



Executive Director Housing, Regeneration & Public Realm

Report title: 2020/21 cycle hangar programme

Date: 16 March 2021

Key decision: Yes.

Class: Part 1.

Ward(s) affected: Brockley, Catford South, Crofton Park, Forest Hill, Ladywell, Lee Green, Lewisham Central, New Cross, Rushey Green, Sydenham, Telegraph Hill

Contributors: Louise McBride, Head of Highways & Transport

Outline and recommendations

This report provides the detail and background for implementation of the 2020/21 cycle hangar programme. The primary aim of this programme is to make cycle parking easier and, by this, remove a key barrier to cycling for many more people as part of a range of smarter travel choices.

The Executive Director for Housing, Regeneration & Public Realm is recommended to:

- Approve the 2020/21 cycle hangar programme.
- Agree to officers using their existing delegated powers, to progress and implement these measures, as necessary, including:
 - Finalising designs;
 - Undertaking the required public/stakeholder engagement on schemes;
 - Making the necessary traffic orders;
 - Implementing the necessary amendments including but not limited to signing/lining, relocation/removal of parking, installation of cycle hangars, carriageway resurfacing;
 - Entering into section 8 agreements where a hangar is located in a TLRN side road loading bay and requires alteration to the loading bay signs and markings.

Timeline of engagement and decision-making

There have not been any previous decisions relating to the 2020/21 cycle hangar programme. However, all measures outlined in this report are consistent with the longer term objectives of the borough's Transport Strategy and Local Implementation Plan 2019-2041, which was agreed by Mayor & Cabinet in January 2019 (see Background Paper 1) and also the Council Cycling Strategy (2017, see Background Paper 5).

For proposed hangar locations falling within a Controlled Parking Zone (CPZ), officers have engaged in an informal consultation process prior to the statutory formal Traffic Management Order (TMO) process. Once the locations are confirmed the Council would engage the statutory TMO process.

1. Summary

- 1.1 This report provides the detail and background for implementation of the 2020/21 cycle hangar programme. The primary aim of this programme is to make cycle parking easier and, by this, remove a key barrier to cycling for many more people as part of a range of smarter travel choices.

2. Recommendations

- 2.1 The Executive Director for Housing, Regeneration & Public Realm is recommended to:
- Approve the 2020/21 cycle hangar programme.
 - Agree to officers using their existing delegated powers, to progress and implement these measures, as necessary, including:
 - Finalising designs;
 - Undertaking the required public/stakeholder engagement on schemes;
 - Making the necessary traffic orders;
 - Implementing the necessary amendments including but not limited to signing/lining, relocation/removal of parking, installation of cycle hangars, carriageway resurfacing;
 - Entering into section 8 agreements if a cycle hangar is located in a Transport for London Route Network (TLRN) red route return parking/loading bay and requires alteration to the bay signs and markings.

3. Policy Context

- 3.1 Poor infrastructure, including a lack of cycle routes and cycle parking, discourages 16 per cent of Londoners from cycling (Cycling Action Plan, TfL, 2018 - see Background Paper 2). TfL's Cycling Action Plan aims to address this barrier with significant investment in expanding London's cycle network together with the development and implementation of London's first ever Cycle Parking Strategy in 2019. TfL's Cycle Parking Strategy includes a clear focus on improving existing residential cycle parking. This includes the delivery of more on-street cycle hangars, as well as retrofitting housing estates with high-quality cycle parking.
- 3.2 TfL's London Streetspace Programme Interim Guidance for Boroughs (2020, see Background Paper 3) notes that cycle hangars may be considered to increase residential cycle parking capacity, especially in high density housing area where residents do not have other options to store a cycle. They would typically be considered for rapid roll-out where residents have already expressed an interest in provision.
- 3.3 This would also be in line with achieving the Council's longer term policy objectives, which are set out below.

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- 3.4 Lewisham's Corporate Strategy 2018-2022 (see Background Paper 4) includes a commitment to seek to provide secure cycle storage in every neighbourhood, which was achieved in 2020.
- 3.5 The Council's transport policy objectives can be found in the Lewisham Transport Strategy & Local Implementation Plan 2019-2041 (LIP3) and are summarised below (see Background Paper 1):
- Travel by sustainable modes will be the most pleasant, reliable and attractive option for those travelling to, from and within Lewisham
 - Lewisham's streets will be safe, secure and accessible to all
 - Lewisham's streets will be healthy, clean and green with less motor traffic
 - Lewisham's transport network will support new development whilst providing for existing demand.
- 3.6 Lewisham's Cycling Strategy (2017, see Background Paper 5) aims for the Borough to be one of the easiest and safest places to cycle in London, where cycling is a natural and easy choice of transport for anyone. Headline items to be progressed in the Strategy include more convenient and secure residential cycle parking, such as cycle hangers in existing residential areas, to help make it convenient to use and access a cycle, which increases the frequency of cycling. The Strategy details that lockable on-street cycle hangers, or similar, will be introduced and that these will be implemented where people desire them.

4. Background

- 4.1 There are currently 112 cycle hangars installed across the borough. There were plans to install further cycle hangars in early 2020 but these plans had to be put on hold due to the pandemic and are instead being completed during 2021. New funds from Transport for London (TfL) have been allocated through the Local Implementation Plan 2020/21 allocation (see Background Paper 1). Notification from TfL of this funding was not received until November 2020, around 9 months later than normal, which was due to a temporary switch in focus from LIP-funded programmes to the London Streetspace Programme.
- 4.2 Confirmation of TfL funding for 2021/22 is subject to approval from the Department for Transport. However, TfL has indicated that it expects to return to pre-COVID levels of LIP allocation.

5. Identification of sites for cycle hangars

- 5.1 Following the start of the COVID-19 pandemic the number of requests for cycle hangars has increased. For existing cycle hangar locations, there is a high level of demand and a waiting list for spaces. Across the borough there are currently 2,144 requests waiting for a cycle hangar space.
- 5.2 Officers have followed an assessment and prioritisation process to identify sites for this year's cycle hangar programme. The primary factor in the prioritisation process has been the number of requests received in each street, and then subject to feedback received from ward councillors. Where there are large number of users waiting for space for a cycle hangar, a consideration is to install more hangars within that street to cater for the demand.
- 5.3 In addition the assessment and prioritisation process has also sought to give a certain degree of priority to those locations within and adjacent to the Lewisham & Lee Green low traffic neighbourhood (LTN), to help complement this programme and further support the uptake of sustainable travel in this area.
- 5.4 On this basis sites in the following 11 wards and 25 streets were identified, with 29

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hangars planned for installation in total (with some streets receiving two hangars where demand is warranted):

- Lee Green Ward - Kellerton Road, Brightfield Road, Leahurst Road, Fernbrook Road, Thornwood Road, Longhurst Road
- Lewisham Central Ward - Brightside Road, Bonfield Road, Courthill Road, Leathwell Road, Elverson Road
- Ladywell Ward - Veda Road, Undercliff Road
- Brockley Ward - Revelon Road, Braxfield Rd, Manor Avenue, Lloyd Villas
- Catford South Ward - Sangley Road
- New Cross Ward - New Cross Road
- Forest Hill Ward - Kilmorrie Road, Forestholme Close
- Telegraph Hill Ward - Pepys road
- Sydenham Ward - Peak Hill
- Crofton Park Ward - Darfield road
- Rushey Green Ward - Bradgate Road

5.5 The viability of placing a cycle hangar in each of the above locations has been assessed. The following criteria have been applied in general: physical constraints such as footway width, tree roots, carriageway width, and access requirements for buses and HGVs, as well as levels of natural surveillance.

5.6 Depending on the location, some installations are subject to a traffic order, such as those in Controlled Parking Zone (CPZ) areas. Once a site is chosen and if it is within a CPZ zone, an early informal consultation would take place within the area of the proposed hangar location to give the Council the opportunity to review the acceptance of a hangar for that particular location before the formal TMO process is undertaken. For the 29 hangars proposed, the Council has started an informal consultation where a hangar would be located within a CPZ and this process would continue until end of March. Feedback to officers from residents and ward members on this so far is positive and has been constructive in refining final locations to install hangars.

5.7 The results of any statutory traffic order process are to be reported separately through the existing delegated approval process.

5.8 Work will also commence to prepare for the next phase of cycle hangar roll out, using the same prioritisation process and criteria outlined above.

6. Financial Implications

6.1 This report is seeking approval of the 2020/21 cycle hangar programme.

6.2 TfL have approved a funding allocation of £80k through the 2020/21 Local Implementation Plan which will enable the work outlined in this report to be completed.

6.3 This includes costs associated with design, traffic orders, consultation and implementation. There will be no further call on Council resources as all costs will be contained within the allocation.

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7. Legal Implications

- 7.1 Section 63 of the Road Regulations Act 1984 extends the powers of the Council to provide parking places on roads or elsewhere so as to be able to provide stands or racks for or devices for securing bicycles or motor cycles. This would include the provision of cycle hangars.
- 7.2 By virtue of Part 12 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015, the placing of cycle hangars is considered as permitted development and no planning consent is required.
- 7.3 Depending on the location, some installations are subject to a traffic order. In making such Orders, the Council must follow the statutory consultation procedures set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations). The said Regulations, prescribe inter alia, specific publication, consultation and notification requirements that must be followed. The results of any traffic order process are to be reported separately through the existing delegated approval process and the Council is legally obliged to take account of any representations made during the statutory consultation period before deciding whether or not to make the TMO.
- 7.4 Section 122 of the Act imposes a duty on the Council to exercise the functions conferred on them by the RTRA as (so far as practicable having regard to the matters specified in S122 (2)) to 'secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians and the provision of suitable and adequate parking facilities on and off the highway'.
- 7.5 The matters set out in S122(2) are:-
- a) the desirability of securing and maintaining reasonable access to premises;
 - b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
 - c) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
 - d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - e) any other matters appearing to the local authority to be relevant.
- 7.6 Section 175A of the Highways Act 1980 places a specific duty upon local authorities to have regard to the needs of the disabled and the blind in the execution of certain street works (namely the placing of lamp-posts, bollards, traffic signs, apparatus or other permanent obstructions) which may impede such persons
- 7.7 The Traffic Management Act 2004 (TMA) is the primary legislation for the management of parking in England. It reinforces the legal duty under the RTRA to ensure the expeditious movement of traffic. Part 6 of the TMA affects parking and is accompanied by statutory and operational guidance documents. Councils are legally obliged to 'have regard to' the former, while the latter sets out the principles underlying good parking management and recommends how this can be achieved.
- 7.8 The main principles advocated in the TMA statutory guidance are:
1. managing the traffic network to ensure expeditious movement of traffic, (including pedestrians and cyclists), as required under the Traffic Management Act 2004 Network Management Duty;
 2. improving road safety;

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3. improving the local environment;
 4. improving the quality and accessibility of public transport;
 5. meeting the needs of people with disabilities, some of whom will be unable to use public transport and depend entirely on the use of a car; and
 6. managing and reconciling the competing demands for kerb space.
- 7.9 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 7.10 In summary, the Council must, in the exercise of its function, have due regard to the need to:
- a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - b) advance equality of opportunity between people who share a protected characteristic and those who do not;
 - c) Foster good relations between people who share a protected characteristic and persons who do not share it.
- 7.11 The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 7.12 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/publication-download/technical-guidance-public-sector-equality-duty-england>.
- 7.13 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 7.14 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>.

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8. Equalities Implications

- 8.1 All staff are trained to meet their responsibilities as outlined in the Equality Act 2010.
- 8.2 Section 149 of the Equality Act 2010 (“the Act”) imposes a duty that the Council must, in the exercise of its functions, have due regard to:-
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.3 The protected characteristics under the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.4 The duty is a “have regard duty” and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.
- 8.5 A full Equalities Analysis Assessment (EAA) was undertaken as part of the Council’s Transport Strategy and Local Implementation Plan 2019-2041 (LIP3). The proposals set out in this report align with the objectives set out in LIP3.
- 8.6 Table 1 provides an overall assessment of the current proposals as a whole. The analysis that follows then considers in more detail the protected characteristics where it is considered that there is an impact, and the reasons for this.

Protected Characteristic	Overall Assessed Impact of Proposals
Age	Minor positive
Disability	Minor positive
Gender reassignment	N/A
Marriage and civil partnership	N/A
Pregnancy and Maternity	Minor positive
Race	Minor positive
Religion or Belief	N/A
Sex	Minor positive
Sexual Orientation	N/A

Table 1 – Overall assessment of proposals

- 8.7 Impacts are considered to reflect the intended outcome of the cycle hangars programme to remove the regular physical effort required to self-store and un-store cycles away from the road side, as well as to overcome barriers to cycling where private space is not convenient to use for cycle storage. Requests are handled on a case-by-case basis to ensure secure parking solutions can be adapted as necessary. Cleaner air due to the cycle hangar programme’s impact on traffic reduction positively impacts on hazards faced by people arising from pregnancy, maternity and age.

9. Climate change and environmental implications

- 9.1 There is a legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part. Encouraging more journeys to be made by public transport rather than private

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transport will help to protect against a car based recovery from the COVID-19 pandemic, and the negative impacts associated with vehicular traffic. Keeping traffic and congestion to a minimum will help maintain the improved air quality that has been experienced under lockdown conditions. This will, in turn, help in achieving the objectives set out in the Council's Air Quality Action Plan and Climate Action Plan.

10. Crime and disorder implications

10.1 Increasing secure parking is expected to reduce incidence of cycle theft.

11. Health and wellbeing implications

11.1 The health and wellbeing implications of the cycle hangar programme are derived from the impact of provision of cycle hangars on increased physical activity from cycling due to making more space available for parking cycles and on increased feelings of security from reduced incidence of cycle theft and damage.

12. Background papers

1. Transport Strategy and Local Implementation Plan 2019-2041 (LIP3) <https://lewisham.gov.uk/inmyarea/regeneration/transport-and-major-infrastructure/local-implementation-plan>
2. Cycling Action Plan, TfL, December 2018 <https://tfl.gov.uk/cdn/static/cms/documents/cycling-action-plan.pdf>
3. London Streetspace Plan Interim Guidance for Boroughs, Appendix 10 Cycle Parking Guidance, TfL, May 2020 <http://content.tfl.gov.uk/appx-ten-lsp-cycle-parking-guidance.pdf>
4. Corporate Strategy 2018-2022, <https://lewisham.gov.uk/mayorandcouncil/corporate-strategy>
5. Lewisham Cycling Strategy, LBL, 2017 <https://lewisham.gov.uk/-/media/files/imported/lewishamcycle-20strategy2017.ashx>
6. Cycle Parking Implementation Plan, TfL, July 2019 <http://content.tfl.gov.uk/cycle-parking-implementation-plan.pdf>

13. Glossary

The table below includes a glossary of terms, abbreviations and acronyms used in this report

Term	Definition
COVID-19	Coronavirus disease (COVID-19) is an infectious disease caused by a newly discovered coronavirus
DfT	Department for Transport
EHRC	Equality and Human Rights Commission
EAA	An Equalities Analysis Assessment (EAA) is undertaken when making changes to the way a service is being delivered to ensure that the Council is meeting its obligations in relation to the Equality Act 2010 and the Council's equality objectives
Equality Act 2010	The Equality Act 2010 legally protects people from discrimination in the workplace and in wider society.
ETO	An Experimental Traffic Management Order is a legal order made by a Local Authority which manages the behaviour of all road user where consultation is carried out after the order becomes live, with the restrictions already in place. This type of order may be in place for up to 18 months.

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Term	Definition
Highways Act 1980	An Act of the Parliament of the United Kingdom dealing with the management and operation of the road network in England and Wales
LLW	London Living Wage
Modal shift	The change from one mode of transport to another, such as from car to bicycle or public transport.
NHS	National Health Service
RTRA 1984	The Road Traffic Regulation Act 1984 is an Act of Parliament in the United Kingdom, which provides powers to regulate or restrict traffic on UK roads, in the interest of safety
TfL	Transport for London
TLRN	Transport for London Road Network – a network of roads for which Transport for London is the Highway Authority
TMA	The Traffic Management Act 2004 (TMA) is an act of parliament that was introduced to tackle congestion and disruption on the road network. The TMA places a duty on local authorities to make sure traffic moves freely and quickly on their roads and the roads of nearby authorities
TMO	A Traffic Management Order (TMO) is a legal order made by a Local Authority which manages the behaviour of all road users and which is consulted on prior to restriction being made live
Zero carbon	Achieving net zero carbon dioxide emissions by balancing carbon emissions with carbon removal or simply eliminating carbon emissions altogether

14. Report author and contact

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15. I approve the recommendations in this report

Signed:



Kevin Sheehan

Executive Director for Housing, Regeneration and Public Realm

8th March 2021

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