

Item No. 10.	Classification: Open	Date: 18 October 2011	Meeting Name: Cabinet
Report title:		Cycling Policy Review	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Barrie Hargrove, Transport Environment and Recycling	

FOREWORD – COUNCILLOR BARRIE HARGROVE, CABINET MEMBER FOR TRANSPORT, ENVIRONMENT AND RECYCLING

Having been requested by Cabinet to oversee this review, I am pleased to introduce the report. Since the Cabinet meeting of 19 July I have had time to further consider and review our cycling policies. I have used the time to further consult with key stakeholders and explore in more detail the latest research on cyclist safety. I am confident that our transport plan is a robust document that has safety at its heart and our ambition to make Southwark a 20mph borough is the right one. Increasingly evidence shows that the way to improve safety on the road network is to reduce vehicle speeds.

The means to access to bikes and the confidence to cycle can be a life-changing opportunity for people. We, as a local authority want to make that appealing for more and more of our residents. We are doing this through a whole range of measures including cyclist friendly highways improvements, free cycle training and an expansion across the borough of secure cycle storage. All featuring as part of our three year local implementation plan (Lip2) programme.

To complement this, I have also allocated £26k in this year towards improving permeability for cyclists and welcome the input from key cycling stakeholders in identifying and delivering these improvements.

As portfolio holder with responsibility for transport matters I very much look forward to continuing working with key stakeholders like Southwark Cyclists to truly support cycling and cyclists, and work towards making all our borough's streets and thoroughfare locations safe and a joy to cycle on.

RECOMMENDATION

That the cabinet

1. Notes the content of the council's transport plan cycling policy review contained in this report.

BACKGROUND INFORMATION

2. This report considers the cycling policy contained within the council's transport plan which incorporates the requirements of Southwark's local implementation plan 2 (Lip2).

3. In May 2010, the Mayor of London published his revised transport strategy. Section 145 of the Greater London Authority Act 1999 (GLA 1999) requires each council in London to prepare a local implementation plan (Lip) to detail how the authority will assist in delivering the Mayor's transport strategy. Following the revision of the Mayor's transport strategy all boroughs are required to revise their Lip (also known as Lip 2) in response to the new strategy.
4. This transport plan incorporates the requirements of the borough's second Lip in responding to the revised Mayor's transport strategy. It replaces the current Lip which was approved by the Mayor of London on 21 February 2007 and adopted by the council's executive on 20 March 2007. Annually the cabinet has considered and approved the Transport for London (TfL) funding submission to deliver the improvements in the Lip.
5. The plan has been developed in accordance with the TfL guidance released in May 2010. As well as addressing these requirements the transport plan sets the future direction for improving transport in Southwark for the next 15 years and includes policies, schemes and initiatives to deliver sustainable, efficient and effective transport services and programmes.
6. When developing the transport plan an assessment of the 2006 cycling plan was undertaken and it was found that the delivery of the plan had not progressed as well as we had hoped. This was also generally true of the supporting policy documents attached to the Lip 2006. A different approach was proposed and the transport plan was developed to house all transport policies and integrate the needs of all road users.
7. When developing the transport plan we wanted to continue our commitment to encouraging more cycling in Southwark in recognition of the health, well being and environmental benefits. We also know that there is great potential for more people to cycle with approximately 40% of households in London having access to a bike, but as many as one in five of these are unused¹. In addition with 50% of residents living within 10km of work, Southwark is an ideal location for people to cycle to work.
8. The following table shows how the policies contained within the cycling plan 2006 have been considered, adapted and translated into the transport plan 2011.

Cycling plan 2006	Transport plan 2011
Cycling for all The benefits of cycling	Policy 1.7 – Reduce the need to travel by public transport by encouraging more people to walk and cycle. Policy 2.3 – Promote and encourage sustainable travel choices in the borough. Policy 4.1 - Promote active lifestyles Policy 4.2 – Create places that people can enjoy
Promoting cycling	Policy 1.7 – Reduce the need to travel by public transport

¹ Cycling revolution London 2010, Mayor of London

Cycling plan 2006	Transport plan 2011
	by encouraging more people to walk and cycle Policy 2.3 – Promote and encourage sustainable travel choices in the borough.
Improving the cycling environment Land use planning Transport planning Providing cycling infrastructure Improving streetscapes	Policy 1.10 – Improve the cycling environment and ensure that people have the information and confidence to use it. Policy 1.12 – Ensure that cycle parking is provided in areas of high demand and in areas where convenient. Policy 2.3 – Promote and encourage sustainable travel choices in the borough.
Improving links to recreational cycling	Policy 4.1 – Promote active lifestyles
Providing parking	Policy 1.12 – Ensure that cycle parking is provided in areas of high demand and in areas where convenient.
Improving cycling skills	Policy 2.4 – Continue to support improving skills and knowledge to travel sustainably
Making cycling safer Safety Enforcement	Policy 1.10 – Improve the cycling environment and ensure that people have the information and confidence to use it. Policy 5.1 – Improve safety on our roads and to help make all modes of transport safer Policy 5.3 – Target commuter cyclists in road safety campaigns. Policy 7.1 – Maintain and improve the existing road network making the best use of it through careful management and considered improvements.

9. An equality analysis and Strategic Environmental Assessment (SEA) were carried out for the transport plan, as required by the council's equality scheme and the SEA regulations. A health impact assessment was also carried out.
10. The transport plan and its assessments were agreed by the cabinet on 19 July 2011 subject to a review of cycling policies.

KEY ISSUES FOR CONSIDERATION

11. In July 2011, the cabinet considered the borough's transport plan which incorporated the requirements of the local implementation plan and sets out how the council works with partners to coordinate and improve its transport infrastructure and services in the borough.

12. A deputation to the cabinet at this meeting contested certain aspects of the plan relating to cycling, particularly the lack of provision of segregated cycle lanes. Therefore the cabinet agreed 'That the plan be reviewed in three months to take into account future representation from cyclists on cycling'
13. Since this meeting the cabinet member for transport, environment and recycling has met with Southwark Cyclists to discuss cycling and the development of the council's cycling policy.
14. The key issues common to all parties are;
 - That the planned growth of cycling levels is not ambitious enough: a mode share of 20% for cycling is proposed, rather than the 5% included in the transport plan (currently the mode share is 3%).
 - Support for a formal network of routes and approach to cycling infrastructure.

Cycling growth

15. Recent research has indicated that there has been a small increase from 2.9% average over 2006/09 in the number of trips being taken by bike to the current level among local residents of 3% in 2009/10. This has been against a backdrop of consistent financial support for cycling through the borough's transport improvement programme. Over the past five years the council has invested approximately £200k annually to improve cyclist skills and provide cycling infrastructure.
16. Considering the continuing investment in cycling by the borough and key developments such as the introduction of cycle hire, and the existing and planned cycle superhighways a 2013/14 target of 4% cycling mode share was set. This target is considered to be ambitious but achievable and translates into a 33% increase in cycling levels or 4,700 new trips by bike every day.
17. A longer term target of 5% cycling mode share by 2025/26 has been set by the council and this is in line with the London target. There is a clear commitment to review this target every three years, and should it prove apparent that initiatives such as the cycle superhighways and cycle hire scheme have created conditions for both accelerated and sustained growth the target will be increased. The council is committed to ensuring that the target remains challenging but achievable.
18. Southwark cyclists support a long term increase to 20% cycling mode share by 2025/26, while this is admirable, it is considered to be unachievable, given the available resources². A 20% increase would be a rise of approximately 90,000 trips per day by bike in the borough.

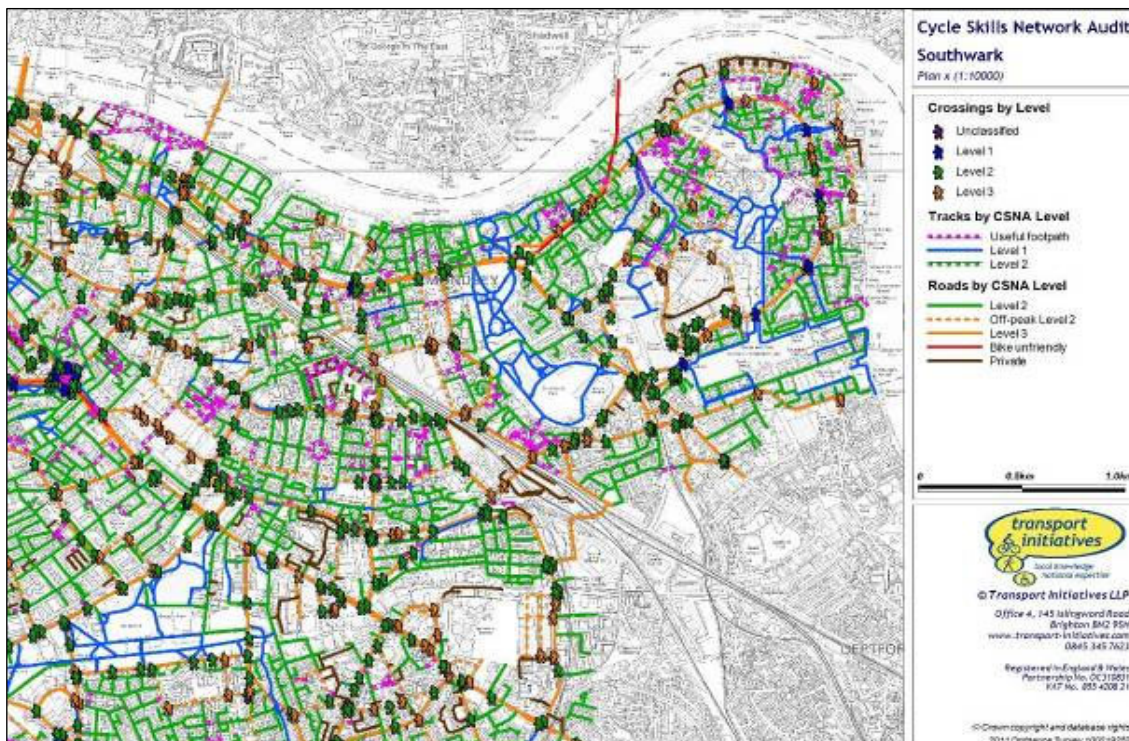
Delivery of improvements for cycling

19. The transport plan adopts a borough wide approach to improving conditions for cycling. To help us understand and therefore improve the cycling experience a cycle skills network audit has been undertaken encompassing all roads in the

² The transport plan's delivery plan identifies that investment in transport will fall from £24m in 2011/12 to £17m in 2013/14.

borough.

20. The audit classifies each road and cycle track by the cycle skill level needed for cyclists to use them in relative safety using a system based on the three core levels of the National Standard for Cycle Training (Bikeability).
21. The audit will enable the borough to identify roads needing further investment to improve the ease and safety of use. Through this process we aim to develop a more effective way of providing for cyclists, by focusing on “routes for cyclists”, rather than “cycle routes”.
22. There are further opportunities to use this information to inform and plan routes for cyclists training. This would help to build cyclists’ skills and confidence in a controlled environment.
23. The following figure provides a graphical representation of the audit outputs.



24. In recognition of the wide range of travel choices, destinations and origins the plan supports the general view that all streets should be suitable for cycling, that we should take a borough wide approach to provide for cycling. We will use whatever means are available to make roads safer for cyclists, we will take a pragmatic approach providing infrastructure on a case by case, street by street basis.
25. In delivering the objectives of the transport plan, the council has planned the following improvements which include improvements for cycling as well as programmes specifically dedicated to cycling. This approach is complemented by the council’s continuing programme of cycle education, training and promotion which is provided through going into the community, particularly schools, to give people the skills, awareness and confidence to cycle.

Scheme Title	Funding £000's			
	2011/12	2012/13	2013/14	Total
Peckham Rye south - Delivering a better environment for walking and cycling on streets adjacent to Peckham Rye Common. Yr 2 of 2.	538			538
Southwark Park Road/ Grange Road - Corridor management to regulate vehicle speeds, reduce collisions, improve pedestrian accessibility, improve park and school access, declutter and improve conditions for cycling. Yr 2 of 2.	386			386
Rotherhithe New Road - Area treatment to improve pedestrian and cycle permeability between Southwark Park, local schools and onward green links. Measures to reduce motor vehicle dominance and regulate speeds.		25	425	450
Cycle training - Provision of cycle training across Southwark.	163	156	134	453
Sustainable travel infrastructure - Identification and delivery of on street cycle parking, dropped kerbs and other measures to support sustainable modes of travel	60	70	70	200
Estate cycle parking - Installation of secure cycle parking on housing estates	50	50	50	150
Green links (East Walworth pocket parks) - Area scheme bounded by New Kent Road, Old Kent Road, Walworth Road and Albany Road. To improve links between green spaces to encourage local walking and cycling trips.		342		342
Cycle superhighway route 5 complementary measures - Permeability improvements for cyclists providing better access to the CSH5. Includes contraflow cycling and filtered priority measures.	34	150		184
Rotherhithe peninsula - Building on the Rotherhithe area smarter travel project, physical measures to facilitate higher levels of walking and cycling on local green links and beyond.		177		177
Green links (Camberwell) - Facilitating local walking and cycling trips in the Camberwell area. Access and environmental improvements to link green spaces and the town centre.		150		150

Scheme Title	Funding £000's			
	2011/12	2012/13	2013/14	Total
Walking and cycling permeability - Improving access and reducing travel times through small scale infrastructure changes such as dropped kerbs and cycle contraflows.		150		150

Policy implications

26. The confirmed policies and actions relating to cycling are consistent with the council's transport plan as well as the council's broader policy framework and various national and regional policies including the Mayor's Transport Strategy, as required by TfL.

Community impact statement

27. An equality analysis and a strategic environment assessment were undertaken as part of the development of the transport plan and the impact on the community was considered as part of this. That assessment incorporates the impacts of the council's cycling policy.
28. The transport plan seeks to actively assist the council in respect of its responsibilities to eliminate discrimination, promote equality of opportunity and promote good relations between the different groups. The equality analysis found that the transport plan objectives were consistent with these objectives.
29. As proposals are in accordance with both the equality analysis and the strategic environment assessment they should have a positive impact on all Southwark residents. However the council will undertake ongoing monitoring to ensure there are no adverse implications for the community, or that any identified are proportionate to the overall objective of the programme and are minimised where possible. This will be through an annual monitoring report collating all available data on the impacts of the plan and identifying general travel trends within Southwark. This will include an assessment of any variation of impacts across different groups.

Resource implications

30. The council's TfL funded work programme for 2012/13 and provisional programme to 2013/14 includes funding for those initiatives relating to the cycling review.

Consultation

31. The cycling policy review builds on the consultation carried out during the compilation of the transport plan, which underwent twelve weeks of community consultation, as well as statutory consultation in late 2010 / early 2011. As part of the transport plan consultation, the community were invited to comment via

community groups, community councils, the council's website, electronic newsletters and social media networks and via an online survey. In addition, the community had the opportunity to speak to officers directly through various community and stakeholder groups, local community councils and via two 'drop in' sessions. In response to the consultation Southwark Cyclists submitted a document setting out their vision for cycling in Southwark which was considered in the preparation of the transport plan.

32. Following the adoption of the transport plan the cabinet member for transport, environment and recycling has met with Southwark Cyclists to discuss cycling and the development of cycling policy. Transport for London has been advised that this element of the transport plan has been reviewed.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

33. Cabinet are asked to note the content of a review of cycling policy requested at the meeting of 19 July 2011. That policy forms part of the transport plan, which in turn incorporates the council's local implementation plan.
34. The council is required to have a transport plan and has adopted the plan presented to cabinet on 19 July. Cabinet has requested a review of cycling policy.
35. This report follows up the original report of 19 July 2011 which was put before cabinet for a decision under Part 3B of the Constitution. Paragraph 4 of that Part which is headed "Policy" states that cabinet will be responsible for determining the council's strategy and programme in relation to the policy and budget framework set by the council. The following paragraph 5, states that cabinet is responsible for determining the authority's strategy and programme in relation to social, environmental and economic needs of the area. This report has been requested by cabinet following the original transport plan report.

Finance Director (NR/F&R/12/9/2011)

36. This report recommends that the cabinet notes the content of the council's transport plan cycling policy review. There is no intention to appoint external parties to undertake the review, and officer time required to undertake the review will be contained within existing budgeted revenue resources. Should the review show that changes in the transport plan financial profile are required, then this would be explained in a subsequent report.

Strategic Director of Environment

37. This report has been developed in conjunction with public realm design managers and the approach taken is consistent with the 'strategic design policies' within the emerging Streetscape Design Manual due to be adopted by cabinet at the end of the year and our existing Highway Network Management Policy.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Transport Plan	Planning and Transport, 5 th Floor, Tooley Street	Sally Crew on 020 7525 5564

APPENDICES

No.	Title
Appendix A	Southwark Cyclists consultation response to the Transport Plan

AUDIT TRAIL

Cabinet Member	Councillor Barrie Hargrove, Transport, Environment and Recycling		
Lead Officer	Eleanor Kelly, Deputy Chief Executive		
Report Author	Sally Crew, Group Manager Policy and Programmes		
Version	Final		
Dated	7 October 2011		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments included
Strategic Director of Communities, Law & Governance		Yes	Yes
Strategic Director of Environment		Yes	Yes
Finance Director		Yes	Yes
Cabinet Member		Yes	Yes
Date final report sent to Constitutional/Community Council/Scrutiny Team			7 October 2011