how this infrastructure will be funded.

#### Train stations

6. The Office of Rail and Road, as part of its periodic review (PR18) of Network Rail's CP6 plans, should consider the need for more cycle parking at train stations and asks Network Rail to address this shortcoming in its business plan.

#### Dockless bike hire services

7. The Mayor's Supplementary Planning Guidance for cycling should instruct boroughs to require that new developments have parking space for dockless bikes. He should also ask TfL to provide space in appropriate places on the TfL Road Network. We also urge the Mayor to implement our recommendation for a London-wide licensing scheme.

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### Transport Committee



As part of our investigation, the committee met with the following guests:

Andrew Gilligan, former Mayor's Cycling Commissioner  
Dr Rachel Aldred, University of Westminster  
Chris Boardman, Greater Manchester Walking & Cycling Commissioner  
Dr Justin Spinney, Cardiff University  
Richard Dilks, London First  
Matt Winfield, London Director, Sustrans  
Simon Munk, London Cycling Campaign  
Will Norman, the Mayor's Walking and Cycling Commissioner  
Lilli Matson, Director of Transport Strategy, TfL  
Nigel Hardy, Head of Sponsorship, Road Space Management, TfL  
Councillor Julian Bell, London Councils  
Jeremy Vine, BBC broadcaster  
Phil Jones, BBC radio editor

Written submissions received by the committee are available via our website:

[www.london.gov.uk/assembly](http://www.london.gov.uk/assembly)

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### Notes

<sup>1</sup> [Analysis of Cycling Potential 2016](#)

<sup>2</sup> Data for this analysis came from various country-specific sources. The analysis was published in 2014. See: <http://www.cityclock.org/urban-cycling-mode-share/#.WqufOWrFK9I>.

<sup>3</sup> [Analysis of Cycling Potential 2016](#)

<sup>4</sup> <https://www.london.gov.uk/press-releases/mayoral/mayor-pledges-safer-easier-cycling-0>

<sup>5</sup> The final Mayor's Transport Strategy states that, if the overall 80 per cent target is achieved, TfL projects that the combined walking and cycling mode share will be 30-40 per cent, compared to 27 per cent currently. See: Greater London Authority, [Mayor's Transport Strategy](#), 2018

<sup>6</sup> 'Public support' refers to the results of public consultation exercises TfL has conducted on scheme proposals. The Transport Committee considered progress delivering the previous Mayor's cycling priorities in several investigations. See: Transport Committee, [Cycling report – an update](#), 2014

<sup>7</sup> Mode share has increased from one per cent in 2000 to two per cent in 2016. See Transport for London, [Travel in London 10](#), 2017

<sup>8</sup> <https://tfl.gov.uk/travel-information/improvements-and-projects/quietways>

<sup>9</sup> <https://tfl.gov.uk/info-for/media/press-releases/2017/november/boroughs-secure-liveable-neighbourhoods-fundi>

<sup>10</sup> In addition to the £30 million each for three Mini-Holland boroughs, a number of boroughs were given funding for smaller cycling projects. See <https://lcc.org.uk/pages/mini-hollands> for further discussion.

<sup>11</sup> [TfL Strategic Cycling Analysis](#)

<sup>12</sup> [Transport for London Budget 2018/19](#) [Draft], 12 March 2018

<sup>13</sup> Will Norman, Transport Committee meeting, 1 February 2018

<sup>14</sup> <https://www.london.gov.uk/press-releases/mayoral/mayor-pledges-safer-easier-cycling-0>

<sup>15</sup> Mike Brown MVO, Transport Committee meeting, 1 March 2018

<sup>16</sup>

[https://www.london.gov.uk/sites/default/files/cycling\\_vision\\_gla\\_template\\_final.pdf](https://www.london.gov.uk/sites/default/files/cycling_vision_gla_template_final.pdf)

<sup>17</sup> [Analysis of Cycling Potential 2016](#)

<sup>18</sup> This information was obtained during the rapporteurship investigation led by Caroline Russell AM into walking and cycling at Outer London junctions.

<sup>19</sup> London Assembly, [Hostile Streets: Walking and Cycling at Outer London junctions](#), December 2017

<sup>20</sup> <https://www.enjoywalthamforest.co.uk/about-mini-holland/>

<sup>21</sup> <http://content.tfl.gov.uk/10-healthy-streets.pdf>

<sup>22</sup> <https://www.standard.co.uk/news/transport/dutchstyle-cycle-super-hub-to-help-tackle-londons-bike-theft-epidemic-a3203736.html>

<sup>23</sup> <http://road.cc/content/news/179184-cambridge-railway-stations-new-cyclepoint-opens-gallery>



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<sup>24</sup> <https://www.theguardian.com/world/2017/aug/07/worlds-biggest-bike-parking-garage-utrecht-netherlands>

<sup>25</sup> Transport Committee site visit to Walthamstow, 26 February 2018

<sup>26</sup> Transport Committee, [Future Transport: How is London responding to technological innovation?](#), February 2018

<sup>27</sup> David Kurten AM of UKIP recommends that there should be a halt to the Cycle Superhighway building programme. They are mostly empty outside peak times. They cause congestion and increase journey times by narrowing trunk routes and reducing the number of lanes for other important traffic like buses, taxis and delivery, service & emergency

vehicles. Quietways should continue to be developed, but they should only be built where there is uninterrupted cycling for at least a mile. Cycle lanes which stop and start randomly are a waste of space and money, as it is easier and quicker for cyclists to use the road.

<sup>28</sup> David Kurten AM of UKIP recommends that Liveable Neighbourhoods should allow walking and cycling and make life more pleasant for residents, but should not be deliberately designed to penalise motorists. This is especially true in Outer London where car ownership is higher, and residents make more use of their own cars. Access for taxis, buses, emergency vehicles and service vehicles must not be made difficult.