

Sustainable Development Select Committee		
Title	Cycling update	
Contributors	Alex Crush, Transport Policy & Development Manager Josh Learner, Walking and Cycling Programme Manager	Item 5
Class	Part 1 (open)	4 December 2019

1. Summary

- 1.1. This Committee report provides an overview of the Council's commitment to cycling highlighted in the Lewisham Corporate Strategy 2018-22 (see background documents) and the 2017 Lewisham Cycling Strategy (see background documents). The report seeks to update the committee on progress against the projects included within these documents.
- 1.2. These projects include developing a cycle network across the borough, creating safer and healthier streets and neighbourhoods, delivering secure cycle parking, facilitating a dockless bike hire scheme, working with schools to encourage modal shift towards cycling and delivering a comprehensive road safety education programme.

2. Purpose

- 2.1. This Committee report provides an update to the Committee on the commitments made to cycling within the 2018-22 corporate strategy and 2017 cycling strategy.
- 2.2. The report also provides an opportunity for the Committee to provide feedback and a discussion with council officers on the progress made to date.

3. Recommendations

- 3.1. It is recommended that the Committee:
 - note the content of the report and associated Appendices
 - Provide officers with any feedback on the following schemes:
 - Deptford Parks Liveable Neighbourhood
 - Cycleway 4
 - A21 healthy Street
 - Cycle Parking
 - Contra Flow cycling
 - Broader cycle network

- Dockless Bikes
- 20mph compliance
- Road Safety Education

4. Policy context

4.1. The Mayor of London's Transport Strategy (2017) contains an aim that by 2041, 80% of all trips in London to be made on foot, by cycle or using public transport. This target is reflected in Lewisham's Transport Strategy & Local Implementation Plan 2019-2041 (LIP3).

4.2. LB Lewisham's Corporate Strategy (2018-22) sets out an ambitious vision to create positive change in the borough to improve the lives of everyone in Lewisham. One commitment under this strategy is "Making Lewisham Greener". Within this commitment the Council pledges to "make cycling safer and more attractive", as well as to "promote cycling through our own bike-loan scheme and dockless bike hire schemes"

The Lewisham Cycling Strategy (2017) set out Lewisham's policy objectives and an implementation plan for cycling in the borough. The proposals support the Council's commitment to promote and increase cycling. This will encourage active travel within the borough and particularly shift journeys from short bus and car trips with potential benefits to air quality and public health.

4.3. The borough set ambitious targets within this strategy to make Lewisham's roads safer and more pleasant for walkers and cyclists. The four key targets are:

- Double the number of cycling journeys
- Increase the proportion of employed residents cycling to work to 10%
- Halve the casualty rate of cyclists
- Increase the number of children cycling to school by 50%

4.3.1. The borough will be conducting a comprehensive update on these targets in 2021/22 once more of the infrastructure and schemes identified in the strategy have been completed and comparable figures can be analysed against the baseline data. However officers do regularly review cyclist collision data, which is provided below.

In 2018, 6 people were killed on Lewisham roads: 2 cyclists, 1 motorbike rider, 1 Driver, and 2 Pedestrians. There were 101 people seriously injured of which 30 were pedestrians, 16 were cyclists and 30 were powered two wheeler riders.

Data for 2019 so far shows that 3 road users were killed on Lewisham roads: 1 pedestrian, 1 cyclist and 1 powered two wheeler rider.

5. Cycle scheme updates

5.1. **Cycleway 4 (formerly Cycle Superhighway 4)**

- 5.1.1 TfL led a public consultation for Cycleway 4 in April 2018, with LB Lewisham Mayor & Cabinet approval for the implementation for the scheme in Lewisham in autumn 2019. The scheme will see a segregated cycle route constructed between Tower Bridge and Greenwich, via Evelyn Street. Construction has been split into four sections:
- Section 1 (construction July 2019 – April 2020) – Tower Bridge to Rotherhithe roundabout
 - Section 2 (construction November 2019 – March 2020) – Creek Road to Deptford Church Street (RB Greenwich)
 - **Section 3 (construction April 2020 – February 2021) – Deptford Church Street to Lower Road (LB Lewisham section)**
 - Section 4 (Construction dates TBC) – Rotherhithe Roundabout to Lower Road (subject to separate LB Southwark led ‘Rotherhithe Movement Plan’ consultation and approval process)
- 5.1.2 LB Lewisham are working with LB Southwark on the Rotherhithe Movement Plan to ensure that Lewisham residents, particularly in the Evelyn Ward are not negatively impacted by the Lower Road Gyratory proposals, as initial modelling results suggest a potential increase in traffic waiting time and flows on one of the adjacent streets within Lewisham.
- ## 5.2 **“Healthy Street” corridors**
- 5.2.1 Lewisham is one of the most pro-cycling Boroughs in London, and has a track record of working collaboratively with TfL to deliver cycling infrastructure, including London’s first Quietway and CS4 which is under development. The A21 is the central spine of the Borough. It links our main TLRN routes, rail and Tube services, and our two major town centres. It also links in with CS4 in the north (which will provide a route into central London), and Bromley to the south, providing just the kind of vital link between inner and outer London that would be required to achieve the ambitious targets set out in the MTS vision. It is included as a key aspiration within the Council’s Cycling Strategy.
- 5.2.2 The Council committed 20k from the 2019/20 LIP budget to help TfL undertake the necessary Outcome Definition work. A series of site visits, stakeholder meetings and workshops have taken place over the last year and the report is expected to be finalised early in 2020. This will include high-level design considerations for a physically separated cycle route from the top of Deptford Church Street to the boundary of LB Bromley in Downham.
- 5.2.3 It is important to note that this route is not in TfL’s business plan and has no funding beyond the Outcome Definition work. However, the report will be presented to the TfL ‘Healthy Street’ board next year to seek approval for additional funding to go to the “feasibility stage”.
- 5.2.4 In addition, Officers have been working with TfL to develop Cycle Future Route 14, a proposal to provide a full segregated cycle connection from Oval to Greenwich via

the A2 within Lewisham. Currently TfL are in the 'Outcome Plan' stage to consolidate an alignment. This will be followed by the 'Outcome Definition' in Spring 2020.

5.2.5 A further proposal being developed is the Southend Lane/Whitefoot Lane Healthy Street corridor, which looks to create an east-west pedestrian and cycle route. The corridor consists of long sections of dual carriageway separated by central reservations. This is largely underutilized and creates severance between the residential areas on both sides, as well as hostile environments for walking and cycling. Early proposals are looking at reducing the width of the road to provide segregated cycling infrastructure, improved pedestrian environments and bus route improvements. The scheme would likely need to be funded through a successful Liveable Neighbourhood bid supplemented with other funding such as Bus Priority and developer contributions.

5.3 **Cycleways (formerly Quietways on some routes)**

5.3.1 The following Cycleways are now complete: Quietway 1 (Greenwich to Waterloo), Greenwich to Bexley, and Bermondsey to Catford. The latter two are awaiting formal numbers. The following routes are still partially under construction. These routes are all shown in the map in the Cycling Strategy (p32):

- **Greenwich to Kent House** – construction 85% complete with three interventions still to be built (Waterlink Way Bridge, Southend Lane crossing and Catford Trading Estate entrance) – expected completion date Autumn 2020.
- **Canada Water to Deptford** – construction 95% complete with one intervention still to be fully finished (Grove Street road markings)

5.3.2 **Healthy Neighbourhood Cycleways** – Officers have been working with TfL to identify cycle routes that have a medium to high demand within the Strategic Cycling Analysis and fall within one of the first three Healthy Neighbourhood cells, as well as the proposed routes within the Lewisham Cycling Strategy. The following three routes were selected.

- **Lewisham to Lee** (Lewisham and Lee Green HN cell)
- **Forest Hill to Sydenham** (East Sydenham HN cell)
- **Brockley to C1** (Telegraph Hill HN cell)

High level analysis of traffic flows, speeds and collisions is currently taking place in order to develop the proposals, with design work is to follow, subject to TfL approval

5.3.3 **Maintenance of cycleways in Lewisham** – on-highway cycle routes will be programmed into the LB Lewisham's 'highway maintenance' programme. Routes that run through green/park spaces will be maintained by our park services contractor Glendale who will pick up issues such as vegetation overgrowth and cracked paths. Where possible we will work with communities to enable to take ownership of maintaining certain components of the routes such as maintaining flower beds.

5.4 Deptford Parks Liveable Neighbourhood (DPLN)

- 5.4.1** The DPLN will include new cycling and walking links, including the removal of local traffic, road closures, the creation of a world class north/south traffic-free walking and cycling facility, public realm improvements and healthy routes to schools. The interventions will transform streets, travel choices and the health of people, by connecting them with schools, parks, public transport, local businesses and high streets, as well as enabling new journeys beyond the neighbourhood. The project will mobilise the local community, fostering collaboration at the neighbourhood level and empowering people to have a say in the design of their streets and public spaces. LIP funding will contribute £50,000 during the second year of the LIP period. The concept design for Rolt Street constitutes a key part of the scheme, and was developed in partnership with the community, although this will be subject to further feasibility/design work and consultation.
- 5.4.2** The project is now being formally consulted upon until 3rd January 2020, after extensive community engagement was carried out from November 2018 through to September 2019. Consultation responses will be analysed followed by any relevant design changes in January/February with detailed design programmed in from March for a 6 month period. Construction is due to begin in winter 2020 for a period of 12 months, although the continuous footway crossing construction is due to commence slightly earlier from winter 2019.

5.5 Bike Hangars

- 5.5.1** Officers delivered 77 bike hangars in the 2018-19 financial year, with coverage in 14 out of the 17 wards in the borough. £100k has been set aside from the cycling improvements LIP budget for the 2019-20 financial year which will be delivered in two phases in October 2019 and February 2020. In addition, LB Lewisham successfully bid for £224k of cycle parking funding from TfL's dedicated Cycle parking fund - this includes 65 bike hangars, 349 Sheffield stands and 2 double tier units covering stations, town centres as well as schools, the Healthy Neighbourhoods zone and Deptford Parks Liveable Neighbourhood zone.
- 5.5.2** By the end of the 2019/20 financial year it is projected LB Lewisham will have a total of 182 bike hangars across the borough in all wards, as well as good cycle parking provision at train stations.

5.6 Contra-Flow cycling

- 5.6.1** Allowing contra flow cycling in many low trafficked streets will provide more convenient access as well as reducing the need for people on cycles to use busier streets.
- 5.6.2** LB Lewisham commissioned Waterman group to carry out a high level feasibility report to identify suitable locations for converting one way streets in the borough to two way working for cyclists. The report also identifies a series of 'quick win' schemes within the first four healthy neighbourhood cells. In the 2019/20 financial year the quick win schemes will be delivered as well as outline design completion for the remaining 16 schemes. A list of these schemes can be found in Appendix 1.

5.7 Dockless Bikes

- 5.7.1** Dockless cycle hire is a generic term for a short term cycle hire schemes, similar to Santander Cycles, but entirely ‘free floating’ – with no on-street docking infrastructure required. However, users may park bikes on or near public cycle stands. The schemes are commercially operated and do not require any public funding, other than the staff time involved in agreeing the parameters of the scheme’s operation.
- 5.7.2** The borough had initially intended to launch a trial dockless bike scheme in summer 2018 with operators Ofo and Mobike. However, this was not progressed due to Ofo going out of business and Mobike shrinking their operations to the central London zone. However, the emergence of ‘E-dockless bikes’ in London has seen a new wave of operators starting business in the capital.
- 5.7.3** As such there is likely to be an ongoing need to manage dockless bike sharing schemes, and to find a way of addressing boroughs’ concerns regarding the impacts of the inconsiderate parking of dockless bikes.
- 5.7.4** The LB Lewisham transport team has been working proactively with Transport for London (TfL) and London Councils, as well as neighbouring boroughs, to assess the right approach for implementing dockless bikes over the last year. A number of meetings have been held with operators including Ofo, MoBike and electric bike operators, Lime Bike and Jump.
- 5.7.5** As a result of the above discussions the making of a pan-London set of byelaws has been proposed and will give London boroughs the power to regulate the use of dockless bikes including prohibiting dockless bike operators from causing or allowing the parking of the bikes other than at parking spaces approved by the borough. This proposal is being presented for approval at Full Council on November 25th.

5.8 20mph speed compliance

- 5.8.1** In September 2016 a 20mph speed limit was introduced on all borough highways. At that time the existing 30mph roads in the borough were just signed with the new speed limit and no physical traffic calming implemented.
- 5.8.2** Although the signed only arrangement was successful at reducing speeds the overall reduction was small at around 0.5mph which is typical where limits are signed only without further interventions. However the speed reductions have been found to be greater on the roads that originally recorded the highest speeds where the average speed reduction over the “fastest” 20 roads measured is 2.3mph.
- 5.8.3** In September 2018 a programme of speed reduction measures on 30 roads was approved by Mayor and Cabinet following a prioritisation exercise based on traffic speeds and personal injury traffic collisions. Implementation of the traffic calming works on the 30 road/routes commenced in 2019/20 and is expected to be completed in 2020/21.
- 5.8.4** At the present time only one of the roads / routes has been completed and new traffic surveys carried out. This was at Prince Charles Road where the traffic

calming works were able to be incorporated with a cycle crossing scheme and delivered earlier than expected. Survey results suggest that this has resulted in an average speed reduction of 6.3mph (28.7mph to 22.4mph) which is very encouraging. As more roads/routes are completed further traffic surveys will be undertaken to gain a wider appreciation of the effectiveness of the new measures.

5.8.5 Reductions in general traffic speed have a positive effect on cycling both for existing users and those wishing to switch from other modes. A general reduction in traffic speed has a number of positive effects including reducing the “feeling” of road danger and also the number and severity of any collisions that do occur. A reduction of general traffic speeds is seen as essential to achieve Vision Zero.

5.9 Road Safety Education and Smarter Travel

5.9.1 The road safety and sustainable transport team work within schools delivering traditional road safety messages. However the borough recognises that our road danger reduction approach needs to target the road users that cause harm rather than the victim alone. We are moving towards this but also still delivering the programmes that are part of the STARS accreditation scheme

Current programmes include;-

- Scooter Training – aimed at year 1 pupils was carried out in the summer of 2019.
- Junior Citizen – this is carried out over 4 weeks a year, it covers all aspects of safety from fire Safety to road safety to travelling on public transport, with each group of year 6 children receiving a 10 minute interactive lesson.
- LB Lewisham’s Bike loan scheme still operates on a twice monthly available basis on a Tuesday and Thursday and offers a bike loan scheme for £10 for one month with an option to buy at a reduced rate. In 2018/19 we loaned out 312 bikes and in 19/20, 266 bikes
- Pre CBT Programme – aimed at younger, smaller moped and scooter riders. In partnership with Lewisham Motorcycle Rider Training (LMRT) Company the borough offers a pre Compulsory Basic Training course. A discounted CBT is offered to any rider who lives, works or studies in the borough. The course was developed by Lewisham, and has been successful in encouraging over 300 young riders to attend the 2 hour classroom session. This was further developed to an online course, allowing more young riders to take up the offer.
- 2 Wheel London – Lewisham is a leading borough in improving the safety of two wheeler riders, working to develop London wide motorbike awareness. Angry AI is a social media campaign, this is being developed further to ensure drivers are aware of the part they play in causing harm to 2 wheelers, both motorcyclists and cyclists.
- School Streets – the borough will be delivering the school street programme and supporting Car Free events.
- 34 road closures were carried out for car free day in September.
- Play streets were successfully run at Sandhurst School, Myatt Garden, Holbeach, Torridon in the summer term. The procedure to run a play street has been simplified to encourage more schools to sign up to a car free summer event in 2020.

- A Learn Street was carried out in Lee, by Brindishe Lee where children had lessons out in the road throughout the day.

6. Legal implications

- 6.1 The Council has, by virtue of a mixture of legislation and common law, legal obligations and powers in respect of the highways for which it is the highway and traffic authority. So, for example, it has a duty to maintain the highways for which it is the highway authority and must also prepare and carry out a programme of measures designed to promote road safety.
- 6.2 The measures set out in body of this report are proposals which the Council in its various capacities, has the necessary powers to implement
- 6.3 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 6.4 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 6.5 It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above.
- 6.6 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.
- 6.7 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the

technical guidance can be found at: <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice>

<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

6.8 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

- The essential guide to the public sector equality duty
- Meeting the equality duty in policy and decision-making
- Engagement and the equality duty: A guide for public authorities
- Objectives and the equality duty. A guide for public authorities
- Equality Information and the Equality Duty: A Guide for Public Authorities

6.9 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:

<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

7 Financial implications

7.1 There are no direct financial implications from noting the contents of this report.

8 Equalities implications

8.1 All the schemes will adhere to LB Lewisham's Equalities Impact Assessment. The Council's Comprehensive Equality Scheme for 2016-2020 provides an overarching framework and focus for the Council's work on equalities and helps to ensure compliance with the Equality Act 2010.

9 Sustainability implications

9.1 It is likely that the cumulative effects of all the schemes listed, will bring about significant positive effects sustainability objectives relating to health, air quality, promoting more sustainable modes of transport, promoting safer communities, improving road safety, and improving accessibility in the Borough.

10. Appendices

Appendix 1 – Contra-flow cycling assessment

11. Background Documents

Report reference	Short Title Document	Date	File Location	Contact Officer	Exempt
1	Mayor's Transport Strategy 2018	March 2018	https://www.london.gov.uk/what-we-do/transport/our-vision-transport/mayors-transport-strategy-2018	Josh Learner	
2	Lewisham Cycling Strategy	October 2017	http://councilmeetings.lewisham.gov.uk/documents/s53983/Lewisham%20Cycle%20Strategy%202017.pdf	Josh Learner	
3	Lewisham Corporate Strategy	October 2018	https://lewisham.gov.uk/mayorandcouncil/corporate-strategy	Josh Learner	

Appendix 1 – Contra-flow cycle schemes

Table 1 – contra flow long list

Road Name	Category	Indicative measures proposed
Lewisham Park - Northern Section	2	Advisory Cycle Lane, with the high volume of vehicles per day the marking will provide clearer protection for the cyclist.
Lewisham Park - Southern Section	2	Advisory Cycle Lane, with higher speeds of vehicles recorded. The advisory lane will ensure drivers are aware of oncoming cyclists.
St Swithuns Road	1	No Formal Lane, low numbers of vehicles. A splitter island at the entrance should be considered.
Beacon Rd	1	No Formal Lane, low numbers of vehicles. A splitter island at the entrance should be considered.
Brightside Road	1	No Formal Lane, low numbers of vehicles and speeds below 17mph. A splitter island at the entrance should be considered.
Elthruda Rd	1	No Formal Lane, low numbers of vehicles and speeds below 19mph.
Wellmeadow Road	2	Advisory Cycle Lane, the marking will provide clearer protection for the cyclist.
Haseltine Rd	1	No Formal Lane, low numbers of vehicles. A splitter island at the entrance should be considered.
Berrymans Lane	1	No Formal Lane, low numbers of vehicles and speeds below 21mph. A splitter island at the entrance should be considered.
Sprules Rd	N/A	A splitter island should be considered to enhance the existing facility and provide improved protection at the entrance/exit points to the cyclist.
Endwell Rd	2	An Advisory Lane, below 1400 vehicles per day and speeds below 24mph. A splitter island at the entrance should be considered.
Musgrove Rd	2	No Formal Lane, low numbers of vehicles. A splitter island at the entrance should be considered.
Kitto Rd	N/A	Improvements and realignment to the entrance will enhance the facility and remove a conflict with vehicles approaching the roundabout.
Prince Street	N/A	Improvement at the entrance/exit to ensure kept clear for cyclists when entering/exiting the location.
Frankham Street	1	No Formal Lane, 1100 vehicles per day and speeds below 13mph. A splitter island at the entrance should be considered.
Albury St	1	No Formal Lane, low vehicle numbers and speeds observed, signage only and carriageway markings should be considered

Table 2 contra flow ‘quick win’ list

Road Name	Category	Indicative measures proposed
Millbank Way	1	No formal lane, low number of vehicles observed during the site visit and wide carriageway so will provide adequate awareness to the driver of oncoming cyclists. Splitter Islands will be introduced at both ends to provide additional protection to the cyclists when entering/exiting the location.
Leyland Road - Northern Section	2	Advisory Cycle Lane, with unrestricted parking at he location will provide clear indication to drivers of the contraflow facility. Existing footway buildouts to be replaced with splitter islands to improve safety for cyclists.
Leyland Road - Southern Section	2	Advisory Cycle Lane, with unrestricted parking at he location will provide clear indication to drivers of the contraflow facility. Existing footway buildouts to be replaced with splitter islands to improve safety for cyclists.
Leahurst Rd	1	No formal Lane, sufficient breaks in existing parking bays to provide cyclists with safe passing point from oncoming vehicles. Splitter islands to be introduced at both ends to provide improved safety for cyclists when entering/exiting the facility.
Pascoe Road	1	No formal Lane, sufficient breaks in existing parking bays to provide cyclists with safe passing point from oncoming vehicles. Splitter islands to be introduced at both ends to provide improved safety for cyclists when entering/exiting the facility.