

**REPORT FOR: Traffic and Road Safety
Advisory Panel**

Date of Meeting: 19th July 2016

Subject: Cycling in Harrow

Key Decision: No

Responsible Officer: Tom McCourt – Corporate Director,
Community

Portfolio Holder: Graham Henson - Portfolio Holder for
Environment, Crime and Community
Safety.

Exempt: No

**Decision subject to
Call-in:** Yes, following consideration by the
Portfolio Holder

Wards affected: All

Enclosures: **Appendix A** – Harrow Cycle Vision
document
Appendix B – First tranche of
Quiteways cycle routes in London
Appendix C – Harrow Cycling
Strategy
Appendix D – Harrow - Cycle Skills
Network Audit (CSNA)

Section 1 – Summary and Recommendations

This report provides information about the current position with cycling in Harrow and recommends a way forward for delivering the aspirations of the Cycle Strategy.

Recommendations:

The Panel is requested to recommend to the Portfolio Holder for Environment and Community Safety that:

1. That the work programmes and initiatives to deliver the cycling strategy to date using TfL grant funding is noted,
2. That the Borough Cycle Action Plan be reviewed and updated to set out specific, realistic and deliverable short, medium and long term goals based on anticipated funding levels,
3. That the Harrow cycle skills network audit be noted and the findings used to prioritise the infrastructure improvements in the Borough Cycle Action Plan,
4. That TARSAP reviews progress with the Borough Cycle Action Plan annually,
5. That the 2017/18 LIP programme increases the proportion of investment for cycling within the total funding to be confirmed by TfL,
6. That the administration makes a positive case to the London Mayor for additional investment in cycling for Harrow to deliver it's cycle strategy,
7. That all opportunities to secure developer contributions and Community Infrastructure Levy funding for cycle infrastructure improvements are pursued,
8. That the administration supports the London 'Safer Lorries Safer Cycling' scheme.

Reason:

To improve cycle infrastructure in the borough and make Harrow a more cycle friendly borough and increase the uptake of cycling as a sustainable mode of transport for all users.

Section 2 – Report

Background

- 2.1 Cycling has an important part to play in making London more sustainable. It is a quick, healthy, affordable and non-polluting form of travel that has the potential to increase capacity on London's busy roads. More cycling will lead to less congestion by reducing the number of short car trips. It will also help reduce air pollution and bring improvements in London's street environment.
- 2.2 Harrow has great potential to increase cycling to create a significant mode share for journeys. The borough currently has low levels of cycling and this is demonstrated in the results of the last census commissioned in 2011. The borough has ambitious targets to increase the mode share of cycling included in the current Local Implementation Plan (LIP), and the Cycling Strategy for Harrow however, this requires major investment to be successful.

London Mayor's Vision for Cycling in London

- 2.3 In March 2013 the Mayor of London launched a Vision for Cycling in London which highlighted an ambition to see cycling 'normalised' by encouraging a broader cross section of people to take up cycling. It set out four key outcomes:
- a "tube network" for the bike
 - safer streets for the bike
 - more people travelling by bike
 - better places for everyone
- 2.4 A budget of £100m was set aside by the Mayor of London to help deliver his cycling vision including delivering "Mini Hollands", cycle super highways and Quietway cycle routes with the aim to select a number of boroughs for seed funding to develop their ideas with 3-4 going forward for full funding.
- 2.5 London boroughs were encouraged to submit a bid to the GLA via the Cycle Commissioner for London setting out their aspirations for cycling and listing their proposals to remove barriers and provide new cycle links across London.
- 2.6 Harrow's bid was in the form of a document entitled "Harrow's Cycle vision" which can be seen in **Appendix A** and was considered by the Cycling Commissioner in July 2013. The document included the Council's ideas to transform Harrow into a cycle friendly borough and encourage a greater up take of cycling in the borough.

- 2.7 The Harrow Cycle vision document focussed on increasing cycling in the borough by providing high quality cycle routes that followed the line of existing tube lines, provided a network of quietway routes, provided new cycle hubs and introduced soft complementary training measures. With the promise of significant funding the proposal aimed to show what could be achieved if a higher level of investment could be secured.
- 2.8 The standard of the submissions from all the London Boroughs was exceptionally high and unfortunately Harrow was not selected as one of the boroughs to receive funding for a “Mini Holland” style project from the initial £100m available. The three chosen boroughs were Kingston, Enfield and Waltham Forest.
- 2.9 Since then TfL have been working with the boroughs and Sustrans, a charitable cycling organisation, to assist the Mayor for London to identify a “Quietway” network across London. Quietways routes are intended to form a network of radial and orbital cycle routes designed to overcome barriers to cycling and target cyclists who want to use quieter, low-traffic routes that provide an environment for those cyclists who want to travel at a gentler pace.
- 2.10 Harrow has continued to work with TfL to try to secure funding to introduce a network of cycle “Quietway routes. In May 2014 officers met with representatives of Sustrans to discuss the routes in Harrow’s vision document and to discuss which of the routes could be taken forward as “Quietways” to initial design and consultation. In December 2014 Harrow was advised that some of its routes would be included in the third tranche of funding and that the routes for investigation were as follows:
- Harrow Town Centre to Harrow Weald via Wealdstone from Wembley Park
 - Ealing(Ealing) to Harrow town centre (Harrow) via Sudbury (Brent)
 - Kenton Road to Rayners Lane and on to West Ruislip and Ruislip Gardens (two spurs)
- 2.11 The delivery of TfL’s of the Quietways programme has prioritised more central parts of London for the first tranche of schemes which have subsequently been designed and approved and are now about to be launched in the locations shown in the plan in **Appendix B**. The second tranche of the Quietways programme is currently in the detailed design stage.
- 2.12 TfL have confirmed at a recent meeting of all the boroughs this year that only one Quietway link from Wembley Park to Wealdstone is now included in the third tranche and it is anticipated that the Council will receive funding from TfL to progress this route in 2017/18.

Cycling Strategy for Harrow

- 2.13 In 2015 the Council prepared a Cycle Strategy for Harrow which was developed in consultation with Harrow Cyclists and was subject to wider public consultation. This strategy was approved and adopted by Cabinet in January 2016 and a full copy can be seen in **Appendix C**.
- 2.14 The new cycle strategy document brings together all the policy documents, objectives and targets related to cycling detailed in the Councils approved Transport Local Implementation Plan, the Sustainable Transport Strategy (approved in 2013), Harrow's Cycle Vision document (prepared in 2013) in order to set out one overarching strategic document for cycling in the borough. It is intended that this cycle strategy will give a clear vision, commitment and impetus to improving and increasing cycling in the borough.
- 2.15 Harrow's Cycling Vision Statement states that "We want to increase the number of people cycling in the borough by making cycling more convenient, better connected, safer and more appealing to people from all backgrounds. Cycling should be seen as an enjoyable, safe, practical and accessible everyday option for more people, including older and people with disabilities, children and families."
- 2.16 The strategy recognises that Harrow's population will continue to increase and that the road and public transport network are already under considerable pressure with severe congestion on a daily basis. It is obvious that sustained growth in demand for motorised travel will outstrip the available supply of land to build more road space. Travel by car will therefore become even more difficult and the only way to accommodate this demand will be to spread the demand across a wider range of mode choices. Making the most of the potential offered by cycling is therefore an important aspect of a well-managed transport system. Cycling has considerable scope for growth and it is, for many, the best way of making short journeys of up to 5 km (3 miles) compared to other modes of transport.
- 2.17 The strategy also recognises that there are a range of significant barriers to delivering this vision. Firstly the attitudes towards cycling as a viable transport mode need to change. There is often a fear of safety and vulnerability around traffic, particularly when undertaking unfamiliar journeys, as well as the historically high reliance on the car and the convenience this mode provides. Additionally Harrow has one of the most diverse populations of any London borough and there are sectors of the community that still need to be encouraged to consider cycling as an alternative to using the car. Secondly the physical environment is a major factor in discouraging cycling due to high traffic speeds, aggressive or inconsiderate driver behaviour, insufficient cycle parking facilities at key locations and significant severance issues caused by major roads. Finally the delivery of the strategy is often hindered by a lack of political priority and insufficient funding and resources.

2.18 The strategy sets out an approach to overcoming these barriers through targeted training and education, particularly at schools, community engagement via events and champions, improving cycle infrastructure, securing additional funding and resources and integrating initiatives into public health and development control. A Borough Cycle Action plan is set out in appendix G of the strategy that indicates the delivery of operational and cycle parking measures, infrastructure improvements and other educational and promotional initiatives.

2.19 The strategy has also set out some high level cycling objectives and targets to monitor progress in delivering the strategy as follows:

Objectives	Targets
Objective 1 - The Council will create a safer and better environment that supports cycling as an equal mode of transport	<ul style="list-style-type: none"> • Reduce the year on year nos. of KSI incidents involving cyclists as a % of cycling activity recorded in the Borough
Objective 2 - The Council will promote cycling as a convenient, safe, secure, inclusive and enjoyable activity	<ul style="list-style-type: none"> • Deliver a minimum of 200 adult cycle training courses annually • Deliver cycle training courses to a minimum of 30 schools annually • Support the delivery of at least 10 led rides in the Borough annually • Introduce at least one Bikeability Plus initiative annually • Deliver “2 Try Cycling” Roadshows annually • Support local events by delivering Dr Bike events annually
Objective 3 - The Council will elevate cycling as an important sustainable mode of travel in the Borough	<ul style="list-style-type: none"> • Achieve 1.5% mode share for cycling by 2017 • Increase the number of pupils cycling to school by 1.8% by 2020 • Undertake an annual resident survey to measure changing attitudes towards cycling
Objective 4 - The Council will facilitate and support bicycle ownership/access and secure parking	<ul style="list-style-type: none"> • Increase the number of cycle parking spaces in schools to 66 pupils per cycle parking space by 2020 • Reduce the number of cycle thefts in the Borough by 20% annually • Deliver an increase in the nos. of on street parking stands annually

2.20 Harrow has maintained within the strategy its desire to introduce the “tube map” of aspirational strategic cycle routes to provide a seamless, convenient and safe network of cycle routes across the Borough. This can be seen in the diagram below.

Harrow Cycling Connectivity Map



Current situation

- 2.21 The public, members and local cycling groups have indicated that they wish to see a more comprehensive cycling network that provides safe and well connected facilities for whole journeys.
- 2.22 A review of the network in December 2015 indicated that there are 41.6 km of on-road cycle routes, 4.8 km of off-road cycle routes and 6.5 km of Greenway cycle routes (off road routes through parks and green spaces) in the borough. The existing cycle network is integrated into the wider West London cycle network and provides some continuity of cycling to town centres located in adjacent boroughs.
- 2.23 This financial year’s allocation for cycle infrastructure projects is £90k and will be used on introducing a cycle route link from Kenton Road through to Wealdstone. It should be noted that in any one year only small elements of the network can be improved due to the high cost of infrastructure improvements and that the delivery of a complete network will take many years.

2.24 The infrastructure improvements are supported by a significant and equally important programme of initiatives to promote and encourage the take up of cycling which is undertaken through a wide range of activities such as :

- Road safety education engagement and events, particularly in schools,
- Cycle training for children and adults,
- Bike clubs, cycling promotions, liaison with cycling groups,
- Providing Travel planning support and guidance for schools and businesses on how to facilitate cycling,
- Working with schools to support cycling initiatives and promotions,
- Development of walking / cycling travel maps,
- Promotion of environmental and health benefits of cycling.

2.25 TfL funds free cycle training for adults and children which is delivered in Harrow through a contract with the UK's leading cycle training and cycling promotion specialist delivering nationally accredited cycling and walking programmes and workshops to help get more children and adults cycling more safely and more often. A sizeable programme of training is delivered each year.

2.26 Funding for cycling infrastructure schemes and educational and promotional and initiatives all comes from TfL to support the identified work programmes in the LIP. The table below shows the funding provided by TfL to support the cycling mode in recent years and the trend is that at least 20% of the funds provided annually is used on this mode of transport.

Financial year	Total LIP/BCP transport funding £k	Cycle schemes £k	Cycle training £k	Other cycle initiatives £k	Total cycling %	Road safety education, school support, sustainable transport promotion £k
2012/13	1,580	313	95		26%	182
2013/14	1,708	203	137		20%	233
2014/15	1,734	221	139	54	24%	230
2015/16	1,628	216	139	49	25%	230
2016/17	1,695	195	148	45	23%	230

2.27 The table indicates that funding allocated to infrastructure schemes has marginally declined whilst funding for cycle training and other cycle initiatives such as developing the cycle strategy has increased mainly due to the London Mayor providing a supplementary Borough Cycling Programme. Overall the levels of funding for cycling have been relatively stable.

- 2.28 Separate funding within the LIP programme is shown for road safety education, travel planning, school support and sustainable transport promotion which indirectly supports and encourages cycling activity. These educational and promotional initiatives target the wider sustainable transport agenda and the levels of funding for this are also relatively stable in recent years and represent about 13-14% of the budget.

The way forward

- 2.29 The current LIP 3 year programme of investment finishes at the end of 2016/17 and a new programme of funding will be discussed between the boroughs and TfL for the period from 2017/18. Therefore there is the opportunity to give a greater emphasis to cycle projects and initiatives to support the strategy in future years. TfL have indicated that the funding levels for 2017/18 are not confirmed and have advised boroughs to develop programmes based on the status quo, however, there is a significant possibility that funding levels could reduce. It is therefore important that all opportunities to secure additional funding both internally and externally are sought to take forward the cycling strategy such as securing any additional funds through section 106 developer contributions or through TfL initiatives such as with the "Quietways" programme.
- 2.30 With the recent election of a new London Mayor there may be more opportunities to bid for cycling projects over the next 4 years. At the quietways liaison meeting at TfL in early June it was stated that the new Mayor for London Sadiq Khan has indicated that he supports cycling as a sustainable mode of transport and is seeking to maintain the current level of investment.
- 2.31 Under the previous mayoral administration TfL have focussed funding on cycle superhighways and Inner London cycle routes but it is still not clear yet whether outer London boroughs will start to receive the funds they need to improve the network and encourage a greater up take of cycling. It is suggested that the administration in Harrow should lobby the Mayor's office and make a positive case for increased investment in Harrow to assist with delivering it's cycle vision.
- 2.32 The Borough Cycle Action Plan currently sets out deliverable projects and initiatives up to 2016/17 but does not set out anything beyond that time scale. Therefore a more proactive approach to the Plan should be taken that indicates how major milestones and objectives can be delivered in the short, medium and long term giving oversight of the likely funding and time scales required to deliver individual elements of the plan. In particular infrastructure improvements to deliver a comprehensive cycle network will be the most resource hungry element and should be set out to show realistic aspirations and outcomes.

- 2.33 It is therefore recommended that the Borough Cycle Action Plan should be reviewed and updated to set out the short, medium and long term goals for all aspects of the programme to ensure that the use of funds is effectively targeted and can make incremental improvements in the delivery of the strategy.
- 2.34 The council recently commissioned an independent review of the transport network to undertake a Cycle Skills Network Audit (CSNA) intended to assess the skill levels needed to cycle on the highway in relative safety. These are classified using a system based on the three core levels of the National Standard for Cycle Training (Bikeability). There are three levels to Bikeability as follows:
- Level 1 (green badge) covers basic bike handling skills and is delivered in a traffic-free environment, such as a playground
 - Level 2 (amber badge) is taught on quiet roads but in real traffic conditions and covers simple manoeuvres and road sense
 - Level 3 (red badge) covers more complex situations and equips the cyclist to handle a wide range of traffic conditions and road layouts.
- This programme is now being delivered in schools across the United Kingdom and is subsidised in London by TfL giving free cycle training for adults and children.
- 2.35 The bikeability level assessment is used as a tool to identify barriers to cycling on the public highway by highlighting locations with more physical segregation typically at main road traffic corridors or at more complex junctions and intersections. This audit helps to prioritise interventions and funding in work programmes and ensures the effective use of resources to maximise the improvement of the highway network for cyclists.
- 2.36 It is recommended that a review of the Borough Cycle Action Plan infrastructure improvements takes account of the findings of the latest audit.
- 2.37 Another use of the audit is to support the development of Bikeability travel maps which are used to help the provide map based information on the best routes to use in order to get to local destinations taking account of the relative skills that different cyclists have. The Council provides this information to encourage and engage with existing cyclists as well as potential new cyclists. Cycling leaflets have also been produced based on these maps and targeted at specific user groups such as schools for example. All skills levels are based on bikeability criteria.

London Safer Lorry Scheme

- 2.38 London's Safer Lorry Scheme came into force on the 1st September 2015, and applies to all vehicles over 3.5 tonnes. All of these vehicles now need to have class V (5) and VI (6) mirrors fitted and side guards between the front and rear axles
- 2.39 The scheme was developed by TfL with backing from London Councils, and covers every road in Greater London, except motorways, and will operate 24 hours a day, seven days a week. It is enforced by the Police, the Driver and Vehicle Standards Agency and the joint Transport for London and Department for Transport funded Industrial HGV Taskforce (IHTF).
- 2.40 The scheme has come into force following numerous high profile fatal accidents involving cyclists and HGV's. Shockingly, 7 out of the 8 cyclist deaths in London in 2015 involved Heavy Goods Vehicles, despite the fact that they only take up 5% of the capital's average traffic. The council supports this initiative.

Legal implications

- 2.41 There are no legal implications.

Financial Implications

- 2.42 Transport for London provide grant funding annually to deliver the LIP programme of investment. This includes the funding of cycling projects and initiatives identified in the LIP.
- 2.43 In 2016/17 £1695k has been provided by TfL for transport schemes and initiatives of which £388k is specifically for cycling.
- 2.44 Where necessary the council receives developer contributions through section 106 agreements as a part of the development control process to support the delivery of cycle infrastructure. These funds contribute to the overall delivery programme.

Equalities Implications / Public Sector Equality Duty

- 2.45 A programme of cycling schemes and initiatives was included in the Transport Local Implementation Plan (LIP) which was approved by full Council. The LIP was subject to a full Equalities Impact Assessment and was identified as having no negative impact on any protected equality groups and with positive impacts on the disability and age equality groups.

Council Priorities

- 2.46 The cycling strategy and other cycle policies detailed in the report accord with the administration's priorities as follows:

- Making a difference for the vulnerable
- Making a difference for communities
- Making a difference for local businesses
- Making a difference for families

Section 3 - Statutory Officer Clearance

Name: Jessie Mann	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 01/07/16		
Name: Matthew Adams	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 6.9.16		

Ward Councillors notified:	YES
EqIA carried out:	NO
EqIA cleared by:	An EqIA has been undertaken for the Transport Local implementation Plan of which this initiative is a part. A separate EqIA is therefore not necessary

Section 4 - Contact Details and Background Papers

Contact:

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Background Papers:

Cycle Strategy 2016

Sustainable Transport Strategy 2013

Cycle Vision Document 2013

Cycle Skills Network Audit (CSNA)