
Secretariat memorandum

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Cycle Superhighways

1 Purpose of report

- 1.1 To update members on London TravelWatch's work on cycling and the latest Cycle Superhighway proposals and their impact on pedestrians and bus passengers.

2 Background

- 2.1 For many years London government has been grappling with the issue of increasing cycling on London's roads. Prior to the creation of the GLA the focus of street work schemes was on improving back street routes under the banner of the London Cycle Network (LCN). The LCN also provided some cycling 'facilities' of varying quality on London's main roads, including the conversion of pavements to cycle lanes.
- 2.2 Whilst there were some benefits to cycling delivered by the LCN process problems with the approach were highlighted in 2007. A report by London Councils pointed to over 100 locations on the TLRN and borough roads where the LCN stopped because of a 'barrier'. For example the route would reach a main road junction where motor vehicle capacity restricted what might be done in terms of creating a junction deemed safe for cyclists. There were also criticisms of the use of pavements for cycling and questions as to how beneficial investment in back streets, which cyclists choose not to use, was.
- 2.3 In 2008 Cycle Superhighways (CSH) were proposed. These were to be on-carriageway cycle lanes along, generally, London's major arterial routes - TfL's Red Routes. Two pilot schemes, CSH 3 and 7, were introduced: in summer 2010 and two more, CSH 2 and 8, in summer 2011. These have been criticised by some:
- as being part time (loading and parking) on the cycle lanes is allowed outside of the operational hours of the Red Route;
 - for not addressing the cycle safety issues at major road junctions where most collisions occur;
 - for encouraging cycling within a lane close to the kerb at junctions where cycle training would suggest cyclists move towards the middle of the carriageway to assure their own safety;

- for being a mixed bag of measures from simply cycle logos on the carriageway, non-statutory cycle lanes within a bus lane, advisory and mandatory cycle lanes to lanes separated from motor vehicle traffic.
- as the cycle lanes provided are said to be too narrow;
- as there is no facility for protected right turns
- for not fully separating cyclists from motor vehicle traffic.

2.4 During this time there have also been many other supporting, non-street works, interventions both by Transport for London and the London boroughs.

2.5 Over the life of these projects there has been an increase in cycling in London, as measured by various different surveys, and confirmed recently by comparison of Census 2001 with Census 2011. The census includes a question about method of travel to work which suggests an increase in the absolute number of cycle commuter journeys and an increase in modal share.

2.6 The census data shows that cycling has become a larger proportion of road using trips over the last decade, up from 77,330 in Census 2001 to 161,705 in Census 2011.

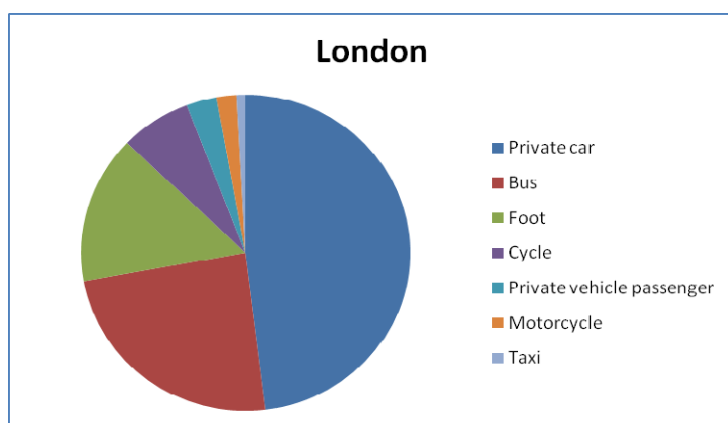


Figure 1 Census 2011 showing all surface transport modes.

2.7 The National Travel Survey (amongst other surveys), a Department for Transport travel diary survey, records the increase in cycling levels in London. It should be noted that the most significant impact on cycling levels in London was the introduction of the central London congestion charging scheme. A similar graph to that below which excludes the London figures from the Great Britain totals demonstrates even more starkly the contrast between London and the rest of Great Britain.

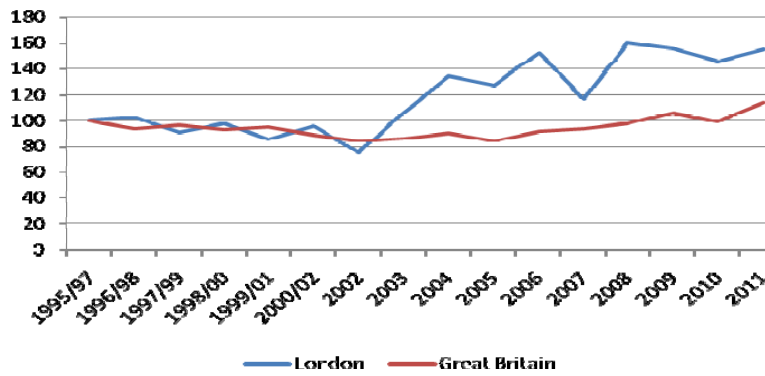


Figure 2 Miles per person per year by bicycle indexed to 100 at 1995/1997, National Travel Survey statistics tables NTS0105 and NTS0107

3 London TravelWatch’s cycling policies

- 3.1 London TravelWatch is unique insofar as it represents all users of London’s streets. We have a broad range of policies that take account of all the users of London’s streets and roads, particularly disabled pedestrians and bus passengers. London TravelWatch also wants to see a great, inviting, public realm.
- 3.2 If additional road space (and pavement space) is dedicated only for cyclists this will inevitably take space from other modes. This will have an impact on wider transport objectives. Members should note the relative space efficiencies of the different modes. Although crude, the graph below is a reminder of this. It was presented by TfL at a previous London TravelWatch meeting.

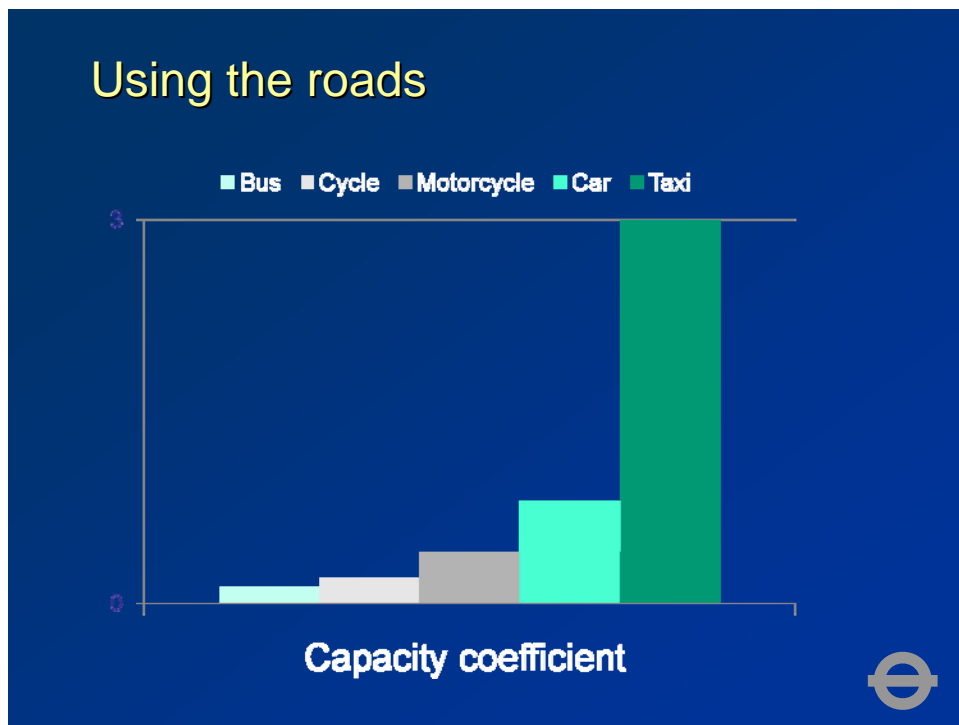


Figure 1 Although the relative efficiencies of different modes will vary depending on the circumstances it is nevertheless relevant to any debate on the reallocation of street space.

- 3.2 In May 2009 London TravelWatch published its report on cycling in London. This was led by two members who had particular interests, one in cycling and the other in pedestrian issues. We also sought views of stakeholders by way of a survey. This report established the Board's policies on cycling.
- 3.3 London TravelWatch supports the Mayor's targets to greatly increase cycling levels in London. London TravelWatch wants to see:
- cycling on the carriageway. Introducing cycling onto pavements should be the very last resort;
 - cycle training, education and awareness raising around all modes sharing the roads. More roads policing (of all modes). London TravelWatch wants to see all transport users following the rules of the road.
 - the focus of cycling improvements on those roads cyclists most use – the main roads. Most collisions occur at main road junctions and the top priority for these main roads should be to address safety issues at these road junctions and to improve them for cyclists and pedestrians.
 - slower speeds and cycle permeability (privileged access for cycles where roads are closed to general traffic or operate one-way) are also important priorities.
- 3.4 We also concluded that The London Cycling Network had resulted in improvements to London's streets for cyclists and is good for young and novice cyclists, but it is incomplete and disappointingly includes the conversion of pavements to cycle tracks which are a poor compromise for both modes.

4 The impacts of cycle campaigning in London

- 4.1 There is a strong cycling lobby in London. This lobby wants to see more and safer 'cycling facilities' for cyclists. The number of cycle casualties are highlighted regularly in the London and national media (though for some reason the far higher number of pedestrian casualties goes unreported). However, there is not a single view of what good cycling facilities should look like, particularly on London's main roads. Some of this campaigning takes little or no account on the impact on users of the other modes.
- 4.2 The London Cycle Campaign promotes, under the banner of 'Go Dutch', the introduction of more cycle lanes on main roads, separated from motor vehicles. It promotes a change in the way junctions are designed to facilitate a more 'protected' route across and through road junctions.
- 4.3 There are other cycle campaigners that take a more holistic, 'share the road', approach. Both are equally radical in demanding better conditions for cyclists, slower speeds and reduced volumes of traffic on London's roads to allow more space for cycles.
- 4.4 This campaigning has led to a further significant shift in TfL's approach and a new cycling statement from the Mayor - *The Mayor's vision for cycling in London*. A cycling Czar, the journalist, Andrew Gilligan, has been appointed. The Mayor's vision proposes a 'cycle Crossrail' for London, 'quietways' and a new network of cycle routes in central London. There is a programme of

improving junctions for cyclists. This new vision is more supportive of separating cyclists (using kerbs or upstands in the carriageway) from motor vehicles.

5 The latest Cycle Superhighway proposals

Extension to Superhighway 2

5.1 Cycle Superhighway 2 is to be extended from Bow Roundabout to Stratford. It is uniquely innovative in London insofar as it introduces 2.4km of cycle lane along the Strategic Road Network (SRN) that will be physically separated from motor vehicle traffic. There are features of the proposals which London TravelWatch would want to support:

- the junction of Stratford High Street and Rick Roberts Way and Warton Road is to be much improved by the removal of left turning slip roads which are problematic for cyclists travelling straight on;
- new and lengthened advanced stop lines for cyclists will allow cycles to get to the head of general traffic;
- there is an increase in cycle parking;
- cyclists are now allowed to use a section of contra-flow bus lane.

5.2 As part of this proposal, the cycle lane will be routed around the back of some bus stops. It is understood that the cycle track will be generally at carriageway level (below pavement level) and a crossing will be provided. Cyclists will have priority on these sections of cycle track. Pedestrians and bus passengers will have to 'cross' them as they now do a side road. We have raised concerns regarding the introduction of cyclists onto the pavement as we know this causes significant problems to pedestrians, particularly the elderly and those with mobility and visual impairments.

5.3 The proposal continues to route cyclists onto the pavements around Stratford Broadway (Stratford Town Centre) to allow them to avoid the long diversion around the gyratory system which is to be left in place.

5.4 We have also raised concerns regarding the conversion of a bus lane, to become the separated cycle only lane. This will have the effect of increasing bus journey times and worsening reliability for bus services on one of London's most important bus corridors (Bus route 25 carries more bus passengers than any other in London). TfL have told us that the modelling that they have undertaken does not take account of the fact that there are bus lanes. It should be noted that east London will see tremendous population and employment growth. It is of concern that these proposals give bus services less priority, not more. Our preference would be that the bus / cycle lane was extended rather than taken out.

5.5 The addition, into the street scene, of kerbs to separate cyclists from motor traffic is relatively novel in London and the UK, but can be seen in parts of Camden. Widespread use of these additional kerbs and other novel separation devices will cause additional problems for pedestrians, particularly the mobility and visually impaired. They will add clutter and lessen the attractiveness of London's streets to users.

- 5.6 We have also raised concerns regarding the consultation with bus passengers. An email, to a target group of bus passengers, told them of the proposal in terms of the benefits to cyclists, but did not mention the removal of bus priority, not the lengthening of bus journey times.
- 5.7 In conclusion this proposal is major scheme with some benefits to cyclists. However, there are downsides for other users and concerns, particularly for disabled and visually impaired users. It is disappointing that the proposal does not resolve the numerous and substantial problems of the Stratford gyratory system for all users. It will mean slower and more unreliable bus services.
- 5.8 The proposal gives a very poor (negative!) ratio of cost to benefit. It is unusual for transport schemes to proceed with cost to benefit ratios of less than 1.6:1. This will be because of the journey time increases for general traffic and bus passengers. TfL say it is difficult for conventional cost / benefit appraisals to account for cycling schemes properly. We have requested the business case report and hope to report more of this verbally to members at their meeting.
- 5.9 It should be noted that the opportunities for separation of cyclists from general traffic, as proposed here, will be few and far between. TfL are proposing to monitor some of the novel aspects of the proposal.

Cycle Superhighway 5

- 5.10 Cycle Superhighway 5 is proposed to be implemented along the TRLN from New Cross gate to Victoria via Vauxhall Cross. This is a more conventional Cycle Superhighway proposal insofar as there is no section of cycle lane on the carriageway that is physically separated from motor vehicle traffic, but it does have some innovations including a cycle 'early-start' traffic signal. It also includes wider (2 metres in places) cycle lanes. Again there are some welcome proposals including:
- substantial new sections of bus lane;
 - a section of 20mph on the TLRN;
- 5.11 As part of the consultation we told TfL that we thought there were further opportunities to improve cycle safety by tightening the radii of some junctions which would have the effect of slowing turning traffic.
- 5.12 The impact on other traffic is not yet known.
- 5.13 Members should note that although the consultation report is not yet available the TfL board was recommended to approve the expenditure on both of these schemes. TfL has been told us that the final design proposal have not yet been approved.

6 Discussion and conclusion

- 6.1 London government has, for many years struggled to implement cycle facilities on main roads, those roads that cyclists use most. There is no settled view amongst stakeholders as to the best approach. London TravelWatch's policies take account of all users, not a single mode. London TravelWatch policy has

been inclined towards 'share the road', slower speeds, more roads policing and a focus on improving safety at those locations (main road junctions) where most collisions occur.

- 6.2 Cycle Superhighways are being developed by TfL as the latest response to the aspirations of some in the cycling community to see more and safer cycle facilities on London's roads by means of separating cyclists from motor vehicles, giving them their own dedicated space.
- 6.3 Further development of Cycle Superhighways and increasing use of separate, dedicated space, for cyclists will have implications for other users and conflict with other policies. It seems inevitable that this space (carriageway or footway) will be taken from other modes. Devices to separate cyclists from motor vehicles will add to the difficulties of pedestrians, particularly the mobility and visually impaired and it will lead to a less attractive, and less well used, public realm.

7 Equalities and inclusion implications

- 7.1 Groups representing vulnerable pedestrians raise concerns regarding the mixing of cyclists and pedestrians. It is not yet known what means are to be used to separate cyclists from motor vehicles, but this will probably mean introducing kerbs that will increase the problems for pedestrians navigating London's streets. This will disproportionately affect that use mobility aids or are visually impaired.

8 Legal powers

- 8.1 Section 248 of the Greater London Authority Act 1999 places upon London TravelWatch (as the London Transport Users Committee) a duty to consider - and where it appears to the Committee to be desirable, to make recommendations with respect to - any matter affecting the functions of the Greater London Authority or Transport for London which relate to transport (other than of freight).

9 Financial implications

- 9.1 There are no financial consequences for London TravelWatch.