

Cycling Strategy



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Foreword

The growing popularity of cycling, particularly in London, but also across the country, is clear to everyone. As more and more people choose to cycle for work or leisure we must do what we can to make it safer and even more attractive as a method of travel. Westminster has a strong track record of delivering improvements for cyclists over the past few years, but we believe we can and should do more as a city to support cycling as an important part of our strategy to improve air quality.

Doing so in a complex city like Westminster, with the physical constraints posed by narrow streets and pavements, and our responsibility to keep the city moving and balance the needs of all road users is no easy task. We need to further improve conditions for cyclists without making it harder for pedestrians or causing unacceptable increases in congestion. We support and share the Mayor of London's vision and ambition for cycling and are determined to play our part in making that a reality on our city's streets. Making these changes will take time, but we believe that in the proposals set out within this ambitious yet realistic and practical strategy we have the building blocks that will help make Westminster a national leader in cycling provision.



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Cabinet Member for
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Executive Summary

In March 2013 the Mayor of London launched a Vision for Cycling in London which highlights an ambition to increase the level of cycling and see cycling 'normalised' by encouraging a broader cross section of people to take up cycling. It set out four key outcomes: a "tube network" for the bike; safer streets for the bike; more people travelling by bike; and better places for everyone. This vision will be delivered using an estimated budget of £913m over the next 10 years, a proportion of which will be made available to boroughs to help deliver the vision.

The Westminster Cycling Strategy sets out how the Council intends to help deliver the Mayor's Vision for Cycling on a more local level, taking account of Westminster's unique circumstances and challenges. The strategy examines how people are changing the way that they travel into and around Westminster, the opportunities and challenges associated with the increase in cycling, and how further growth will be encouraged through a wide range of schemes and initiatives.

Four high level objectives have been set, and a series of actions identified to help deliver each of these, as set out below. A summary flowchart is also shown on the following page. The strategy will broadly cover the period up to 2026, and will also contain a more detailed implementation programme for the first few years of the strategy, but will be a living document that will be updated regularly to reflect emerging priorities and funding streams.

A. Creating safer and more legible routes

Action A1 – The Council will work with the Mayor's office, TfL and neighbouring authorities towards the implementation of a Central London Cycling Grid. A core network will be delivered by May 2016.

Action A2 – Outside of this network, other improvements to enhance connectivity and safety will also be developed. This will include links from the Cycle Grid to key destinations such as railway stations, shopping areas and schools.

Action A3 – The Council will work in partnership with the Royal Parks to improve access points to cycle routes in the Royal Parks from the highway, whilst being aware of the need to limit conflict between pedestrians and cyclists.

Action A4 – The Council will work in partnership with TfL as part of their Better Junctions Review to make improvements for cyclists and other road users.

Action A5 – Junctions and stretches of road on Westminster's highway network where there have been a high number of cyclist casualties will be identified at least on an annual basis and reviewed with a view to developing solutions where this would help to prevent future accidents.

Action A6 – The needs of cyclists will continue to be taken into account in the design of all transport and public realm schemes. Features that benefit cyclists will be integrated where feasible.

Action A7 – The Council will continue to keep the evidence in relation to 20 mph zones under review, however at present does not propose their introduction.

Action A8 – The Council will support the use of freight consolidation, including cargo cycles, as a way of reducing and managing levels of LGV and HGV traffic on Westminster's roads, and therefore improving cycle safety.

Action A9 – The Council will develop an appropriate maintenance regime to tackle any defects on Cycle Grid routes. Where road works are necessary, care will be taken to ensure that these sites and any diversions are safe for cyclists.

Action A10 – The Council will update its Code of Construction Practice to include cycle safety considerations.

B. Improving road user interaction, education and enforcement

Action B1 – Free City Cycling Courses will continue to be offered to any adult who lives, works or studies in Westminster and this offer will be promoted widely.

Action B2 – Free City Cycling Courses will be promoted to Westminster schools and offered to any pupil, teacher and or parent who requests it.

Action B3 – Cycle training will be targeted at groups involved in higher proportions of accidents, such as young men and Westminster residents, and will promote consideration for pedestrians and other road users.

Action B4 – The Council will continue to work with TfL to deliver driver training programmes, aimed at HGV and LGV drivers, with a practical on-cycle training element.

Action B5 – When renewing Council contracts that involve the use of vehicles in Westminster, the Council will only use contractors who have the appropriate equipment fitted to their HGVs and whose drivers have been trained in Safer Urban Driving, including a practical on-cycle element. The Council will also support the London Safer Lorries Scheme promoted by TfL.

Action B6 - The Council will lobby the Police and TfL (through the Cycle Task Force) to dedicate increased resources to enforcement activities and publicity on this.

Action B7 – The Council will work with TfL and neighbouring boroughs to develop a series of campaigns aimed at encouraging people to look out for one another and to share the road safely and considerately, whatever their mode.

C. Facilitating bicycle ownership/access and parking

Action C1 – The Council will work with City West Homes to install more secure cycle parking facilities in the Council's housing estates.

Action C2 – A toolkit will be put together for those living in privately owned or rented flats to help get cycle parking installed in their premises. Incentive schemes will also be considered.

Action C3 – The Council will gauge interest from residents in having access to a cycle hangar, and if there is demand, trial these on-street subject to certain criteria being met.

Action C4 – Partnership working with Westminster businesses will encourage them to install cycle parking for employees within their buildings, possibly through the use of incentive schemes.

Action C5 – The Council will collaborate with companies such as H2 Clubs who wish to set up public off street secure cycle parking facilities in areas of high cycle parking demand.

Action C6 – School sites will be evaluated to investigate the feasibility of cycle parking provision, on site in the first instance, or otherwise on street in the vicinity of the school.

Action C7 – Cycle parking audits of the West End, District Shopping Centres and other key destinations such as leisure centres, libraries, health centres and universities will be carried out. Locations for further stands will be sought and implemented in areas of high demand, or new stands where none currently exist.

Action C8 – The Council will work with Network Rail to identify opportunities to improve cycle parking at and near their stations.

Action C9 – Cycle parking data will be offered for use by third party app developers.

Action C10 – Abandoned bicycles will be removed by the Council to free up space for others. The process by which these bicycles are refurbished and reused will be reviewed.

Action C11 - The Council will help the Met Police to promote cycle security advice and bike marking events in order to help cut bike theft. The Council will encourage the police to dedicate increased resource to tackling bike theft.

Action C12 – A bike loan scheme will be trialled in a number of pilot areas of Westminster.

Action C13 – On street cycle safety checks will be run by the Council and cycle maintenance classes organised. The installation of on street bike pumps will be trialled and the locations of repair facilities or shops highlighted on apps that are developed.

Action C14 – TfL will be encouraged to expand the cycle hire area to cover the rest of Westminster, given the potential for cycling trips in this area.

D. Raising awareness and participation in cycling

Action D1 – The Council's cycling webpages will be revised and kept up to date.

Action D2 – A cycling toolkit will be launched as part of a wider social media strategy to help promote cycling in Westminster.

Action D3 – Regular led rides will be organised for a range of abilities and target groups.

Action D4 – Regular events will be organised to tie in with key events such as Bike Week.

Action D5 – An incentive scheme will be launched to encourage people to cycle more frequently. An output from this will identify popular cycle routes and potential improvements.

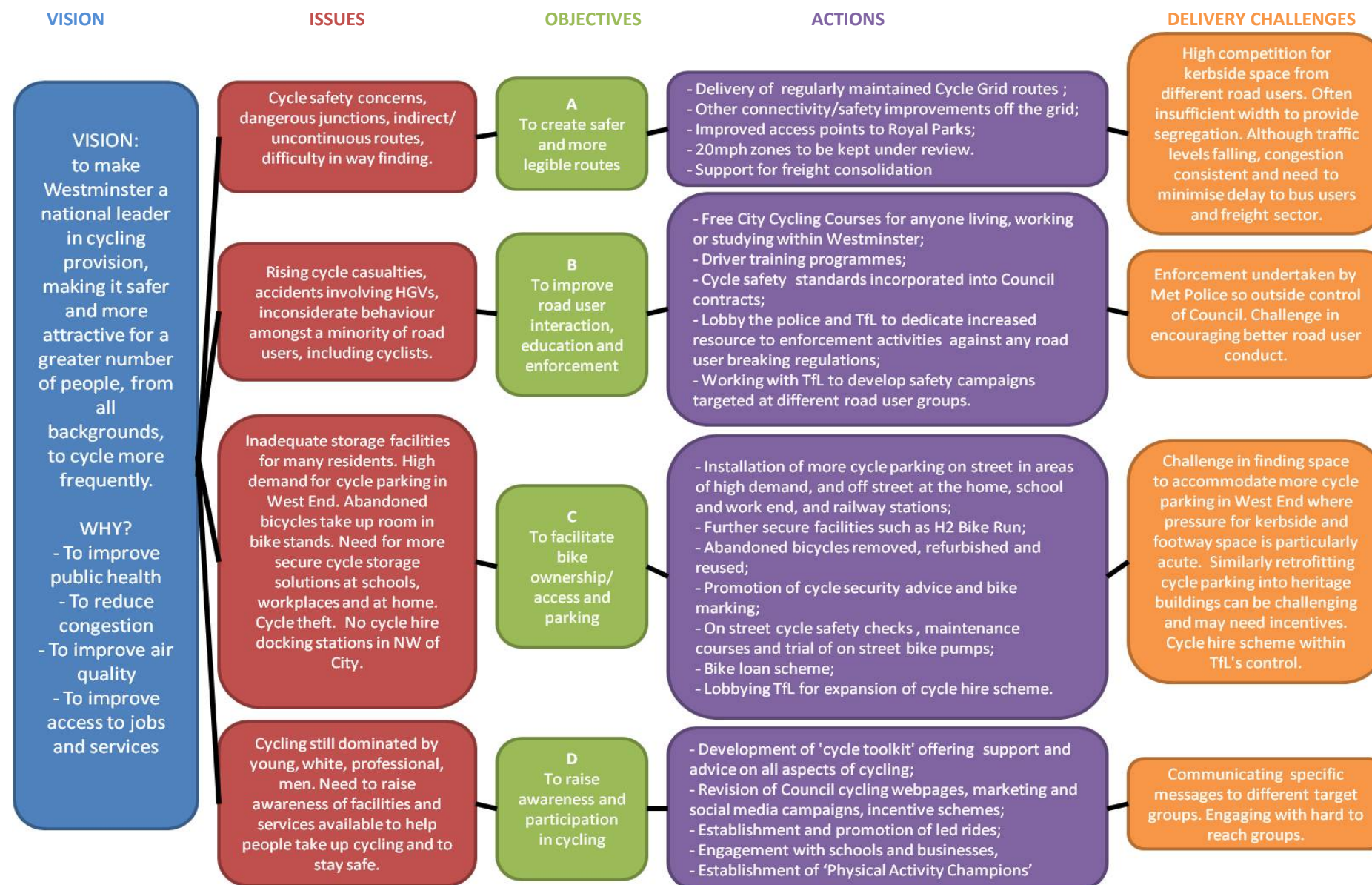
Action D6 – The cycling toolkit will also be promoted through Council and residents association newsletters, in libraries and sports centres.

Action D7 – The Council will encourage all schools in Westminster to develop school travel plans and identify measures which could encourage more children, parents and teachers to cycle to school.

Action D8 – The Council will develop a business engagement programme to link up with those run by TfL.

Action D9 – Working in partnership with the Council's public health and sports and leisure units, the Council will establish a network of 'Physical Activity Champions' through the 'ActiveCommunities' programme, who are able to assess and refer individuals to appropriate activity programmes (such as cycling).

Flowchart 1 -- Summary of draft Cycling Strategy Vision, Issues, Objectives, Actions and Delivery challenges



1. Introduction

Vision

To make Westminster a national leader in cycling provision, making it safer and more attractive for a greater number of people from all backgrounds, to cycle more frequently.

Westminster along with much of London has seen a significant growth in the number of people cycling over the last decade. More and more people are recognising the benefits that cycling has to offer; particularly in terms of cost, time savings, personal health and environmental benefits.

Westminster has embraced this change and in doing so acknowledges that cycling should be encouraged not least because of the benefits it delivers to the community: through reduced congestion on the roads and public transport, better local air quality, less noise and improved health and wellbeing.

Westminster already has policies that support cycling in the Westminster City Plan: Strategic Policies and its 'saved' Unitary Development Plan. The more detailed policies from the latter document are currently being redrafted and consulted upon, and will then be merged back into a single Westminster City Plan document containing both strategic and detailed policies.

Westminster has also facilitated this growth through a range of initiatives designed to help cyclists. For example, increasing the amount of cycle parking (both on street and off street) to over 8,000 spaces; installing 169 Barclays Cycle Hire docking stations on Westminster's

streets, improving cycle routes and offering free cycle training to anyone living, working or studying in Westminster.

There is, however, much more that can be done to make cycling safer, more attractive and accessible, whilst striking a balance and keeping the city moving. This requires further investment to overcome barriers to safer cycling and to encourage more people to take it up.

To complement the Mayor of London's Cycling Vision launched in March 2013, the Council has developed its own Cycling Strategy to set out how it will work with the Mayor in achieving his Vision at the more local level, whilst recognising Westminster's unique characteristics and challenges. A series of objectives, actions and targets for encouraging and supporting cycling in Westminster has been established. These align with those set out in the Mayor's Vision.

This strategy covers standard pedal cycles and electrically assisted pedal cycles. It does not cover powered two wheelers as these are seen as a separate class of vehicle. This strategy has been developed in consultation with key stakeholders, residents and visitors to Westminster taking into account comments raised during the public consultation that ran until January 2014.

2. National, London and Westminster Context

2.1 National context

Cycling across the UK has experienced considerable growth in recent years. After the country's Olympic and Paralympic cycling successes the nation's enthusiasm for cycling has been further renewed. This is shown in British Cycling's membership which rose by 54% between 2012 and 2013 to 75,000 in June 2013¹. A Sport England survey from 2013 has also suggested that nearly two million people currently cycle at least once a week². However, despite this growth and enthusiasm, only 2% of UK journeys are currently made by bicycle compared to some of Europe's leading cycling countries such as the Netherlands, where 27% of journeys are made by bicycle and Denmark where this figure is 19%³.

The National Planning Policy Framework 2012 (NPPF) sets out the Government's planning policies for England and how these should be applied. One of the core principles states that patterns of growth should make the fullest possible use of public transport, walking and cycling. A summary of this and other relevant policy documents can be found in Appendix 1.

2.2 The London regional context

Westminster sits at the heart of the Central London Sub Region, as defined in the Mayor's London Plan (2010)^a and shown in Appendix 2. Over 1.4m people currently live in the Central London sub region and this is forecast to grow to over 1.6m by 2031. More than half of London's employment is based in the Sub Region: around 2m jobs and this is also set to grow. However, only 5% of the people currently working in central London also live there, with the rest commuting from inner/outer London, the South East and beyond, largely by public transport⁴.

2.3 The Westminster context

Although each borough in the Sub Region varies considerably in character, they have many similarities in terms of common transport problems and pressures on the public realm. The recent growth in the number of people cycling brings both benefits and challenges – that manifest themselves largely at the local level.

Westminster's resident, worker and visitor populations

Westminster is one of the most recognised places in the world. It is at the heart of London, the seat of government and the Monarchy, is home to many government departments, law courts, places of worship of international importance, Royal Parks, embassies and diplomatic institutions. It also functions as a national and international centre for business, shopping, arts, culture, entertainment, higher education and healthcare. There are some 50,000 businesses that provide 600,000 jobs, which amounts to more than the City of London and Canary Wharf combined⁵. The influx of visitors extends into the evening, with many more people coming to Westminster to enjoy the City's vibrant nightlife.

According to the 2011 census, just under 220,000 people live in Westminster, which has increased by 22% in the last 10 years. This swells to over 1m every weekday, due to the substantial influx of workers, visitors and tourists. By 2026 it is anticipated that the resident population of Westminster will increase to 243,413⁶. Westminster's population 'turns' at approximately 30% per year⁵. The pressure from these resident, worker and visitor populations around the clock is intense and is central to both the City's character and many of its challenges, particularly in terms of the movement of people and goods. The Council's policies on managing these pressures are set out in Westminster's City Plan: Strategic Policies (November 2013) and the Unitary

^a , Other boroughs include: the City of London, the Royal Borough of Kensington and Chelsea, Camden, Islington, Lambeth and Southwark..

Development Plan (2007). Further information can be found in Appendix 1.

Westminster is characterised by areas that are different in nature. There are largely residential areas in the north and south of the City which do not have significant commercial activity outside designated shopping centres. Even within the core Central Activities Zone (CAZ), there are significant areas of quieter residential streets or residents who live above commercial premises. This combined level of movement and activity means that Westminster's green spaces, its Royal Parks, public and private squares, mews and residential enclaves are particularly valuable.

Westminster's transport network

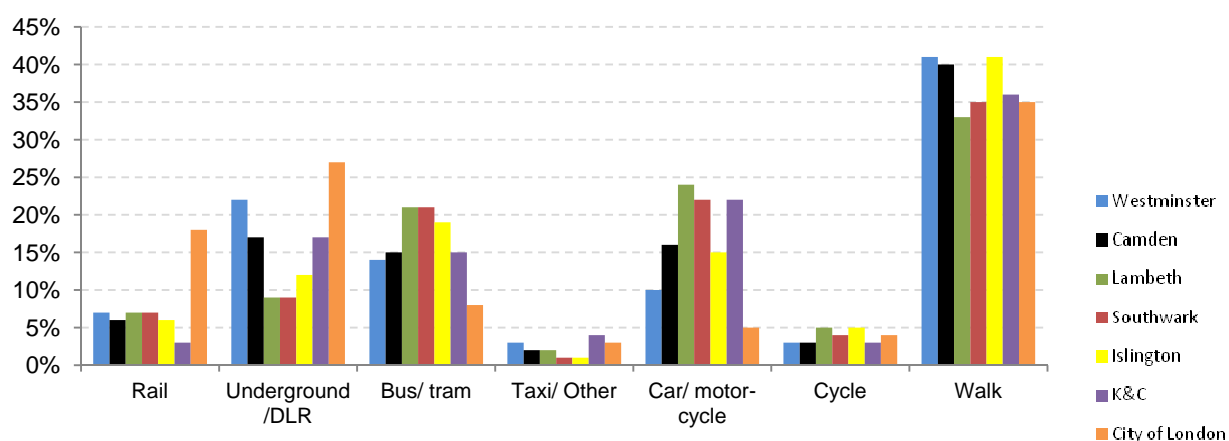
Westminster lies at the heart of one of the most comprehensive public transport systems in the world. It is served by four main rail termini with direct connections to London's two principal airports, 32 underground stations serve 10 of the 12 tube lines running through the City; 4 river bus piers with commuter services and some 157 daytime, night bus and 24 hour bus routes also pass through Westminster, as do European, national and local express coach services (Appendix 2). On top of this, three new Crossrail stations are due to open in 2018. The Mayor's

Barclays Cycle Hire scheme was launched in July 2010. There are now 169 docking stations in Westminster (including those on the Transport for London Road Network (TLRN) and within the Royal Parks) - more than any other borough. The scheme's coverage is shown in Figure 5.6 and includes most of Westminster. This allows anyone who is signed up to the scheme access to a bicycle in this area from as little as 25p a day.

There is approximately 350 km of carriageway in Westminster, of which the Council is responsible for around 92%. The other 8% is on the TLRN (see Appendix 3). In addition, there are sections of highway land, carriageway and footways that are privately owned such as those in and around the Royal Parks. The Council's Parking Service is the largest in the UK and is responsible for the provision and management of on-street parking facilities. Further detail is provided in Appendix 11.

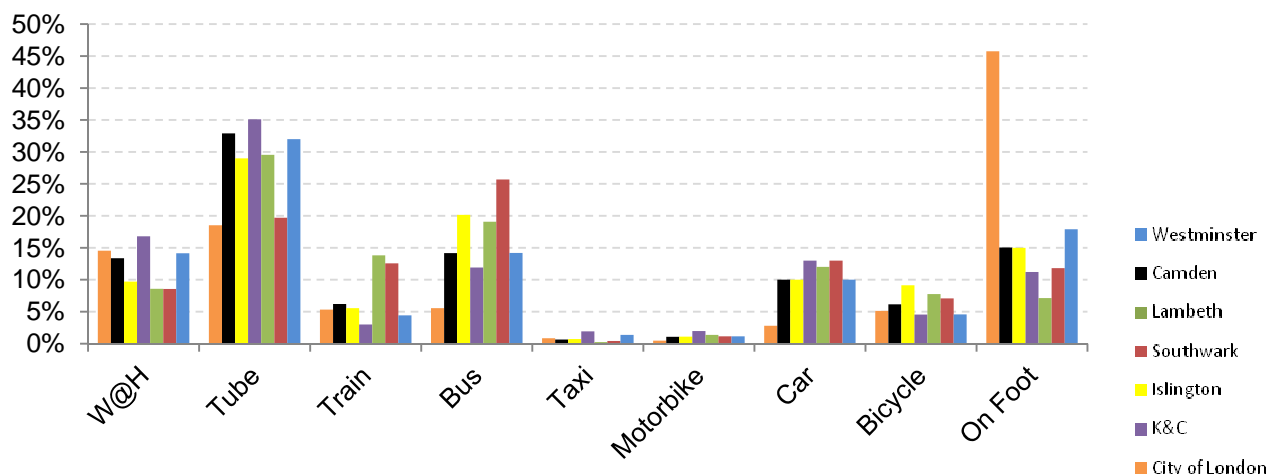
Figure 2.1 illustrates how people travelling from Westminster currently make their journeys. This shows that the majority of people travel by walking or public transport. Cycling currently represents just 3% of trips.

Figure 2.1 – Mode of travel for Londoners on an average day, by borough of origin (2010/11 – 2012/13)



Source – London Travel Demand Survey

Figure 2.2 – Mode of travel to work by Borough of Residence 2011



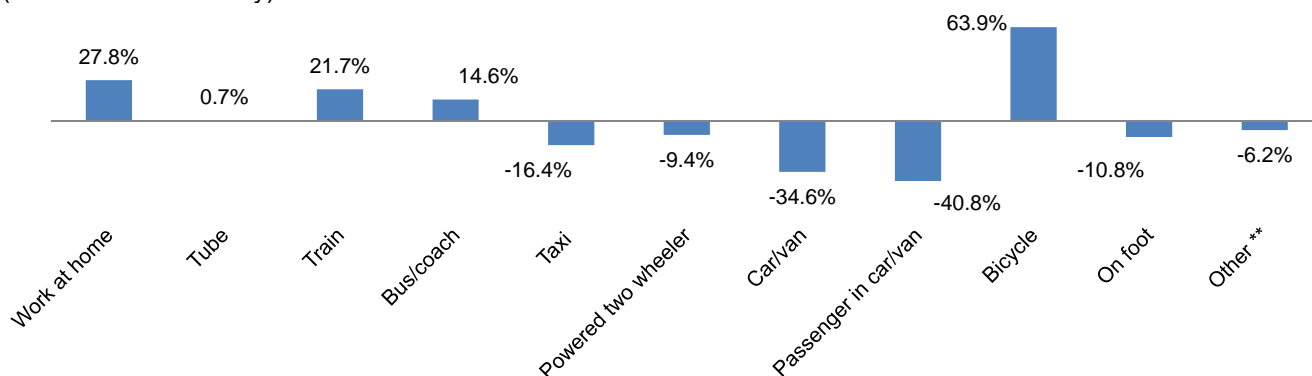
Source – 2011 census

There has been little change in these figures since 2005/06 – 2008/09, with the exception of walking which has gone up from 38% to 41%, and car/motorbike trips which have gone down from 14% to 10%. Compared to neighbouring boroughs Westminster has a higher proportion of journeys made on foot and by tube but a lower number made by bus and by car. The proportion of journeys made by bicycle is similar to that in neighbouring boroughs. The borough with the highest proportion of journeys made by bicycle is Hackney at 6% but this is not in the Central London Sub Region.

Figure 2.2 shows how residents of Westminster and neighbouring boroughs travel to work. The key changes since 2001

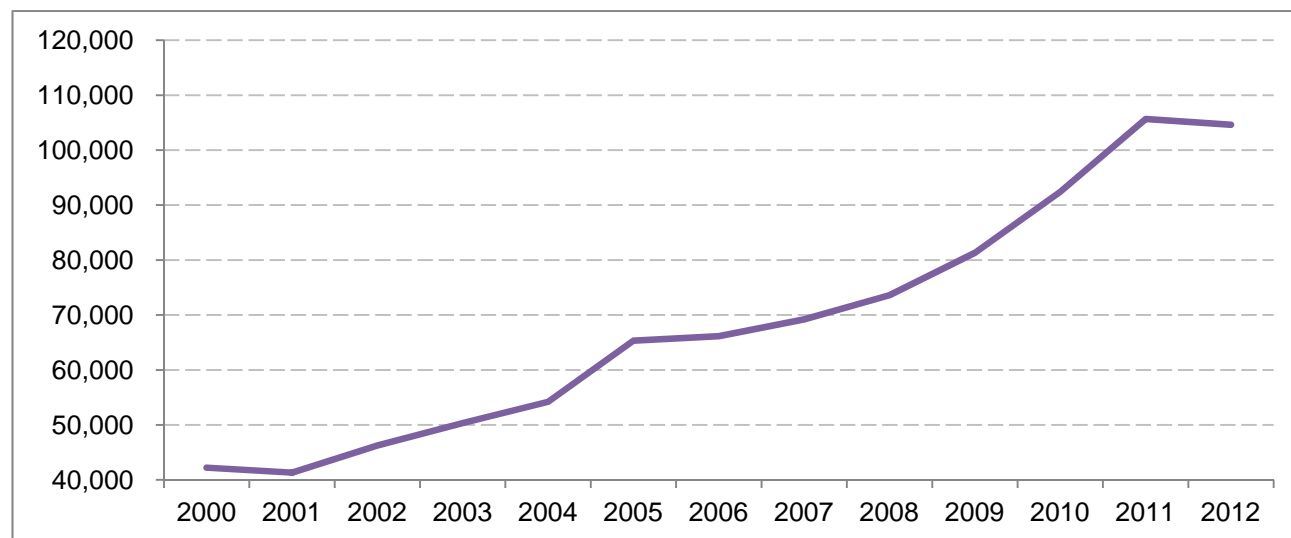
are shown in Figure 2.3 and these patterns are similar across most of central London. Figure 2.3 shows the decline in the percentage of trips being made by car (both by drivers and passengers) and the increase in trips being made by cycling and/or by train, bus or coach. Car ownership data for Westminster shows an increase in the number of households who do not own a car from 56% in 2001 to 63% in 2011, which is much higher than the London average⁷. In some areas such as the West End, over 70% of households don't own a car⁷. This will be due to a combination of factors; the availability of public transport, ease of walking, the option of cycling and alternatives to car ownership such as car club membership, with Westminster currently having almost 10,000 Zipcar members.

Figure 2.3 - % change by proportion of Westminster residents means of travel to work between 2001 and 2011 (in work residents only)



Source – 2011 census

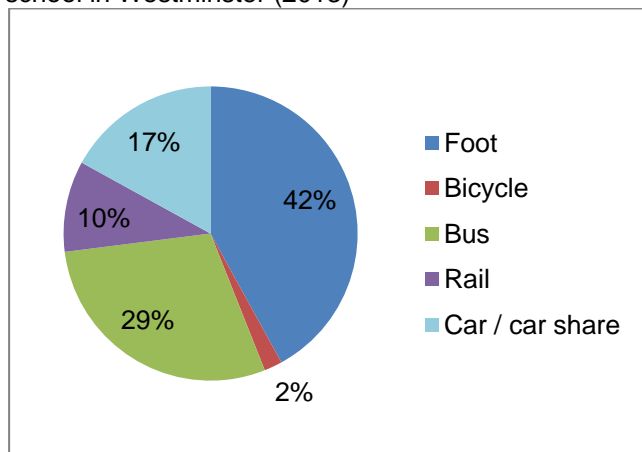
Figure 2.4 – Average number of cyclists per day passing central london cordon



TfL data.

Of those who do own a car, the vast majority own just one⁷. There are 48,810 cars or vans owned by households in Westminster and around 25% of these are kept off-street. Between 2000 and 2012, there was a 150% increase in cyclists passing through a central London screenline cordon, as shown in Figure 2.4.

Figure 2.5 – Modal split for pupils travelling to school in Westminster (2013)



Source – School surveys 2013 (from 31 schools)

Figure 2.5 shows how Westminster school children tend to travel to school. The main changes seen since 2009 have been slight decreases in those travelling by car and walking to school and an increase in the number travelling by bus.

2.4 Health and wellbeing

Walking and cycling have a key role to play in enabling people to lead healthier lifestyles through physical activity and staying more active and independent for longer. Cycling and walking as part of a daily routine have been shown to be at least as effective as gym membership.

Overall, Westminster compares favourably to national figures with regards to mortality, but child obesity levels are consistently higher in Westminster for year 6 pupils compared to the national average⁸. Westminster is also a place of contrast, with affluence and poverty sitting side by side, meaning that there are significant differences in life expectancy and mortality between and within electoral wards. Areas with the highest social and economic deprivation in the city have significantly lower life expectancy and poorer health when compared with the entire borough or London as a whole. 40% of people in Westminster do not participate in the recommended amount of exercise, disproportionately weighted towards people with low household income, unemployed or of Bangladeshi or North African ethnic origin²⁶.

Deprivation is much more concentrated in the north-west and far south of the City. In 2010, Queen's Park and Church Street wards were amongst the 10% most deprived wards in the

country and Harrow Road and Westbourne amongst the 10-20% most deprived⁹.

The Council's draft Joint Health and Wellbeing Strategy and Active Westminster Strategy set out in more detail how Westminster's public health challenges will be addressed (see Appendix 1). An Active Westminster Partnership has also been established to bring together officers from different Council Services (such as Public Health, Sports and Leisure and Transport) to discuss these issues, identify linkages and oversee project development.

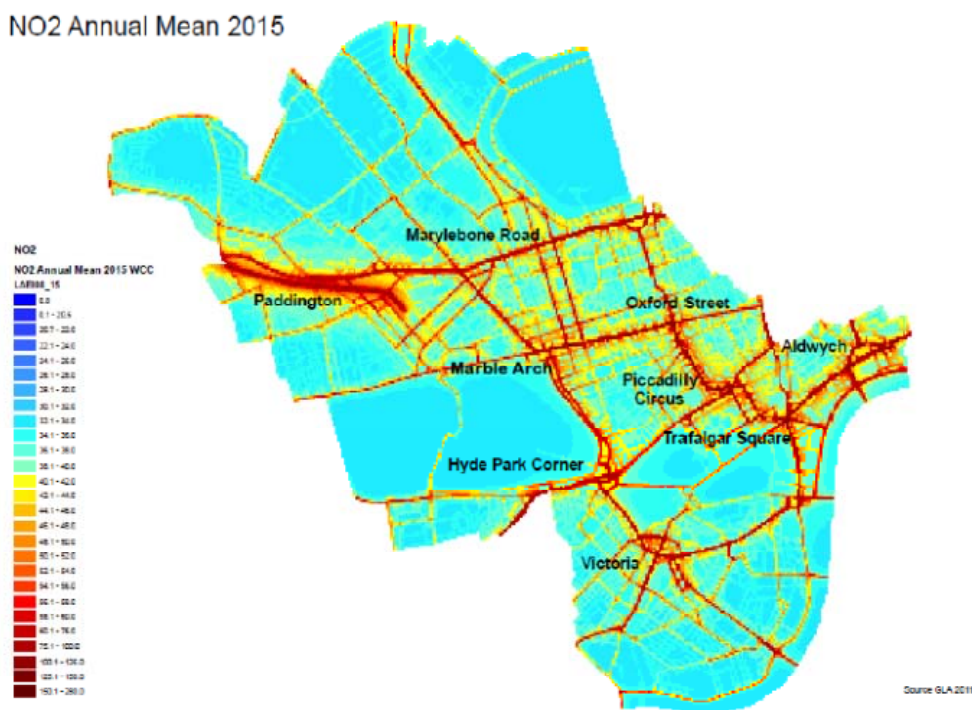
2.5 Air quality in Westminster

Westminster has some of the poorest air quality in the country. Figure 2.8 shows those areas of the City where exceedences of the annual mean objective for NO₂ are predicted to be observed (i.e. those areas shaded in yellow or red).

Air pollution damages human health, causing an increased risk of cardiovascular and respiratory diseases and can increase the risk of cancer and exacerbate asthma conditions. Transport (mainly road transport) is a major but modifiable contributor to poor air quality and is predicted to account for over 70% of PM10 emissions and just over half of NOx emissions in Westminster by 2015¹⁰. Strategic main roads tend to have the worst air quality, and these are frequently used by cyclists as they often offer the most direct routes. Even though health benefits through cycling have been shown to substantially exceed health impacts related to air pollution exposure or injuries from traffic accidents, cyclists are still exposed to air pollutants and this in itself has been identified as a major deterrent to cycling.

Westminster's revised Air Quality Action plan (2013-2018) (AQAP) was adopted in April 2013 and this sets out how the Council will, over the next five years, improve local air quality through projects and policy development.

Figure 2.8 – NO₂ annual mean 2015 (exceedences in yellow / orange / red).



GLA (2011)

3. Opportunities and Challenges

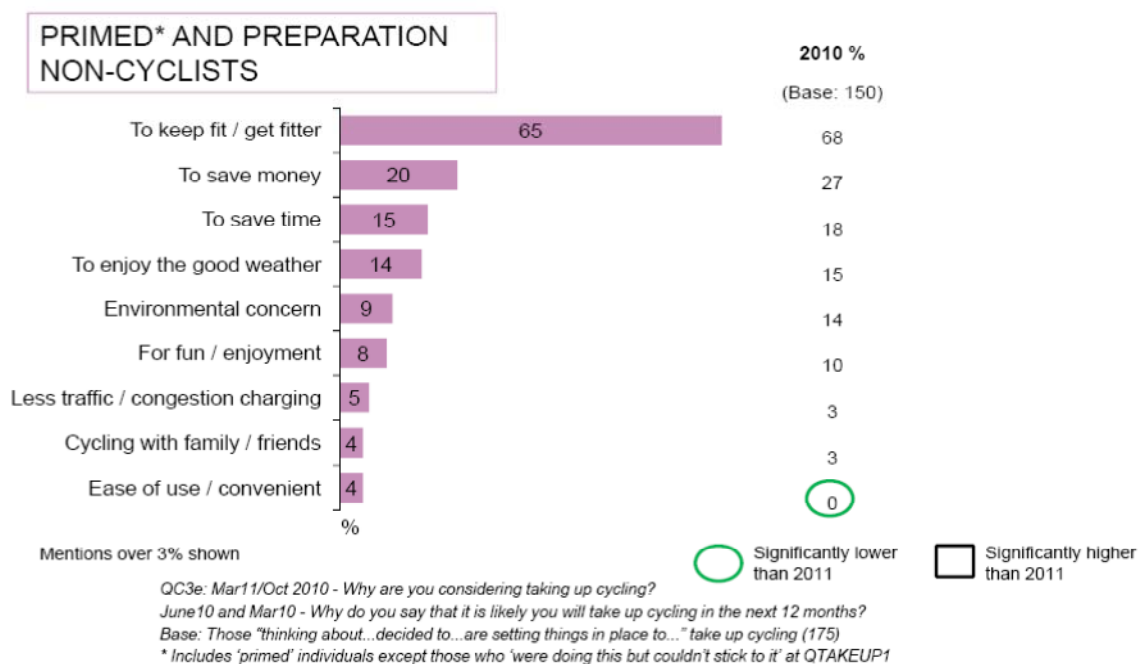
3.1 Why should we be encouraging and supporting cycling?

The figures in Chapter 2 show that at present cycling represents a fairly low share of how people travel. However, there is a whole range of benefits to be gained from cycling; for the cyclists themselves and for other non cyclists in London.

Between 80% and 90% of Londoners state that they think cycling is becoming more popular, is an interesting way to travel, is an enjoyable and convenient way of getting around and is the fastest way to make short journeys¹¹. People who cycle can avoid congestion on the roads and on public transport, with some journeys being quicker by bicycle. Similarly cycling offers a cost effective way of getting around, compared to public transport or car ownership. Figure 3.1 shows the main reasons that people consider taking up cycling.

Encouraging cycling can help to meet a range of health, sustainability, social, economic and environmental objectives, and even has benefits for non-cyclists. For example, if more people switch from using their car or travelling by public transport, this can ease congestion on the roads, rail, tube and buses, freeing up more capacity for everyone else, whilst helping to improve air quality and public health. In the current economic climate, offering people a viable way of travelling around at minimal cost to access jobs, education, health and other services is an important goal. Also, encouraging more people to incorporate active travel into their everyday routine, has the scope to significantly improve the health of Westminster's resident, worker and visitor populations, with associated long term savings to be made in terms of public health and for businesses.

Figure 3.1 Motivational factors amongst Londoners considering taking up cycling¹¹.



3.2 What potential is there for change?

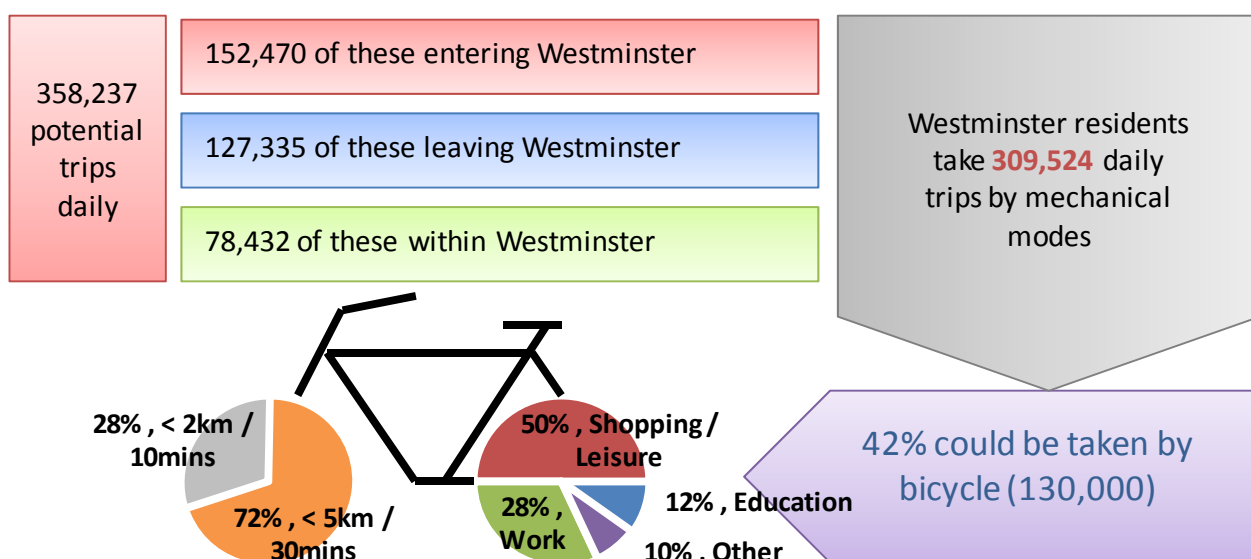
There is significant scope for change in Westminster. Although the official modal share figures for cycling that reflect journey patterns on an average day are currently low at 3-5%, a greater percentage (11%) of residents say that they cycle at least once a week and another 13% less than once a week. There are still 76% who say that they never cycle¹². TfL has carried out some trip and market analysis¹³ to help establish the number of trips that *could* be switched from mechanised modes (i.e. car, motorbike, taxi, bus, tube or train) to cycling. Those that shift from car/motorbike/taxi have the potential to ease congestion and improve local air quality whilst those travelling by bus/tube can ease pressure on public transport.

These numbers are set out in Figure 3.2 below. Only about 12% of potential cycling trips, originating in Westminster, are being realised at current levels of cycling¹³.

Although TfL's analysis shows that there is potential for modal shift, it doesn't tell us how likely it is that these trips will transfer. TfL has, therefore, carried out a market segmentation exercise¹³ which seeks to categorise Londoners into one of seven different segments, depending on a range of indicators such as age, life stage, income, and current travel patterns. The population in each segment has a different likelihood of taking up cycling as shown in Table 3.1. A postcode classified as 'Urban Living' can be expected to generate 4.6 times as many cycling trips as a postcode of comparative population size, classified as 'Comfortable Maturity'.

Figure 3.2 Potentially cycle-able trips to/from/within Westminster

Potentially cycle-able trips to/from/within Westminster



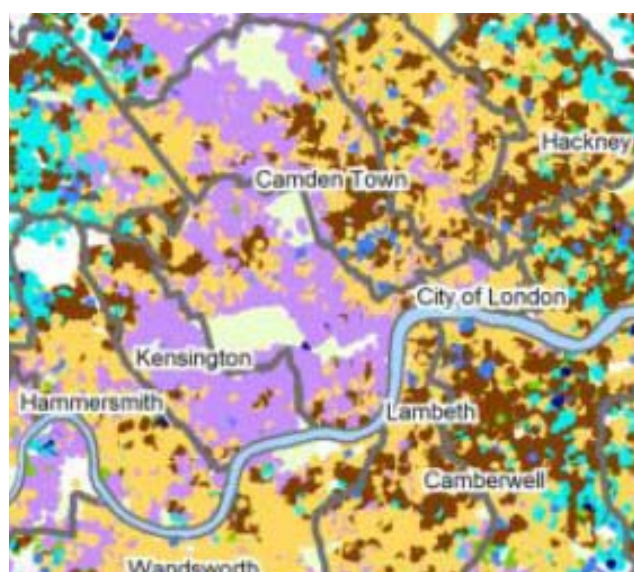
Source: TfL. **Notes:** Certain types of trip are excluded from this analysis: eg. people with heavy/bulky loads to carry, people aged 65+, disabled people, trips over 8km, trips made overnight (8pm to 6am). The analysis is limited to trips made by London residents and to trips which could potentially be cycled all the way (rather than part trips for instance at the end of a rail journey) This will particularly underestimate the potential for growth in cycle travel in central London, which receives a high volume of daily visitors who could make some of their trips around Westminster by bicycle rather than by public transport.

Table 3.1 – Market Segmentation (TfL Analysis of Cycling Potential, 2010)	
Urban Living Young, well educated, reasonably well-off and usually live in town/city centre. Many choose to live without a car	<div>Most likely to cycle</div> <div>↑</div> <div>↓</div> <div>Least likely to cycle</div>
Young couples and families Young with relatively low car ownership and young children. Often tight finances.	
High earning professionals Well educated, affluent, often working in multinationals. Tend to use personal rather than public transport.	
Suburban lifestyle Average income, heavily reliant on car and living in suburbia. Cycling for leisure is as likely as cycling for purpose.	
Hard pressed families Difficult family finances, and often living in inner city flats and tower blocks.	
Manual trades Mainly white with high car ownership, this segment is unlikely to cycle with generally negative attitudes towards cycling.	
Comfortable maturity Older and retired people, reasonably well off, living in suburban areas – some potential for off road leisure cycling.	Least likely to cycle

The map on the left in Figure 3.3 shows how Westminster's postcodes are, according to TfL's analysis, predominantly made up of those in the 'High Earning Professionals' grouping (in purple), followed by 'Urban Living' (in yellow) and 'Hard Pressed Families' (in brown). Westminster's neighbouring boroughs also have large proportions of these three segments as well as 'Young Couples and Families' (light blue). The map on the right in Figure 3.3 shows how this translates

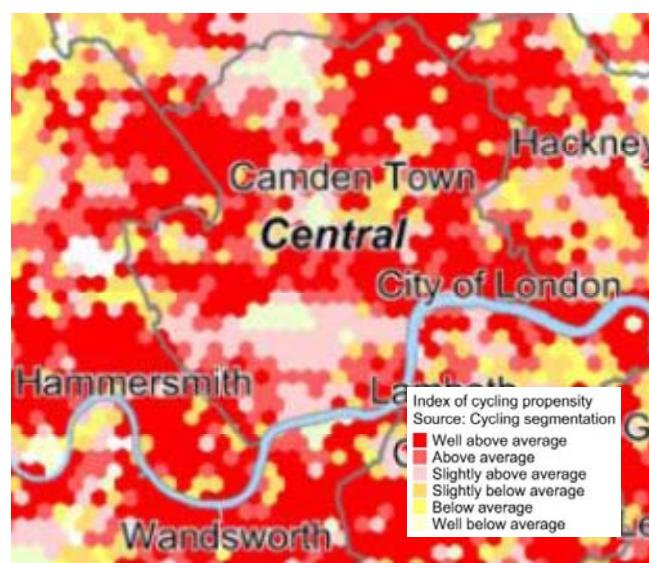
into likelihood of cycling, which demonstrates the high potential for new cycling trips within central London. This not only identifies potential, but in theory enables interventions to be targeted towards these groups who have the greatest propensity to change. However, those most susceptible to change might not be those who would benefit most from the change, in terms of health or economic benefits.

Figure 3.3 – Market segmentation



TfL, 2010

Propensity to cycle by postcode



TfL, 2010

3.3 Policy context

The benefits and potential outlined above have been recognised by Government and local authorities for some time which means that the policies to encourage cycling are already well ingrained into existing transport policy, strategy and implementation plans (see Appendix 1). For Westminster this has meant securing appropriate cycle infrastructure as part of new developments for residents, workers and visitors; incorporating improvements for cyclists such as better routes and cycle parking into new transport schemes; and providing training and raising awareness of road safety issues. The Council's policies also reflect the importance and needs of other road users, particularly pedestrians who have the highest modal share and are the most vulnerable user group. Chapter 5 details some of the Council's successes to date and how it will build on these through this Strategy.

3.4 What are the challenges?

Whilst the benefits to be gained and the potential for cycling in Westminster are significant, delivering the change required to support and sustain growth is more complicated. The barriers and challenges in encouraging more people to cycle are summarised below.

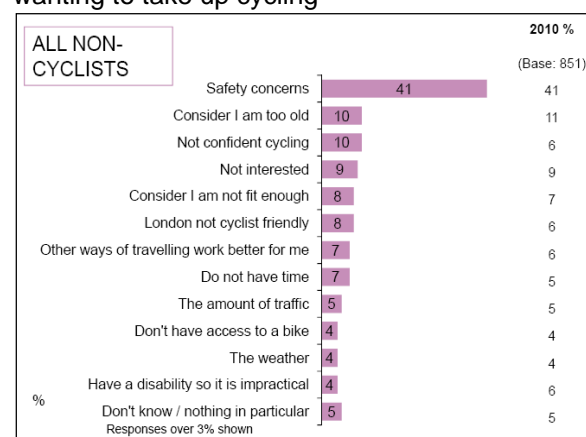
Barriers to take up of cycling

Figure 3.4 shows the main reasons that non cyclists give for not wanting to cycle in London, which are similar to those highlighted in the Council's draft Cycling Strategy consultation. Greater emphasis must be placed, therefore, on making cyclists feel safer on London's roads and reducing accident casualties. There is also much to be done to build confidence amongst a broader cross section of society that almost anyone can become a competent and regular cyclist, through training, education and regular engagement activities. It should be noted that just as with motivational factors for cycling, key barriers will vary between different segments of the population.

For existing cyclists, in addition to safety related concerns, issues such as bike storage are a problem; with 65% of London cyclists considering bike security and 53%

considering the availability of cycle racks to be poor¹¹. To alleviate this, Westminster has installed over 8,000 on-street cycle parking spaces, but more spaces are needed (see Chapter 5). Other key issues raised during the consultation include the conduct of other road users and poor road maintenance.

Figure 3.4 – Reasons given by non cyclists for not wanting to take up cycling



Source: Attitudes to Cycling, TfL, 2011

Keeping the City moving

Figure 3.5 shows the number of trips taken by Londoners that originate in Westminster (not including the additional thousands of people who commute in and out of the City every day from outside London). This places significant pressure on our streets from people arriving and leaving by different modes, all competing with one another and with other modes for limited space on the footways, at the kerbside and in the carriageway – more so than any other borough.

The narrow, historic nature of some of Westminster's streets means that providing separate space for each road user on every street is simply not feasible and a balance needs to be struck. The Council also has to take account of the volume of different types of user on different streets and at different times of day. In theory, the space allocated to different functions should reflect this. The Mayor's Roads Task Force has recently considered this. It is worth noting though that due to the sustainable choices that more and more Londoners are making when travelling to and from Westminster, there has been an average decrease in traffic on Westminster's main roads over the last five years (see Figure 3.6). On some roads this decrease is

over 20% (e.g. Regent Street, Shaftesbury Avenue, parts of the Embankment, Park Road/Wellington Road and Harrow Road) whereas Vauxhall Bridge has seen more than a 20% growth in traffic. Further surveys are planned for some of Westminster's more local roads to investigate what change has taken place.

It must be emphasised, however, that whilst these decreases have taken place, congestion and journey time reliability on Westminster's A Roads have remained fairly static over the last five years (see Table 3.2).

These figures are similar to those in other central London boroughs and reflect their intensity of use. This indicates that other influences are likely to be affecting capacity on Westminster's A Roads, such as increasing pedestrian, cyclist and bus passenger volumes and the associated transport and public realm improvements that have reallocated space and time from largely private motorised traffic in order to support the growth in these more sustainable modes.

Figure 3.5 – Average daily number of trips by Londoners, by borough of origin (LTDS, 2009 – 2011)

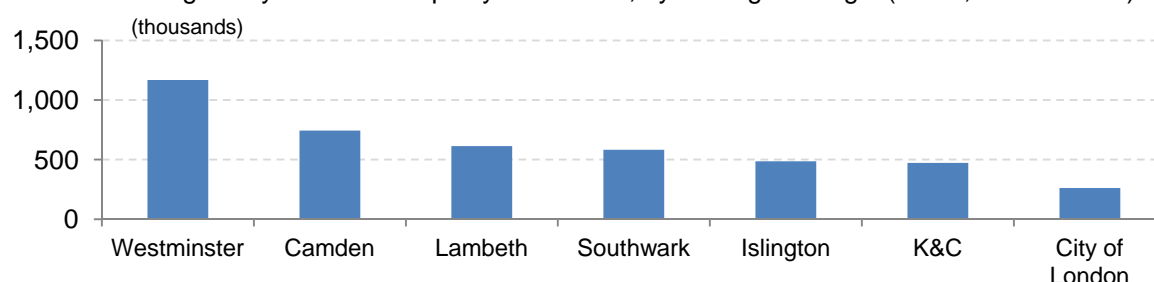
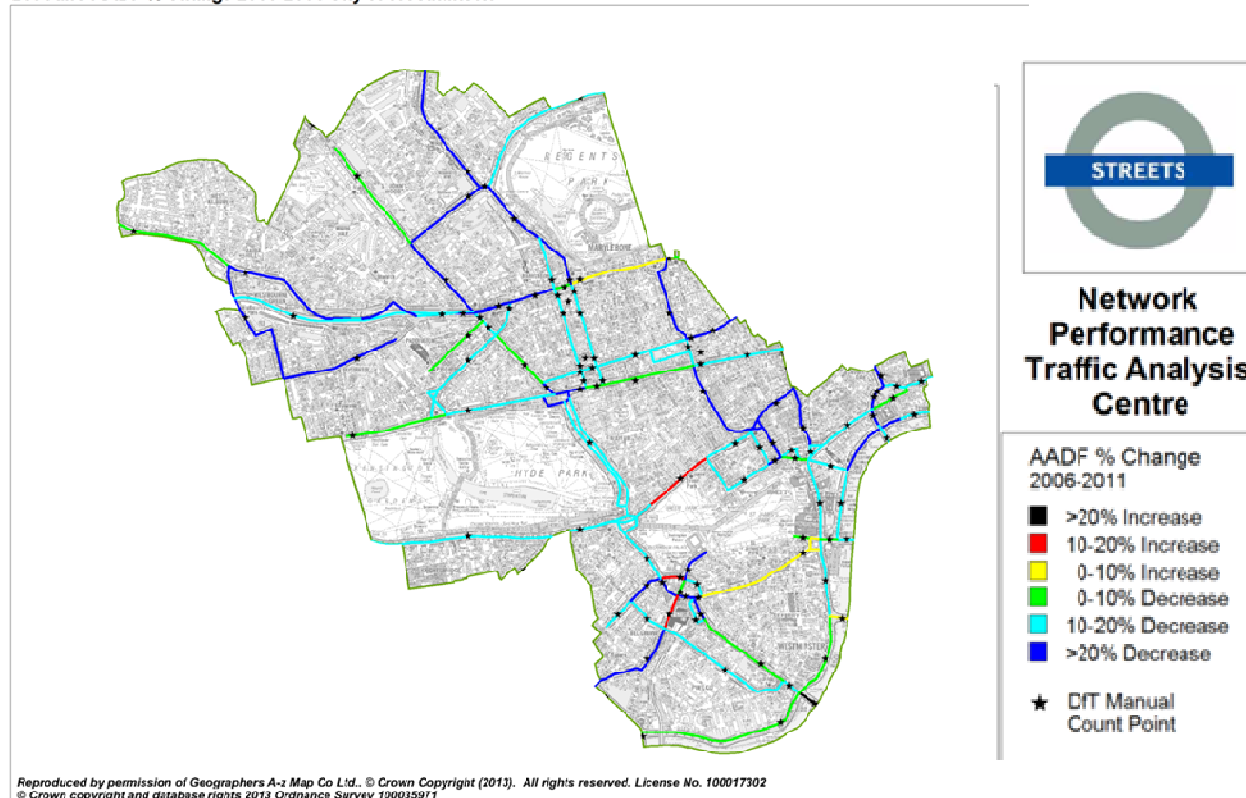


Figure 3.6 – Percentage change in annual average daily traffic flows on main roads in Westminster over the last five years

DfT AMV AADF % Change 2006-2011 City of Westminster



DfT counts

Table 3.2 – Average AM peak hour speeds and journey times on Westminster A Roads (DfT)

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Average speeds (mph)	11.3	11.2	11.2	11.3	10.3	10.4	11.3
Average journey times (minutes per mile)	5.32	5.37	5.38	5.33	5.80	5.76	5.32

Westminster's A and B roads serve a vital function and it is important that congestion is minimised and access to the kerbside managed so as not to hinder the large volume of people travelling on buses and to ensure that deliveries are made in a timely fashion to maintain Central London's economy. Certain types of cycling infrastructure, such as cycle lanes and cycle parking, will require a reallocation of footway, kerbside or road space, the impact of which will need to be assessed and considered on a case by case basis.

Protecting vulnerable road users

Through the range of actions highlighted in this strategy the Council will be taking steps to improve safety for cyclists and encourage further growth in cycling numbers. With this investment and growth must come a renewed respect and consideration for one another amongst all road user groups. Particular consideration must be given towards the most vulnerable group of all: the pedestrian.

3.5 Budgets and Resources

Local authority budgets are limited and have to be prioritised and aligned with the Council's corporate objectives. When allocating its budgets the Council balances the need to support those trips most frequently made by people, in terms of mode or routes against encouraging more sustainable travel. For instance, a large amount of the Council's Local Implementation Plan (LIP) and capital programme is currently spent on improving the public realm, in recognition of the large number of trips that are made on foot. However, these improvements also benefit

other road users as schemes are designed to be integrated.

Improvements also tend to be focused where there is most demand and intensity and where the largest number of people would benefit from them. For instance, in the West End, in our Civic Streets (e.g. Harrow Road, Praed Street, St John's Wood High Street, Warwick Way/Tachbrook Street, Queensway/Bayswater and Edgware Road/Church Street), on key commuting routes and around cultural, entertainment and leisure destinations. A proportion of the Council's budget is also spent on the resurfacing of roads, which benefits all road users, including cyclists.

The implementation plan in Chapter 6 outlines the budgets that are available to help deliver this Cycling Strategy. Some elements of the Strategy will need to be delivered in conjunction with partners in other Council services (such as public health, sports and leisure, street management and housing regeneration) and also outside the Council (such as TfL, CRP, the Royal Parks, the Canal and River Trust, Business Improvement Districts, the Landed Estates, landowners, developers and other boroughs). Joint funding will be sought from these and other partners where appropriate.

Despite the challenges outlined above, Chapters 4 and 5 detail how we can start to identify a way forward that will start to deliver the benefits that cycling has to offer in a realistic and manageable way that works for a city as complex as Westminster.

4. Westminster's Vision for Cycling

Vision

To make Westminster a national leader in cycling provision, making it safer and more attractive for a greater number of people, from all backgrounds, to cycle more frequently.

4.1 High Level Objectives

In order to achieve this vision and overcome the barriers and challenges set out in Chapter 3 the following high level objectives are proposed:

A. To create safer and more legible routes

Fear of injury is the most commonly cited barrier to cycling¹¹, particularly amongst non cyclists and the number of cyclist casualties on Westminster's roads is starting to rise (although to a lesser extent than the corresponding growth in cyclist numbers). The Council will work in partnership with TfL and neighbouring authorities to deliver the Central London Cycle Grid (a network of improved routes for cyclists of different abilities), whilst recognising the needs of other road users and avoiding changes that place unacceptable additional pressure on the road network and kerbside. Some compromises from all road users will have to be made in order to achieve this. Cycle routes will be as direct, legible, coherent, attractive and comfortable to use as possible. Highway surfaces on these routes will be well maintained. Segregated cycle lanes will be considered as part of this process. Dangerous junctions and sections of road will be reviewed at least annually and improved. Any changes will be subject to consultation with the local community.

B. To improve road user interaction, education and enforcement

Alongside a renewed focus and investment in cycling, there must be emphasis placed on considerate behaviour by **all** road users, including cyclists. There is a need to encourage all road users to show greater consideration for one another and share space in a safe and responsible manner, enabling safer integration and shared routes

rather than a blanket presumption for segregation. This will be achieved through training programmes, enforcement, education and campaigns targeted at both cyclists and non-cyclists. As more and more people are becoming 'multi modal' in their travel behaviour they should start to demonstrate a greater appreciation of one another's needs.

C. To facilitate bicycle ownership/access and parking

In Westminster, where space is at a premium, lack of secure bicycle storage and knowledge of how to maintain bicycles, can be an obstacle to ownership and to use. The Council will aim to improve bicycle storage at both ends of people's journeys through a range of solutions and partnership working. Ways of improving knowledge of basic bike maintenance will also be explored. Although not suitable for all types of trip or user, the Barclay's Cycle Hire scheme can also offer an attractive alternative or supplement to bike ownership and the Council will encourage its expansion to those areas not currently served and also increase its marketing to residents, workers and visitors.

D. To raise awareness and participation in cycling

The potential for an increased level of cycling in Westminster is significant. However, cycling is still often perceived as being the domain of young, white, middle class, lycra clad males. The Council would like to see cycling normalised with more people of all ages and backgrounds incorporating cycling into their every day journeys, whether this is to school, to work, to the shops or to meet friends. TfL has indicated that Westminster is already starting to demonstrate these characteristics through use of the Barclay's Cycle Hire

scheme, which is something that the Council would like to build upon. In addition to the delivery and promotion of the initiatives delivered through A-C above, potential cyclists will be equipped with the information they need to take up cycling, and activities planned that create and maintain enthusiasm for cycling. People will be engaged in an unthreatening way to encourage their involvement.

High level target - to achieve a 7% modal share for cycling by 2026, for trips originating in Westminster.

In the period 2009/10-2011/12 a total of 1,168,000 trips were made by Londoners that originated in Westminster on an average day. Of these, 3%, or 35,040 trips were made by bicycle. To achieve the Mayor's Vision of a 5% modal share for cycling, 58,400 trips by bicycle would need to be made (a 67% increase), based on the current number of overall trips being made¹². Although the overall number of trips by all modes will grow by 2026 due to population and employment growth, it is assumed that any new trips will be distributed at the same proportion as existing trips, so this is not factored into these calculations.

Looking at TfL's analysis of cycling potential up to an additional 205,767 trips originating in Westminster could currently be cycled. If all of these trips were to transfer, a 21% modal share for cycling would be achieved. However, this is considered to be highly unrealistic for the reasons set out in Chapter

3. To achieve a 5% modal share, 11% of these potential trips would need to be realised. For comparison, if a 10% modal share were the target (as requested by the London Assembly), this would equate to 116,800 trips by bicycle originating in Westminster. This would mean transferring roughly 40% of the potentially cycled trips to cycling. However, if a 7% modal share was the target (as proposed), this would equate to 81,760 trips by bicycle originating in Westminster and would mean transferring roughly 23% of the potentially cycled trips to cycling. This is considered to be an ambitious but realistic target. More detailed targets are set in the monitoring section in Chapter 7.

4.2 Resources

The Council will ensure effective use of all available resources. In addition to current expenditure on the public realm, which will ensure that streets are improved taking account of the needs of all road users and specific initiatives such as housing renewal masterplans, a proportion of the Council's LIP fund every year will be allocated to schemes that specifically deliver improvements for cyclists. The Council will also seek to maximise use of the funding expected to become available through the Mayor of London's Cycling Vision. The vision, objectives, actions and targets contained within this Cycling Strategy can only be fully delivered with Mayoral/TfL support and funding, which in turn will help to deliver the Mayor's Vision for Cycling. The Council will also work with our external partners to ensure that activity to support an increase in cycling is endorsed by their own plans and strategies and attracts their financial support.

5. Delivering change

This chapter is divided into four sections (A-D), based on the high level objectives that were set out in Chapter 4. It should be noted that each section contains reference to a number of Best Practice case studies which can be found in Appendix 4.

A – Creating safer and more legible routes

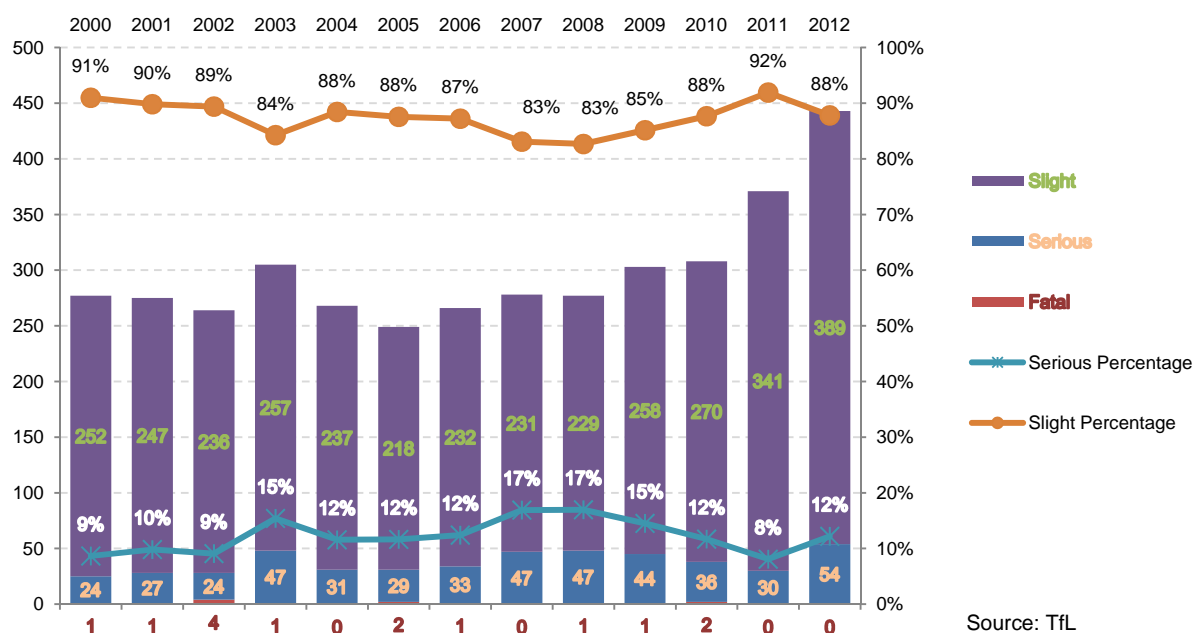
Cycling on Westminster's roads rose by around 150% between 2000-2012¹⁴. Further increases will be required to meet the targets being set as part of this Strategy and the Mayor's Vision for Cycling. Looking at the types of cycling trips made by Westminster residents: 62% were under 2km (ie under 10 minutes) and 92% were under 5km (ie under 30 minutes); 21% were made in the morning peak, 59% in the middle of the day (which is high compared to other boroughs) and 16% in the evening peak; 59% were for shopping/leisure and 33% were for work related purposes¹².

The map in Appendix 5 shows a ring of counter points around Westminster and the cycle flows passing these points in the AM and PM peak periods. This demonstrates that whilst much of the cycle traffic crossing the western and northern screenlines tends to be

fairly tidal (with heavy inbound flows in the AM peak and the reverse in the PM peak), the cycle flows passing over the River Thames bridges and between Westminster and the City of London are less so. In 2011, it is estimated that around 50,000 cyclists travelled inbound through this cordon between 6am and 10pm daily¹⁴.

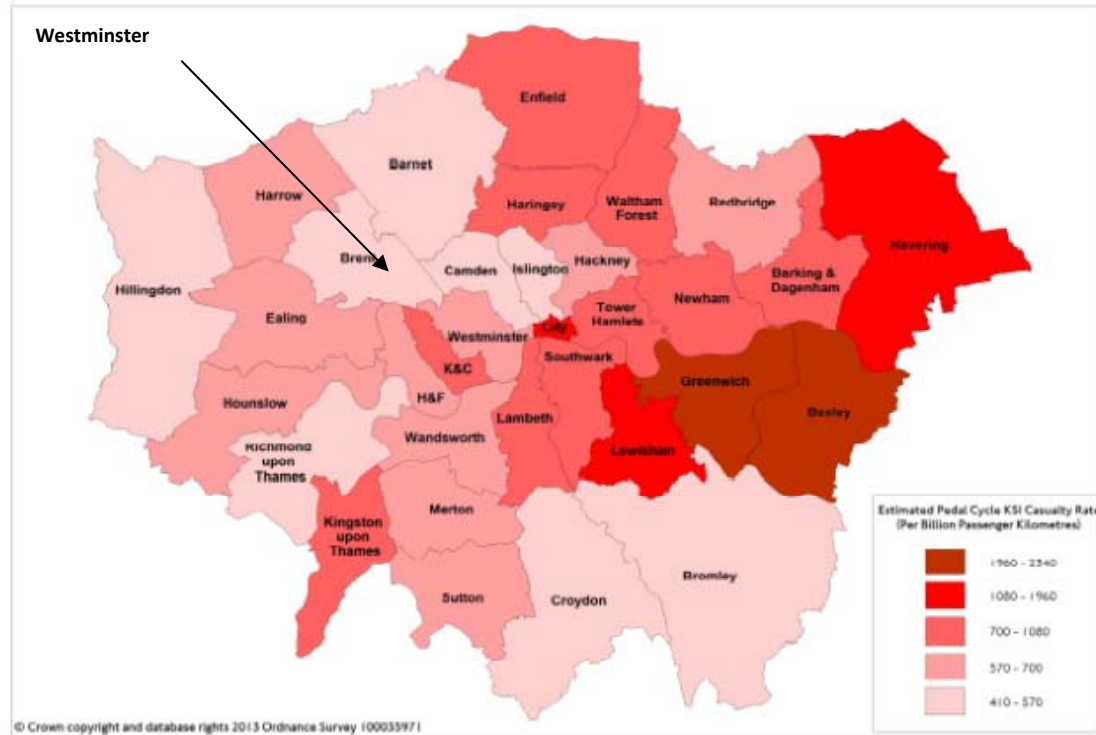
Figure 5.1 shows that in 2012 there were 54 cyclists killed or seriously injured (KSIs) and 389 cyclists with slight injuries in Westminster. The number of cyclists seriously injured has generally decreased over the last few years - until 2012 when there was an 80% increase over one year. This means that for the first time in six years, there has been an increase in the total number of cyclist KSIs in Westminster. Cyclists are making up a growing proportion of both KSI and slight casualties in Westminster (around a third of casualties in 2012). Since this data was compiled there have been two cyclist fatalities in Westminster, one in April 2013 on the corner of Victoria Street and Palace Street involving an HGV, and one in February 2014 on Regent Street involving a car. Prior to this there had been no cyclist fatalities in Westminster in almost three years. Since around 2008 there has also been a steady increase in the number of slight cyclist casualties.

Figure 5.1 – Cyclist casualties in Westminster by year



Source: TfL

Figure 5.2 – Estimated Pedal Cycle KSI casualty rate (per billion passenger kilometres)



Prepared by TfL for the Road Safety Action Plan, 2013

However, these figures need to be set in the context of the large increase in cycling seen over the last 10 years, with the rate of growth in cycling numbers far exceeding the increase in casualties. Although accident numbers in Westminster seem high, the actual casualty rate is lower compared to many other boroughs, as shown in Figure 5.2. A more detailed analysis of accident trends is shown in Appendix 6 and is discussed further in section 5B of the strategy, which sets out further actions around education and balanced enforcement that will also contribute to improving safety.

A Central London Cycle Grid

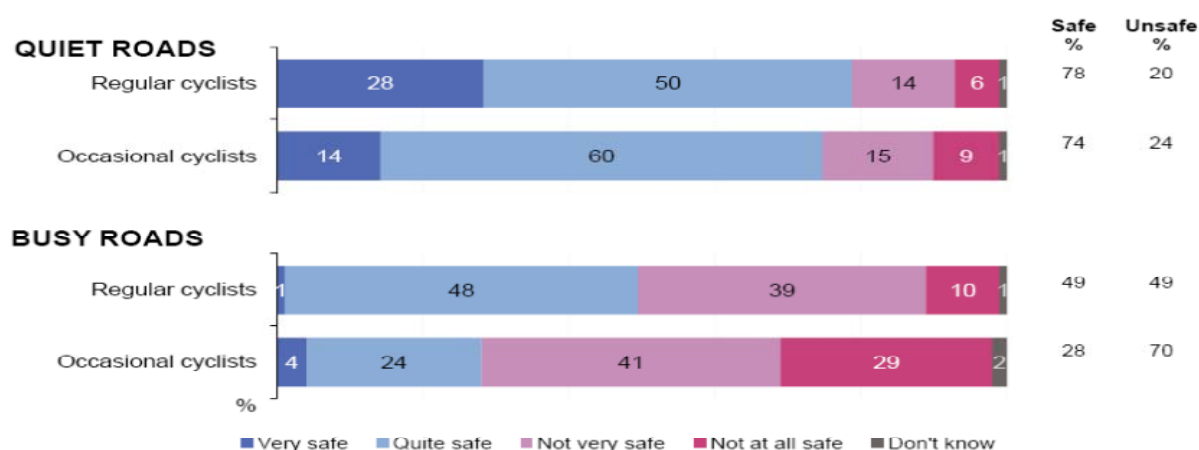
To help encourage further growth in cycle trips and reduce cycle casualties, major investment in Westminster's cycle network is needed. The aim will be for cyclists to feel safer and more confident that they can navigate its streets with ease. In partnership with the Mayor, TfL and neighbouring boroughs, the Council will seek to deliver these improvements through the implementation of a Central London Cycling Grid. This will be a network of direct, high-capacity, joined up cycle routes across the City. Two types of routes will form part of this Cycle Grid: 'Cycle Superhighways' and

'Quietways'. This approach recognises that cyclists of differing abilities have different preferences in terms of route choice. Figure 5.3 shows how cyclists feel about the comparative safety of quiet versus busier roads.

A map showing the proposed routes is shown in Figure 5.4 and a more detailed map can be found in Appendix 7. Given that Westminster will be at the heart of the proposed Cycle Grid, the Council's participation will be key to the success of the Mayor's Vision to encourage more people to cycle. It is acknowledged that delivering the Mayor's Vision to the desired levels of service is nonetheless likely to be a significant challenge for both TfL and the Council. All routes will be subject to further feasibility/design work and consultation. Sections of route will start being delivered from 2014 onwards, with a core network established by May 2016.

'**Cycle Superhighways (CS)**' are high capacity routes aimed predominantly at commuters and will be mostly on main roads. The Mayor has plans to improve the existing Barclays Cycle Superhighways on the TLRN, using higher standards closer to international best practice. There is currently one existing route (CS8) and three proposed

Figure 5.3 – Cyclists' perceptions of safety on quiet v busy roads (Attitudes towards Cycling, TfL, 2011)



routes in Westminster (CS E-W, CS5 and CS11). The East West Superhighway (CS E-W) will be a mostly segregated cycle route that eventually will stretch from the western suburbs, through Westminster and the City of London, to Canary Wharf and Barking. There are plans to re-route CS5 and CS11 from the TLRN onto quieter Westminster roads to help create safer routes for cyclists that lessen the impact on the strategic road network. TfL envisages that these routes will have peak hour journey times comparable to or quicker than their rail or car equivalents.

‘Quietways’ – will be less busy but reasonably direct routes linked to Superhighways. They will be aimed more towards less confident cyclists who are not comfortable cycling in busy traffic and are happy to cycle at a more relaxed pace. Each route will be designed as a whole, rather than on a piecemeal basis, with problematic areas tackled from the outset, even if delivery is in phases to complement other proposals.

Examples of physical measures on the Grid

A variety of physical measures will be delivered as part of the Cycle Grid in Westminster, with solutions tailored to take into account the particular characteristics, opportunities and constraints on a street. All route proposals will be designed in an holistic manner and improvements that tackle other issues and make improvements for other vulnerable road users, particularly pedestrians, will be incorporated wherever possible. The draft London Cycle Design Standards (see Appendix 1) will be taken into

consideration when designing the Cycle Grid routes. Some sample visualisations from current consultations are provided below to illustrate what the routes might look like.

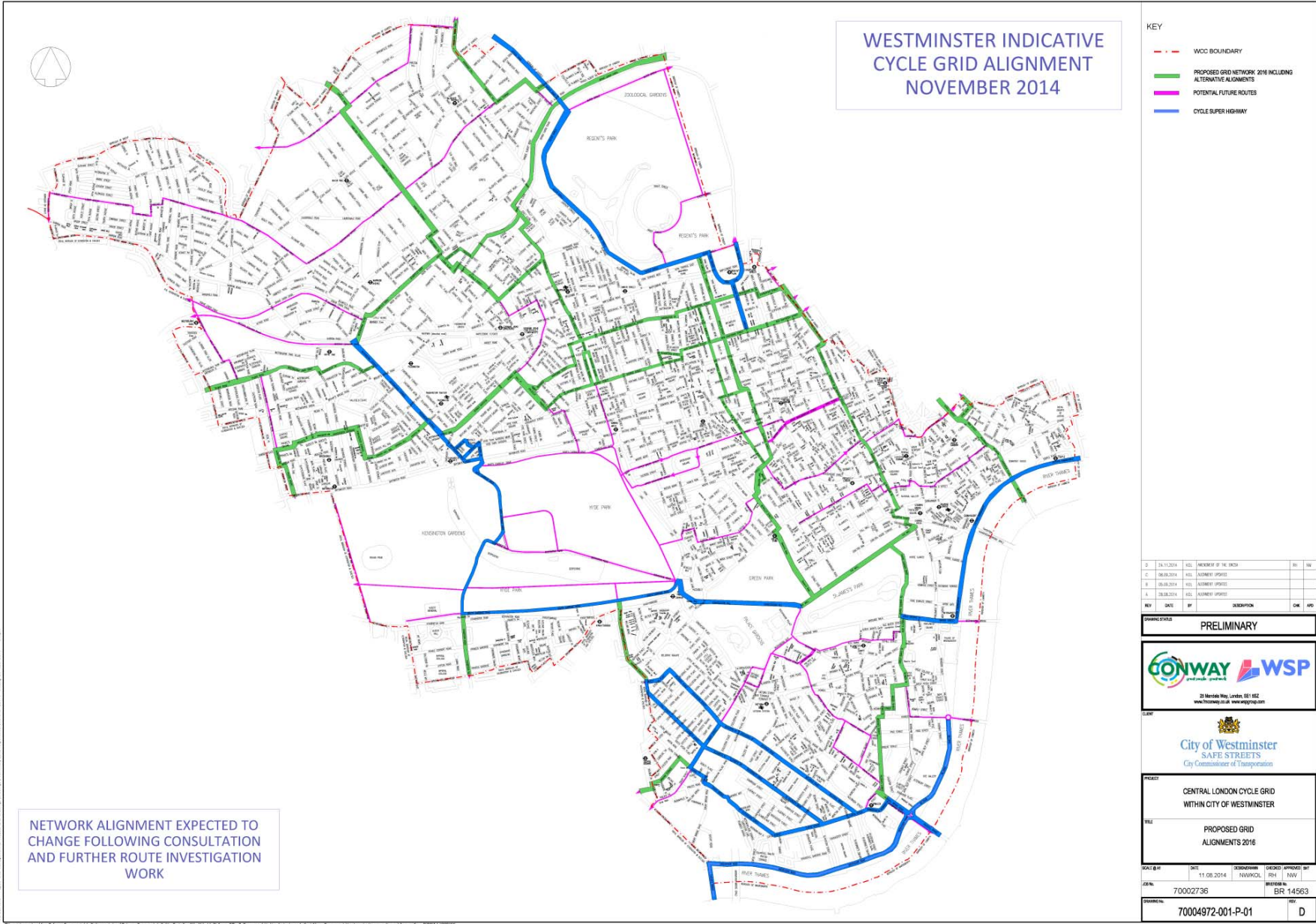
Low intervention - On many stretches of route no intervention (other than signage) will be required, for example, if it is already two-way and the street is considered to be sufficiently quiet and safe for less confident cyclists.



An important element of the Mayor's vision is the recognition that physical segregation or the provision of cycle lanes will not always be necessary, feasible or expected, particularly where there is significant pressure on footway, carriageway and kerbside space from competing demands. Nor does it ask boroughs to close routes to traffic or to remove parking unless there is a desire to do so from the local community and strong justification for doing so.

Medium intervention - There are some parts of Westminster's proposed cycle grid network that may not be on main roads, but that still

Figure 5.4 – Simplified Cycle Grid Network



have traffic flows and/or speeds that less confident cyclists may find intimidating. In these instances and where there is sufficient road width available, cycle lanes will be provided.

Similarly there are parts of the network that are currently one way for traffic. A key goal in the delivery of the Grid programme is to improve connectivity for cyclists, which means making existing streets join up better. A number of options will, therefore, be considered for making existing one way streets two-way for cyclists, whilst minimising the impact on other road users. Careful consideration must be given to servicing and delivery needs and to pedestrians who may not be expecting cycle traffic from both directions.



One way of providing an element of segregation for cyclists, whilst retaining parking/and or servicing is to provide a cycle lane between the footway and parking/loading bays. A hatched 'buffer zone' between the parking bays and cycle lane is provided to prevent doors being opened into the path of cyclists and to enable motorists and their passengers to get in and out of the vehicle safely. This type of arrangement was successfully implemented in Hanover Street (just off Regent Street) a few years ago – see Case Study 1 and photo above. This arrangement will not always be achievable if there is insufficient road width available. Alternatively, the cycle lane can be placed next to the traffic flow, but this offers less protection for cyclists.

High intervention - On some busier stretches of road, a higher level of intervention may be required, with fully segregated cycle lanes and/or improved junctions. Again,

consideration will need to be given to what kerbside access is required on a street (e.g. for buses or servicing), what the traffic impact will be and whether this can be accommodated.



The Council will seek to replicate, where practical, some of the types of improvements implemented in recent years to help improve connectivity and safety for cyclists. These include the implementation of contra-flows on Hanover Street in Mayfair (see Best Practice Case Study 1), Long Acre in Covent Garden and 'point no entry' facilities such as the one at Green Street, Mayfair, (whereby cyclists are permitted to make a turn that is banned to other traffic). Consideration will also be given to removing traffic signals, where safe to do so.

With the introduction of greater numbers of cycle contraflow facilities across London, pedestrians will need to become more accustomed to looking both ways before crossing the street, even if a street is one way for general traffic. Temporary signage, such as that used in the City of London (see photo below), will be used to alert pedestrians to any changes introduced. Cyclists will also need to use the cycle lanes considerably and take shared responsibility for looking out for pedestrians crossing the road who may not be aware of the cyclist's presence. This is particularly important in areas with high pedestrian footfalls, where cyclists should adjust their speed accordingly.



Other cycle route improvements

Although many cyclists may choose to use this carefully defined new network of Cycle Grid routes to help reach their destination, they should not feel confined to the network. The Council will, therefore, seek to implement other improvements for cyclists away from the network. This will include a review of links from the Cycle Grid to key destinations such as railways stations, shopping areas, leisure centres, schools and GPs.

Improvements such as the introduction of contraflow cycle routes will also be considered, where this does not impact on other kerbside activity such as loading/unloading or access to public transport and where such an option is deemed safe for all road users. Work to identify streets where this is feasible will be carried out in phases. This could be focused in areas of the city where the Council is keen to see greater uptake of cycling to help improve public health.

Members of the London Cycling Campaign have identified a number of improvements that they would like to see; the majority of which fall on the proposed Cycle Grid network or are suggestions for the conversion of one way streets to two way working so will be investigated as part of these projects.

In partnership with the Royal Parks, the Council will seek to improve access points to cycle routes in the Royal Parks from the highway, given their high use for leisure cycling, and will also seek to minimise conflict with pedestrians at these busy access points. The Council will also continue to work in partnership with the Canal and River Trust (CRT) on their Alternative Routes Project which seeks to find attractive alternative routes for cyclists that run parallel to the canal to each pressure on their network. These routes now form part of the Cycle Grid.

Safer junctions

TfL has been carrying out a 'Better Junctions' review of the most dangerous junctions on its network. Some arms of these junctions fall on Westminster's highway, and the Council will be working in partnership with TfL to develop appropriate solutions for each location. The locations within the City of Westminster that fall outside the remit of the East West Superhighway are:

- Marble Arch gyratory
- Great Portland Street gyratory
- Lambeth Bridge roundabout

Just as TfL is carrying out its Better Junctions Review for the TLRN, the Council also intends to review at least annually where accidents involving cyclists are taking place on Westminster's streets. This will be compared with data showing accidents involving other road users and appropriate solutions will be developed where feasible. Appendix 8 shows the location of all accidents where a cyclist was killed or seriously injured in the last three years (of available data). This highlights a number of clusters on Westminster's roads where there appear to be issues in need of further investigation. These are listed below (in no particular order) and it should be noted that some of these locations are at least partially on the TLRN:

- Trafalgar Square, Northumberland Avenue and Victoria Embankment (TLRN)
- Vauxhall Bridge Road / Drummond Gate junction (TLRN)
- Grosvenor Place (TLRN)
- Grosvenor Gardens (TLRN)
- Parliament Square
- Bayswater Road
- Strand / Aldwych junction
- Millbank (north of Horseferry Road)
- Great Western Road / Elkstone Road junction

Some of the above junctions fall on the Central London Cycling Grid so solutions will be developed for these as part of the wider scheme for that corridor. Where the locations fall outside of this process the Council will develop solutions separately.

When developing transport and public realm schemes the Council will seek to implement improvements for cyclists, without prejudicing future improvements to the public realm.

These could include Advanced Stop Lanes (ASLs) and feeder lanes; particularly where the cyclist has to make a right turn. The Council is currently seeking authorisation from the DfT to bring ASLs closer to the pedestrian stud line, to help overcome capacity concerns in relation to ASL implementation. The Council will also seek to remove even more guardrail unless there are strong pedestrian safety reasons for retaining it.

20mph schemes

The implementation of 20 mph zones and limits falls within the remit of the City Council, but will not be implemented as part of this strategy. In terms of cycle safety traffic speeds on Westminster's roads are often below 20 mph already, with the average speed being just 10mph and any benefit in terms of zoning may be minimal. Road users should be adjusting their speed according to the prevailing road conditions. In some locations the appropriate speed would be well below 20mph. There are also issues to be considered around enforcement and impact on the streetscape. To date there has been mixed evidence on the impact of 20 mph schemes. The City Council will continue to review any new evidence that is released but at present the City Council does not propose the introduction of any 20mph schemes.

Freight consolidation

Freight consolidation schemes, such as that run by the Crown Estate and Clipper Logistics for retailers on Regent Street, have helped to reduce the number of HGVs on London's Streets, with benefits for pedestrian and cycle safety, congestion and air quality. The Council will continue to work with landowners and businesses to promote freight consolidation schemes, including the use of fully registered cargo-cycles across the city.

Road maintenance and temporary diversions

The Council's highway maintenance policy is pedestrian and cyclist friendly and is based upon 'Well Maintained Highways – the Code

of Practice for Highways Maintenance Management' (2005). Carriageways and footways are inspected regularly to identify any safety defects. The frequency of inspection varies depending upon the route hierarchy. Response times and treatments also vary according to a risk register, which takes account of the location and severity of a defect. For instance, a crack running in the direction of cycle/traffic flow would trigger a quicker response time than one running from kerb to kerb. The Council will develop an appropriate maintenance regime to tackle any defects on cycle grid routes.

Where there are works taking place in the street to repair/ improve the road or the utilities underneath it, care is taken to ensure that the sites are safe for cyclists. The Council requires statutory undertakers to comply with the relevant parts of the 'Safety at Streetworks Code' which was published by the DfT alongside its own guidelines for different scenarios.

The Council is currently updating its Code of Construction Practice to include consideration of the cycle safety implications of major construction sites and what requirements can be placed upon developers/contractors through the planning process. In the meantime, the Council will be reviewing traffic management plans at all construction sites to ensure cycle safety is fully considered and addressed where feasible.

Section A - Summary of actions:

Action A1 – The Council will work with the Mayor's office, TfL and neighbouring authorities towards the implementation of a Central London Cycling Grid. A core network will be delivered by May 2016.

Action A2 – Outside this network, other improvements to enhance connectivity and safety will also be developed. This will include links from the Cycle Grid to key destinations such as railway stations, shopping areas and schools.

Action A3 – The Council will work in partnership with the Royal Parks to improve access points to cycle routes in the Royal Parks from the highway, whilst being aware of

the need to limit conflict between pedestrians and cyclists.

Action A4 – The Council will work in partnership with TfL as part of their Better Junctions Review to make improvements for cyclists and other road users.

Action A5 – Junctions and stretches of road on Westminster's highway network where there have been a high number of cyclist casualties will be identified at least on an annual basis and reviewed with a view to developing solutions where this would help to prevent future accidents.

Action A6 – The needs of cyclists will continue to be taken into account in the design of all transport and public realm schemes. Features that benefit cyclists will be integrated where feasible.

Action A7 – The Council will continue to keep the evidence in relation to 20 mph zones under review, however at present does not propose their introduction.

Action A8 – The Council will support the use of freight consolidation, including cargo cycles, as a way of reducing and managing levels of LGV and HGV traffic on Westminster's roads, and therefore improving cycle safety.

Action A9 – The Council will develop an appropriate maintenance regime to tackle any defects on Cycle Grid routes. Where road works are necessary, care will be taken to ensure that these sites and any diversions are safe for cyclists.

Action A10 – The Council will update its Code of Construction Practice to include cycle safety considerations.

B – Improving Road User Interaction, Education and Enforcement

Whilst some accidents may be prevented through improved junction and road design, it must be recognised that accidents are primarily caused by the way that cyclists and other road users interact with each other and many could be avoided by improved road user behaviour and caution. This is an important

point given the limited road space and competing demands which mean that the ability to physically segregate cyclists on the majority of Westminster's roads is limited.

The accident analysis detailed in Appendix 6, which specifically relates to accidents in Westminster has highlighted the following:

- 74% of cyclists killed or seriously injured (KSI) in the last 3 years were male, which is higher than the general proportion of male cyclists on the roads. This may reflect riskier behaviour by or towards male cyclists, or it could indicate that women may be more comfortable using quieter but less direct routes which put them at less risk.
- Over the last 3 years, 47% of cyclist KSIs were involved in accidents with cars, 19% with LGVs, 15% with taxis, 11% with buses or coaches and 3% with HGVs. This is roughly in proportion with the average traffic composition on Westminster's roads, although there are very slightly higher proportions of buses/coaches, HGVs and LGVs involved. For slight accidents, cars and taxis are involved in a higher proportion of these accidents (74%), with other modes having a lower share compared to KSIs, perhaps reflecting that the larger the vehicle involved, the more serious the casualty tends to be.
- 21% of cyclist KSIs in the last 12 months were Westminster residents which is proportionally high, a further 15% were from other central London boroughs, 28% were from other inner London boroughs, 21% were from outer London boroughs and 9% from outside London.
- An analysis of contributory factors of KSIs shows that in the last 12 months (for which a more detailed analysis has been undertaken), the most common contributory factors were attributable to the driver in 66% of factors listed, to the cyclist in 23% of factors listed, and both groups (or unknown) in 11% of factors. The most common contributory factors were drivers failing to look properly (18%), the driver being careless /reckless or in a hurry (14%), drivers failing to judge the

cyclist's path or speed (11%), and drivers passing too close to the cyclist (9%).

- There were 141 accidents between pedestrians and cyclists in the last 36 months. These numbers have been steadily increasing each year, with the corresponding increases in numbers of people walking and cycling. Looking at the analysis of common contributory factors, 45% of factors were attributable to the pedestrian involved, and 27% to the cyclist. The most common reasons attributable to the pedestrian were the pedestrian failing to look properly (17%) and the pedestrian failing to judge the vehicles path or speed (12%). For the cyclist it is failing to look properly (7%), and failing to judge the pedestrian's path or speed (7%). 4% were attributable to the cyclist disobeying signals.

(It should be noted when discussing contributory factors that there may be up to six contributory factors listed per accident. The above percentages are out of the total number of contributory factors listed.)

This highlights that there is a need for greater levels of awareness amongst all road users. Although TfL aim to encourage all road users to safely share the road, this remains an issue and more work focused on individual user groups is needed to help foster mutual respect on Westminster's streets.

City Cycling Courses

For a number of years the Council has offered free cycle courses to anyone living, working or studying in Westminster. These courses are aimed at varying levels of proficiency from someone who has never ridden a bike before to someone who simply wants to gain greater confidence in riding on busier roads. The courses teach cyclists how to avoid some of the most common causes of accidents, such as leaving a sufficient gap between rows of cars (to protect against car doors opening), or not undertaking larger vehicles.

City cycling courses also help to reinforce messages around positive cyclist conduct – for instance, encouraging cyclists not to ride on the pavement, through red lights or with headphones on. This makes it safer for cyclists and also other road users, particularly

pedestrians who are more vulnerable. If cyclists are encouraged to adhere to the rules of the road, this will also help them to be perceived more positively by other road users and to encourage mutual respect and courtesy. Cyclists also need to be aware that pedestrians and motorists will not always be aware of or anticipating their presence, and that they need to play their part in ensuring that they are well seen and heard (for instance through maintaining a prominent position in the road and using a bell to warn pedestrians of their presence, particularly blind and partially sighted users).

Westminster uses a 'Bikeability' accredited trainer, 'Cycle Confident', to deliver cycle training, to the following levels:

- **Level 1** Bikeability training - cyclists learn to control and master their bike. The training takes place in an environment away from cars or traffic – usually in a playground or closed car park.
- **Level 2** Bikeability training - cyclists will get out on the roads. Level 2 gives cyclists a real cycling experience so that they are able to deal with traffic on short journeys.
- **Level 3** Bikeability training - cyclists learn the skills to tackle a wider variety of traffic conditions than on Level 2. When a cyclist reaches Level 3 standard they will be able to deal with all types of road conditions and more challenging traffic situations.

Courses can be undertaken either on a one to one basis or in groups (the latter for lower levels of bikeability training only). Different people have varying preferences in terms of group training versus one to one, which Cycle Confident is able to accommodate. Trainees progress through the levels at different rates so training needs differ, and not all want to progress to Level 3 as they may prefer quieter routes. 1:1 courses can be tailored to cover a regular route that the participant might want to take – for instance to work or to the shops. Schools receive cycle training through their School Travel Plans.

In 2011/12, Westminster provided cycle training to over 1,100 adults and children (see Case Study 2). Of the adults trained in recent years, 60% have been Westminster residents and 30% worked in Westminster. Around 75%

have been female and 25% male, with almost 50% in the 21-35 age group. 78% of the people who responded to the Council's cycling strategy consultation said that they had never undertaken any training. Cycle training programmes are also offered free of charge to any school in Westminster that requests it. Across London, of those who have not attended cycle training provided by a local authority, only 23% are aware that their local authority offers cycle training for adults¹¹. So not only is there a need to raise general awareness of the programme, but also to consider how to target certain market segments for cycle training, based on the accident statistics. For instance, ways of encouraging more men to take up training need to be developed and the council has rebranded its training programme to 'City Cycling Courses'. Greater take-up by Westminster residents who cycle is also needed and this will be promoted. A series of safety tips and pointers will also be provided on the Council's website as part of a wider review of these pages (see section D).

Driver training

Attitudes towards cyclists have not changed substantially in the last three years, with, 46% of non-cyclists questioned considering cyclists to be dangerous¹¹. There is also a lack of understanding amongst some drivers about why cyclists sometimes behave the way they do. For instance why in certain scenarios cyclists are taught to take a prominent position in the road, sometimes cycling in pairs, or away from car doors, or how they may need to swerve to avoid potholes in the road. Too many drivers still encroach into Advanced Stop Lines, or drive through red lights as they are changing, which can make cyclists feel more at risk and defensive. Some drivers are also too aggressive in their driving style and will attempt to pass cyclists too close or when it is unsafe to do so. This frustration can often originate from a lack of appreciation of what it is like to cycle in central London and can be fuelled by poor cyclist conduct.

As more people become increasingly multi-modal (i.e. choosing their mode of transport each day to suit the trip purpose, chopping and changing between walking, cycling, taking the bus/tube or driving), it is hoped that

different road users will have a greater appreciation of each other's behaviour and frustrations, and will address this accordingly. Notwithstanding this, there will always be a proportion of drivers who have no reason, desire or intention to take up cycling. Reaching these motorists and encouraging them to appreciate the relative vulnerability and movements of cyclists can be challenging. Driver training programmes such as those organised through the Freight Operator Recognition Scheme (FORS) can assist in these circumstances.

Westminster currently benefits from TfL funding to provide a certain number of places on Safer Urban Driving (SUD) courses for HGV drivers. This is in recognition that across London HGVs are disproportionately involved in accidents with cyclists. However, in Westminster buses, coaches and LGVs are involved in a slightly higher proportion of serious cycle accidents, and taxi and car drivers in slight accidents. The Council will therefore look at ways of working with TfL to extend driver training to other driver groups, an action which is included in the draft TfL Cycle Safety Action Plan.

Safer Lorries and Council contracts

TfL and The London Cycling Campaign (LCC) have been encouraging local authorities to ensure that the vehicle fleet operated on or behalf of the Council meets best practice guidelines, i.e. that they are Bronze members of FORS, that vehicles are fitted with the appropriate safety equipment and that drivers have received practical cycle safety awareness training and have their licences checked on a regular basis. The Council will commit to incorporating these conditions into all new or renewed Council contracts that involve the operation of vehicles within Westminster, starting with the highways and transportation contract re-lets, which came into operation in April 2014 (see Appendix 9 for the conditions that were incorporated). The Council will also work with existing contractors to help them meet these standards. The Council will also support TfL's London Safer Lorries Scheme, which will require all HGVs operating within London to be fitted with appropriate safety equipment to help improve cycle safety.

Enforcement and campaigns

The Metropolitan Police regularly enforces against both cyclists and motorists who break traffic rules. It is recognised that enforcement should be even handed against any road user who breaks the rules. For instance, in November 2013, the Metropolitan Police ran Operation Safeway following a spate of cyclist fatalities. Officers were stationed at a range of locations across London, with fines handed out to cyclists jumping red lights or cycling on footways and to motorists caught on their mobile phones encroaching into Advanced Stop boxes whilst driving (see Case Study 3). The Council will lobby the Police and TfL (through the Cycle Task Force) to dedicate increased resources to enforcement activities and publicity such as this.

A tool is available on the Metropolitan Police website that allows road users to report locations where poor road user conduct has been observed and this will be promoted on the Council's website. Ward Members who choose to nominate anti social cycling or road use as one of their Ward priorities will also encourage police resources to be put towards tackling this.

TfL's Cycle Task Force run regular 'Exchanging Places' events which involve enforcing against both motorists and cyclists. Those caught are offered the opportunity to receive a cycle safety briefing and to sit in the cab of an HGV to appreciate its blind spots, instead of paying the fine. When these events have been run in the past, for instance at Trafalgar Square, around 90% of cyclists opted to attend the safety briefing.

The Council will develop a communications plan in conjunction with TfL and neighbouring boroughs, setting out key road safety messages to be delivered cohesively to different road user groups. A key aim will be to encourage people to look out for one another and share the road safely and considerately, whatever their mode. A range of more specific issues will also be highlighted such as the vulnerability of pedestrians (including blind and partially sighted people), the need for motorists to respect ASLs, the reasons why cyclists take a primary road position and the dangers of wearing headphones whilst cycling (see Best Practice

Case Study 4). Low cost initiatives such as the 'Light Angels' scheme run by Kensington and Chelsea will also be explored, which provides free bike lights to cyclists spotted without lights.

Lobbying activities

There are certain actions that could improve cycle safety that fall outside of the remit of the Council. However, the Council will lobby TfL and central government on a range of issues such as the fitting of improved equipment to HGVs, trialling innovative new cycling infrastructure, integrating cycle training into the national curriculum and reviewing driving test components to include on cycle training

Section B – Summary of Actions:

Action B1 – Free cycle training will continue to be offered to any adult who lives, works or studies in Westminster and will be promoted.

Action B2 – Free City Cycling Courses will be promoted to Westminster schools and offered to any pupil, teacher or parent requesting it.

Action B3 – Cycle training will be targeted at groups involved in higher proportions of accidents, such as young men and Westminster residents, and will promote consideration for pedestrians and other road users.

Action B4 – The Council will continue to work with TfL to deliver driver training programmes, aimed at HGV and LGV drivers, with a practical on-cycle training element.

Action B5 – When renewing Council contracts that involve the use of vehicles in Westminster, the Council will only use contractors who have the appropriate equipment fitted to their HGVs and whose drivers have been trained in Safer Urban Driving, including a practical on-cycle element. The Council will also support the TfL led Safer Lorries Scheme for London.

Action B6 - The Council will lobby the Police and TfL (through the Cycle Task Force) to dedicate increased resources to enforcement activities and publicity on this.

Action B7 – The Council will work with TfL and neighbouring boroughs to develop a

series of campaigns aimed at encouraging people to look out for one another and to share the road safely and considerately, whatever their mode.

C – Facilitating bicycle ownership/access and parking

40 % of Londoners now have access to a bicycle within their household¹¹. However, in Westminster this figure is closer to 25%⁴. If residents do not have secure and easily accessible storage at either end of their journey, this can act as a deterrent to bicycle ownership and hence to cycling. A lack of appropriate facilities at home, work or generally on-street can also result in cyclists locking their bikes to railings, lamp columns or other street furniture. This can act as a further obstruction to other users, particularly pedestrians, if they are parked inconsiderately or insecurely. Bicycles locked to street furniture are unsightly, can be more at risk from theft and can cause an obstruction if they are not secured properly and are knocked over.

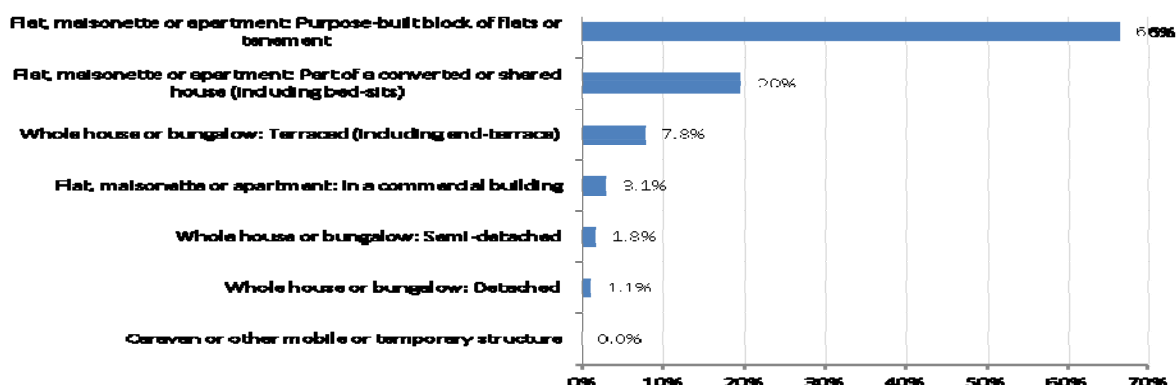
Improving storage at home

Figure 5.5 shows that a high proportion (89%) of Westminster's residents live in flats, apartments or maisonettes compared to a London average of 52%⁷. This instantly

presents a problem for bike storage and ownership, unless residents have access to communal cycle storage areas, for instance if they live in more recently built flats where the Council has required the developer to install these facilities. The Council currently requires developers to provide 1 cycle parking space per unit and during 2013/14 alone, 6,248 cycle parking spaces were permitted in new residential developments.

Some residents may have shared outdoor or other communal space (for instance in basements) that could potentially be suitable for the installation of cycle parking. The Council has recently installed secure cycle parking in some of the City West Homes' estates (see Best Practice Case Study 5). This could be extended to other estates and would benefit some of the 18% of tenants renting from the Council. Although the Council has no budget to fund the installation of private cycle parking for residents, it can help by providing information on how to identify suitable space internally/externally, advice on getting the agreement from the other building occupants and approaching the freeholder or landlord, and then recommending suitable suppliers. A toolkit could be put together for this. Opportunities for provision in car parks could also be explored and incentives offered if there is the budget available.

Figure 5.5 – Type of residences occupied by Westminster households



Source: 2011 census

For those residents who do not have suitable off-street storage space for their bikes, there may be opportunities to find on-street

solutions. Residents may be reluctant to leave their bikes locked to the standard 'Sheffield' type stands overnight and be looking for a

more secure solution. Lambeth and a number of other Council's have started to install 'cycle hangers' on their streets (see Best Practice Case Study 6). Two bike hangers accommodating twelve bicycles in total can fit into a single car parking bay, meaning that if residents swap from car to bike use, there is potential for the scheme to help ease car parking pressure.

Data collected by the Council's Parking Service shows a continued decrease in the number of resident car parking permits issued over the last five years; from 51,308 in 2007 to 36,464 in 2013. This compares to around 33,000 on-street residents parking bays, meaning that demand for residents' parking bays should have eased considerably over this period, although there is still an undersupply overall. The table in Appendix 11 shows how levels of supply and demand for residents parking varies across different areas of Westminster.

Under the Strategy an initial trial is planned in order to test the viability and security of cycle hangars in two areas. These would be on or near estates where there are likely to be impediments for residents to find secure bike parking solutions and ideally one trial in the north and one in the south of Westminster. A clear process would be established to respond to requests from Westminster residents who wish to apply for secure cycle parking. This would include checking that there is sufficient demand from a group of residents within close proximity, that the impact on the townscape is acceptable, that the proposed reallocation of any parking space does not place unacceptable pressure on residents' car parking, based on available occupancy information and giving priority to residents making a transport modal change.

Any on-street cycle hangars would require Traffic Regulation Orders and would therefore be subject to consultation with frontages and other stakeholders. This process would encourage local stakeholders to consider the allocation of space in their streets and could build upon work done in other boroughs as part of the DIY Streets project (see Best Practice Case Study 7) where space has also been reallocated to

other uses such as standard cycle parking, car club bays and tree planting.

Workplace cycle parking and associated facilities

The implementation of the Council's cycle parking standards in new commercial developments mean that more and more premises are being equipped with off-street cycle parking for their employees along with showers and locker facilities (see Appendix 1). In 2011/12, 2,803 cycle parking spaces were permitted as part of planning applications. However, many workplaces are in converted and/or listed buildings which have space constraints and limitations which mean that the provision of easily accessible cycle parking can be challenging. Incentives for employers to provide these facilities outside the development management process are therefore required. Business engagement programmes can help to raise awareness of the demand amongst employees for cycle parking. Off-street cycle parking, shower and locker facilities run by companies such as H2 Clubs are also well used (see Best Practice Case Study 8). There are other sites and opportunities to extend this concept to other areas of the City, with the Council or TfL pump priming the initial investment outlay.

School cycle parking

As shown in Figure 2.4, there is the potential for more journeys to be made by bike to school. However, finding the space for cycle parking provision can be problematic, especially when some schools are even struggling for playground space. Through the school travel planning process (further details in section D), the Council will seek to evaluate on-site provision. Where space is available, stands will be implemented. Where there is insufficient space, on-street solutions will be investigated. Generally less provision will be required in primary schools as the catchments tend to be smaller and a greater proportion of pupils walk to school. The greatest provision is therefore likely to be required in secondary schools where children travel from a wider catchment area and there is greater potential for shift away from bus and car use. However, achieving this change can be challenging as secondary school pupils are offered free travel

to school by bus and a 50% discount for tube travel.

On street cycle parking

The data in Chapter 3 shows that many potentially cyclable trips are for shopping and leisure purposes. As part of the Council's shopping centre 'health checks', cycle parking audits of the West End and Civic Street areas have been undertaken to gauge current demand for on-street cycle parking facilities. Where there is insufficient cycle parking, new locations will be sought either on the footway if space and pedestrian flows permit or on carriageway where parking stress is not too great. The Council will also look at other key trip attractors across Westminster such as leisure centres, libraries and health centres and seek to provide appropriate levels of cycle parking at each of these.

All on-street cycle parking will be assessed and implemented on a case by case basis, in line with the guidance set out in the Westminster Way, which seeks to maintain sufficient pedestrian clearways. Where there is insufficient space for standard Sheffield stands, alternative solutions such as Cyclehoops will be used (see Best Practice Case Study 9).

Each of the four terminal (or National Rail) railway stations in Westminster have a limited amount of cycle parking on the platforms and/or outside the station. Although space is limited, the Council will work with Network Rail to identify opportunities to improve cycle parking within and near stations.

The Council already has a cycle parking locator on its website to help cyclists find suitable places to park their bikes. This data will be made available to third party app developers, as has been done with Living Map (see Best Practice Case Study 10).

Improved security

Another concern that comes with bike ownership is potential theft, particularly when bikes are parked on-street. The Metropolitan Police offer a range of advice to cyclists to help prevent bike theft, ranging from recommendations on the type of lock to buy, to how to lock your bike correctly, to

encouraging people to sign up to a bike marking scheme. They also identify bike theft hotspots by regularly re-evaluating data on a fortnightly basis and target these areas for patrols, bike marking and education events amongst cyclists. The Council will help the Police to share this advice with cyclists and to promote bike marking events. Through improved cycle stand provision, it is anticipated that cyclists will also be encouraged to park their bikes more securely. The Police recommend locating cycle stands in areas with high natural surveillance. However, care needs to be taken to ensure that stands don't obstruct pedestrians. The Council will encourage TfL and the Police to dedicate increased resources to tackling bike theft.

Bike loan projects

For many people buying a bike can be an expensive and daunting process, particularly for those new to cycling who may not be certain that cycling is definitely for them. Although Barclays Cycle Hire offers people a good way of trying out cycling, the experience is quite different as the bikes are much heavier than a standard road bike. Initiatives run in other boroughs allow residents to try out a bike for a fixed period of time (e.g. one month), before they then have the option of buying that same bike or a newer version. One such initiative is currently run by the London Cycling Campaign (LCC) (see Case Study 11). It is proposed that the Council trials a scheme, like the one run by LCC, in a number of pilot areas. This could be focused on areas of lower income where residents may struggle to justify the initial cost of a bike before knowing whether it is something that they will use regularly. Various options for payment can then be offered, for instance through the LCC scheme or via their employers Cycle to Work scheme if this is available or appropriate.

Abandoned bicycles

Abandoned bicycles found parked in the Council's on street cycle parking stands are regularly removed by the Council's Street Management Service to free up space for others. These bicycles are identified as being potentially abandoned through regular patrols undertaken by street wardens or complaints

received from members of the public. Bicycles that are thought to be abandoned are tagged, with a notice advising that removal will take place in 48 hours if the bicycle is still there. If no action is taken by this time, the bicycle is then removed and kept in storage for six months, after which it is disposed of. During 2012, 409 bicycles and 116 locks were identified as being abandoned and were removed from the streets. Following removal, just three bikes were reclaimed by their owners and around 30% of the bikes removed were refurbished and donated to charities, schools or other projects. The Council will review the process by which these bicycles are reused to see if there is scope for others uses, e.g. teaching young people how to repair bikes and incorporating them into a potential bike loan scheme (see the section on Bike loan projects above).

Safety checks/Maintenance

Bike maintenance is an important part of keeping a bike roadworthy and safe. Yet many people do not know how to undertake basic maintenance checks and repairs. In previous years, the Council has run on-street cycle safety checks, where cyclists are able to stop and have their bike checked which have proved very popular, with over 700 checks run as part of the Cycle Superhighways complementary measures programme for Route 8. The Council has also run maintenance classes, where a group of people are given instructions on how to fix common bike problems, often saving the need to take it to a bike mechanic. This will also help people to get bicycles that they may have in storage back on the road. It is proposed that both these activities are re-established, with cycle safety checks organised at points along heavily used cycle routes and regular maintenance classes run, with the cost for each participant subsidised by the Council. The Council will also trial the installation of bike pumps on the street and promote the locations of any repair facilities/shops on any apps that are developed with the Council.

Barclays Cycle hire

Since its introduction in July 2010, Barclays Cycle Hire has grown to provide over 10,000 bicycles at over 700 docking stations. Westminster sits at the heart of the scheme

and played a central partnership role with TfL in developing the scheme, with more docking stations than any other borough.

Awareness of the Cycle Hire scheme is already high amongst London residents, with 82% being aware of it¹¹. There are two ways to use the scheme: either to pre register and become a scheme member with the bikes accessed via a membership key; or casual use where users can purchase access with a credit or debit card at the docking station. Either way, the user purchases daily, weekly or annual access, and then pays a separate fee per journey, unless it is under 30 minutes in which case the journey is free.

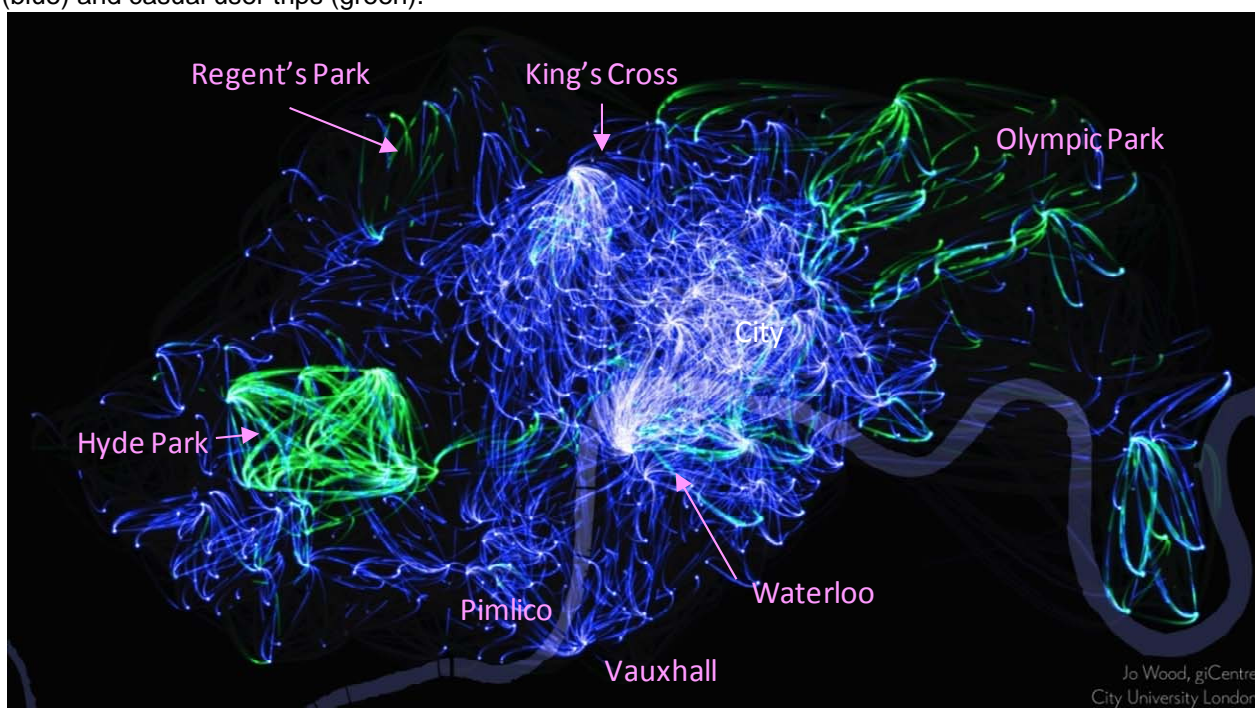
Thanks to the Barclay's Cycle Hire scheme, bike ownership is no longer a pre-requisite for cycling in central London. It has allowed people to see how they feel about cycling before they choose whether to buy a bike. Some cyclists will feel that these bikes meet their needs, whilst others will prefer to buy a bike, if perhaps they want to travel outside of the cycle hire zone or would prefer a lighter and faster bike that is guaranteed to be available to them wherever they choose to take it. For instance, cycle hire bikes tend not to be as suitable for commuting purposes due to the pressures this puts on the system at certain locations (such as near train stations and in the City), during morning and evening peaks, with consequences for the availability of bikes. TfL's latest customer research in December 2012 found that 49% of members started cycling in London as a direct result of the scheme and a further 28% are cycling more. The scheme has, therefore, had a huge impact on encouraging non-cyclists to cycle. Amongst casual members the figure is even higher, with 62% of those questioned saying that the scheme had prompted them to start cycling in London.

Research has shown that there are very different patterns between the usage groups, with members more likely to be using the scheme for commuting purposes and casual users for leisure purposes or on weekends. A priority for TfL is to encourage more casual users to become scheme members, as the customer experience is more positive in terms of hiring the bike.

Research from City University London has revealed patterns around trip usage. The map in Figure 5.6 below shows the most frequently made trips by cycle hire bike, those in blue are scheme members and those in green are casual users. This shows that dominant movements by members are between Waterloo Station and the City, between Kings Cross Station and various destinations in Westminster, and to/from other mainline stations. Casual use is most commonly focused on trips around Hyde Park, Regents Park and between Hyde Park and the West End, via Constitution Hill. Stations that are popular with men are not the same ones that are popular with women. Stations popular with men tend to be those associated with commuting behaviour near mainline train stations and the City. Whereas those popular with women tend to be much more evenly distributed, but the Royal Parks feature prominently.

TfL has advised that after its first year of operation over 15,000 Westminster residents (around 8% of those over the age of 16) had become members but on average only 54% were actively using the scheme. Of all active members living in inner London, 20% of these live in Westminster. Westminster residents are less likely to be using it for commuting purposes and more likely to be using it on the weekends and at times spread throughout the day. There are also a slightly higher than average proportion of female Westminster residents using the scheme compared to those from other boroughs. TfL would like to replicate the usage patterns of Westminster's residents across London. With this in mind, TfL's marketing will be seeking to encourage more women to use the scheme, more usage outside of the commuting peaks and more usage by tourists. The Council will support this.

Figure 5.6 – Frequently made trips by cycle hire bike up to February 2013, separated into member trips (blue) and casual user trips (green).



Source: Jo Wood, City University London - using TfL cycle hire usage data

TfL is currently working on the next phase of expansion which will see some intensification within Westminster. The Council has also encouraged TfL to expand the scheme into the rest of the City, given the high number of potential cycling trips identified in this area and will continue to press TfL on this. The Council encourages anyone with ideas for potential locations for new cycle hire docking stations or standard cycle stands to submit these to the Council.

Section C – Summary of actions:

Action C1 – The Council will work with City West Homes to install more secure cycle parking facilities in the Council's housing estates.

Action C2 – A toolkit will be put together for those living in privately owned or rented flats to help get cycle parking installed in their premises. Incentive schemes will also be considered.

Action C3 – The Council will gauge interest from residents in having access to a cycle hangar, and if there is demand, trial these on-street subject to certain criteria being met.

Action C4 – Partnership working with Westminster businesses will encourage them to install cycle parking for employees within their buildings, possibly through the use of incentive schemes.

Action C5 – The Council will collaborate with companies such as H2 Clubs who wish to set up public off street secure cycle parking facilities in areas of high cycle parking demand.

Action C6 – School sites will be evaluated to investigate the feasibility of cycle parking provision, on site in the first instance, or otherwise on street in the vicinity of the school.

Action C7 – Cycle parking audits of the West End, District Shopping Centres and other key destinations such as leisure centres, libraries, health centres and universities will be carried out. Locations for further stands will be sought

and implemented in areas of high demand, or new stands where none currently exist.

Action C8 - The Council will work with Network Rail to identify opportunities to improve cycle parking at and near these stations.

Action C9 – Cycle parking data will be offered for use by third party app developers.

Action C10 – Abandoned bicycles will be removed by the Council to free up space for others. The process by which these bicycles are refurbished and reused will be reviewed.

Action C11 - The Council will help the Met Police to promote cycle security advice and bike marking events in order to help cut bike theft. The Council will encourage the police to dedicate increased resources to tackling bike theft.

Action C12 – A bike loan scheme will be trialled in a number of pilot areas of Westminster.

Action C13 – On street cycle safety checks will be run by the Council and cycle maintenance classes organised. The installation of on street bike pumps will be trialled and the locations of repair facilities or shops highlighted on apps that are developed.

Action C14 – TfL will be encouraged to expand the cycle hire area to cover the rest of Westminster, given the potential for cycling trips in this area.

D – Raising awareness and participation in cycling

It is clear that an increasing number of residents and visitors are choosing to cycle - whether it is to work, school or for leisure trips. However, they still tend to be atypical of the population as a whole; frequent cyclists tend to be predominantly white, professional men aged 25 to 44¹³. The proportion of women involved in cycling has been said to reflect a city's 'maturity' in terms of take up of cycling. In cities with high levels of cycling, the gender mix tends to be closer to a 50/50 split. There are some indications that this situation

is changing in Westminster and this section sets out how the Council will communicate this Strategy to Westminster's residents, workers and visitors, in order to increase the number and diversity of people cycling.

Thought needs to be given to how to encourage non cyclists, particularly those from groups who are under-represented to take up cycling or to cycle more frequently. Implementing the actions in sections A-C of this Strategy will help but the Council also has a role to play in encouraging those who are thinking about taking their first steps into cycling or up to the next level.

Most non-cyclists (61%) are 'pre-primed' against the idea of taking up cycling (i.e. they 'would not consider it', 'have never thought about it', or 'have given it thought but are not going to do it'). Just over a quarter (27%) are 'primed' to take up cycling (meaning they are 'thinking about it', 'have decided to do it' or 'were doing this but couldn't stick to it'). Converting those that are 'primed' is therefore likely to be easier than those that are 'pre-primed'. However, there are also other more encouraging results – 55% of Londoners say that 'cycling is something for everyone'. There has also been a rise in the percentage of people saying that cycling is a method of transport they would like to be seen using from 51% in 2007 to 61% in 2010¹¹.

There are two schools of thought in relation to encouraging people to cycle. The first suggests that agencies should put resources into targeting people from 'primed' groups (the groups at the top of the chart in Table 3 who may only need a gentle push to take up cycling) as this way agencies get a greater return for their investment. In Westminster, in theory, this relates to a large percentage of the resident population given the segmentation analysis carried out by TfL. However, Westminster is a place of contrast – these groups do not tend to be the same people that would benefit the most in health and economic terms from taking up cycling, based on the health and deprivation indicators presented in Chapter 2. Each group is likely to require a different approach as each will have different motivational factors and barriers and the Council will seek to strike a balance in reaching each of these groups.

Improving information available to those considering taking up cycling

The Council's cycling webpages will be transformed, to act as an easily navigable resource for anyone thinking about taking up cycling, with practical advice and support at every step. The toolkit in Table 5.2 will be used to promote cycling to a range of user groups, as described below, with some elements emphasised more than others depending on the target audience. A social media strategy will be developed alongside this to maximise use of social media channels to promote different messages. This could follow a similar approach to those trialled by others, such as Kensington and Chelsea's 'Bikeminded' Project. (See Best Practice Case Study 12). Most of the items set out in this toolkit are already covered elsewhere in the Strategy. However, those that are not are covered in more detail below:

Led rides

The Council will set up a series of led cycle rides, aimed at different target groups and abilities. Themes will include music, theatre, literature and sculpture trails. (see Best Practice Case Study 13). The rides will start in a range of locations across Westminster. The routes will also be made available on the Council's website for people to complete on their own.

Events

Cycle orientated events or 'Bicycle Fairs' will be organised around key dates such as Bike Week and other special events and will be held in prominent locations. Attractions such as Bike Blenders, Dr Bikes and competitions will help to draw interest from both existing cyclists and non-cyclists. These could be held in local parks/open spaces and attended and or sponsored by local bicycle shops selling a range of products. Electric bikes may also be used to highlight that other options are available for those who see their fitness as a barrier to cycling, or whose personal appearance is a concern when undertaking business trips and are, therefore, looking for a less strenuous option.

Incentive schemes

A number of Councils have recently launched incentive schemes for cyclists, which encourage cyclists to log their journeys via a web app that automatically tracks this via GPS. Journeys are then rewarded with money off vouchers for shops, restaurants etc. This is not only a good way of encouraging cycling but also allows councils to identify where cyclists are travelling and to plan investment accordingly. This could be linked into the Council's social media activities. (see Best Practice Case Study 14).

Promotion

The toolkit of measures in Table 5.2 will be promoted via the following means:

The Council website

The Council website will be the primary portal for the above information and will be regularly updated.

Westminster magazines (The Reporter, Children First, Westminster Plus, Active Guide, and My Westminster and e-business e-newsletters)

These magazines are sent out to householders and target groups such as older people and parents.

Residents' Association magazines and newsletters

Promotion through residents' association magazines and newsletters will allow information to be targeted to a specific area, with information on newly implemented routes and local cycling events.

Table 5.2 – Cycling Toolkit – examples of information to be included	
Reasons to cycle	Highlighting the benefits of cycling Profiles of a range of Westminster residents who cycle Links to cycle calculators etc showing how much cheaper cycle travel is Myth busting section
Buying a bike	Advice on what type of bicycle to buy Advice on what other equipment to buy e.g. locks Cycling fashion Information on funding options How to get your bike marked and registered How to insure your bike
Hiring a bike	Bike loan scheme Details of cycle hire scheme
Maintaining your bike	Pointers on how to maintain it. Details of Council maintenance classes. Details of cycle safety checks
Storing and parking your bike...	Advice on indoor/outdoor storage solutions
o At home	For Council tenants, how to request cycle parking For private tenants, how to approach the landlord / freeholder How to request an on-street bike hangar
o At school	Information on how to contact the Council officer responsible for School Travel Plans in order to request more cycle parking and plan cycle to school routes
o At work / out and about	Information on indoor/outdoor storage solutions for employers and funding options Link to on-street cycle parking finder Information on how to request new on-street stands Advice on locking your bike securely
Planning your route	How to request TfL paper maps Recommended online journey planners Information on newly launched routes How to suggest improvements to routes
Building confidence	Information on cycle training
Keeping motivated, involved and informed	Information on led rides – for different abilities and target groups Information on joining Westminster's twitter accounts to keep updated on cycling news Social cycling groups/clubs Information on the Incentive scheme Advice on becoming an active travel or air quality champion Information on cycling groups such as LCC and Sustrans Information on taking up sports cycling – local facilities, links etc.

Libraries and leisure centres

Posters, flyers and leaflets will be developed to promote the web based toolkit. A more detailed information leaflet will also be developed, to recognise that not everyone has access to the internet. This will be placed in leisure centres and libraries, with information on local events.

Engagement with schools

The Council is currently in the process of engaging with all schools in Westminster, to encourage each one to develop an updated Travel Plan. This will investigate how children currently travel to school, and will identify what measures can be put in place to encourage more children, their parents and teachers to walk or cycle to school, thereby improving health, cutting congestion and improving air quality. Having a travel plan in place can help a school work towards 'Healthy School' status (see Best Practice Case Study 15). Targets for travel to school by bicycle have been set in the monitoring plan in Chapter 7. By August 2014, 35 out of 91 schools had a travel plan in place, with 11 of these accredited by TfL. A full time 'Bike It' officer has been appointed to work with clusters of schools to encourage the take up of cycling from 2014/15 to 2016/17.

'ActiveCommunities'

This new programme is endorsed by the Active Westminster Board and Partnership and now forms a key strand of the new strategy. 'ActiveCommunities' connects a variety of stakeholders who are involved in the delivery of physical activity and sport to promote a strong neighbourhood orientated approach to increase participation and achieve better social, health and wellbeing outcomes for residents and visitors to the City of Westminster. The ActiveCommunities model will be used to pilot the Physical Activity Care Pathway and establish a network of Physical Activity Champions able to assess and refer individuals to appropriate activity programmes (such as cycling), whilst identifying gaps. (See Best Practice Case Study 16).

Business Improvement District (BID) bulletins

A programme of business engagement will be developed in collaboration with interested

BIDS, to complement the activities run by TfL and other teams within the Council.

Information can be prepared to target the types of journeys being made (i.e. primarily commuting and journeys to meetings), with a focus on newly launched routes, cycle safety and events in the local area.

Section D - Summary of actions:

Action D1 – The Council's cycling webpages will be revised and kept up to date.

Action D2 – A cycling toolkit will be launched as part of a wider social media strategy to help promote cycling in Westminster.

Action D3 – Regular led rides will be organised for a range of abilities and target groups.

Action D4 – Regular events will be organised to tie in with key events such as Bike Week.

Action D5 – An incentive scheme will be launched to encourage people to cycle more frequently. An output from this will identify popular cycle routes and potential improvements.

Action D6 – The cycling toolkit will also be promoted through Council and residents association newsletters, in libraries and sports centres.

Action D7 – The Council will encourage all schools in Westminster to develop school travel plans and identify measures which could encourage more children, parents and teachers to cycle to school.

Action D8 – The Council will develop a business engagement programme linking with those run by TfL.

Action D9 – Working in partnership with the Council's public health and sports and leisure units, the Council will establish a network of 'Physical Activity Champions' through the 'ActiveCommunities' programme, who are able to assess and refer individuals to appropriate activity programmes (such as cycling).

6. Implementation Plan

The Council will ensure effective use of all available resources. In addition to recurrent expenditure on the public realm, which will ensure that streets are improved taking account of the needs of all road users, and specific initiatives such as housing renewal masterplans, a proportion of the Council's LIP fund every year will be allocated to schemes that specifically deliver improvements for cyclists. The Council will also seek to maximise use of funding available through the Mayor of London's Cycling Vision (see Appendix 13) and this strategy can only be delivered with Mayoral support and

investment. The cycle grid routes will become new assets and this will change the maintenance costs for these sections of carriageway/footway moving forward. These costs will be built into the City Council's capital business case process. The Council will also work with our local external partners to ensure that activity to support an increase in cycling is endorsed by their own plans and strategies and attracts their financial support. Westminster will continue to work with the London Cycling Campaign to consider their suggestions and incorporate these into the Cycle Grid and other projects where feasible.

Table 6.2 - 2014/15 Programme	Approximate Budget
A – Creating safer and more legible routes	
Including: <ul style="list-style-type: none"> - cycle grid implementation to 2016, including CS5/11 - connectivity improvements - CoW junction improvements 	£7m
B – Improving road user interaction, education and enforcement	
Including: <ul style="list-style-type: none"> - Cycle training - Driver training - Safety campaign work 	£150k
C – Facilitating bicycle ownership/access and parking	
Including: <ul style="list-style-type: none"> - Cycle parking programme - Cycle safety checks - Maintenance courses - Abandoned bicycle scheme review - Bike loan scheme pilot 	£215k
D – Raising awareness and participation in cycling	
Including: <ul style="list-style-type: none"> - Website development, social media and incentive scheme - Led cycle rides - Regular events - School Travel Plans - Cycle to School Grants - Cycle to School Partnerships - Business engagement programme - ActiveCommunities programme 	£150k
TOTAL ESTIMATED BUDGET Based on high level cycle grid estimates from August 2014, which will be subject to further feasibility work and agreement with TfL. Does not include CSH East West route or TfL Better Junctions Review work.	£7.515m

7. Targets and Monitoring

The Council has set a range of suggested Core targets and Key Performance Indicators, to help monitor progress against the strategy objectives and the delivery of actions. Further detail is provided in Appendix 14.

Core targets

Increase the percentage of cycling trips originating in Westminster made by Londoners from 3% in 2013/14 to 7% by 2025/26 Monitor annually Data source: London Travel Demand Survey	Decrease the pedal cycle KSI casualty rate (per billion passenger kilometres) by 5% by 2020 and 10% by 2026 (from a 2013 base) Measured annually by calendar year Data Source: Police data / TfL
Increase the percentage of cycling trips to work made by residents from 5% in 2013/14 to 7% by 2025/26 Monitor annually through LTDS and every ten years through census Data sources: Census 2012 and 2021 and London Travel Demand Survey	Decrease the pedal cycle 'slight' casualty rate (per billion passenger kilometres) by 5% by 2020 and 10% by 2026 (from a 2013 base) Measured annually by calendar year Data source: Police data / TfL
Increase the percentage of pupils travelling to Westminster schools by bicycle to 15% by 2025/26 Monitor annually Data source: School Hands up Survey	Decrease the cycle KSI casualty rate each year Measured annually by calendar year Data source: Police data / TfL

KPIs: Section A – Creating safer and more legible routes

Percentage of Westminster Cycle Grid network completed. Monitor annually Targets: 50% by 2016, 100% by 2020 Data Source: CoW	Increase the number of cyclists using newly created routes each year Monitor annually Data Source: TfL and CoW
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KPIs: Section B – Improving road user interaction, education and enforcement

Decrease the number of cyclist KSIs (As per core target) Data Source: Police data / TfL	Number of cycle training courses delivered Target = TBC; dependant on funding allocated, but with the aim of at least 500 children and 650 adults trained each year. Data Source: CoW
Driver training courses delivered Target=TBC; dependant on funding allocated Data Source: CoW	

KPIs: Section C – Facilitating bicycle ownership/access and parking

Number of on street parking stands delivered per year
Target = TBC; dependant on funding but with the aim of approximately 200 stands/cyclehoops per year
Data Source: CoW

Number of cyclists & motorists reported going through red lights / not obeying Highways Act
Monitor annually
Data Source: Police and new poor conduct reporting tool

Number of bicycles stolen
Target: a year on year reduction in % of bikes stolen as a proportion of cycling trips made originating in Westminster
Data Source: Met Police (FOI request made 22.10.13) and TfL/CoW count data

Number of cycle safety checks delivered
Target: TBC, dependent on funding
Data Source: CoW

Number of bicycles abandoned and how those unclaimed are distributed
Monitor annually
Data Source: Environmental Action Line

Number of cycle hire journeys made originating in Westminster
Monitor annually
Data Source: TfL

KPIs: Section D – Raising awareness and participation in cycling

Number of website visits
Target: Approximately 1000 cycling website visits per month
Data Source: WCC Communications

Resident surveys to measure attitudes towards cycling
TBC

Percentage of schools with a Transport for London accredited Travel Plan in place.
Target: 50% by March 2015 , 75% by December 2015, 100% by December 2016
Data Source: WCC School Travel Plan Officer

Increase the participation in led rides
Target: TBC depending on funding allocated. Aim is to have at least 10 rides every year.
Data Source: CoW

Increase the percentage of pupils travelling to Westminster schools by bicycle to 15% by 2025/26
Target: 15% by 2026
Data source: School Hands up Survey

Increase cycle levels for underrepresented groups
Target: To broaden demographic of people cycling cycling
Source: Census, resident surveys

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- 3 All Party Parliamentary Cycling Group – Get Britain Cycling Report (2013)
- 4 Central London Sub Regional Transport Plan, TfL (2012)
- 5 Westminster City Plan: Strategic Policies (2013)
- 6 GLA SHLAA (Strategic Housing Land Availability Assessment) 2012 projections
- 7 2011 Census
- 8 Prioritising Health and Wellbeing Needs. Westminster JSNA highlight report 2012
- 9 Draft Westminster Health and Wellbeing Strategy (2012)
- 10 Westminster Air Quality Action Plan (2013)
- 11 Attitudes towards cycling (TfL, 2011)
- 12 London Travel Demand Survey (TfL, 2008/9-10/11)
- 13 TfL Analysis of Cycling Potential (2010)
- 14 TfL traffic / cycle counts (2000 – 2012)

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Glossary

AADF	Annual Average Daily Flow
ASL	Advanced Stop Line
AQAP	Air Quality Action Plan
BID	Business Improvement District
CAZ	Central Activities Zone
CRP	Cross River Partnership
CRT	Canal and River Trust
CSH	Cycle Super Highway
DfT	Department for Transport
FORS	Freight Operator Recognition Scheme
GIS	Geographical Information System
GLA	Greater London Authority
HGV	Heavy Goods Vehicle
KSI	Killed or Seriously Injured
LCC	London Cycling Campaign
LCN	London Cycle Network
LGV	Light Goods Vehicle
LIP	Local Implementation Plan
NPPF	National Planning Policy Framework
TfL	Transport for London
TLRN	Transport for London Road Network