

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Cabinet

Date: 10/01/2022

Subject: Delivery of Wood Lane Cycleway and development of a Shepherds Bush Green public realm scheme

Report of: Cabinet Member for the Environment, Cllr Wesley Harcourt

Report author: Masum Choudhury, Head of Transport

Responsible Director: Sharon Lea, Strategic Director for the Environment

SUMMARY

Following a public consultation carried out in 2019, this report seeks Cabinet approval to design and build the Wood Lane Cycleway which extends from Du Cane Road to Shepherds Bush Green, subject to securing funding from Transport for London (TfL). The report also seeks approval to develop a concept design for the section from Shepherds Bush Green to the Holland Park Roundabout borough boundary utilising secured s106 funds and to enhance the scheme by incorporating public realm and greening features within the design.

The overall scheme is intended to be designed and delivered in two phases:

- Phase 1 of the route covers the section along Wood Lane from Du Cane Road up to the junction with Shepherds Bush Green.
- Phase 2 of the scheme incorporates the remaining section of Cycleway 10 (within the borough boundary) and includes the Shepherds Bush Green and Holland Park Roundabout areas.

The consultation carried out jointly with TfL in 2019 references the entire scheme length, thus approval is sought for the delivery of Phase 1 and the concept development work for the aspirational Phase 2 segment, to align with the Council's long-term objectives. It should be noted that the decision and implementation for the scheme have been significantly delayed due to the global pandemic.

RECOMMENDATIONS

1. That Cabinet approves proceeding with Option 1 to complete the design of the H&F scheme consulted upon by Transport for London (TfL) and LBHF in June 2019 between Du Cane Road and east of the Holland Park roundabout, subject to securing funding from TfL.
2. That Cabinet approves completing the design and build of Phase 1, the section between Du Cane Road up to Shepherds Bush Green as consulted on in 2019, subject to securing the required funding from TfL.

3. That Cabinet approves the development of an enhanced concept for the remaining Phase 2 section between Shepherds Bush Green and the Holland Park Roundabout to tie in with the Phase 1 section, and approve a related budget of up to £300,000, funded from eligible Section 106 contributions.
4. That Cabinet delegates authority to the Strategic Director for Environment to take all necessary steps to effect the decisions in recommendation 1, 2 and 3.
5. That Cabinet notes officers will continue to engage with the Disabled Residents Team (DRT) on accessible and inclusive design principles for the scheme.
6. That Cabinet notes the significant contributions made by the Cycling and Walking Residents Commission on the King Street and Hammersmith Road Safer Cycle Pathway in setting overall design principles for cycle schemes. Officers will need to incorporate findings into the design of the Wood Lane Cycle Scheme and, the concept for the Shepherds Bush Green area.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	The Wood Lane scheme will add to the cycling infrastructure in the borough and bring new opportunities for green business to the area. The scheme will support the economy after lockdown restrictions are eased and encourage people to cycle and walk in the area.
Creating a compassionate council	The scheme will add much needed cycling infrastructure for wellbeing and health as well as improve the environment for all.
Doing things with local residents, not to them	Residents' forums and associations will be kept informed of the proposed scheme for the route and will continue to be engaged to assess the scheme as it progresses.
Being ruthlessly financially efficient	The council's contractor, FM Conway secured a competitive tender in 2017 across a range of highway works and will construct the scheme.
Taking pride in H&F	Dedicated cycling infrastructure is a central part of community life in the borough.
Rising to the challenge of the climate and ecological emergency	The Wood Lane scheme is a key enabler for more cycling and walking

	activity and reducing car journeys and the scheme aims to alleviate congestion and encourage sustainable journey choices.
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Financial Impact

The scheme will be aligned with funding secured from TfL as external sponsor, it will not progress unless TfL funding has been confirmed. It is expected that there will be no financial implications for Council budgets as the scheme will only progress if fully funded. Transport for London estimate the scheme will cost in the region of £5m for the section from Du Cane Road to Shepherds Bush Green (Phase 1).

The costs of the necessary traffic modelling and to develop a concept design for delivery of the remaining section from Shepherd Bush Green to the Holland Park roundabout are estimated to up to £300,000. These can be met from Section 106 funds (AKA 871). Remaining Section 106 funds may also be used to implement complementary key public realm and greening features in order to achieve the Council's priorities and align with the developer objectives for the area, and will be included in a further decision report to progress Phase 2. Further grant funding will need to be secured, following concept design, to progress and deliver the full scheme beyond Phase 1.

Legal Implications

Section 65 of the Highways Act 1980 provides the Highways Authority with powers to construct a cycle track in the highway.

The Council has powers to make an experimental traffic order under section 9 and of the Road Traffic Regulation Act 1984 and the order can continue to be in force for up to 18 months. The Council has powers to make a permanent traffic order under Section 6 of the Road Traffic Regulation Act 1984. The Council must follow the process contained in The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996. The regulations set out who should be consulted as part of making the permanent order and the process will require the order to be published.

Section 106 funds can be used towards the purpose specified within the terms of the legal agreement. Section 122 of the Community and Infrastructure Levy Regulations 2010 provides that planning obligations may only constitute a reason for granting planning permission for the development if the obligation is; (a) necessary to make the development acceptable in planning terms (b) directly related to the development; and (c) fairly and reasonably related in scale and kind to the development. It has been confirmed that funds have been collected for the purposes of delivering the Phase 2 works and can therefore be spent on that purpose.

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Background Papers Used in Preparing This Report - None

DETAILED ANALYSIS

Proposals and Analysis of Options

1. In developing the options, the Council and TfL undertook extensive work to engage local stakeholders including developers along Wood Lane.
2. Workshops explored possible options for an improved cycle route and included investigation into the main compositions and layouts, as follows:
 - Bi-directional cycle track on the western side of Wood Lane.
 - With-flow cycle lane scheme with dedicated cycle lanes on both sides of the carriageway.
 - Bi-directional cycle track on the eastern side of Wood Lane.
 - Retain existing advisory cycle lanes only.

Option 1 – Bi-directional cycle track on western side of Wood Lane to Notting Hill Gate

3. Option 1 is the recommended option and delivers the TfL and LBHF consulted route in two phases up to the borough boundary on the eastern side of the Holland Park roundabout.
4. Phase 1 delivers a segregated cycle track from Du Cane Road to the Shepherds Bush Green junction. The design has been consulted upon and is proposed to be delivered along the route profile (as consulted upon in 2019, see Appendix 1). Where possible, further enhancement to the design will be made for improved public realm features and greening.
5. Phase 1 of the design has been significantly progressed with limited opportunity for varying the design, however the Council will continue to engage with local stakeholders on the Phase 2 concept for the route.
6. Phase 2 will aim to deliver a more aspirational scheme for the Shepherds Bush Green and Holland Park roundabout area with a view to model bus priority on the northern section of the green, diverting eastbound traffic to the western and southern arms of the green and introducing a segregated cycle track on the northern arm.

Pros	Cons
<ul style="list-style-type: none">• Creates a new dedicated segregated cycle lane along the western side of wood lane• New and upgraded pedestrian crossings	<ul style="list-style-type: none">• Proposal creates new junctions for cyclists which delays overall journey• Eastern side residents have difficulty in accessing the cycle

<ul style="list-style-type: none"> • Public space improvements along the route to create more welcoming streets for people and communities to enjoy • Two-way segregated cycle track throughout • Changes to bus stop locations, removal of some bus stops, and layout changes throughout, including new bus stop bypasses for cyclists • Making some side roads entry or exit only to help the safe and timely movement of traffic • Changes to parking and loading bays and hours of operation • Creates new links with eastern developments • Separates cyclists away from busy pedestrian areas • Improves the safety for cyclists at junctions like that with the Westway. 	<p>track</p> <ul style="list-style-type: none"> • No link from new resident developments in the east to the western developments • Has an impact on journey times for vehicles.
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Option 2 – With-flow cycle tracks on either side of Wood Lane

7. This proposal considers segregated cycle tracks on both sides of the carriageway on Wood Lane.

Pros	Cons
<ul style="list-style-type: none"> • Does not require extensive changes to the existing road infrastructure such as kerb re-alignment • Traffic signals at pedestrian crossings and junction can be upgraded to facilitate safer movements of pedestrians, cyclists and road users • Maintains current vehicle lanes • Removes areas of conflict between cyclists and vehicles where lanes merge • Enables existing pedestrian space on footpaths to be maintained • Maintains existing loading bays • Demonstrates the Council's commitment to Climate Change by 	<ul style="list-style-type: none"> • Limited options for additional greening due to no change in usable space • Cyclists heading east and west are unable to cross the road to continue their journey • Sections of the route would not reflect the investment made by developers in new infrastructure • No new crossings would be included in this option.

<p>promoting smarter travel options</p> <ul style="list-style-type: none"> • Enables greater access for all and recognises issues identified by the disabled user groups. 	
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Option 3 – Bi-directional cycle track on eastern side of Wood Lane

8. This proposal considers a single bi-directional cycle track on the eastern side of Wood Lane.

Pros	Cons
<ul style="list-style-type: none"> • Creates a new dedicated segregated cycle lane along the eastern side of wood lane • New and upgraded pedestrian crossings • Public space improvements along the route to create more welcoming streets for people and communities to enjoy • Two-way segregated cycle track throughout • Changes to bus stop locations, with removal of some bus stops, and layout changes throughout, including new bus stop bypasses for cyclists • Making some side roads entry or exit only to help the safe and timely movement of traffic • Changes to parking and loading bays and hours of operation • Creates new links with eastern developments 	<ul style="list-style-type: none"> • Proposal creates new junctions for cyclists which delays overall journey times • Western side residents have difficulty in accessing the track • No link from resident developments and existing homes in the west to the eastern retail sites • Cycle lane would have to fit in with existing road infrastructure on the eastern side where there are two busy tube stations • More difficult to technically achieve due to local road and site constraints.

Option 4 - Do nothing

9. This proposal is the do nothing options and retains existing advisory cycle lanes.

Pros	Cons
<ul style="list-style-type: none"> • Does not require extensive changes to the existing road infrastructure such as kerb re-alignment 	<ul style="list-style-type: none"> • The scheme does not achieve the Council's full aspirations for the route in terms of Public Realm or for future segregated cycle lane

<ul style="list-style-type: none"> • Maintains current vehicle lanes • Enables existing pedestrian space on footpaths to be maintained • Maintains existing loading bays. 	<p>infrastructure</p> <ul style="list-style-type: none"> • There are sections of the existing informal cycle lanes where the lanes are removed due to the width of the road • Limited options for additional greening due to no change in usable space • Safety for cyclists of all abilities is compromised • Cyclists heading east and west are unable to cross the road to continue their journey • Sections of the route would not reflect the investment made by developers in new infrastructure • No new crossings would be included in this option • Does not demonstrate the Council's commitment to Climate Change by promoting smarter travel options.
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Background

10. The proposed Wood Lane Cycleway is part of TfL's strategic cycle routes across London and designed to help meet the targets set out in the Mayor's Transport Strategy, where 80 per cent of all London trips are aimed to be made on foot, by bicycle or on public transport by 2041.
11. In June 2017 TfL published the Strategic Cycling Analysis which identified several corridors with suppressed potential or established high demand for cycling. The analysis proposes cycling rates would increase with the introduction of new cycling infrastructure as a key enabler for sustainable journeys to be made.
12. Significant potential for increased cycling in the Wood Lane to Notting Hill Gate section has been identified. In addition, Wood Lane, Shepherd's Bush and Notting Hill Gate areas have some of the highest concentration of pedestrian movements in London and have benefitted from extensive development over the years including the Westfield Shopping Centre contained within the White City Opportunity Area.
13. Proposals are aimed at making the communities of Wood Lane, Shepherd's Bush, Holland Park Avenue and Notting Hill Gate more pleasant places to dwell by enhancing the public realm. This is supplemented by the aims of making it easier to navigate busy roads, reducing capacity for traffic, enabling more cycling and public transport journeys.

14. The proposal includes new segregated spaces for people to cycle; to make cycling more attractive and reduce the dominance of the car. The proposals form part of the borough's emerging cycling network and are intended to create a safer and more appealing street environment for all.
15. TfL and the Council carried out a joint public consultation of proposals from 1 May 2019 to 16 June 2019 and invited a wide range of people and other stakeholders to put forward views (see Appendix 1).
16. The outcome of the consultation on proposed measures were:
- 72% of respondents felt that proposals would mean that more people would cycle
 - 58% of respondents felt that proposals would mean that more people would walk
 - 43% of respondents felt that proposals would mean that more people would use public transport
 - 53% of respondents felt that proposals would mean that fewer people would use private transport for personal journeys
 - 34% of respondents felt that proposals would mean that fewer people would use private transport for business journeys.
17. Following discussions with the Royal Borough of Kensington and Chelsea (RBKC), TfL will not currently progress the outcome of the consultation for a route into RBKC but will continue to develop improvements in Hammersmith & Fulham.
18. Scheme proposals include:
- New and upgraded pedestrian crossings
 - Public space improvements along the route to create more welcoming streets for people and communities to enjoy
 - Two-way segregated cycle track throughout
 - Changes to bus stop locations, with removal of some, and layout changes throughout, including new bus stop bypasses for cyclists
 - Making some side roads entry or exit only to help the safe and timely movement of traffic
 - Changes to parking and loading bays and hours of operation.
19. To consider in the design, a new junction layout of South Africa Road for the Depot Road access to Imperial College.
20. To consider in the design, the section of the route outside Wood Lane underground station called the 'Hub' to reflect the tie in with local developments such as the BBC and Westfield sites.

Funding

21. There remains significant uncertainty with TfL's ongoing financial position. On 13 December 2021 an interim extension was announced following a funding settlement being granted by the Department for Transport (DfT) until 17 December 2021.

22. The most recent position of the extraordinary funding and financing agreement between TfL and the DfT has been extended to 4 February 2022. There thus remains an urgent need to ensure financing can be unlocked in accordance with irregular funding schedules and to secure future funding for the boroughs intended scheme.

Monitoring

23. The scheme will have an agreed monitoring strategy developed in conjunction with TfL.

24. Traffic counters will be installed along the route to gather data on a 24/7 basis. The counters will be able to gather data on traffic, cycle and pedestrian movements at key sections of the route.

25. Officers will work with TfL to collect and review data post scheme implementation, and this data will be supplemented with historic traffic data, and journey time information for the route.

Reasons for Decision

26. The development of a safe cycle network is a key aspiration of the administration and aligns with both regional and local transport policies. Segregated cycle infrastructure is a key enabler to achieve the climate change agenda. The scheme also supports the realising of several cross-disciplinary policies on economy, health and wellbeing.

27. There is significant scope to enable change in behaviour and achieve modal shift to sustainable forms of transport by providing and investing in cycling infrastructure. This is a key means to achieve net zero carbon from transport by 2030.

28. In liaison with TfL scheme sponsors, Option 1 has been previously consulted upon and is being prioritised for delivery by TfL. The Council have also secured s106 funds to help achieve aspirations for the Shepherds Bush Green area that helps to address some long terms concerns and conflicting priorities between residents, business and general traffic demand in the area.

29. The Council have secured funding from businesses and developments whom are keen to enhance the public realm, this broad ambition is broadly mirrored alongside residents' views; to achieve the realisation of more greening, flood mitigation and enhanced public spaces.

30. The scheme has been divided to be delivered in phases where, subject to obtaining TfL funding, Phase 1 can be achieved as a high priority with much of the design complete. Phase 2 of the scheme allows for further scope to enhance the route with the Council's s106 funding being made available to fund the concept design and complementary public realm works. The Phase 2 segment would allow the Council to progress coproduction with local stakeholders such as the DRT resident group and the residents cycling and walking commission.

31. Co-production remains a high priority for the Council and therefore ongoing engagement with resident led working groups and the DRT will continue throughout design development for the scheme.

Equality Implications

32. On the approach to consultation, TfL and the Council have demonstrated due regard to the public sector equality duty under the Equality Act 2010 and the need to consider any impacts of proposals on people with protected characteristics.

33. Measures taken to ensure groups could participate in the consultation included:

- Identifying and emailing relevant stakeholders such as British Dyslexia Association, Age UK London, Guide Dogs for the Blind, Royal London Society of Blind Children, Action on Hearing Loss and Inclusion London, and inviting them to respond to the consultation
- Ensuring that materials were written in plain English, and available on request in different formats (for example, Braille, large print, other languages)
- Ensuring that consultation events were held in accessible locations and at different times of the day, and that large-scale materials were available to review at events
- Considering how best to reach target audiences and tailoring the way of communicating with them. For example, by preparing hard copies of online material for those not able to access the website
- Producing an “easy-read” version of consultation materials, on request
- Sending copies of leaflets to local GP surgeries, libraries and places of worship
- Publishing an Equality Impacts Assessment within consultation materials - this allowed consultees to identify any significant gaps in thinking and bring to attention any impacts which had not already been identified.

34. An EQIA (Appendix 2) has also been completed for design and delivery which has assessed the adverse impact rating to be low but the overall impact of the Proposed Scheme upon Protected Groups to be positive.

35. The EQIA will be kept under review and updated throughout the decision-making process. Any identified issues relating to equalities will need to be considered in the development of proposals, with mitigation for adverse impacts considered and actioned.

Risk Management Implications

36. Although there are no financial impacts arising from the decision, there is a risk in the loss of opportunity to secure funds for bringing forward a scheme that aligns with Council and TfL policies. The need to ensure the scheme is progressed on time and in partnership with sponsors is central to securing funds, particularly within the context of ongoing financial uncertainty.

37. There remains an inherent risk when carrying out design and implementation of infrastructure works on the Highway. These will need careful managing during

the design and construction phases of the scheme as would be ordinarily conducted for works related schemes.

38. There are emerging limitations on the extent to which community led design can be carried out on highways infrastructure schemes. The Council will need to manage the expectation of stakeholders and ensure the parameters and constraints are clearly conveyed to any resident led stakeholder groups during design development.

Implications verified by: David Hughes, Director of Audit, Fraud, Risk and Insurance, tel: 07817 507 695

Climate and Ecological Emergency Implications

39. The Wood Lane Cycle Scheme and proposals for improvements to the Shepherds Bush Green area are considered to make a positive contribution towards tackling the Climate and Ecological Emergency due to an expected reduction in traffic volumes, enabling modal shift to sustainable forms of transport, resulting in long term improvements to air quality. Introducing a cycleway scheme would enable the realisation of longer-term aspirations of reallocating road space for greening, biodiversity and flood alleviation measures.
40. Route improvements will also include new cycle parking at major travel interchanges, therefore enabling onward journeys by sustainable transport. A segregated route will enable alternative vehicles such as cargo bikes to be safely used to deliver goods, therefore supporting sustainable freight and delivery options in the area.
41. Several climate action plan aims are achieved through the scheme including reducing polluting car journeys, supporting people to use active travel and maintaining accessibility by foot, bike or public transport.
42. A scheme will enable reallocating road space and increasing total green space, by planting of more trees, providing parklets and incorporating Sustainable Drainage Systems (SUDs) within the public realm and road space.
43. The scheme also encourages the topical dialogue around travel behaviour, travel demand, greener, biodiverse and more ecologically responsible public spaces and streets.

*Implications verified by: Hinesh Mehta (Strategic Lead, Climate Change)
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Consultation

44. A joint consultation was undertaken from 1 May 2010 to 16 June 2019 and a wide range of stakeholders were able to put forward views. There were 5,386 responses to the consultation, including from 56 organisations.

45. Respondents were asked to judge what impact proposals may have on walking, cycling, using public transport, using private transport for personal journeys or using private transport for business journeys. Full details of the consultation can be found in Appendix 1.
46. A resident cycling and walking commission have conducted significant work on considering overall design principles for cycle schemes in Hammersmith & Fulham. Although, the specific focus of the work was on the King Street and Hammersmith Road, Safer Cycle Pathway; the findings from the commission remains relevant when considering any new cycle schemes of comparable scale. Final recommendations arising from the group will need to be considered in due course.
47. The Council's continuing engagement and coproduction with a Disabled Residents Team (DRT) working group for the safer cycle pathway has provided detailed insight on specific user groups and barriers faced with navigating new infrastructure. The ongoing work of the DRT will need to be considered during the implementation of Phase 1 and also the scheme development of the Shepherds Bush Green and Holland Park segment of the scheme.
48. In addition, to local community engagement, the Council will need to consult and engage all statutory consultees such as emergency services, neighbouring authorities and Transport for London.

LIST OF APPENDICES

Appendix 1 – Cycleway 10 Consultation Report

Appendix 2 – EQIA – Wood Lane and Shepherds Bush Green Cycleway