

Appendix 3

Borough Cycling Strategy

1. INTRODUCTION

1.1 The Council's Transport Vision

The Council aims to provide a framework for a safe, accessible, efficient, integrated and environmentally sustainable transport system for people and goods, within the context of the Mayor of London's Transport Strategy. The Council's strategic aim to restrain unnecessary car use, particularly for commuting to and from work, is complemented by its policies for improving the performance and accessibility of public transport, for enhancing conditions for cyclists and for making improved provision for pedestrians - particularly in town centres.

1.2 Background

The Government's Transport White Paper (1998) and the London Mayor's guidance to boroughs on the preparation of their Local Implementation Plans (2001) recommended that all Local Authorities should prepare local cycling strategies. These should indicate how the authority proposes to implement the National Cycling Strategy (1996) and achieve its targets to increase cycle use.

Hammersmith and Fulham's Cycling Strategy has been produced as one of a number of 'daughter documents' in support of the Interim Local Implementation Plan 2002/03. The Strategy sets out the Council's commitment to encouraging more people to cycle as part of its efforts to reduce traffic congestion and pollution.

1.3 Cycling Problems and Opportunities

Cycling is good for your health, environmentally friendly and can be fun. It can also be an extremely practical form of personal transport, especially for short journeys. It is often quicker than the car for short urban journeys, and provides door-to-door access, with no parking cost or worry. Bicycles are cheap to buy and maintain in comparison to cars, and have no running costs such as fuel. For the less fit or active, electric bicycles are now available which take the strain out of cycling.

Despite the environmental, economic and health benefits only 4% of Londoners cycle on most days, accounting for a mere 2.5% of all journeys, although 22% are likely to use a bicycle at least once a year. There is enormous scope to increase the levels of cycling in London, particularly given that approximately two thirds of all trips are less than 5 kilometres in length, and over one third are less than 2.5 kilometres.

The problems of increasing traffic levels on the Borough's roads are evident in the congestion, pollution and danger posed by moving vehicles, as well as the increasing amount of road space required for parking.

The bicycle, along with walking, presents a viable option for most people for many shorter journeys. Studies have repeatedly shown that for most of the day the bicycle is often the quickest mode of transport in inner and central London. Cyclists are not significantly affected by traffic congestion and do not generally have problems finding a parking space. Around half of the borough's households do not have access to a car, and hence are dependent on alternative means of transport. The bicycle is a socially-inclusive means of transport which is more readily available to a wider section of the community than the private car.

Being flat, compact and densely developed Hammersmith and Fulham offers an ideal environment for cycling. It has an extensive network of cycle routes, many using quiet residential roads and traffic-free routes such as the riverside or parks. However, there are many reasons why residents and visitors are put off cycling and the main one is a perception

about safety, particularly for the young. The aim must be to improve safety for cycling by targeting accident hotspots.

1.4 Purpose of the Strategy

The Strategy outlines the policy context for cycling and sets out what the Council is doing to encourage more people to get on their bikes. It also sets targets by which the Council will measure the success of the Strategy in increasing the number of journeys made by cycle and in improving the quality and extent of provision for cyclists and reducing the number of cycle casualties.

The Strategy will provide a means to ensure that the Council considers improvements for cyclists in any projects and proposals for which they are responsible. The Strategy will also provide a means for local groups and individuals with an interest in cycling to influence the Council's cycling policies and to assess how well these policies are being implemented in practice. It is a public document that will be updated biannually to reflect progress made towards meeting the targets.

2. POLICY CONTEXT

2.1 National

Over the last decade or so cycling has risen up the national transport policy agenda and is now considered as a mainstream mode of transport by the Government and Local Authorities. The National Cycling Strategy (NCS), published in 1996, provided a focus for cycling policy and raised its profile amongst policy makers. The NCS highlighted the potential for a greater role for cycling and set ambitious targets for increasing cycle use which all local authorities were encouraged to adopt. These targets were to double 1996 levels of cycling by 2002, and to double them again by 2012.

The Government's Transport White Paper 'A New Deal for Transport: Better for Everyone' (1998) endorsed the NCS and set out how the Government intends to support it. The 2002 target was abandoned as insufficient progress was made to meet it, but the government has adopted a revised target of a trebling of the level of cycling by 2010 and quadrupling it by 2012. In particular, the White Paper states that the Government wants to see better provision for cyclists at their destinations, at interchanges, in the design of junctions and in the way road space is allocated. In support of the White Paper the Government is looking to Local Authorities to:

- establish a local strategy for cycling as part of their local transport plans;
- institute 'cycle reviews' of the road system and 'cycle audits' of proposed traffic schemes;
- adapt existing road space to provide more cycle facilities;
- make changes to traffic signalled junctions and roundabouts in favour of cyclists, giving them priority where this supports cycling;
- apply speed restraint more widely to support their cycling strategies and provide for cyclists when applying speed restraint measures;
- increase provision of secure parking for cycles;
- maintain cycle lanes adequately to avoid hazards to cyclists;

- use their planning powers to promote cycling through influencing the land use mix, layout and design of development and through the provision of cycle facilities.

The White Paper emphasises the importance of integrating cycling and road safety policies in order to address safety fears which may be deterring people from cycling. For its part the Government will continue to support the National Cycle Network being developed by Sustrans, and also the London Cycle Network being developed by the London Boroughs in conjunction with Transport for London (TfL).

The Transport White Paper is supported by a number of other national policy documents and pieces of legislation which relate to cycling, including:

- The Environment Act 1995, which introduced air quality targets that Local Authorities are expected to meet by 2005. Air Quality Management Areas must be declared and Action Plans produced for areas where the targets are not expected to be met. Encouraging cycling will form an important part of the Action Plans to reduce emissions from motor vehicles.
- The Road Traffic Reduction Act 1997 requires Local Authorities to monitor traffic levels in their areas and set targets for the reduction of motor traffic. London Boroughs will be expected to submit statutory Road Traffic Reduction Plans with their Local Implementation Plans setting out how they propose to reduce traffic levels. Encouraging cycling by improving cycle facilities will form an important part of these plans, and any reduction in motor traffic will inevitably improve conditions for cyclists.
- Planning Policy Guidance Note 13 (PPG13), which was updated by the DETR in 2001, provides planning guidance to Local Authorities on transport issues. The objectives of the Guidance include promoting more sustainable transport choices, promoting accessibility to facilities and services by public transport, walking and cycling, and reducing the need to travel, especially by car. The Guidance highlights the importance of cycling for shorter local journeys, encouraging Local Authorities to locate day to day facilities in local centres which are accessible for walking and cycling. It also encourages the provision for cyclists at places of employment as part of green travel plans, and calls on Local Authorities to secure improvements for cyclists as part of planning permission for new developments.
- The Health White Paper 1999 'Our Healthier Nation' recognises the value of regular cycling and other physical exercise in improving health and reducing one's susceptibility to a range of diseases, particularly heart disease.
- The Government's Road Safety Strategy - Tomorrow's Roads: Safer for Everyone (2000) set new ten year casualty reduction targets aimed at achieving a further substantial improvement in road safety over the next ten years. A new target relates specifically to child safety, for which Britain has a particularly bad record. Measures to reduce cyclist casualties will form a central part of Local Authorities' Road Safety Plans to meet these targets.
- The Government's Speed Review - New Directions in Speed Management - A Review of Policy (2000) clearly identified the links between speeding and the number and severity of road casualties. The review gives Local Authorities greater powers to reduce speed limits to 20mph or less in appropriate circumstances, which would bring benefits for cyclists.

2.2 Regional

In London transport policy is now the responsibility of the Mayor and the Greater London Authority (GLA). The Mayor's Transport Strategy was published in July 2001 following an extensive period of public consultation. Amongst the key priorities of the Mayor's Transport Strategy are reducing traffic congestion and supporting boroughs' local transport initiatives including walking and cycling schemes, safer routes to schools and road safety. The strategy states that "cycling and improved conditions for cyclists will be prioritised" and commits the Mayor to supporting the completion of the London Cycle Network (LCN).

In the section on Promoting Cycling, Policy 4J.1 states that "Transport for London (TfL) and the London Boroughs, in consultation with cyclist user groups, will undertake and support measures to make the cycling environment safer and more convenient for all users". As part of the strategy, TfL has established a Cycling Centre of Excellence that will guide the development of cycling initiatives in consultation with the London Boroughs and cyclist user groups, and will co-ordinate the development of the LCN. A key cycling proposal in the strategy is that "all new major highway and transport infrastructure and traffic management schemes should be cycle audited".

The strategy highlights the importance of sufficient good quality cycle parking, and states that TfL will expect Boroughs to seek improved provision in partnership with others, and require developers to make provision as part of planning decisions.

In 1997 a Cycling Strategy for London was produced by the London Planning Advisory Committee (LPAC) which was supported by the Association of London Government (ALG) on behalf of the London Boroughs. This remains valid despite the publication of the Mayor's Transport Strategy for London, and provides a useful framework for Boroughs to develop their own local cycling strategies. It sets targets aimed at achieving a 10% modal share for cycling in London by 2012.

2.3 Local

At a borough level the Council's cycling policies are contained in its Unitary Development Plan (UDP) and Interim Local Implementation Plan (ILIP). These are set out briefly:

UDP

UDP Policy TN6 - Transportation - Provision for Cyclists:

"The Council will promote measures to encourage safe, convenient and comfortable cycling in the Borough and aim to double the amount of cycling from 1996 to 2002 and doubling it again by 2012".

In particular the Council will:

- use its planning powers to promote cycling through influencing developments and their layout and design along with the provision of cycling facilities. The Council will seek adequate cycle parking and associated facilities.
- require proper consideration and provision for the needs of cyclists in any alterations to the road network, traffic management or environmental schemes.
- seek improvements to the general conditions for cycling by its wider objectives of traffic reduction / restraint - thereby freeing road capacity for cyclists to move more freely.
- give a high priority to enforcing traffic regulations which help cyclists and require road maintenance to be undertaken in a manner which provides a smooth riding surface right up to the kerb line.

The Council has identified its section of the LCN, and will regularly review the performance of its section of the network as it is developed, identify any need for extensions and introduce revisions as necessary. As well as the strategic network, the Council has also identified a complementary local cycle network which will feed into the LCN.

Security of bikes is recognised as an issue which can deter cycling and therefore innovation in secure parking facilities, such as cycle lockers at stations, will be encouraged.

UDP Policy TN6/1:

“In all circumstances, the Council will have regard to the Guidelines issued by the Department of Environment, Transport and the Regions (DETR), particularly as regards:

- the segregation of cyclists and pedestrians, unless pedestrian activity is low; and
- the needs of elderly people and people with a disability being taken into account in the design of all cycle schemes.”

In addition to the above specific policies on cycling, the UDP Transport chapter contains a number of other policies which will contribute to increasing the level of cycling, including particularly:

TN11A- Development and Road Traffic Reduction
TN13 - Transport Impact Assessment
TN16 - Traffic Management / Traffic Calming
TN32 - Road Safety - Accident Remedial Measures.

The UDP land-use policies in general are aimed at achieving more sustainable communities by reducing the need to travel, especially by car, and encouraging the use of local facilities by supporting mixed use developments and local shopping centres.

ILIP

The ILIP succeeded the ITP and TPP as the Council's annual transport plan setting out its policies and programmes for transport and bidding for funds from the Mayor / TfL to implement them. Cycling forms an important part of the ILIP, which sets out the Council's approach on cycling and how it intends to implement improvements for cyclists. While the majority of the Council's budget for cycling comes from a separate package bid for the London Cycle Network, the ILIP does include an additional bid for cycle schemes and seeks to include a cycling element in other areas of transport spending such as Road Safety, Home Zones and Safer Routes to Schools.

For 2003/04 TfL did not require a full ILIP to be produced, only a Borough Spending Plan (BSP). The BSP is the financial bidding document submitted to TfL annually as a bid for transport funds. As with the ILIP, the majority of funding for cycle schemes comes through a separate bid for the London Cycle Network, although TfL have introduced a new category of 'Local Cycle Schemes' to be bid for through the BSP. This budget is managed by TfL's Cycling Centre for Excellence and is intended for measures that complement the LCN and encourage more people to take up cycling.

Other Strategies

In addition to the UDP and ILIP, the Council has a number of other strategies that relate to cycling, including:

- Air Quality Action Plan (consultation draft November 2002),
- Environmental Action Review 2002-03, and

- Neighbourhood Renewal Strategy.

The Council is also involved in a number of external partnerships that have produced policy documents which relate to cycling, including:

- Thames Strategy (Kew to Chelsea),
- West London Transport Strategy,
- SWELTRAC ILIP/BSP,
- Park Royal Partnership ILIP/BSP,
- Green Areas partnership,
- Hammersmith and Fulham Local Agenda 21,
and
- North Fulham New Deal for Communities
(which is producing a Cycling Strategy).

3. BENEFITS OF CYCLING

Cycling is beneficial in many respects, both to the individual cyclist and to society. These benefits fall into four main categories:

- health and fitness
- environmental
- economic
- social

3.1 Health and fitness

Cycling is a healthy activity which generally makes people fitter, healthier, more alert and less stressed. The exercise provided by cycling has a beneficial effect on health, particularly in terms of protecting against coronary heart disease and respiratory illness, reducing blood pressure and obesity. Regular cycling in the course of one's daily routine, such as to work or school, provides a convenient way of obtaining the recommended daily half an hour of physical activity. Cycling can help with weight loss while reducing strain on muscles and joints associated with walking or jogging, and is a form of exercise available to most adults and children. It has also been found that cyclists and pedestrians breathe in lower levels of pollutants from vehicle exhausts than car drivers and passengers, as air pollution can be up to three times higher inside a vehicle than outside. In addition, cycling makes people more alert and improves mental well-being while reducing susceptibility to depression, stress and anxiety.

It is often claimed that people do not cycle because of the risk of accidents and injuries, but the British Medical Association (BMA) has concluded that the benefits of cycling in terms of increased life years far outweigh the loss of life years through accidents and crashes. According to the BMA cycling 30 minutes per day adds significantly to life expectancy (an average of two extra years of life) and provides a fitness level equivalent to someone ten years younger. Of course, this is of no consolation to the families and friends of those killed in road accidents and cyclists should always be aware of the dangers of cycling (see section on Road Safety).

3.2 Environmental

Cycling is an environmentally-friendly means of transport, producing no harmful emissions or noise and requiring no fossil fuel to power it. It also does not contribute to traffic congestion or parking problems. By switching from a car to a bicycle you will be helping to reduce air pollution and improve your environment, while reducing society's dependence on fossil fuels

and foreign oil supplies. Bicycles also require fewer raw materials, chemicals and energy to make them than cars.

3.3 Economic

Cycling has economic benefits for the individual and the rest of society. At an individual level cycling is an economical mode of transport, costing virtually nothing once the bicycle has been purchased. Good quality bicycles can be obtained for a fraction of the cost of a new car, and spare parts, equipment, maintenance and repair are far cheaper too. There are also the savings in fuel and parking costs, tax and insurance. Overall it is estimated that cycling instead of using a car saves an average of £1,000 a year, while cycling instead of using public transport saves over £700.

At a wider level, cycling benefits the economy by savings in employee time, as cycling to work is more reliable than driving or using public transport. For short distance deliveries in London cycling can also be quicker and more reliable, as well as cheaper than motorised transport. Average cycling speeds in London are double the average car speed (source: LCC). Cycling also benefits the economy in terms of the higher productivity rate and lower sickness rate of cyclists, lower NHS costs, lower pollution costs, and less need for road and parking space - releasing land for more profitable uses.

3.4 Social

Cycling can also have social benefits at a personal and community level. It is a more sociable mode of transport than cars, as cyclists can talk to their fellow cyclists and stop and chat to friends who they may pass on their journey. In this way, cycling can help foster a sense of community and security - cyclists are more 'tuned in' to their surroundings and are more likely to spot anything untoward including people in distress or criminal activity. For this reason the police are beginning to reintroduce officers on bikes as part of their patrol regime, and the police in Hammersmith are very enthusiastic about this move.

The London Cycling Campaign local groups organise a number of leisure and interest rides and social events, as well as campaign meetings (see Contacts).

4. CYCLING IN HAMMERSMITH AND FULHAM

4.1 Cycling levels and patterns

In London, journeys of less than 5 miles (8 km) can often be made more quickly and reliably by cycle. Every journey made by cycle helps to reduce congestion and pollution. However, at present the level of cycling in London is extremely low, accounting for around 2% of all trips (compared to 12% in Munich, 20% in Copenhagen, and 28% in Amsterdam). In view of the short nature of the majority of trips in London, and the fact that one third of London households own at least one bicycle, there is considerable scope to increase the proportion of trips that are made by cycle.

In 1991 21% of Hammersmith and Fulham households owned at least one bicycle for adult use. Of these, 14% had one bicycle and 7% had more than one. According to the Borough Household Transport and Recycling Survey (spring 2002) cycling is more popular in Hammersmith and Fulham than London as a whole, probably due to its flat and compact nature, with 8% of Borough residents using a bicycle on a typical weekday. Some 6% of borough residents cycle to work, while the 2001 census found that 4.8% regularly cycle to work, which is above the Inner London average of 3.5% and the London average of 2.33%. The residents survey found that cycling accounts for 6% of leisure / social journeys, 5% of shopping journeys and 8% of education journeys. 17% of borough residents cycle at least

once a week (8% on 5+ days per week, 9% 1-4 days), with a further 12% cycling at least once a fortnight. However, somewhat disappointingly 69% said that they do not cycle at all. The highest cycling rates are amongst the under-35s with 10% cycling 5 or more days a week.

Of those who regularly cycled, the following were considered to be important:

- more and safer cycle routes (89%)
- more cycle parking (86%)
- greater cycle security (82%)
- cycle training courses (47%)

Of residents as a whole 71% thought improved cycling facilities are important in tackling the traffic and transport problems in the borough, while 87% wanted safer routes for children to walk or cycle to school and 38% thought that priority should be given to cyclists.

Car ownership levels in the borough are comparatively low, which means that there is a substantial potential 'market' for cycling as a means of personal mobility for those without access to a car. According to the 2001 census 48.5% of borough households did not have access to a car, while 40.5% had one car and 11% two or more cars. These rates have not changed significantly since the 1991 census, suggesting that car ownership is virtually at saturation point.

4.2 Cycle routes and types of usage

Hammersmith and Fulham was one of the first boroughs in London to develop a cycle route network in the early 1980s, and introduced some pioneering facilities such as the King Street contra-flow cycle lane. The cycle route approach involved taking cyclists off main roads and onto quieter roads and segregated paths.

Cycle lanes and other cycle facilities such as advanced stop lines for cyclists, advisory cycle routes, segregated cycle tracks, toucan or segregated cycle crossings are mainly implemented as part of the London Cycle Network.

The Council has introduced a comprehensive network of cycle routes, as shown on its popular map/leaflet "Cycling in Hammersmith and Fulham". The Council is implementing the LCN in the borough, complemented by its own local routes. By January 2002 the total proposed length of signed LCN cycle routes in the borough was approximately 43km and the proposed borough routes network was 17.5 km. The aim of the LCN is to increase the modal share of cycling London-wide to 10%. The original LCN tended to focus on quiet back streets and off-road routes. However, there was a reaction against this from experienced commuter cyclists who wanted more facilities on the main roads which are usually more direct, and this has been the emphasis of the more recent facilities in Hammersmith and Fulham.

Nevertheless, many people who do not currently cycle say that they are deterred from doing so by heavy traffic, and that they require cycle facilities which are segregated from motor traffic. Segregated facilities are more costly to provide than lanes on roads, and, more importantly, in a borough as densely developed as Hammersmith and Fulham, it is often difficult to find space for segregated cycle tracks. However, where possible we will seek to provide routes segregated from traffic and traffic-free routes. We will also continue to provide back-street routes to complement the main road routes, and where possible we will reallocate roadspace from general traffic to cyclists.

Getting more people cycling

One of the primary purposes of this strategy is to increase the number of journeys made by bicycle in the borough, both in numerical terms and as a proportion of total journeys. The Council is committed to meeting the National Cycling Strategy target of achieving a four-fold increase in cycling on 1996 levels by 2012. This can be done by a number of means including:

- improving and extending the cycle route network;
- introducing facilities for cyclists on all roads where appropriate, particularly at junctions;
- increasing the provision and security of cycle parking;
- providing cycle training for children and novice adults;
- improving road safety for cyclists;
- introducing supporting schemes such as cycle hire, cycle delivery, and use of pool bikes for Council staff;
- ensuring housing, shopping and office developments are designed in such a way as to encourage cycling.

The number of people cycling in the borough will continue to be monitored through the annual screenline surveys, and by other surveys where possible, to give an indication of whether the strategy is succeeding in getting more people cycling.

5. PROGRESS ON IMPLEMENTING WORKS

5.1 London Cycle Network (LCN) Implementation

The London Cycle Network (LCN) is a London-wide cycle route programme that was started in 1995 and is now funded by the Mayor for London. The aim of the LCN is to provide a network of safe, convenient and conspicuous cycle routes linking residential areas with all the major centres of employment, retailing, leisure and transport across the capital. Routes are intended to be suitable for use by cyclists of 12 years old and over, and provide both for longer distance journeys across London as well as parts of local journeys.

The LCN will comprise almost 3000km of signed routes covering 20% of London's road network, of which 1100km have already been completed. This includes parts of the Thames Cycle Route, and the Lee Valley, Waterlink Way and Wandle arms of the National Cycle Network. The Mayor has stated his support for the early completion of the LCN, with priority routes (the LCN plus) to be completed by the end of 2004 and the rest of the network by 2009. He has also announced the creation of supplementary network of high quality dedicated cycle lanes and priority for cyclists at junctions.

There are ten high profile strategic LCN plus routes, which will be completed by 2004. This includes a section of the Thames Cycle Network and a link from Chiswick via Shepherds Bush to Kensington & Chelsea through this borough.

The Council is actively involved in the implementation of the London Cycle Network and is the lead borough for the North West Sector. TfL allocates funding for the LCN to the lead borough, Camden, which co-ordinates the LCN and the distribution of funding to boroughs. Therefore the majority of the Council's funding for cycling is supplied through the LCN package bid. The Council liaises with neighbouring boroughs on cross-boundary routes.

5.2 Other non-LCN routes

In addition to supporting the LCN, the Mayor's Transport Strategy urges Boroughs to give a high priority to improving conditions for cyclists on the remaining 80% of London's roads that are not on the LCN. It encourages Boroughs to provide special facilities on main roads, at road junctions and elsewhere on the road network, and states that "all major new highway

and transport infrastructure schemes should be cycle-audited”.

The Council has an extensive programme of road safety works, and funding is allocated to address locations where casualties are greatest. This includes measures to address cycle casualties.

The borough’s own sign-posted cycle route network, comprising local roads, cycle paths through parks, advisory cycle lanes, use of bus lanes, cycle exemptions from general traffic management restrictions and cycle crossings of main roads, is already well established and is being progressively improved. Some of the borough’s cycle network forms part of the London Cycle Network, but this is complemented in places by additional routes and schemes. Since 2002 boroughs have been permitted to submit bids to TfL for additional funding for local cycling schemes to supplement the LCN, and the Council was awarded £40,000 under this budget in 2002/03 that it has used on a number of minor schemes including the refurbishment of the Bishops Park path.

5.3 Council priorities and proposals

The Council’s priorities to assist and encourage cycling within the borough will be to provide improved measures to allow cyclists to use roads more safely, to cross busy roads and to give a higher profile to cyclists through cycle lanes, such as those which have recently been implemented along Goldhawk Road, local cycle routes, modifying traffic management measures such as one-way systems so that they are more convenient for cyclists, and cycle parking (including within residential areas).

Areas which have been unattractive to cyclists because of their high levels of general traffic, such as Hammersmith Broadway, could offer great potential for new cycling and improved interchange if conditions could be made more attractive and safe for cyclists in these busy sections. The Council has been examining options to improve conditions for cyclists around Hammersmith Broadway and at other busy locations. However, the Council has to be balanced in its approach to ensure that all road users and highway issues are considered in taking improvements forward. Priorities will include gaps in the network for some popular journeys, e.g. at the Holland Park roundabout, Shepherd’s Bush Green, and poor crossing facilities on some of the routes, e.g. the Hammersmith-East Acton route at Goldhawk Road.

5.4 Cycle Parking

Secure and convenient cycle parking is essential for cyclists and its absence is often cited as a deterrent to some people cycling. Cycle parking is needed at destinations such as workplaces, town centres and rail stations, and the Council has an on-going programme to increase the provision of cycle parking across the borough. Somewhere secure to park cycles at home is also important and in blocks of flats or houses in multiple occupation this can be a problem. As such the Council is considering some pilot residential cycle parking projects and has conducted a survey to ascertain demand.

A survey of the main cycle parking locations in the borough was carried out in late 2001, recording the number of stands available, their level of usage and the level of surplus demand in the vicinity. The survey also recorded the number of abandoned bikes locked to stands and locations where there is a need for stands where none exist at present.

There are approximately 950 public cycle parking stands in the borough providing space for over 1500 bicycles, the second highest level in London after Kensington & Chelsea.

The survey revealed that there are a number of locations where there is an excess of demand over supply for cycle parking, notably Hammersmith town centre, Shepherd’s Bush

Green area, Fulham town centre, and a number of stations and other major destinations. These locations will be considered as a priority for the location of new cycle stands. At the same time there is a significant problem of abandoned and wrecked bicycles locked to cycle stands (and railings) which take up valuable parking space as well as looking unsightly. The Council will take action to remove these, once a warning note has been placed on them for a certain period of time. Any reusable parts have in the past been donated to the Cyclick bicycle recycling project, although this has recently moved out of the area.

The survey also identified a number of locations where there is no cycle parking provision at present and where there is a need for some, either because there are bikes locked to other items of street furniture or because it is a destination where there is likely to be demand for cycle parking. A programme will be drawn up to provide cycle parking at these additional locations, which may not necessarily be on the London Cycle Network and therefore other sources of funding would need to be sought for them. The Council's bid for funding for cycle parking from TfL in the last two years (2003/04 and 04/05) has not been successful. Suggestions from Hammersmith and Fulham cyclists and others of additional locations where cycle parking would be useful will also be taken into account.

In general the standard 'Sheffield' cycle stand will be used but, where appropriate, other types of stand could be considered, including wall-mounted bars, more secure 'Grippa' style stands, covered 'sheds' and lockers. Concrete blocks and 'butterfly' racks which only grip the front wheel and offer poor security will be avoided, and existing public ones will be replaced, although the Council has no power to remove private racks of this type.

One area that has been identified is residential areas which do not have space to store bikes within the dwelling or curtilage, particularly flats and older terraced houses. The Council will investigate opportunities for providing secure cycle parking for use by residents and visitors in these areas. This could take the form of covered shelters or lockers, but these take up more space than conventional Sheffield stands so suitable locations will need to be found. As a pilot the Council is looking at providing secure cycle parking spaces on the Clement Atlee estate in North Fulham. Officers have submitted a bid for funding from the North Fulham New Deal for Communities board, as it falls within their funding criteria. On-street cycle parking could also be provided in Grove Ward, Hammersmith as part of the proposed Home Zone, where off-street storage space is limited.

In relation to cycle parking, the On Your Bike (OYBike) cycle hire scheme which is proposed for the borough by a private entrepreneur could provide additional cycle stands which would be used partly for hire bikes, but when vacant could be used by other cyclists. Where existing stands are used by the OYBike scheme they would be in locations where there is spare capacity, and they would not take up space where there is already an excess of demand over supply.

The Council's Green Travel Plan Co-ordinator has been working to improve cycle parking provision at Council buildings, and also with other major employers in the borough to improve their cycle parking e.g. at Charing Cross Hospital, as part of Green Travel Plans. Cycle parking is required in most new developments in compliance with the UDP cycle parking standards, and in larger developments additional facilities such as lockers and showers are required.

5.5 Off-road/leisure cycling

The borough is fortunate in having a number of off-road cycle routes or potential routes where the pleasures of cycling can be enjoyed without the nuisance of motor traffic. These routes include the riverside path along the Thames, some of which forms part of Sustrans' National Thames Cycle Route (no.4). Many sections of the Thames Path in the borough are

open to cyclists, and the Council would like to open up the rest of it, subject to appropriate measures to avoid conflict with pedestrians. In some places the Council requires developers to provide a new riverside walk/cycleway as part of a new development, such as at Imperial Wharf. For the most part the riverside path is wide enough to accommodate pedestrians and cyclists, and signs will be erected stating that cyclists should give priority to pedestrians and dismount where busy.

Another pleasant traffic-free route for cyclists is the Grand Union Canal towpath in the north of the borough. This route is being developed as a Sustrans National Cycle Route from central London to north west London and beyond. Although relatively narrow, the towpath is not heavily used by pedestrians and can easily accommodate cyclists as well. The Council is improving access to the towpath from Scrubs Lane by installing a ramp and removing the barriers, and is installing signing and a cycle gully over the footbridge to the Hythe Road Industrial Area in order to encourage people to cycle to work there. These schemes are funded through the Park Royal Partnership.

A number of cycle routes also exist through parks and open spaces, such as Bishops Park, Eel Brook Common, Shepherd's Bush Common and Wormwood Scrubs. There is scope for further routes to be developed through a number of other parks where there is plenty of space such as Ravenscourt Park and Hammersmith Park.

It is recognised that many people wish to cycle for leisure rather than simply to get from A to B, and the provision of traffic-free cycle routes serves this demand. Such routes and parks also provide valuable safe places for children to cycle. The Council will provide cycle routes where appropriate in parks and open spaces, but will generally aim to separate them from pedestrian paths. The presence of cyclists can increase the safety and security of pedestrians on open spaces and paths which are lightly used.

5.6 Design issues

Good design of cycle routes and facilities is very important to ensure that they are of maximum benefit to cyclists. The borough's cycle schemes are generally designed according to the London Cycle Network design manual, with reference also to Department for Transport and National Cycling Strategy guidance notes, Sustrans design guidance, and the DoT/IHT publication "Cycle Friendly Infrastructure" (1996). Where practical, it is essential that these design guidelines are followed, not only in the design but also in the implementation of the schemes, so that schemes are not inadvertently unhelpful to cyclists. In terms of the materials used, reference will be made to the Council's "Highways Materials and Street Furniture Guide" produced by the Council in 2000. Particular attention will be paid to design issues where cycle facilities are 'retro-fitted' to existing highways, footways or structures. In the borough's Conservation Areas special attention will be paid to design and materials. All schemes will be given a safety audit to ensure they meet road safety criteria, and designs will take into account other road users, particularly pedestrians and the mobility impaired.

5.7 Signing

Adequate good quality signing is important on both LCN and local cycle routes to allow cyclists to follow the route without the need to refer to a map. Signing on some of the existing routes has become erratic, either because signs have disappeared or become twisted or faded, or because there were gaps in the signing originally. A survey will be carried out of signing on existing routes and new signs installed where necessary. Signing will also be installed on newly opened routes. In addition, where it is considered useful, cycle symbols will be placed on the carriageway. This is useful not only to help cyclists follow the routes, but to make drivers more aware of the presence of cyclists.

5.8 Maintenance and sweeping

The sweeping and maintaining of cycle tracks and lanes is very important, as a poor quality surface covered in detritus can be both dangerous and inconvenient to cyclists. Poorly swept roads and paths harbour glass and other sharp objects that cause punctures, while poorly maintained surfaces result in potholes which can cause cyclists to fall off or swerve into the path of traffic. Within the resources available, the Council will endeavour to improve the level of maintenance and sweeping / cleaning of cycle routes. It is also important to maintain and sweep all other roads adequately, particularly the edges of main roads where cyclists ride and where debris and grit tends to gather.

6. ROAD SAFETY ISSUES

6.1 Safer Cycling

Cycling is not an inherently dangerous form of transport, but due to the differential in speeds between cyclists and motor traffic, and vulnerability of cyclists in any collisions with motor vehicles, cycle casualty rates per kilometre travelled are disproportionately high compared to other modes. However, the absence of comprehensive data on cycle kilometres travelled makes cycle accident rates unreliable and if anything over-estimated.

Cycling accidents and casualties in the borough fluctuate from year to year, and the figures for the last three years are given in the table:

The ratio of cycle accident rates to that of car occupants is about 4:1. This compares with 3:1 for pedestrians, 11:1 for motorcyclists, and 0.3:1 for bus users.

A study by the British Medical Association showed that the extra years life gained from the exercise taken by cyclists outweighed the years lost through road accidents by twenty to one. Another study showed that people who cycle just four miles a day have health and fitness levels equivalent to those of people ten years younger who take no exercise.

6.2 Traffic Calming and other traffic schemes

Road safety and traffic calming schemes are designed to achieve casualty reduction by slowing down general traffic and making conditions safer for those on foot and cycle. These schemes are implemented on an area-wide basis or in specific locations where there is a long term accident problem. They will generally be given a 'cycle audit' to ensure they do not inadvertently disadvantage cyclists and take every opportunity to improve conditions for cyclists. Examples of benefits might include cycle gaps and contra-flow cycle lanes in one-way streets, cycle-friendly road humps (cushions), advanced stop lines, cycle gaps in road narrowings and cycle parking. When new pedestrian crossings are being designed, consideration should be given as to whether a toucan (shared pedestrian and cycle) crossing would be useful.

Advanced stop lines for cyclists at traffic signals seem to be universally beneficial. They do not reduce capacity for motor traffic (some studies suggest they increase it) they improve the comfort and safety of cyclists, they help protect pedestrians crossing at the signals as HGV drivers have a better view of them when they are set back, and they are popular with bus drivers as they give them more room to manoeuvre. Where separate signals and crossings for cyclists are provided, many more experienced cyclists do not use them, preferring to be part of the general traffic flow, which is usually quicker.

6.3 Safer Routes to Schools

The Council's Safer Routes to Schools programme is designed to encourage a transfer of school related journeys by car to walking, cycling and public transport by providing a safer environment, together with a programme of educational, environmental and health awareness. The Council's aim is to engage children in looking at their journey to school and identifying ways to improve the quality and safety of the journey by sustainable modes (walking, cycling and public transport). Through this programme, cycle routes to schools will be improved, along with the provision of secure cycle parking at schools, particularly secondary schools where more children are likely to cycle.

6.4 Cycle Training

People who have received cycle training tend to be less likely to have accidents than those who have not. Hammersmith and Fulham Council provides cycle training for all primary school children aged nine to eleven, and to secondary school children on request. Currently about 500 children are trained each year, but the numbers trained are dependent on the number of Road Safety Officers available to carry out training. The aim of the training is to reduce casualties amongst the borough's cyclists, and in particular child cyclists, in order to meet the Government's target of a 50% reduction in child casualty figures by 2010. Subject to the availability of resources, we intend to introduce programmes of on-road cycle training for older children and adults. We require all children undertaking training to wear cycle helmets and encourage adults to do so, while making it clear that helmet wearing does not prevent accidents or reduce the need to take care.

6.5 Educating Drivers and Cyclists

About half the cyclist fatalities in London involve Heavy Goods Vehicles. A working group of the National Cycling Strategy studied this issue, and leaflets have been produced advising cyclists and HGV drivers to be aware of each other, most recently by TfL. The DTLR is also studying ways of improving the visibility of cyclists in HGV drivers' blind spots along the left-hand side of the vehicle.

Dangerous or illegal driving and parking can endanger cyclists and needs to be enforced against. Illegal parking in cycle lanes is a common problem which forces cyclists out into the path of general traffic, and reduces the benefit of cycle lanes. We will encourage our parking enforcement officers to target cycle lanes where there are particular parking problems, such as Uxbridge Road and Goldhawk Road. Enforcement of traffic laws covering dangerous driving, such as jumping red lights and speeding is a matter for the police, but the Council's road safety section works closely with the police on enforcement. However traffic police resources are limited and unfortunately breaches of such laws are widespread.

6.6 Cyclists and Pedestrians

Cyclists and pedestrians are generally classified as 'vulnerable road users' as they are most at risk from motor vehicles. However, this fact is often overshadowed by a debate about the dangers cyclists pose to pedestrians. There is often a perceived conflict between pedestrians and cyclists where cyclists use footways or pedestrian-only areas. When using these areas cyclists are usually travelling faster than pedestrians which creates the potential for conflict and gives rise to complaints from pedestrians, particularly the elderly and disabled. The Council has a general presumption against mixing pedestrians and cyclists, but in some places this is the best or only option available. In these cases we will use appropriate signing and markings to indicate the shared nature of the path, and where necessary require cyclists to give priority to pedestrians. Where appropriate we will provide clearly marked segregated cycle paths (as opposed to unsegregated) e.g. through Bishops Park.

Cycling on the footway is one of the main concerns of the Better Government for Older People Panel (BGOP). A particular area of concern is the riverside walk in Hammersmith, which is quite narrow in places and where there are no cycle facilities on the parallel A4. However, while inconsiderate pavement cyclists can cause annoyance and distress to pedestrians, especially the elderly, the issue should be kept in perspective. Nationally, very few pedestrians are killed or injured by cyclists compared with those who are killed or injured by motor vehicles (on average 2 deaths per year compared with 2000). Many of the borough's roads are hazardous to cyclists, particularly children and those who are less experienced. The worst offenders seem to be young males who cycle recklessly on the footway without consideration for pedestrians and who assume they have a right to do so. Enforcement must be targeted on such people rather than, say, young children, carers with children, and elderly cyclists. The Council will continue to work with the Metropolitan Police and Parks Constabulary in targeting dangerous or persistent illegal footway cycling, and will consider using Community Wardens to assist where they operate. Additional 'No Cycling' signs will be installed on footways and in pedestrian areas where there are particular problems.

The Council is also producing a Walking Strategy that will address the needs of pedestrians, including the potential for conflict between pedestrians and cyclists.

6.7 Cycle Theft

Another deterrent to cycling is theft or the potential for theft of bicycles as this is quite a widespread problem. This can be addressed by the Council to some extent by providing good quality, conspicuous cycle parking, covered by CCTV wherever possible. The lack of space to store cycles at home is a problem in many borough households, and we are seeking to address this by providing some pilot residential cycle parking in residential areas. Ultimately, however, it is up to individual cycle owners to ensure the security of their bike by using a high quality lock and ensuring they lock the bike frame and wheels properly and remove valuable accessories.

7. RELATED INITIATIVES

7.1 Home Zones

The Council recognises that at least part of most cycle journeys will not be on LCN routes. Therefore, in addition to the LCN, the Council is implementing a programme of Home Zones and area traffic calming schemes which will benefit cyclists, as well as pedestrians and local residents, by reducing traffic speeds and volumes.

7.2 Green Travel Plans

Providing cycle routes and facilities is not always enough to encourage more people to cycle. Secure cycle parking is needed at workplaces, town centres and rail stations, and the Council will be seeking to increase the provision of cycle parking across the borough. Cycling forms a major part of Green Travel Plans produced by employers. The Council is working on its own Green Travel Plan and requires major developers to produce them as part of planning applications. Most Green Travel Plans include the provision of cycle parking, showers and lockers, and some provide pool bicycles.

7.3 Safer Routes to Schools

The Safer Routes to Schools project will improve conditions for children cycling to secondary schools (see Road Safety section).

7.4 Package Bids

The Council is involved in a number of transport package bids which provide funds to improve facilities for pedestrians, cyclists and public transport users. SWELTRAC is a South West London transport partnership which has provided funds for a feasibility study into a new pedestrian and cycle bridge over the River Thames at Sands End, and improvements at Olympia station. The Park Royal partnership covers the Hythe Road Industrial area in the north west of the borough and has provided funds to improve cycle and pedestrian access to this area, including improvements to the canal towpath. The West London Transport Strategy provides funds for improvements in the Uxbridge Road and Shepherd's Bush area. The 'Green Areas' joint package bid with neighbouring boroughs provides improvements for cyclists, pedestrians and public transport users in Hammersmith Town Centre. Cyclists also benefit from the bus lanes provided as part of the London Bus Priority Network.

7.5 Air Quality

The Council has recently consulted on its draft Air Quality Action Plan and will be publishing the final version of this later in 2003. This plan aims to reduce air pollution in the borough, the majority of which comes from motor vehicle exhausts. Therefore, a large part of the Action Plan is concerned with reducing the use of fossil-fuelled motor vehicles and encouraging the use of zero and low emission vehicles, including cycles. Getting more people onto bikes will make a significant contribution to achieving the Council's air quality targets. In 2003/04 the Council has £100,000 to spend on air quality initiatives, and it hopes to establish a Clear Zone where zero and low emission vehicles will be given priority. This could include a bicycle goods delivery scheme, as well as other measures to encourage cycling.

7.6 Planning Policy and Development Control

There is great pressure for development in the borough which will test the capacity of bus and underground networks. A small increase in cycling could help to relieve some of this pressure. Provision for cycling in new developments where appropriate is a requirement of the Unitary Development Plan (see Section 2), and this is enforced through the development control process. This usually includes a requirement to provide cycle parking, and in larger developments showers and lockers for cyclists. The Council's revised UDP includes 'minimum' cycle parking standards for all land uses which should be applied as planning conditions for new developments (see Appendix 1). Developers of large sites will also usually be required to provide cycle routes into or through the site. Other policies in the plan are designed to reduce car dependency, such as the encouragement of car-free housing or reduced parking provision in new developments.

7.7 Travel Awareness

Raising awareness about the benefits of cycling is an important aspect of getting more people on bikes. To this end the Council undertakes a number of awareness-raising campaigns and events each year to promote cycling. These are linked to national campaigns such as Don't Choke Britain / London month in June which encompasses National Bike Week and Green Transport Week, and European Car Free Day on 22 September. The Council works closely with the Local Agenda 21 Forum, H&F Cyclists, Friends of the Earth and Cyclick on these projects, and gives them and other organisations involved in cycling, a chance to promote themselves. As part of National Bike Week the Council regularly organises a cyclists' breakfast outside the Town Hall for its staff and local employees who

cycle to work on National Bike to Work Day. In addition we have organised a Bike Try Out Day in Bishops Park in April 2003 as part of the Hammersmith and Fulham festival. These events are complemented by a travel awareness exhibition which is put up in the Information Centre at Hammersmith Broadway or in the Town Hall.

As well as organising awareness raising events, the Council also produces a Cycling Map and Guide, which is due to be updated shortly, and has produced a leaflet promoting cycling to its own staff as part of its Green Travel Plan.

7.8 Social Inclusion and Regeneration

Cycling is often now seen as something which white male professionals in their twenties and thirties do. This was by no means the case in the past. Most people are able to ride a bicycle and there are now even a range of cycles available for mobility impaired people. The running costs of bicycles are virtually zero and a bicycle increases the area which can be reached in ten minutes by nine times compared to walking. Thus there is great potential for enabling socially excluded people to reach jobs. People need support in terms of training, basic bicycle maintenance and, in some cases, initially obtaining a bicycle. The local charity Cycick is performing very valuable work in this respect and cycling support initiatives are being developed in the North Fulham NDC area and through the Borough Partnership.

8. OLDER PEOPLE AND CYCLING

Cycling is often seen as a younger person's activity, with cyclists seen as a nuisance to older pedestrians (see Section 6.6). Cycling on the footway is particularly hazardous to elderly people as they cannot move out of the way as quickly and are more frail and vulnerable than younger people. We will take appropriate steps, in conjunction with the police and community wardens, to educate cyclists about the dangers of footway cycling, and initiate enforcement action where necessary. However, many older people cycle and cycling is a very good way of helping to keep fit and healthy well past the statutory retirement age. Cycling is a good form of exercise for people recovering from illnesses such as heart disease, as it can be built up very gently. It is also easier than walking for many elderly people as it does not put as much pressure on the legs / knees. Cycling is also a cheap and convenient way of getting around for elderly people, many of whom do not own cars, and may find public transport difficult to use. Older people are likely to particularly value traffic-free and lightly trafficked routes.

9. PARTNERSHIP AND CONSULTATION

Public consultation is an important element in the provision of high quality services to the public and the Council has consistently sought residents' views on transportation policies and strategies and the level of satisfaction in recent years. In developing the 2001/02 ITP the Council undertook consultation through direct public involvement via the Citizens' Panel, a representative sample of borough residents used for a range of Council consultations, which has helped shape the priorities for transport initiatives in the Borough. The Unitary Development Plan review process also involved public consultation to develop the council's overarching transport policies. The Council intends to consult widely on the Local Implementation Plan when it receives the go-ahead from the Mayor to produce it.

The Council works very closely with Hammersmith and Fulham Cyclists (the borough branch of the London Cycling Campaign) in promoting cycling in the borough. Council transport planners frequently attend their meetings, and have separate meetings with the group's representatives at the Town Hall. The Council also liaises closely with the H&F Local Agenda 21 Forum on cycling matters.

A draft Cycling Strategy Issues Paper was published in July 2002 setting out the issues which it was proposed to cover in the cycling strategy and comments were invited on this from those with an interest in cycling in the borough. Approximately 20 responses were received and the comments made have been incorporated into this draft strategy as far as possible.

The Issues Paper, together with the Council's transport plan (ILIP), cycling map, and a survey about residential cycle parking, are on the Council's web-site (www.lbhf.gov.uk) from where comments can also be made.

10. TARGETS AND MONITORING

It is important for a strategy of this sort to include meaningful targets and indicators to monitor its progress and provide an impetus for its implementation. The targets adopted by this plan are set out below, and are largely based on the actions outlined in the Action Plan that follows. Cycle usage will be monitored by general traffic surveys carried out by the Highways section, and annual Citizen's Panel and other surveys.