

	<p align="center">London Borough of Hammersmith & Fulham</p> <p align="center">CABINET</p> <p align="center">12 OCTOBER 2015</p>
<p>LONDON BOROUGH OF HAMMERSMITH & FULHAM CYCLING STRATEGY 2015</p>	
<p>Report of the Cabinet Member for Environment, Transport & Residents Services : Councillor Wesley Harcourt</p>	
<p>Open Report</p>	
<p>Classification - For Decision</p>	
<p>Key Decision - Yes</p>	
<p>Wards Affected: All</p>	
<p>Accountable Executive Director: Nigel Pallace, Chief Executive</p>	
<p>Report Author: Richard Duffill : Borough Cycling Officer</p>	<p>Contact Details: Tel: 020 8753 E-mail: Richard.Duffill@lbhf.gov.uk</p>

1. EXECUTIVE SUMMARY

- 1.1. This report provides an overview of the development, consultation and refinement undertaken by the London Borough of Hammersmith & Fulham Council for the Hammersmith & Fulham Cycling Strategy 2015. The previous Hammersmith & Fulham Cycling Strategy was produced in 2004.

2. RECOMMENDATIONS

- 2.1. That the Cabinet approve publication of the Hammersmith & Fulham Cycling Strategy 2015.

3. REASONS FOR DECISION

- 3.1. Under section 39 of the 1988 Road Traffic Act, each local authority has a statutory duty to promote road safety. The Cycling Strategy 2015 will give effect to this duty by promoting safety for all road users by:
- Enhancing and extending existing cycle routes to create a comprehensive network; and
 - Creating more “Space for Cycling”; and

- Reduce the dangers (and the perception of the dangers) of cycling and reduce conflicts, both between cyclists and motor vehicles and between cyclists and pedestrians.
- 3.2. Local authorities also have a duty to manage and maintain their road networks under section 16 of the Traffic Management Act 2004. This duty includes securing the expeditious movement of traffic (including cyclists and pedestrians) and securing the more efficient use of their road network. The Cycling Strategy 2015 will give effect to this duty by reallocating road space to cyclists where this achieves a more efficient use of space, and widening the network of roads that can be safely and effectively cycled.
- 3.3. The London Boroughs are under a statutory duty to have regard to the Mayor's Transport Strategy (MTS) when exercising any function. The MTS also forms the basis for the London Boroughs Local Implementation Plans (LIPs), which must contain proposals that are consistent with the MTS and seek to implement its policies and proposals in their particular area.
- 3.4. The Local Implementation Plan 2 (2011 – 2031) has set a target to increase the baseline cycle mode share from 3.9% in 2010 to 8% by 2031. The Cycling Strategy 2015 will help to achieve the long-term mode share target for cycling in the LIP2 through actions and interventions to encourage more people to cycle in the borough and improve the attractiveness of the cycling as a viable mode of transport.

4. INTRODUCTION AND BACKGROUND

- 4.1. The previous Hammersmith & Fulham Cycling Strategy was produced in 2004 and needs to be updated to reflect the Council's (Draft) Corporate Plan 2015-18, give effect to the Mayor's Vision for Cycling in London (2013), and take into account current cycling initiatives proposed by Transport for London (TfL).
- 4.2. There are four key components of the Mayor's vision is looking achieve:
- A tube network for the bike - London will have a network of direct, joined up cycle tracks with many running in parallel with key Underground, rail and bus routes.
 - Safer streets for cycling - Spending on the junction review will be significantly increased and substantial improvements to the worst junctions will be prioritised. With Government help, a range of radical measures will improve the safety of cyclists around large vehicles.
 - More people travelling by bike - To normalise cycling, making it something anyone feels comfortable doing.
 - Better places for everyone - The new bike routes are a step towards the Mayor's vision of a 'village in a city' with more trees, more space for pedestrians and less traffic.
- 4.3. The Cycling Strategy is strongly linked to the Mayor's Vision for Cycling in London 2013 and details how it will achieve this vision at a more local level, recognising the unique characteristics and challenges that we face at

Hammersmith & Fulham. A copy of the Mayor's Vision for Cycling in London 2013 is contained in Appendix 4.

- 4.4. The overall vision of the Cycling Strategy is to encourage much more cycling in the borough, make cycling safer, and improve the health and well-being.

5. PROPOSAL AND ISSUES

- 5.1. The following paragraphs provide an outline of the Cycling Strategy, why it has been developed and how it will be communicated to the general public.

Structure of the Strategy

- 5.2. The Cycling Strategy has four key objectives:
- Enhance and extend cycle routes to create a comprehensive network;
 - Create more space for cycling to improve cycle safety;
 - Reduce the dangers (and the perception of the dangers) of cycling and reduce conflicts; and
 - Provide more cycle parking and cycle hire locations within the borough.
- 5.3. The objectives have been developed with reference to the Council's (Draft) Corporate Plan 2015-18, the Council's LIP2, and the feedback from HFCyclists provided to the Community Safety, Environment and Residents Services Policy and Accountability Committee (PAC Committee) on Space for Cycling on the 7th of July 2014.
- 5.4. The Cycling Strategy provides an assessment of how it is consistent with the relevant national, regional and local policies.
- 5.5. The Cycling Strategy illustrates the current growth in the popularity of cycling in Hammersmith & Fulham (and London), and highlights the opportunities that exist to increase the level of cycling in the borough. However the Strategy also acknowledges the challenges in encouraging more cycling, particularly in terms of ensuring the safety of all users, and managing the limited amount of road space available for all modes of transport.
- 5.6. The Cycling Strategy focusses on the key environmental, economic and social benefits of cycling as well as the increasing recognition of the significant health and wellbeing benefits of cycling as a means of including physical activity as part of your daily routine.
- 5.7. Section 5 of the Cycling Strategy sets out the existing and proposed actions that will be undertaken by the Council and TfL to give effect to the overall vision. The actions are linked to the four key objectives and action owners, funding sources, and timeframes are summarised in the Action Plan.
- 5.8. The Cycling Strategy aims to contribute to the achievement of the targets contained in the LIP2. The Strategy is intended to be a 'live' document with periodic updates and amendments as key schemes develop. However the overall vision and objectives of the Strategy are not expected to change.

Funding

- 5.9. LBHF were invited by TfL to bid for funding to develop a Borough Cycling Strategy for the 2014/2015 financial year. We were successful with our bid and were awarded £5,000.00 to produce the Strategy. The funding was granted exclusively for the development of the Cycling Strategy and could only be used for this purpose.
- 5.10. The Action Plan identifies the funding source for each of the actions contained within the Cycling Strategy. The main funding source for major cycling improvements is TfL. However Planning Obligations is also used to fund cycle parking and the Mayor's cycle hire scheme. The majority of actions have confirmed funding for ongoing initiatives (such as Cycle Training, and School Travel Plans). TfL have also confirmed that significant funding will be provided for major cycling initiatives including the Cycle Superhighways and Quietways.

Communication

- 5.11. Should the Cabinet be minded to confirm the approach contained in the Cycling Strategy, officers will undertake a campaign to publicise and communicate the Strategy to local residents and businesses.
- 5.12. The Council will develop a high-quality version of the Cycling Strategy document that can be publicly distributed online, and in print.
- 5.13. The Council will publish the Cycling Strategy on the Council website cycling webpage. The document will be formatted into an Online Document Viewer. This will enable the document to be easily viewed without the need to download a large PDF document, improve the accessibility, and provide the opportunity to easily translate the document.
- 5.14. The Council will publicise the Cycling Strategy via Facebook, Twitter and the Council's weekly email newsletters. We will organise a launch event to publicise and promote the Cycling Strategy. We will explore potential integration with other major initiatives such as the borough-wide 20mph speed limit.
- 5.15. In addition, a limited print run will be commissioned to distribute copies to key stakeholders, the Cabinet Member and relevant officers. We will also print two copies of the Strategy for each of the public libraries in the borough.

6. OPTIONS AND ANALYSIS OF OPTIONS

- 6.1. There are two potential options in terms of the Cycling Strategy:
- Option 1: Retain the previous Cycling Strategy (2004); and
 - Option 2: Approve an updated Cycling Strategy.
- 6.2. **Option 1** – The previous Cycling Strategy was developed in 2004. The previous Strategy is based on key policies (such as the National Cycling Strategy 1996 and the Interim Local Implementation Plan 2002/03) that have now been replaced. The previous Strategy focusses on the development of the London Cycle

Network (LCN) which has now been replaced by the new TfL network of Cycle Superhighways, the Central London Cycle Grid, and Quietways. Retaining the previous Cycling Strategy was not considered to be a viable option due to the potential risk to the Council of lost funding from TfL for current and proposed cycle initiatives.

- 6.3. **Option 2** is considered to be the preferred Option. Updating the Cycling Strategy to reflect current policy and planning is considered to be good practice. The new Hammersmith & Fulham Labour administration manifesto for 2014 included “being fairer to drivers and better for cyclists”. The Cycling Strategy is consistent with the manifesto and demonstrates our commitment to encourage cycling within the borough.

7. CONSULTATION

- 7.1. A draft version of the Cycling Strategy was released for public consultation between 10 December 2014 and 2 February 2015. A full record of the consultation response to the Draft Cycling Strategy is contained within Appendix 3 of this report.
- 7.2. The Draft Cycling Strategy was published on the Council’s Citizenspace website. The Citizenspace page included a summary of the Draft Cycling Strategy, an outline of the consultation process, and copies of the Draft Cycling Strategy and appendices. The Citizenspace page can be found here: https://lbhf.citizenspace.com/transport-and-technical-services/draft-cycling-strategy/consult_view
- 7.3. The consultation was publicised via Facebook, Twitter, the Council website, and the Council weekly newsletter. We also carried out targeted consultation of key stakeholders including the Metropolitan Police Service, London Boroughs, and H&FCyclists.
- 7.4. An online survey allowed participants to provide their opinions and views on the Draft Cycling Strategy. The survey combined quantitative questions to calculate the level of support for the Strategy, and qualitative questions where respondents could provide feedback in their own words about the Strategy.
- 7.5. A number of respondents chose to email their responses to the Council directly. These responses were manually added to the online survey. A small number of email responses were received after the consultation had formally closed. These were included in the comments section of the online survey and have been analysed in terms of the key themes but do not form part of the quantitative analysis below.

Analysis of Responses

- 7.6. A total of 81 responses were received via Citizenspace. 72 from individuals, 7 from organisations or businesses and 3 from other local authorities (London Borough of Ealing, Royal Borough of Kensington & Chelsea, and City of

Westminster). A full record of all responses received is included within the Consultation Report in Appendix 3 of this report.

- 7.7. Over 86% of respondents stated that they (partly or fully) supported the Draft Strategy. Almost 89% of respondents felt that the Cycling Strategy will fulfil its aim of increasing cycling uptake in the borough, even if some of them felt this would be only a small increase.
- 7.8. Almost 73% of respondents are residents of H&F, while a further 16% work or study in H&F. 9% provided a response on behalf of a business and organisation, and a further 10% of respondents were from other areas in London.
- 7.9. Two-thirds of respondents cycle everyday or most days a week, while 17% have never cycled or cycle rarely. 56% of respondents are commuter cyclists who cycle to work or place of study. Almost 25% go cycling for shopping, recreation or entertainment. Approximately 6% of respondents cycle for exercise.

Objectives

- 7.10. Over 86% of responses stated that they fully or partly support the proposed objectives. Respondents were also asked if they had any suggested improvements for the objectives. The most frequent responses were that the objectives should include a greater emphasis on the potential conflict between pedestrians and cyclists, including greater enforcement, and more segregated cycle facilities. This feedback has been incorporated into the revised objectives and the text of the Cycling Strategy (refer to Section 5 below).

Challenges and Opportunities

- 7.11. More than 86% of respondents agreed that the Cycling Strategy identified the major challenges and opportunities to cycling in the borough. When asked if there were any other challenges or opportunities, respondents identified safety issues as the major challenge. This is consistent with Section 3.5 of the Cycling Strategy. A number of respondents also noted that maintenance of cycling facilities is also an issue with poor quality surfaces likely to discourage cyclists using certain routes. This feedback has been incorporated into the text of the Cycling Strategy (refer to Section 5 below).

Benefits of Cycling

- 7.12. Over 85% of responses stated that the Cycling Strategy sufficiently documents the benefits of cycling. Respondents were also asked if there were any other benefits of cycling that were not identified. The most frequent responses were that the Cycling Strategy should make greater reference to the positive impact of cycling in terms of decreased air pollution and improved retail spending for businesses located on cycle routes. Respondents also noted that in London, cycling can be more convenient than other modes of transport. This feedback has been incorporated into the text of the Cycling Strategy (refer to Section 5 below).

Way Forward

- 7.13. More than 87% of respondents stated that they fully or partly supported the proposed Way Forward in the Cycling Strategy. Respondents were also asked if there were any other measures that should be included in the Way Forward. The most frequent responses were related to the need for segregated cycle facilities and greater enforcement (of both cyclists, and motorists). Additional sections have been included within the Way Forward in the Cycling Strategy (refer to Section 5 below).
- 7.14. The Draft Cycling Strategy and the provisional results of the consultation process were presented and discussed with the PAC Committee on 2 February 2015. The general response from the PAC Committee was positive with Councillor Iain Cassidy expressing a preference for a greater emphasis on segregated cycle facilities within the Strategy.

Changes to Cycling Strategy following consultation

- 7.15. Following the consultation process, the responses were analysed for key themes and issues. As a result, a number of improvements were made to the Objectives, Challenges and Opportunities, Benefits, Way Forward, and Action Plan as well as some minor corrections.

Objectives

Feedback from the PAC Committee meeting on the 5th February 2015 suggested that the phrase “positive interactions” in Objective 3 was potentially ambiguous. This was because there are some circumstances where interactions should be avoided rather than encouraged (such as cyclists riding in bus lane). As a result, Objective 3 has been altered to remove any potential ambiguity and emphasise the objective of the Cycling Strategy in helping to reduce the dangers of cycling.

Maintenance of Cycle Facilities

A number of responses mentioned the quality of road surfaces can discourage cyclists and that cycle facilities should be maintained in the same manner as roads. Section 5.1.5 of the Strategy outlines the Council’s proactive approach to the maintenance of carriageways and cycle facilities, and that any defects or damages to carriageways, cycle lanes or cycle facilities can be reported via the Council website.

Segregated Cycle Facilities

The need for segregated cycle facilities was mentioned by numerous respondents as a vital means of encouraging cycling. This was also stated in the PAC Committee meeting as well. However some responses expressed concerns that too much road space is being allocated to cyclists at the expense of other modes of transport. Section 5.2.4 of the Cycling Strategy outlines the Council’s approach to segregated cycle facilities and attempts to provide a balanced solution - segregated cycle facilities will be considered where this is the most appropriate solution. However, an extensive public consultation process will be undertaken, prior to the implementation of any segregated cycle facilities.

Encouraging More Cycling By All

Public feedback from the consultation indicated that the Council should be encouraging a wider range of people to cycle in the borough, not just young, fit and confident individuals. Section 5.3.1 outlines the how the Council will make cycling a safe and attractive option for all members of society including women, children, elderly people, and people from black and minority ethnic groups through the following initiatives:

- Adult cycle training;
- School Travel Plans;
- Training for bus and lorry drivers to be aware of cyclists; and
- Extending the 20mph speed limit to more streets within the borough to make roads seem less hostile to the least confident users.

Pedestrian / Cyclist Conflict

The perception of potential conflicts between pedestrians and cyclists on shared paths or areas of high pedestrian activity was identified by a number of respondents during the public consultation process. Section 5.3.7 (“Share with Care”) outlines that where cyclists and pedestrians are required to interact (e.g. on a shared off-road path) that the design and signage of the route will encourage safe behaviour. In areas where there is the potential for conflicts between users, the Council will investigate the use sunken roundels signage reminding cyclists to “share with care”, and rumble strips on the approach to potentially dangerous corners or interaction points.

Enforcement

There were a number of responses that identified the potential dangers of inappropriate / unsafe behaviour on the roads and the need for greater enforcement of traffic regulations. While some responses identified the illegal behaviour of cyclists (such as riding through red lights and cycling on footways) as a safety issue, there were as many responses which noted the illegal behaviour of drivers (such as parking in cycle lanes and encroaching on Advanced Stop Lines) as the main safety issue. The Cycling Strategy outlines a balanced approach to improving the behaviour of all road users. Section 5.3.12 outlines that the Council will continue to work with and support the Metropolitan Police Service (MPS) in enforcing illegal and unsafe behaviour such as cycling on footways, vehicles encroaching on Advanced Stop Lines, and road users ignoring traffic signals.

Cycle Theft

A number of respondents noted issues with cycle theft throughout the borough. Cycle theft can cause major distress for people who can find it difficult to replace their bike and can be a significant disincentive to cycling. Section 5.4.4 outlines how the Council will continue to support the MPS and carry out initiatives to minimise and prevent cycle theft within the borough.

8. EQUALITY IMPLICATIONS

- 8.1. As outlined in Section 5.11 to 5.15, the proposed method of communication will ensure equal access to the Cycling Strategy.
- 8.2. The Strategy will be published online and also available in print form at local libraries within the borough.
- 8.3. We will undertake publicity via Facebook, Twitter and the Council website and arrange an event to publicly launch the Strategy.

9. LEGAL IMPLICATIONS

- 9.1. There are no legal implications arising from the contents of this report.
- 9.2. Implications verified/completed by: Alex Russell, Senior Lawyer (Planning, Highways and Licensing), 020 8753 2771.

10. FINANCIAL AND RESOURCES IMPLICATIONS

- 10.1. TfL have approved funding of £5,000 for this project from the LIP Programme in 2014-15.
- 10.2. At present the costs are based on an estimate. This is subject to change once the detail of the scheme has been developed. The funding however is limited to the amount approved by the TfL board plus a contingency. Any variation in costs in excess of the contingency cannot be assumed to be funded by TfL unless this is approved in advance. Alternatively, officers may need to manage the workload to ensure that expenditure is contained within the approved provision.
- 10.3. Implications verified/completed by: Gary Hannaway, Head of Finance, Ext 6071.

11. IMPLICATIONS FOR BUSINESS

- 11.1. As outlined within Section 4 of the Cycling Strategy (refer to Appendix 1), increased cycling can have a beneficial impact on the economic viability of businesses and the health of employees.
- 11.2. Improved cycling facilities and routes can have a positive benefit for adjacent business owners. In 2012, a study by the New York City Department of Transport revealed there was a 49% increase in retail sales along a road with a newly implemented protected cycle lane, compared with just a 3% increase across the whole borough.
- 11.3. A study on behalf of Cycling England suggested that the annual economic benefits produced by each individual, regular cyclist are approximately £540-£640 per year in terms of reduced NHS costs, fewer days off work, and reduced congestion.

11.4. Increasing the number of cycle trips (particularly short trips currently made by car) can help to remove the number of vehicles from the road, reducing congestion and increasing road space for deliveries and customers.

12. RISK MANAGEMENT

12.1. The Cycling Strategy and the benefits of reductions in accidents would contribute positively to the management of risk as noted on the Shared Services Risk Register, risk number 8, Managing Statutory Duty - compliance with laws and regulations. The Hammersmith & Fulham Labour administration manifesto for 2014 includes “being fairer to drivers and better for cyclists”, adoption of the strategy therefore contributes to the management of local policies risk.

12.1 Implications verified/completed by: Michael Sloniowski, Shared Services Risk Manager, 020 8753 2587.

13. PROCUREMENT AND IT STRATEGY IMPLICATIONS

13.1. There are no procurement related issues currently identified in the report.

13.2. Implications verified/completed by: Alan Parry, Procurement Consultant (FCS, TTS and HRD), 020 8753 2581.

LOCAL GOVERNMENT ACT 2000 **LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT**

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
	None		

LIST OF APPENDICES:

Appendix 1 - Hammersmith & Fulham Cycling Strategy 2015 (full version)

Appendix 2 – Cycling Strategy (summary)

Appendix 3 – Draft Cycling Strategy Responses

Appendix 4 – Mayor’s Vision for Cycling in London 2013