



## **Environment and Customer Services Policy and Scrutiny Committee**

<b>Date:</b>	<b>9 November 2015</b>
<b>Classification:</b>	<b>For General Release</b>
<b>Title:</b>	<b>Westminster Cycling Strategy – 2015 Update</b>
<b>Report of:</b>	<b>Martin Low, City Transport Advisor</b> <b>Barry Smith, Head of City Policy &amp; Strategy</b>
<b>Cabinet Member Portfolio</b>	<b>Cabinet Member for Sustainability &amp; Parking</b>
<b>Wards Involved:</b>	<b>All</b>
<b>Policy Context:</b>	<b>The Council’s policies in relation to cycling are set out in the Westminster City Plan, Strategic Policies (2014). These policies are consistent with those set out in the Mayor’s London Plan, the Mayor’s Transport Strategy and the Mayor’s Vision for Cycling in London.</b>
<b>Financial Summary:</b>	<b>The actions detailed within the Strategy are largely funded through a combination of the following sources: the Council’s Local Implementation Plan (LIP) allocation from Transport for London (TfL), funding that has been made available to boroughs as a result of the Mayor’s Vision for Cycling in London, the Council’s Capital Programme and, where appropriate, developer funding.</b>
<b>Report Authors and Contact Details:</b>	<b>Barry Smith, Head of City Policy &amp; Strategy, Policy, Performance &amp; Communications, Tel: 020 7641 2923. Email: <a href="mailto:bsmith@westminster.gov.uk">bsmith@westminster.gov.uk</a></b> <b>Martin Low, City Transport Advisor, Growth, Planning &amp; Housing, Tel: 020 7641 1975. Email: <a href="mailto:mlo@westminster.gov.uk">mlo@westminster.gov.uk</a></b>



## **1. EXECUTIVE SUMMARY**

- 1.1 For many years Westminster has developed policies and delivered schemes to support and encourage cycling as a mode of travel, in recognition of the health, air quality, economic and other benefits it can bring to individuals, the wider community and environment. In November 2014 the City Council adopted the Westminster Cycling Strategy in response to the Mayor for London's 'Vision for Cycling in London' published in March 2013. Westminster's Cycling Strategy sets out how the Council intends to help deliver this Mayoral vision at a local level, taking account of Westminster's unique circumstances and challenges.
- 1.2 The Strategy broadly covers the period up to 2026, but it should be viewed as a living document that will be updated regularly to reflect emerging priorities and funding streams. It is important to stress that it is not the expectation that progress will be made on every action within the Action Plan as progress will depend on funding, priorities (TfL's, the City Council's and third parties), complexity of delivery and opportunities that present themselves. Inevitably, the Actions under Section A "To create safer and more legible routes" are more complex and challenging to deliver as they encompass physical infrastructure works on the public highway. This in itself poses issues around public consultation, engagement and programming. For the Central London Cycle Grid in Westminster TfL's funding provision is restricted to approximately 50% of the 50km network being delivered by 2016.
- 1.3 As the Strategy was adopted a year ago it is timely to report back to Environment Policy & Scrutiny Committee on the progress made on implementing actions and meeting the Strategy's Core Targets. It is important to note that this is one year on from the adoption of the Cycling Strategy (November 2014) and is eight months into the 2015/16 financial year. Therefore, progress should be judged in terms of delivery since adoption, but acknowledge that there remains another four months of potential spend for 2015/16. Future delivery will depend very heavily on funding from TfL and this will in itself depend on the priorities of the new Mayor for London post May 2016. There are also huge challenges implementing schemes given the traffic impacts associated with construction works and the reductions in capacity arising from schemes such as East West Cycle Superhighway, which convert general traffic lanes to dedicated cycle tracks or cycle lanes.

## **2. KEY MATTERS FOR THE COMMITTEE'S CONSIDERATION**

- 2.1 The Environment Policy and Scrutiny Committee played a key role in the development of the Westminster Cycling Strategy, which included the establishment of a Task Group to inform the development of the Strategy, set priority actions and targets and KPI's. In view of this, below are some key questions on which the Committee may wish to provide a view:

i. What is the Committee's view on implementation to date of the Cycling Strategy in Westminster?

- ii. Which of the actions within the Strategy do the Committee think should be prioritised for implementation in 2016/17?
- iii. Is progress in meeting the Core Targets considered to be realistic given the funding challenges and complexity of delivery major infrastructure improvements in a city like Westminster?

### **3. BACKGROUND TO THE REPORT**

3.1 The Westminster Cycling Strategy was developed in recognition of the growing number of residents, workers and visitors choosing to cycle into and around Westminster and the desire to encourage further growth in this healthy and sustainable mode of travel while at the same time balancing the needs of other road users. The launch of the Mayor's Vision for Cycling in London in March 2013 provided the catalyst for the City Council to set out how it would help to deliver this strategic vision at a more local Westminster level, taking account of local objectives and challenges that are unique to Westminster.

3.2 The Environment Policy and Scrutiny Committee helped to inform the development of the Westminster Cycling Strategy from a very early stage and it was made clear that the Strategy would be a 'living document' that would be reviewed and updated regularly as appropriate. It is important to stress that it is not the expectation that progress will be made on every action within the Action Plan as progress will depend on funding, priorities (TfL's, the City Council's and third parties), complexity of delivery and opportunities that present themselves. Inevitably, the Actions under Section A "To create safer and more legible routes" are more complex and challenging to deliver as they encompass physical infrastructure works on the public highway. As the Strategy was adopted a year ago it is timely to report back to Policy & Scrutiny Committee on progress made on implementing actions and meeting the Strategy's Core Targets.

3.3 The Strategy is based around four high level objectives along with a series of actions identified to help deliver each of these. A Summary of the Cycling Strategy Vision, Issues, Objectives, Actions and Delivery Challenges is attached as Appendix 1 and a detailed Action Plan Review/Monitoring Grid at Appendix 2. The Strategy broadly covers the period up to 2026, but should be viewed as a living document that will be updated regularly to reflect emerging priorities and funding opportunities. Section 6 of the Strategy, the Implementation Plan, contained a detailed monitoring plan containing a series of Core Targets and Key Performance Indicators (KPIs) to measure success against. The four high level objectives are:

#### **A. To create safer and more legible routes**

3.4 Fear of injury is the most commonly cited barrier to cycling, 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). This objective requires the Council will work in partnership with TfL and neighbouring authorities to deliver the Central London Cycle Grid, whilst recognising the needs of other road users and avoiding

changes that place unacceptable additional pressure on the road network and kerbside.

- 3.5 The Strategy acknowledges that some compromises from all road users will have to be made in order to achieve this. The Council's aim is that cycle routes should be as, direct, legible, coherent, attractive and comfortable to use as possible and surfaces on these routes 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 and any changes will be subject to consultation with the local community.

**B. To improve road user interaction, education and enforcement**

- 3.6 Alongside a renewed focus and investment in cycling, the Strategy recognised that an emphasis must be placed on considerate behaviour by all road users, including cyclists. All road users need 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. The Strategy seeks to achieve this through cycle training programmes, enforcement, education and campaigns targeted at both cyclists and non-cyclists.

**C. To facilitate bicycle ownership/access and parking**

- 3.7 The Strategy recognises that 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. Therefore, the Council will aim to improve bicycle storage at both ends of people's journeys and encourage improved knowledge of basic bike maintenance. The Mayor's Cycle Hire scheme offers an alternative or supplement to bike ownership and the Strategy encourages its expansion to those parts of the City not currently served while at the same time increasing its awareness to residents, workers and visitors.

**D. To raise awareness and participation in cycling**

- 3.8 The Strategy acknowledges that the potential for increasing the levels of cycling in Westminster is significant. The Strategy seeks to normalise cycling to encourage more people of all ages and backgrounds to incorporate cycling into their everyday journeys, whether this is to school, to work, to the shops or to meet friends.
- 3.9 In addition to the delivery and promotion of the initiatives delivered through A-C above, therefore, potential cyclists will be equipped with the information they need to take up cycling, and activities planned that create and maintain enthusiasm for cycling.

**4. PROGRESS MADE TO DATE**

**A. To create safer and more legible routes (Actions A1-A10)**

- 4.1 Our Core Targets are:

- Decrease the pedal cycle KSI casualty rate (per billion passenger kilometres) by 5% by 2020 and 10% by 2026 (from a 2013 base)
- Decrease the cycle KSI casualty rate each year
- Decrease the pedal cycle 'slight' accident rate (per billion passenger kilometres) by 5% by 2020 and 10% by 2026 (from a 2013 base)

4.2 Core targets relating to cycle safety are all rate based. The baseline cycle counts were completed in Autumn 2014 and whilst the 2015 cycle counts have been completed they are not yet analysed. This means that we are unable to calculate casualty rates, and hence are reporting collision data below. The accident data summary below presents information on recorded personal injury collisions involving a cyclist, irrespective of whether the cyclist involved was injured. Please note that all 2015 accident data will remain provisional until confirmed by TfL in April 2016. Key points to note are:

**Pedal Cycle KSIs (Killed and Seriously Injured)**

- In Westminster, there were two fatal and 50 serious injury pedal cycle collisions in the 12 month period 1<sup>st</sup> May 2013 to 30<sup>th</sup> April 2014 and there were two fatal and 39 serious injury pedal cycle collisions in the 12 month period 1<sup>st</sup> May 2014 to 30<sup>th</sup> April 2015. There were 407 slight accidents in the 12 month period 1<sup>st</sup> May 2013 to 30<sup>th</sup> April 2014 and 420 in the 12 month period 1<sup>st</sup> May 2014 to 30<sup>th</sup> April 2015.
- These trends should be seen in the context of the growth in cycling in central London as a whole. TfL's "Cycling trends in London April 2015" notes that "the average total cycle kilometres travelled per kilometre per day within Central London across all networks for Q3 2014-15 was 1,042. This represents a 6% increase compared to Q4 2013-14."
- With regard to cyclist versus pedestrian conflict there were 168 recorded collisions involving both pedestrians and pedal cyclists during the 36 month period 1<sup>st</sup> May 2012 to 30<sup>th</sup> April 2015, resulting in 40 cyclist casualties and 128 pedestrian casualties (see table below). The most common contributory factor as reported was that the 'pedestrian failed to look properly'. This is an issue we will address in our emerging Walking Strategy.
- Operation Safeway implemented by the Metropolitan Police and TfL had a significant impact on cycle accidents when all road users were held to account for unacceptable behaviour placing themselves and other road users at risk.

**Pedal cycle and pedestrian casualties during the 36 month period 1<sup>st</sup> May 2012 to 30<sup>th</sup> April 2015**

Casualty	Fatal	Serious	Slight	Total
Cyclist	0	0	40	40
Pedestrian	1	21	106	128
<b>Total</b>	1	21	146	168

4.3 The key actions in this section are implementing the Central London Cycle Grid, linking the Grid to key destinations and improving access points into the Royal Parks (Actions A1-A3). Westminster has eleven Quietways and three Cycle Superhighway routes in its area (see map at Appendix 3) and

is, therefore, seen as a key partner by TfL. The total length of the Central London Cycle Grid in Westminster is approximately 50km but TfL's funding provision is restricted to a network to be delivered by 2016 that is approximately half of this, i.e. 25km. In November 2014 officers presented to the Mayor's Cycling Commissioner and TfL a range of options for the Quietway routes that were estimated to cost in the region of £31m to implement. Route alignments are reliant upon transport modelling work and resolving concerns raised by TfL themselves, residents and major land owners in the City.

### **East-West Cycle Superhighway**

- 4.4 TfL is leading the work to implement the East West Cycle Superhighway from Victoria Embankment to Lancaster Gate. The section of the East West Cycle Superhighway along Victoria Embankment to Parliament Square is being constructed by TfL at the moment. TfL will commence works imminently at Parliament Square and these will last until approximately April 2016. TfL has programmed for works at Lancaster Gate to run between January 2016 and August 2016, subject to approvals. Officers are insisting that carriageways are strengthened as part of the works to extend their life and ensure that the cycle facilities do not need to be disrupted within the next five to 10 years.
- 4.5 At the end of 2015, TfL is intending to consult on their future proposals to extend the East West Cycle Superhighway along Westbourne Terrace and along the Westway.

### **Cycle Superhighway 5 – Oval to Pimlico**

- 4.6 The section of Cycle Superhighway 5 from Oval to Pimlico will be completed by TfL in November 2015. The City Council and TfL have been discussing a revised alignment between Vauxhall Bridge Road at its junction with Drummond Gate and Belgrave Square to provide a route between Pimlico and Belgravia. Cycle Superhighway 5 provides a segregated cycle track from Oval to Pimlico.
- 4.7. The section between Pimlico and Belgravia is predominantly on roads where the City Council is the Highway Authority and is, therefore, being developed in partnership with the City Council. There have been regular discussions over the alignment of this section of the route with several options consulted on in 2014 and numerous other options discussed since. The preference from consultation was for a two-way cycle route on Belgrave Road up to Belgrave Square. However, this route was not considered viable because of the difficulty in developing a suitable two way facility crossing Buckingham Palace Road at the Belgrave Road junction, which was conflicting with the large number of pedestrians crossing at this point. TfL has begun initial investigations into a potential new alignment via Lower Belgrave Street, Ecclestone Street, Buckingham Palace Road and Belgrave Road to understand the high level impacts on the Inner Ring Road and impacts on access to Victoria Station. Once these impacts have been considered a decision will be made whether to proceed with this alignment, which the City Council would design and construct at TfL's expense. It is hoped that the proposals now

under consideration will have the support of local residents. However, they require the relocation of several bus and coach stops and stands in Buckingham Place Road and the loss of the taxi rest rank on Eccleston Bridge. This is likely to result in some concerns.

### **Cycle Superhighway 11 - Swiss Cottage to Marylebone**

- 4.8 The section of Cycle Superhighway 11 from Swiss Cottage to Marylebone will be consulted on by TfL later this month (November 2015), subject to approvals. TfL conducted traffic surveys to establish traffic flows and traffic speeds in Outer Circle. Traffic flows are not particularly high, but some very high speeds of up to 80 mph were recorded. The proposals emerging for TfL's public consultation due to start on 23<sup>rd</sup> November 2015 are expected to reflect concerns raised that some drivers are rat running at inappropriate speeds along Outer Circle.
- 4.9 The proposals are still being finalised by TfL, The Royal Parks and Crown Estate Paving Commission in consultation with the City Council and the Council of the London Borough of Camden. They are expected to include a reduction in access and egress through the park gates. However, access and egress will remain available at four gates. There is a debate going on about whether the gates being closed should remain closed or only be closed. An incremental approach is under consideration. This might start with restricted access and egress through the four park gates (with one option being 24/7 or with gates open between 11 am and 3 pm), then consider the introduction of a 20 mph speed limit, then consider raised tables at the open junctions if conditions justify that action.
- 4.10 Based upon discussions with local interest groups at five meetings held in Regent's Park with representatives from TfL, the City Council, The Royal Parks, The Crown Estate Paving Commission, local amenity societies in the City of Westminster and London Borough of Camden, Living Streets, London Cycling Campaign there appears to be support for the incremental approach.
- 4.11 The section along Avenue Road and along Portland Place is on roads where the City Council is the Highway Authority and is, therefore, being developed in partnership with Westminster. Two options will be consulted on along Portland Place, an advisory cycle lane option and a segregated cycle lane option.

### **Quietway cycle routes in Westminster**

- 4.12 There are eleven Quietway cycle routes in Westminster. Five routes have already been subject to public consultation. These are Circle Line South Quietway (Sloane Square to Belgravia), Grand Union Quietway (Camden Town to Little Venice), Quietway 19 (Hyde Park to Belgravia), Quietway 68 (Southbank to Bloomsbury) and Quietway Circle Line North East (Fitzrovia to Edgware Road).
- 4.13 Consultation on the remainder of the Quietway routes will be phased as set out below, subject to approvals:



- November 2015: Quietway 16 (St. John's Wood to Marylebone), Quietway 49 (Hyde Park to South Kensington), Circle Line North West (Bayswater to Edgware Road), Quietway 3 (The Regent's Park to Boundary Road)
- Winter 2015/2016: Quietway 88 (Fitzrovia to Pimlico), Quietway 7 (Hyde Park to Camden), Jubilee Quietway (Regent's Park to St. James's Park)

### **Cycling and the Code of Construction Practice (Action A10)**

4.14 On the 8<sup>th</sup> September 2015 the Environment Policy & Scrutiny Committee considered a revised draft of the Council's Code of Construction Practice (CoCP). With regard to cycling this has been revised to include the following provisions/safety equipment for all HGVs over 3.5 tonnes in a fleet and used in the construction process:

- side guards (unless it can be demonstrated that this prevents the vehicle performing the function for which it was built);
- a close proximity warning system;
- a Class VI mirror (front mounted wide view mirror that helps view the blind spot situated at the front of the driver's cab, and;
- prominent signage on the rear of the vehicle to warn against cyclists passing on the inside

4.15 Additionally the draft Code encourages the use of vehicles with a lower cab and expanded side windows to give a better view of the road. Diver Licence checks are expected to take place for all fleet drivers before commencing work on the contract, with regular rechecks, and drivers charged with informing their employer within 5 days of any penalty points.

- Driver training for fleet drivers - A number of courses including Safer Urban Driving (SUD), Safe and Fuel Efficient Driving (SAFED), to be completed within the first 60 days of the contract date;
- Fleet Operator Recognition Scheme (FORS) membership at bronze level (90 days allowed to obtain this if operator does not already have it);
- Convex mirrors near construction sites, and;
- Cycle Safety campaigns to be organised by contractors close to construction sites to help cyclists become more aware of the risks of cycling next to lorries

### **B. To improve road user interaction, education and enforcement (Actions B1-B7)**

4.16 Delivery of the softer measures set out in the Cycling Strategy is well under way (Actions B1-B7). A 'Westminster Cycle Station'; a liveried cargo bike and display offering 'Dr. Bike', information and access to training, has been established at four regular locations and has made appearances at local events organised by the BIDs and other stakeholders. This has resulted in a substantial increase in signups for our adult cycle training scheme. A 'Bike It' scheme, delivered by Sustrans, has been running in 12 schools in the City alongside regular school cycle training programmes and is proving very popular. A series of short videos have been produced that promote our cycle

training programme as well as messaging to all road users about good practice.

### **C. To facilitate bicycle ownership/access and parking (Actions C1-C14)**

- 4.17 The Council has for many years delivered an annual cycle parking programme and we now have over 9,400 publically accessible cycle parking spaces in the City. In addition, we have now started to work with housing estates to improve the residential cycle parking provision.
- 4.18 A bike loan scheme has been launched whereby local residents who are interested in beginning to cycle are loaned a folding bike and given a programme of support. Officers have been seeking to work with Westminster Academy to establish a community bike building programme using the many abandoned bikes the City Council collects (approximately 30 per month) (Action C10).
- 4.19 We need to work with businesses who are not fully utilising the off street cycle parking that has been provided through redevelopments. The biggest challenge is resolving security concerns and setting up systems allowing space to be used by visitors to reduce demand for on-street provision where it can be met off-street.

### **D. To raise awareness and participation in cycling (Actions D1-D9)**

- 4.20 The council website's cycling pages have been updated (Action D1) and expanded to include a "Cycling Toolkit" (Action D2). There is also a new section under the title "Cycling means business" offering support and information to businesses wanting to promote cycling in their workplaces via TfL's Cycling Workplaces scheme. The website has been promoted widely and in the 11 month period November 2014 to September 2015 we have had 10,642 "hits" so we are on track to achieve the 1,000 hits/month targeted.
- 4.21 A refreshed programme of themed led rides has been developed and is now being rolled out. These typically run on the weekend but there are plans to promote them via the BIDs as an after work activity and during Bike Week (Actions D3 and D4).
- 4.22 In conjunction with Public Health a smartphone app is being developed that can be used within an incentive scheme to encourage more people to walk and cycle (Action D5).

## **5. FINANCIAL IMPLICATIONS**

- 5.1 The actions detailed within the Strategy are largely funded through a combination of the following sources: the Council's Local Implementation Plan (LIP) allocation from Transport for London (TfL), funding that has been made available to boroughs as a result of the Mayor's Vision for Cycling in London, the Council's Capital Programme and, where appropriate, developer funding.

## **6. LEGAL IMPLICATIONS**

6.1 There are no legal implications arising from this report.

**If you have any queries about this Report or wish to inspect any of the Background Papers please contact: Barry Smith, Head of City Policy & Strategy, Policy, Performance & Communications, Tel: 020 7641 2923.  
Email: [bsmith@westminster.gov.uk](mailto:bsmith@westminster.gov.uk)**

## **APPENDICES**

1. Appendix 1 - Summary of Cycling Strategy Vision, Issues, Objectives, Actions and Delivery Challenges
2. Appendix 2 – Cycling Strategy 2014 – Action Plan Review, November 2015
3. Appendix 3 - Central London Cycle Grid in Westminster, November 2015

## **BACKGROUND PAPERS**

1. The Mayor's Vision for Cycling in London, March 2013
2. Westminster Cycling Strategy, November 2014