

Key Findings

- Hackney is open to considering segregated provision for its main roads in some circumstances. These are where it would be felt to improve the safety and comfort of cyclists, where some other types of intervention would not fully achieve this or are not practical, and where a range of other challenges can be effectively managed.
- Indicative evidence suggests segregated cycle lane provision can lead to greater usage of routes and more efficient use of roadspace.
- Segregated cycle lanes can improve perceptions of safety. Their capacity to improve actual cyclist safety is more difficult to fully evidence. This is likely to depend on the individual scheme and how it is used.
- Data suggests that greater segregated provision can address inequalities in cycling by encouraging take up by underrepresented groups.
- One key delivery challenge is effective integration with junctions. We support the Council's plan to take a whole route approach.
- Another is enabling unproblematic interaction between cyclists and pedestrians, and easy crossing of cycle lanes at strategic sites.
- Bus stops are a particular point of conflict. TfL point to evidence that one of the most common solutions – bus stop bypasses – are safe, whilst noting concerns of disabled and vulnerable pedestrians.

- Another solution – generally used where pavements have narrow widths - is for cycle lane to be placed between bus and bus stop. Accounts suggest that the use of these should be restricted to quieter sites. Three of the new bus stops on the Council's Wick Road Improvement Scheme will be in a similar format.
- Disabled groups are sceptical around the safety of bus stop bypasses. Concerns with solutions putting cycle lane between bus and bus stop are even more pronounced. The need for visually impaired pedestrians to cross the lane relying on cyclists being within safe stopping distances is the most common concern. There are calls for greater signalled crossing provision.
- Concerns of disabled groups with segregated cycle lanes go wider than bus stop infrastructure. Both groups we spoke to reported greater exclusion from the public realm as a result of segregated provision. Both felt this in turn was leading to their voices not being heard in the debate. There was a feeling of a lack of consultation in schemes.
- Segregated cycle lane schemes would be unlikely to ever go ahead if they relied on full consensus on all aspects. This is the also the case for other types interventions the Council has already delivered.
- However, we call for the processes to be adjusted so that representatives of all stakeholders are able to give full input. This includes giving a say on the detailed design of schemes.

Recommendations – please see Section 3 (page 14) for full context

1. That the Council consults on and publishes a clearer criteria for deciding when segregated cycling provision should be used.
2. That Wheels for Wellbeing and the Royal National Institute for the Blind (RNIB) are added to the list of key stakeholders currently consulted with during the conception of segregated cycling and other cycle infrastructure schemes. That a more substantive review of the stakeholder list is carried out drawing on advice from the Council's Policy and Partnerships service. That the final set of stakeholders is reflective of the full range of disabilities experienced by residents.
3. That the consultation process for cycle infrastructure proposals (including for segregated cycle lanes) is adjusted so that the key stakeholders consulted with during the conception stage are also given opportunity to reflect and comment on detailed designs.
4. That the Council explores the feasibility of setting out a preference for providing signalled crossings at strategic points in any future delivery of segregated cycle lanes, including at bus stops. Given concerns around the confusing characteristics of some schemes we ask that these crossings are symmetrically configured wherever possible.
5. That the Council carries out detailed monitoring on cyclist, pedestrian and bus user usage of Wick Road before and after delivery of the Wick Road Improvement Scheme. That this is complemented with surveys of these groups around their lived experience of the new scheme, and with outreach work to ensure that the views of visually impaired and those with other disabilities on the new scheme are gathered. That this research is used to draw learning and inform future approaches to cycle infrastructure proposals.

LIVING IN HACKNEY SCRUTINY COMMISSION

FINDINGS AND RECOMMENDATIONS FROM INVESTIGATION INTO SEGREGATED CYCLE LANES

1. INTRODUCTION

What are segregated cycle lanes?

We refer to segregated cycle lanes as portions of roadspace allocated for cycle use only.

Some segregated schemes (or sections of them) give protection to cyclists via physical barriers such as kerbs or posts, preventing entry into the space by motorised vehicles. Others separate spaces for cyclists and those for motor traffic via markings only.

The delivery of segregated cycle lanes also involves separating the space for cyclists from that for pedestrians. Where spaces for cyclists are adjacent to the footway, this is also achieved through physical barriers and/or by markings.

- 1.1 Hackney Council has delivered a wide range of externally recognised initiatives to improve cycling conditions. The borough now sees the highest number of people cycling to work in London and the second highest number in England¹.
- 1.2 Up to now, the initiatives contributing to these successes have generally not included segregated cycle lanes.
- 1.3 However at the point of the Commission identifying this topic as a short item for scrutiny the Council was consulting on number of improvements for Wick Road, including the delivery of two way traffic and the installation of two way cycle tracks.
- 1.4 The Council's most relevant policy to this area – its [Transport Strategy](#) – also sets out a willingness to consider the delivery of cycle lane provision on its main roads.
- 1.5 The Commission sought to further explore the circumstances in which the Council would consider this type of intervention, and how it would work to overcome the challenges to delivering effective schemes (for example the integration of any schemes with bus stops).
- 1.6 Members also heard from guests experienced in the delivery of segregated cycling provision about their approaches and the impact of projects, and from both cyclist groups and representatives of other vulnerable road users around the cases for more provision and the benefits and disbenefits associated with this.

¹ www.hackney.gov.uk/movebybike

1.7 This evidence was gathered via discussions within a single meeting, and through papers submitted by guests.

1.8 In addition, the Commission wished to explore some examples of schemes on the ground.



1.9 This led to a site visit to a number of schemes in the neighbouring borough of Waltham Forest, which

Living in Hackney Scrutiny Commission Members and Transport Officers on site visit to segregated schemes in Waltham Forest

Transport Officers in this Council suggested as a representative sample of segregated provision.

1.10 It should be noted that - with the evidence cited here mainly gathered over the course of one meeting and a single site visit - there are gaps. In particular, the Commission had hoped to speak to representatives of older people around their views towards and experiences of segregated cycle lane provision.

1.11 This would have included exploring whether segregated provision could encourage greater cycling among this group, which is under represented in the activity. We also hoped to gauge any impact that segregated schemes could have on their experiences in moving around the public realm, including by public transport. Almost 21,000 of our residents are holders of Older Person's Freedom Passes².

2. SUMMARY AND RECOMMENDATIONS

2.1 The Hackney Transport Strategy is the key local policy document in relation to this review.

2.2 In short, the strategy places the Council in a position to consider segregated cycling provision on main roads where it would be felt to improve the safety and comfort of cyclists, where some other types of intervention would not fully achieve this or are not practical, and where a range of other considerations (including interactions between bus users and cyclists and junction safety) can be effectively managed.

² At 6th February 2018, as confirmed by the Council.

2.3 This is the Commission's understanding based on a number of paragraphs of the [Cycling Plan](#) section of the Council's [Transport Strategy](#).

2.4 Paragraph 7.54 states that: "The Council is open and willing to examine proposals for segregated and semisegregated cycle lanes on principal roads but it will be considered on a case by-case basis - taking into account concerns about: high collision rates at intersecting junctions where segregated lanes end; visual impact on the streetscape; interaction between bus users and cyclists at bus stops; and other competing demands for road space on Hackney's busiest routes." Paragraphs 7.4 and 7.5 and the hierarchy of provision section sets out that the Council will consider segregated cycle lanes in cases where a number of other intervention types are not appropriate, or do not achieve the full 'clear safe space for cyclists' principle.

2.5 On a London wide context, there is a continued direction of travel towards greater segregated provision. This is through direct delivery by TfL, and through the funding of borough-level schemes often incorporating protected cycle space.

2.6 We heard that a range of factors give support to the delivery of segregated cycle lanes, and we consider each of these.

2.7 This includes data indicating greater use of routes by cyclists after segregated lanes have been installed, greater take up of cycling where this infrastructure is put in place, and schemes having the potential to bring a more efficient use of road space overall³.

2.8 Other data provided correlates greater segregated cycle lane provision with improved levels of safety, both actual and perceived.

2.9 In terms of actual safety impacts of segregated cycle lanes, we were advised of Copenhagen-based research which saw a large reduction in collisions coinciding with a significant expansion in segregated provision.

2.10 This said, it needs to be noted that there remain difficulties in definitively associating greater segregated cycling provision with greater safety in all cases. In reality, it is likely that the ability for any one scheme to deliver safety improvements depends on the characteristics, design and location of the individual scheme. In addition – and in reference to the evidence showing a reduction in collisions further to an expansion of segregated provision - the Commission felt that road characteristics in Copenhagen differed from those in London.

2.11 This is where one of the key challenges around the delivery of effective schemes comes to the fore. Research has shown safety issues around junctions

³ This last point refers to TfL findings suggesting that Super Cycle Highway routes have enabled a higher overall number of people to move through areas, whichever their mode of transport.

– which are the major cause of cyclist casualties – to have been exacerbated by segregated provision in some cases. In these cases, other interventions might have delivered better actual cyclist safety⁴.

2.12 It is a challenge to ensure that segregated provision tackles the issues it seeks to address rather than making them worse.

2.13 Segregated provision can act as a response to the difficulties in road-sharing between cyclists and other road users. Department of Transport⁵ research has suggested that these difficulties can be explained by a range of factors, including lower levels of empathy afforded to cyclists and the design and rules of roads being shaped around the needs of cars.

2.14 However, this same research cautions against the delivery of cycling infrastructure which is inadequate in providing a viable alternative from the road or where its design causes greater confusion around where cyclists and other road users are meant to go. In these cases - with an expectation by drivers that segregated provision should result in cyclists being put out of their way - the levels of legitimacy given to cyclists on the road can be further diminished without the alternatives being fully viable.

2.15 As a linked point, the research highlights a varying range of cycling styles, some of which may be more amenable to segregated provision than others.

2.16 This includes the *avoidance approach* in which cyclists will seek off-road provision wherever possible, escalating to left-of-lane use of quiet roads when it is not. Good quality segregated provision on main roads could help to facilitate this style. This compares to the *assertion approach* in which cyclists will consistently use the middle lane positions to establish their place in the traffic, and make decisive and clearly signalled movement between lanes. This approach might be less facilitated by segregated provision and – as we saw during our visit to Waltham Forest – could mean that shares of cyclists choose to move with the traffic rather than join newly delivered cycle lanes. The research mentioned above would suggest that this group of cyclists could encounter greater hostility as a result of segregated provision.

2.17 The above points leave us with a view that segregated provision will not always be the appropriate intervention, even for our main roads. We therefore support the Council being clear in its Transport Strategy that it will be considered only on a case by case basis. **This said, we also feel that there would be benefit to the Council consulting on publishing a clearer criteria for deciding when segregation should be used.**

⁴ An example comes from a study by the [Road Safety Observatory](#).

⁵ <http://www.cyclist.ie/wp-content/uploads/2010/11/Dept-of-Trans-London-RS-Cycling-ORU-Report-1110-2.pdf>

- 2.18 The approach we heard that the Council would follow in its delivery of any segregated provision is sensible. This is in terms of taking a whole route approach which fully takes into account all junctions, and redesigning them where necessary.
- 2.19 Research has shown a main barrier preventing take up of cycling to be perceptions of safety. TfL have found that among those not cycling or doing so only occasionally, safety concerns are the most commonly cited deterrent to taking up cycling or to doing it more regularly⁶.
- 2.20 We heard convincing evidence around the capacity of segregated provision to play a part in addressing this.
- 2.21 Survey data has shown greater protected spaces to be the key factor which would make Londoners feel safer about cycling.
- 2.22 We also heard accounts of how the delivery of segregated lanes can help groups take up cycling who are underrepresented in the activity. In London, women, those from black and ethnic minority backgrounds and older people are less likely than other groups to use a bike for journeys which are suitable for cycling⁷.
- 2.23 We heard that other countries did not see this level of inequality, and that by making main roads safer and feel safer for cyclists take up among underrepresented groups would increase. We heard that one of the key underrepresented groups – women – had a greater preference for segregated cycling spaces than men.
- 2.24 An important point made during the investigation was around the freedom and independence which cycling can give to many people with disabilities, including the ability to move without pain. It needs to be recognised that significant numbers of disabled people cycle. 15% of disabled people do so frequently or occasionally, only 3% less than those without disabilities.
- 2.25 We heard a powerful personal account of the life changing impact that taking up cycling had given a Hackney resident and Hackney Cycling Campaign member. The member had felt better able to cycle in central London due to the segregated provision delivered there.
- 2.26 This short investigation does not leave us able to state any definite link between greater segregated provision and greater rates of cycling among those with disabilities; research by a disabled cycling interest group has shown that in some cases scheme designs can cause a hindrance⁸. In reality – as is the case with the capacity to deliver schemes which do not exacerbate safety issues around

⁶ [TfL Cycle Safety Action Plan](#)

⁷ [Analysis of Cycling Potential 2016](#)

⁸ [Wheels for Wellbeing - A Guide to Inclusive Cycling](#)

junctions - it is likely again to depend on the characteristics of any individual scheme.

2.27 However, our work has highlighted the need for disabled cyclists and those representing them to have a full say on any plans by the Council for new cycling infrastructure. **We ask that a group whose research we reference in the report (Wheels for Wellbeing) and any other relevant organisations representing disabled cyclists, are added to the group of stakeholders from whom the Council seeks input in its early planning of schemes.**

2.28 A further factor we heard gave backing to schemes was the high levels of support for schemes incorporating segregated cycling provision among the public, health organisations and business. The Council's own consultation on its Wick Road Improvements scheme (which will include installation of cycle tracks) drew overall support of 71% among those responding.

2.29 This said, our review also details the challenges around delivering schemes which we heard about during the investigation.

2.30 A key one is around how the **integration of schemes with junctions** can be achieved so that they help to address junction safety issues rather than exacerbate them. We support the Council taking a whole-route approach.

2.31 Another crucial challenge is to deliver infrastructure which will enable **unproblematic interaction between cyclists and pedestrians** and which will effectively address the risk of conflict between the two. This is in particular relation to points where pedestrians will regularly be required to cross cycle lanes. The Commission's visit to sites in Waltham Forest gave us an insight into a range of methods used in efforts to achieve this.

2.32 **Bus stops are a particular point of potential conflict.** Delivery of any schemes on Hackney's main roads will commonly involve the need to navigate lanes through or around bus stops and passengers waiting for, boarding or disembarking buses.

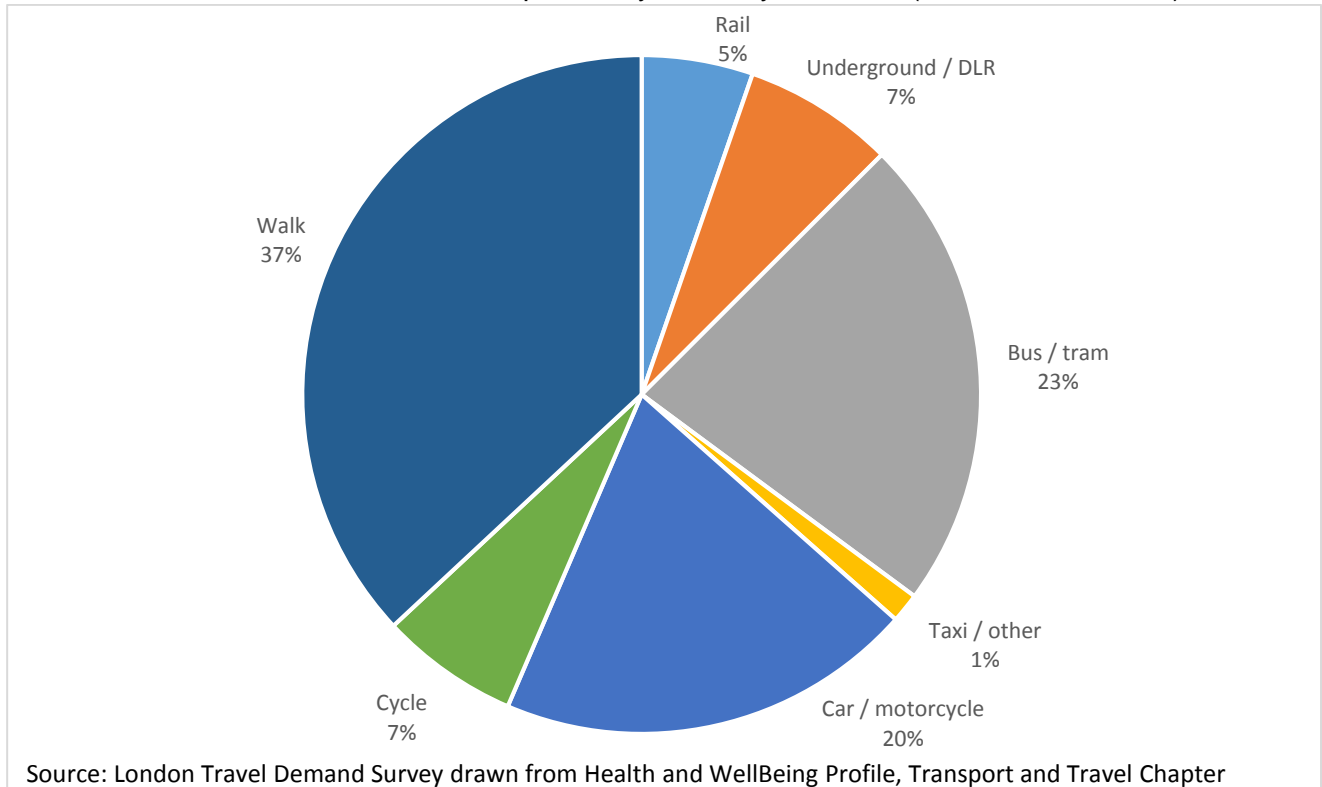
2.33 The Commission appreciates that increasing cycling take up will play a key role in increasing the share of journeys accounted for by sustainable transport modes. 36% of journeys in London are currently made by car⁹. Previous reviews by this Commission have shown that this is unsustainable, not least in terms of its impact on the quality of our air.

2.34 This said, we are cautious around the delivery of infrastructure which we heard concerns about from pedestrians and bus users, These two groups account for very significant shares of total sustainable journeys.

⁹ Travel in London Report 10, TfL 2017

2.35 37% of journeys in Hackney are taken by foot. A further 23% are made by bus (or tram). This compares to 7% of journeys being made by bike. We support improvements to cycling conditions to unlock this option for more of our residents. However, there is also a clear need to ensure that the impact of cycling infrastructure on the considerable numbers of people using other sustainable modes of travel, is minimal.

Chart 1: Mode shares and trip rates by Hackney residents (2012/13 to 2014/15)



2.36 The challenges around effectively accommodating segregated cycle lanes on bus routes (and on main roads generally) is likely to be exacerbated by the narrower nature of our streets and the significant and competing demands on them. We worry that these could bring a need for greater compromises on the quality of schemes than those needed in some other areas.

2.37 We are concerned that these challenges could sometimes make the compromises needed to achieve delivery too great. For example, in relation to integration with bus stops, we worry that the Council would need to deliver the solution seeing the cycle lane routed between the bus and the bus stop, more frequently than in other local authority areas, particularly those outside London.

2.38 This review explored the options available for integrating cycle lanes with bus stops.

2.39 The general preference of those we heard from who had delivered schemes was for bus stop bypass solutions, which place cycle tracks behind the bus stop.



2.40 Bus stop bypasses are a common feature of TfL's Superhighway schemes. TfL point to its

Living in Hackney Scrutiny Commission Members and Transport Officers during site visit to segregated schemes in Waltham Forest – a Bus Stop Bypass

own and wider research finding them to be safe for all road users - including bus users - and the risks of conflict to be low. However, they also acknowledge the concerns of organisations representing those with visual impairment, those with other disabilities, and older people. TfL continues to seek to address these concerns, including through a trial of crossing treatments at some sites.

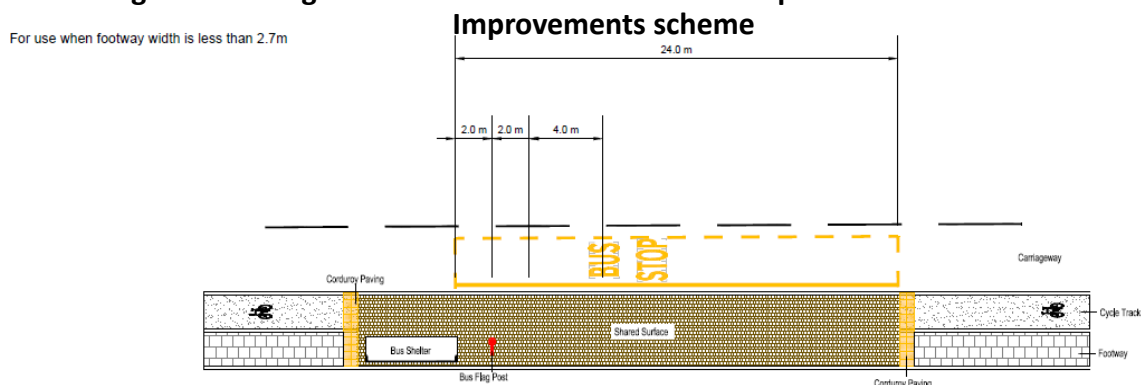
2.41 Where road widths do not allow for a bus stop bypass, another design option is for the cycle lane to be placed between bus and bus stop. This solution brings a requirement for bus users to step straight into a cycle lane when embarking or disembarking a bus. TfL acknowledge that this solution can become uncomfortable for both pedestrians and cyclists at busier locations. We have concerns about the risk that these could bring in terms of accidents and perceptions of safety.

2.42 From the detailed design plans of the Wick Road scheme, the Council appears to be following the approach of preferring bus stop bypasses and (where pavement widths do not allow for this) resorting to a form of solution where cycle lanes will be routed through the same area from which passengers will interact with buses. The solution deployed on three of the six bus stops on Wick Road will see both cycle lane and footway merge into one single shared space at the point of the bus shelter starting.

2.43 The Commission did not have opportunity to question the Council on its detailed designs of the Wick Road scheme. However, we would assume that the solutions to be applied where pavement widths do not allow for bus stop bypasses, have been deemed appropriate to the projected use and busyness of the location.

- 2.44 We heard very wide ranging concerns around London's increased segregated cycle provision among the two disability groups we heard from in the review.
- 2.45 We heard first-hand the concerns around solutions at bus stops which TfL themselves acknowledge. Both groups mentioned that a lack of signalled crossings meant that visually impaired pedestrians stepping into the cycle lane needed to rely on any cyclist in the cycle lane being within stopping distance of them.
- 2.46 We heard that 'floating bus stops' (the platforms within bus stop bypasses from which to board and exit a bus) were often small, compounding the already difficult manoeuvres for wheelchair users when starting and ending bus journeys.
- 2.47 There was real scepticism among both groups around the findings of TfL that bus stop bypasses are safe for pedestrians.
- 2.48 Whilst both were critical of bus stop bypasses, the RNIB confirmed its opposition in all cases to solutions which put the cycle lane through or between a bus stop, rather than behind it. They felt that alerting systems on buses were not an adequate enough answer to the issue these create of pedestrians needing to exit onto a cycle lane.
- 2.49 It is fair to say that the scale and nature of the concerns we heard left us concerned that the Council was about to embark on the delivery of a major scheme on which these groups would not have had opportunity to comment on the final detailed plans.
- 2.50 These detailed plans - which for the first time set out full details of the bus stop design within the scheme - were only released at the same point as the decision was announced to go ahead.
- 2.51 It is important to note that the higher level plans for the scheme on which there was full public consultation, did suggest that the use of shared spaces would form part of the solutions for some bus stops. The proposals drew significant majority support among those responding.
- 2.52 However, given the serious concerns expressed to us with these types of bus stop, the Commission feels that the process would have benefitted from a wide range of stakeholders being given an opportunity to review and comment upon the detailed plans. This is particularly the case given the scheme will be one of the first interventions of this type delivered on the borough's main roads.
- 2.53 We feel the solutions which will be applied to three of the six bus stops on the Wick Road scheme to be a form which the RNIB have confirmed they are opposed to in all cases.

Figure 1 – Design of solutions for 3 of the 6 bus stops within the Wick Road



2.54 Concerns among vulnerable groups around segregated cycle lanes went beyond interaction at bus stops. One was around the increased need that they brought to cross areas with traffic (in this case cyclists), and that signalled crossings were – as was the case with bus stop infrastructure – generally not in place.

2.55 Both groups specifically called for greater availability of signalled crossings, both at bus stops and other relevant points.

2.56 We cannot claim to have a grasp of the viability or practicality of this, but we ask that this is explored.

2.57 **We make a recommendation that the Council explores the feasibility of**

setting out a preference for providing signalled crossings at strategic points in any future delivery of segregated cycle lanes, including bus stops. Given



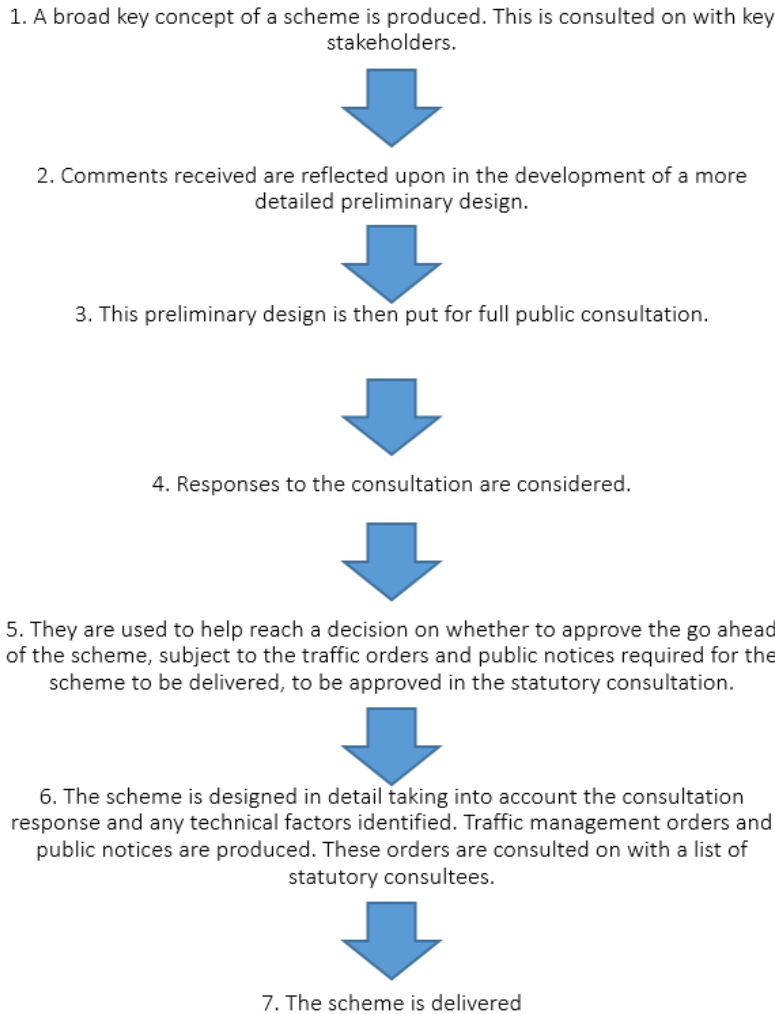
concerns around the confusing characteristics of some schemes we ask that parallel configurations for crossings are used wherever possible to make them intuitive and navigable.

2.58 Other concerns involved the use of lower kerbs making it difficult for visually impaired people to identify the ending of space allocated to one type of road user and the start of the space for another, the varying and sometimes confusing characteristics of schemes making them difficult for vulnerable people to negotiate, and placement of tactile paving not always being effective.

- 2.59 As a starting point in response to these concerns, we believe that the Council should seek to install parallel configurations for crossings wherever this is practical.
- 2.60 Aside from concerns around practical aspects of schemes, we heard a common view that people with disabilities and organisations representing them were not consulted on or involved enough in the design of schemes.
- 2.61 Both disability groups we heard from also both reported feeling increasingly excluded from the public realm as a result of segregated cycling provision, and that this in turn was leaving them increasingly excluded from the debate.
- 2.62 We heard of research suggesting that visually impaired people were staying away from areas where segregated schemes had been delivered. This was resulting in an already hard to reach group being hidden from the debate around the success of schemes.
- 2.63 The views we heard around the negative impacts that segregated cycle lane provision can have on vulnerable pedestrians, around these groups not having had full opportunity to feed into the design of schemes, and around them being excluded from the debate, makes it crucial for the Council to get it right in terms of the way that it enables all groups to have full say on proposals.
- 2.64 This is from the point of schemes being conceived, through to the point where schemes are designed in detail, but also through to after the scheme has been delivered.
- 2.65 Outside of the meeting, we explored the current process around how the Council generally moves through the consultation process from scheme conception through to scheme delivery (assuming that it goes ahead). We support the finding that the Council engages with a range of key stakeholders at scheme conception stage. We also note that some disability groups are included on this key stakeholder list.
- 2.66 However, we feel that this stakeholder list should be reviewed.
- 2.67 Earlier on in the report we ask that Wheels for Wellbeing are added to this list.
- 2.68 **We also note that the RNIB who fed into this review are not currently included on this list and ask that they are added. However, we also ask that a fuller review of the list is carried out by the Streetscene Service, and that advice is sought from the Council's Policy and Partnerships Service around agencies and organisations who might be relevant to include.**
- 2.69 We also feel that there is room for greater dialogue in the later part of scheme development.

- 2.70 This investigation identifies that – following the early consultation with stakeholders during early conception of a scheme – a more detailed plan is then publically consulted on.
- 2.71 However we find that the plans released in public consultation can still be higher level plans, to be developed into more detailed ones at a later point. This approach is sensible; it gives residents a broad level of insight into schemes and also allows room for adaptation of designs further to their responses being received.
- 2.72 Where we feel there could be improvement is in the processes followed after the public consultation. Currently, after analysing the results the Council will reach a decision on whether it should proceed and (if it reaches a view that it should) will arrange for full designs of the scheme to be produced.
- 2.73 There is a form of consultation at this point – the statutory consultation - but this is restricted to the Council consulting with a range of relevant organisations around technical aspects which would need to be delivered to enable a scheme.
- 2.74 None of the stakeholder groups we heard from during the review – neither cyclist groups nor organisations representing disability groups – get an opportunity to reflect and comment on the detailed plans.
- 2.75 The process we detail was followed in regards to the Council’s Wick Road Improvement Scheme. In that scheme, the plans submitted for full public consultation were not fully detailed. Only at the point of announcing go ahead (subject to the statutory consultation process mentioned above) did the Council release full detailed plans for the scheme.

Figure 2 – Cycling infrastructure schemes – consultation process



A Full list of Key Stakeholders is available in end note 1. It includes internal services (for example the Highways, Parking and Traffic Order Teams) and external groups including the London Cycling Campaign and Hackney Branch and Disability back-Up

A Full list of statutory consultees is available in end note 2. It includes a number of internal services. the Police, the Fire Service, TfL, the NHS and neighbouring Councils

2.76 We appreciate that there is unlikely to be a segregated cycle lane scheme which fully resolves the concerns of all stakeholders. There is a balance to be struck between consulting and re-consulting, and getting things done. In reality, schemes might never go ahead if overcoming each individual concern was a pre-requisite. We note the London Assembly’s investigation on London cycling infrastructure, which highlighted the need for political leadership in order to deliver change where it was needed.

2.77 It is also important to note that other interventions delivered in the public realm partly in order to improve cycling conditions – for example the changes delivered to the Narrow Way in Hackney Central – would have been likely to have drawn a number of similar concerns to the ones raised during this investigation.¹⁰

2.78 However, there are a number of factors which leave us with a view that **the Council should install another step within its processes so that the same key**

¹⁰ That scheme included the delivery of shared spaces for pedestrians and cyclists, and kerbs which were flush to the surface.

stakeholders who are consulted with at conception stage are given opportunity to reflect and comment upon final plans.

2.79 The Council has not previously delivered segregated cycle lane schemes on a significant scale. We feel that allowing input into a detailed set of proposals could in some cases enable further improvement to be made. This very much includes gaining the views of cyclists towards advanced plans, in addition to those of disability groups (including those representing disabled cyclists), residents groups and other local stakeholders.

2.80 We also feel that this could help address the clear view of disability groups that they have not been able to have an effective say in schemes. Whilst schemes will not be able to answer everyone's calls – neither those of cyclist groups nor those of disabled pedestrian groups – enabling both to have a full say on the finalised plans and receiving responses to these could only help enable all to feel more included in the process.

2.81 Our final recommendation regards monitoring of the Wick Road Improvement scheme.

2.82 We ask that this includes monitoring of before and after bus use, and cycling and pedestrian usage of the area.

2.83 We ask that this is complemented with surveys around the lived experience of people moving through the scheme and - to mitigate the risk of anyone feeling excluded from the area not being represented in this work – accessibility assessments involving residents with a range of disabilities.

2.84 We ask that this research helps to inform any future plans around segregated cycling provision.

3. Recommendations

3.1 This report makes the five overarching recommendations below:

1. That the Council consults on and publishes a clearer criteria for deciding when segregated cycling provision should be used.

- We understand the Council's Transport Strategy to place the Council in a position to consider segregated cycling provision on main roads where it would be felt to improve the safety and comfort of cyclists, where some other types of intervention would not fully achieve this or are not practical, and where a range of other considerations (including interactions between bus users and cyclists and junction safety) can be effectively managed.
- This is the Commission's understanding based on a number of paragraphs of the [Cycling Plan](#) section of the Council's [Transport Strategy](#).

- Paragraph 7.54 states that: “The Council is open and willing to examine proposals for segregated and semisegregated cycle lanes on principal roads but it will be considered on a case by-case basis - taking into account concerns about: high collision rates at intersecting junctions where segregated lanes end; visual impact on the streetscape; interaction between bus users and cyclists at bus stops; and other competing demands for road space on Hackney’s busiest routes.” Paras 7.4 and 7.5 and the hierarchy of provision sets out that the Council will consider segregated cycle lanes in cases where a number of other intervention types are not appropriate, or do not achieve the full ‘clear safe space for cyclists’ principle.
 - We appreciate that the segregated provision will not always be the most appropriate intervention and support the Council in their approach of considering it on a case by case basis.
 - However, we also feel that the Council position could be made clearer in terms of the specific circumstances / criteria in which segregated provision should be delivered. For example this could include measures around road widths, traffic volumes (PCU), etc.
 - We ask that the Council develops and consults on a clear criteria to be used to help determine where segregated provision should be used.
2. **That Wheels for Wellbeing and the Royal National Institute for the Blind (RNIB) are added to the list of key stakeholders currently consulted with during the conception of segregated cycling and other cycle infrastructure schemes. That a more substantive review of the stakeholder list is carried out drawing on advice from the Council’s Policy and Partnerships service. That the final set of stakeholders is reflective of the full range disabilities experienced by residents.**
- Cycling can give freedom and independence to many people with disabilities. It is important to ensure that any infrastructure delivered does not hinder disabled cyclists. We ask that Wheels for Wellbeing are added to the group of stakeholders which the Council seeks input from in its early planning of schemes.
 - The RNIB are not among the groups currently engaged with during the conception of cycling infrastructure schemes. We ask that they are.
 - We also ask that the Council’s Streetscene service carries out a fuller review of the stakeholder list, drawing advice from the Council’s Policy and Partnerships service around agencies and organisations who might be relevant to include.
3. **That the consultation process for cycle infrastructure proposals (including for segregated cycle lanes) is adjusted so that the key**

stakeholders consulted with during the conception stage are also given opportunity to reflect and comment on detailed designs.

- We are generally supportive of the Council's consultation processes around cycling infrastructure schemes, including segregated provision. We support its early dialogue with stakeholders, and its fuller public consultations containing higher level plans.
- However, we feel the steps followed after the public consultation might be improved. We feel that the stakeholders engaged with at conception stage should also be given opportunity to review the detailed plans.
- This in some cases might enable further improvement to be made. This is in particular relation to segregated cycle lane schemes which the Council has not previously delivered on a significant scale. It could also help combat the view of disability groups that they have not been able to have an affective say in schemes. Schemes will not be able to answer everyone's calls. However, enabling stakeholders full say on the finalised plans could only help enable all to feel more included in the process.

4. That the Council explores the feasibility of setting out a preference for providing signalled crossings at strategic points in any future delivery of segregated cycle lanes, including at bus stops. Given concerns around the confusing characteristics of some schemes we ask that these crossings are symmetrically configured wherever possible.

- One of the greatest specific concerns with segregated cycle lane provision among disabled groups is around the challenges they can bring to vulnerable pedestrians crossing the lane. We heard that those with visual impairments need to rely on cyclists being within safe stopping distances when they step out into the lane.
- Both groups we spoke to specifically called for greater availability of signalled crossings, both at bus stop bypasses and other relevant points. We cannot claim to have a grasp of the viability or practicality of this, but we ask that this is explored.
- Given concerns around the confusing characteristics of some schemes we ask that parallel configurations for crossings are used wherever possible to make them intuitive and navigable.

5. That the Council carries out detailed monitoring on cyclist, pedestrian and bus user usage of Wick Road before and after delivery of the Wick Road Improvement Scheme. That this is complemented with surveys of these groups around their lived experience of the new scheme, and with outreach work to ensure that the views of visually impaired and those with other disabilities on the new scheme are gathered. That this research is

used draw learning and inform future approaches to cycle infrastructure proposals.

- That this is complemented with surveys of these groups around their lived experience of the new scheme, and for outreach work to be carried out to ensure that the views of visually impaired and those with other disabilities on the new scheme are gathered.

4. MEMBERS OF THE SCRUTINY COMMISSION

- Councillor Sharon Patrick (Chair)
- Councillor James Peters (Vice Chair)
- Councillor Kam Adams
- Councillor Sade Etti
- Councillor Yvonne Maxwell
- Councillor Ian Rathbone
- Councillor Vincent Stops

- Relevant Cabinet Member: Cllr Feryal Demirci, Deputy Mayor and Cabinet Member for Health, Social Care, Transport and Parks
- Lead Director: Kim Wright, Group Director, Neighbourhoods and Housing
- Legal Comments: Deirdre Worrell, Director, Neighbourhoods and Housing Finance
- Financial Comments: Jennifer Muller, Property Solicitor
- Overview and Scrutiny Officer: Tom Thorn ☎ 020 8356 8186

5. CONTRIBUTORS, MEETINGS AND SITE VISITS

Meetings of the Commission

The following people gave evidence at Commission meetings or attended to contribute to the discussion panels.

26th February 2018¹¹

- Cllr Feryal Demirci, Hackney Cabinet Member for Neighbourhoods, Transport and Parks
- Andrew Cunningham, Head of Streetscene, Hackney Council
- Hugh Huddy, Policy Manager, Royal National Institute of Blind People (RNIB)
- John Thornton, Chair, Hackney Disability Backup
- Karl Farrell, Member, Hackney Disability Backup
- Alex Longdon, City Planner, Active Travel & Health, Transport Strategy, Transport for London

¹¹ <http://mginternet.hackney.gov.uk/mgAi.aspx?ID=30965>

- Jon Little, Founder, Bespoke Transport Consulting
- Jono Kenyan, Co-Ordinator, London Cycling Campaign, Hackney
- Dr Rachel Aldred, Committee Member, London Cycling Campaign, Hackney
- Alison Heard, Committee Member, London Cycling Campaign, Hackney

Site Visits

The Commission carried out a site visit to a number of schemes in the neighbouring borough of Waltham Forest, which Transport Officers in this Council suggested as a representative example set of segregated provision.

6. BIBLIOGRAPHY

6.1 The following documents have been relied upon in the preparation of this report or were presented to the Scrutiny Commission as part of the investigation.

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- A guide to inclusive cycling, Wheels for Wellbeing, 2017
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www.cyclist.ie/wp-content/uploads/2010/11/Dept-of-Trans-London-RS-Cycling-ORU-Report-1110-2.pdf
- Cycle Safety Action Plan, Transport for London
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7. FINANCIAL COMMENTS

7.1 The review outlines five recommendations, some of which may have a resource impact. Recommendations will need to be progressed within existing budgets, both capital and revenue. Any specific proposal which has a direct financial implication will need to be developed and considered before it is progressed further.

8. LEGAL COMMENTS

8.1 There are no direct legal implications arising from the report at this stage. However, the approval of the recommendations in the report may result in any of the following, which in turn could result in amendments being required to the Council's current Cycling Plan:

- the development of clearer criteria for deciding whether segregated provision should be implemented,
- the completion of a feasibility study around stating a preference for signalled crossings at strategic points; and/or
- a study into the impact and experiences of the Wick Road Improvements scheme.

8.2 Any study on the Wick Road improvement scheme emerging from any recommendations made and which take into account the views of under-represented and disabled groups in determining any further action required will need to comply with the duties imposed on the council in the Equality Act 2010.

DETAILED FINDINGS.

9. Hackney Approach to Cycling Infrastructure – including a greater openness to segregated provision

9.1 Hackney Council has delivered a wide range of successful and externally recognised work to improve cycling conditions and cycling infrastructure.

9.2 Up until now these initiatives have generally not included segregated cycle lane provision.

9.3 The Council has instead focused on improving the safety, suitability, and ease of movement through (permeability), the general road network for cyclists.

9.4 This is reflected in the delivery of traffic and traffic speed reduction measures such as the introductions of vehicle restricted areas (filtered permeability) and borough wide 20mph speed limits on residential streets.

9.5 Other traffic management initiatives have included the delivery of advanced stop lines and signal phasing adjustments to better support cyclists making difficult manoeuvres. This is alongside permeability improvements for cycling such as

exemptions from turning restrictions and enabling cyclists to travel in both directions in otherwise one way streets.

9.6 This approach is seen by the Council as appropriate given the borough's geographic characteristics, and it is still in place.

9.7 The Council's [Transport Strategy](#) continues to place measures to reduce traffic and traffic speed as the first to be considered when seeking to further improve cycling conditions on its roads.

9.8 This is followed by traffic management and junction (or hazard site) treatments.

9.9 However, the strategy also states a readiness to consider other solutions where the measures above are not practical or where additional ones are needed¹². This includes the delivery of off-road cycle tracks.

9.10 The strategy acknowledges that whilst the Council has achieved various successes through its strategy to create safer spaces for cyclists in quieter roads, there have been limited improvements for cyclists on the borough's busiest roads. It notes that the majority of cyclist casualties in the borough occur on these main roads, which often also incorporate bus routes.

9.11 These roads often provide the most direct routes to destinations, but are generally the preserve of more confident commuter cyclists.

9.12 The strategy sets out a list of 10 controlled principle roads which will be a priority for review. This is within a principle of 'clear safe space for cyclists' where the Council will seek to ensure that appropriate space is available for cyclists to feel safe and comfortable.

9.13 The delivery of segregated cycle lanes forms one of the interventions which will be considered in order to achieve the clear safe space for cyclists principle. The Council states¹³ that separating cyclists from motorised traffic can provide a high level of service for cyclists, offering comfort and subjective safety.

9.14 The Council's openness to considering segregated cycle lanes on its principal roads has been reflected in recent developments.

9.15 Our investigation was scheduled after consultation began in 2017 on a set of proposals for changes to Wick Road. These included the introduction of protected

¹² Para 7.4 of the [Cycling Plan](#) details the hierarchy of provision which the Council uses when identifying the appropriate interventions for cyclists. While the hierarchy lists the interventions in priority order, there is an acknowledgement that all of the provisions are interlinked and need to be considered together.

¹³ In its written submission to the Commission -

<http://mginternet.hackney.gov.uk/documents/g3989/Public%20reports%20pack%2026th-Feb-2018%2019.00%20Living%20in%20Hackney%20Scrutiny%20Commission.pdf?T=10>

cycle tracks going in both directions. Following the consultation, the Council in [March 2018 announced](#) its intention to deliver this scheme.

9.16 The Council has also been successful in a bid for the Mayor of London's 'Liveable Neighbourhoods' funding, the effective replacement of the mini-Hollands programme¹⁴. This is for a scheme in Hackney Central which would include within it two way protected cycle lanes along Mare Street¹⁵.

9.17 In terms of the design of any infrastructure, the Council has confirmed that this will be informed by the London Cycling Design Standards, developed by TfL.

9.18 These set out the requirements and guidance for the design of cycle-friendly streets and spaces, including advice around the appropriate treatments to best improve cycling conditions according to the characteristics of the road.

9.19 As mentioned further in this report, this guidance also refers to approaches to ensuring that cycling infrastructure is usable / possible to navigate for both disabled cyclists and pedestrians, including those with visual or mobility impairment.

Caveats to the Council's willingness to consider segregated provision

9.20 Whilst the Council sets out that segregated provision will be one of the tools considered to improve the offer on main roads, this is tempered by the range of factors which it will use to determine whether it is suitable intervention for any specific site.

9.21 Its willingness to consider proposals for segregated cycle lanes is balanced by it being clear that this is on a case by case basis, and that a range of concerns will be taken into account in decisions being made. These include considerations around high collision rates at intersecting junctions where segregated lanes end, visual impact on streetscape, and interactions between bus users and cyclists at bus stops which the delivery of schemes may involve¹⁶.

9.22 With users of other sustainable transport modes in mind, the Transport Strategy states that the Council will investigate the most suitable options for ensuring cyclist safety whilst not negatively impacting on the safety of pedestrians and bus users.

9.23 It highlights the key planning and design challenges of segregated provision as arising at junctions and in relation to kerbside activity, particularly at bus stops.

¹⁴ as described by the London Assembly Transport Committee

www.london.gov.uk/sites/default/files/londons_cycling_infrastructure_0.pdf

¹⁵ The scheme would also involve junction improvements. This is alongside discussions with Transport for London (TfL) and residents around the possibility of removing through traffic except buses and bicycles from portions of Amhurst Road.

¹⁶ Para 7.54 of [Cycling Plan](#)

9.24 Later sections of this report explore these challenges, and the views of the different groups we heard from as to how or if these can be overcome effectively.

10. London context – established and continued segregated cycle lane provision

9.1 There continues to be an expansion of segregated cycle lane provision on main roads on a London wide level.

9.2 Perhaps the most notable schemes introduced are the Cycle Superhighway routes on Transport for London-managed roads. Physical segregation began to be installed on routes in 2013.

9.3 In addition, local cycling improvement schemes delivered by boroughs with Mayor of London funding have had significant focus on segregated provision.

9.4 The 90 schemes being delivered by the three outer London boroughs (Waltham Forest, Enfield and Kingston) with £90 million of funding from TfL's Mini Holland programme¹⁷, include segregated routes on a number of main roads.

9.5 The change in London Mayor in 2016 has not altered a focus on segregated provision.

9.6 The current Mayor's 2016 manifesto committed to triple the current superhighway provision with a focus on segregated lanes, and he continued support for 'mini-Hollands'.

9.7 Bids to his £85.9 million Liveable Neighbourhoods programme (the effective replacement of Mini-Hollands) has included proposals for segregated provision.

9.8 His [Transport Strategy 2018](#) sets out a range of ways to increase the shares of journeys in London which are taken on foot, by bike or by public transport (as opposed to by car, taxi or private hire vehicle), from 64% in 2017 to 80% by 2041.

9.9 Providing protected cycle lanes where required forms one of the ways of achieving that increase.

11. The case for greater segregated cycling provision.

10.1 Below we detail and consider the elements which during this investigation we have heard give support to greater use of cycle segregation on main roads. These are often inter-related.

Correlation between greater segregated provision (and total movement through) and higher levels of cycling

10.1 Data highlighted to the Commission associated greater protected cycling lane provision with increased cycling, and increased usage of treated routes.

¹⁷ <https://tfl.gov.uk/travel-information/improvements-and-projects/cycle-mini-hollands>

- 10.2 TfL monitoring shows a 7.2% increase in cycling in Central London since 2014.
- 10.3 The increase in the usage of the dedicated segregated Cycle Superhighways is more pronounced. We heard that cycle flows on monitored sections of the East to West and North to South routes has increased by 54% and 32% respectively¹⁸.
- 10.4 Cycle Superhighways have also been stated by TfL to have provided a more efficient use of roadspace. The two routes mentioned take up 30% of the roadspace. However, at peak times they were found to have accounted for 46% of people movement through. Also, on an overall basis, 5% more people in total moved through these corridors after the Superhighways had been delivered compared to previously.
- 10.5 Waltham Forest whose ‘Mini-Hollands’ programme involved substantial protected lanes reported a 42% increase in the shares of people cycling in 2016 compared to 2015. (17% in 2016 compared to 12% in 2015)¹⁹.
- 10.6 We heard a view from the London Cycling Campaign Hackney branch that the Council’s aim to increase the shares of journeys taken by bike from 6% to 15-20% would be aided by the delivery of segregated cycle lanes where they were needed. Their policy calls for the protected space to be delivered on all roads with 2000 or more Passenger Car Units (this refers to a measure to assess traffic-flows on a road).
- 10.7 The London Assembly Transport Committee’s London’s cycling infrastructure investigation found that *‘where safe, segregated lanes, as well as well designed junctions, have been introduced, the signs are that it is helping to get more Londoners cycling²⁰’*.
- 10.8 This said, it should also be acknowledged that this same investigation also noted that the evidence in support of segregated cycling routes needed to be improved, and that the Committee awaited more comprehensive study around their impact.
- 10.9 In addition, whilst this review did not substantively explore impacts of cycle infrastructure on bus services, we received a copy of the written submission from the Save Our Buses campaign which was submitted to the Transport Committee investigation mentioned above.
- 10.10 This set out concerns with initiatives which would remove bus lane provision from portions of a major road – Leabridge Road – in order to accommodate cycle lanes. The submission was sceptical around the ability of both TfL and the London

¹⁸ mginternet.hackney.gov.uk/documents/s59496/TfL%20Submission.pdf

¹⁹ www.enjoywalthamforest.co.uk/about-mini-holland/

²⁰ www.london.gov.uk/sites/default/files/londons_cycling_infrastructure_0.pdf

Borough of Waltham Forest to ensure that the negative impacts on bus journey times emitting from this scheme were mitigated elsewhere on the network.

10.11 Whilst we have not carried out an analysis of the impact on bus services of segregated cycle lanes, as a Commission we would have concerns around any Hackney cycling infrastructure scheme which removed dedicated bus lane provision.

Safety and perceptions of safety

10.12 Safety and perceptions around safety are known to be a major barrier to more people cycling.

10.13 That the Council is carrying out reviews of main roads in terms of removing barriers, pinch points and dangers for cyclists including unnecessary parking and loading appears to be very sensible; mapping shows the majority of serious cycling casualties in Hackney occur on these roads.

10.14 These reviews will also include – where appropriate - the provision of clear safe space in the form of segregated cycle lanes.

10.15 This investigation has heard evidence in support of segregated cycle lanes being used as a means of creating safer spaces for cyclists.

10.16 TfL referenced Copenhagen having seen a 72% reduction in serious collisions coinciding with substantial delivery of segregated cycle tracks.

10.17 There is also evidence that segregated provision can improve perceptions of safety. A survey finding shared with the Commission showed that full cycling segregation would make Londoners feel safer about cycling than would any other cycling interventions.

10.18 This said, it is also important to note there is caution from some commentators around the capacity of expanding segregated provision to deliver actual safety improvement for cyclists. Research also highlights that the delivery of inadequate or confusing cycling infrastructure can help lead to cyclists having the already low levels of legitimacy afforded to them by other road users further eroded, without having a viable alternative to continuing to share the main road.

10.19 A Danish study endorsed by the [Road Safety Observatory](#) reported that while cycling infrastructure can improve 'perceived' road safety, that it is 'more difficult to prove that it (cycling infrastructure) has reduced casualty numbers'.

10.20 London's junctions are the major cause of cyclist accidents, and safety concerns. These sites only account for a fifth of the capital's road space yet these sites have accounted for three quarters of cyclist deaths in the last three years²¹.

²¹ Evidence given to the Commission

- 10.21 The Road Safety Observatory highlighted the issue of junctions, and found that issues could be exacerbated by segregation where this put cyclists into conflicting positions and turns when cyclists get to junctions and crossings. It stated that measures to manage traffic speeds and to encourage sharing of the carriageway may – depending on traffic flows and speeds – may be more appropriate than creating separate facilities²².
- 10.22 Our review asked questions of how the Council will approach the design of segregated cycle lanes in reference to the challenge around junctions. In response the Council stated that they would continue to fully take into account junctions in their delivery of cycling infrastructure, and would follow a whole route approach.
- 10.23 A Transport Consultant who had been involved with Waltham Forest's mini Hollands programme echoed these points. Waltham Forest's schemes which were still in development would see the redesign of many junctions. He said that schemes should be designed in a way which meant that segregated lanes did not come to an end at junctions.
- 10.24 Effective redesign of junctions will clearly be an important aspect of any greater delivery of segregated provision.
- 10.25 The Council faces a challenge to ensure that any segregated provision it delivers does tackle rather than make worse some of the issues it seeks to address. Department of Transport research has shown lower levels of empathy to be afforded to cyclists by other road users, compared than that given to car drivers, and for a number of negative stereotypes towards cyclists to appear to exist among this group. This research states that this and a number of other factors (including road designs and rules being designed around cars) can help explain existing difficulties in road-sharing between cyclists and other road users.
- 10.26 Segregated provision can act as a response to this, providing the cyclist with dedicated protected space. However, the research cautions against the delivery of infrastructure which is inadequate in providing a viable alternative from the road or the design of which causes greater confusion around where cyclists and other road users are meant to go. In these cases - with an expectation by drivers that segregated provision should result in cyclists being put out of their way - the levels of legitimacy given to cyclists on the road can be further diminished without the alternatives being fully viable.

²² This is alongside a view that dedicated infrastructure does have a role to play, but that this is more necessary where flows and speeds are high and the road's primary function is for movement.

10.27 This could act to exacerbate issues around hostility towards cyclists at the points where – despite the segregated provision – they are required to interact with traffic.

10.28 This highlights the challenge the Council faces in delivering segregated cycling infrastructure on roads with high and wide ranging demands on them, whilst also not creating the confusing, complex intermittent settings which could bring a risk of exacerbating issues.

10.29 As a linked point, the research also highlights the differing strategies in evidence among cyclists. This includes the avoidance approach in which cyclists will seek off-road provision wherever possible escalating to left-of-lane use of quiet roads when it is not. It is reasonable to suggest that segregated provision on main roads - if its design overcomes the challenges mentioned above - could better enable this group to navigate the borough more efficiently.

10.30 However, for cyclists using other strategies, the segregated provision solution might not be most practical, and could exacerbate already existing issues around hostility from other road users. The research identified that some cyclists use an assertion strategy, in which they consistently use the middle of the lane position to establish their place in the traffic, and make decisive and clearly signalled movement between lanes.

10.31 We are unclear as to the shares of this group which would choose to adapt their behaviour to join segregated lanes when this opportunity is available. Certainly on our site visit to Waltham Forest, we did encounter cyclists choosing to move with the traffic rather than join newly delivered cycle lanes. This suggests to us that segregated provision will not provide a solution for all, and could actually impact negatively on the experiences of some of our cyclists.

10.32 The above points leaves us with a view that segregated provision will not always be the appropriate intervention, even for our main roads. The Commission supports the Council being clear in its Transport Strategy that it will be considered only on a case by case basis.

10.33

Addressing inequalities in levels of cycling and encouraging take up by those not cycling

10.34 Interventions by the Council have helped the borough to report the highest rates of cycling in London.

10.35 The Council sets an aim to build on this by continuing to support those who already regularly cycle and by addressing the barriers that prevent other residents from taking up the activity.

10.36 Delivering appropriate interventions on main roads can help further both of these aims.

- 10.37 They can help improve safety for those already using the Borough's main roads, the sites where the majority of serious cyclist casualties occur.
- 10.38 They could help to open up more direct routes to less confident cyclists and to those currently using other forms of transport to reach destinations.
- 10.39 The Council continues its work to develop networks of Quietways, which are ideal for less confident cyclists. These routes link key destinations in London following backstreet routes, through parks, along waterways or tree-lined streets.
- 10.40 However, busy main roads still often offer the fastest and most direct routes. Improving conditions on these roads could be expected to give less confident cyclists greater permeability, and to persuade more of those not cycling due to safety or convenience concerns, to take it up.
- 10.41 There are significant inequalities in cycling levels among different groups.
- 10.42 70% of frequent cyclists (those cycling at least once a week) in London are men. 79% are white. Over 90% are aged under 55²³.
- 10.43 Analysis shows that women, those from black or minority ethnic backgrounds and older people are on average less likely to use a bike for journeys which are suitable to cycle than those in other groups (ie, the lower shares of cyclists that they account for are not explained by the trips being taken being less suitable for cycling)²⁴.
- 10.44 We feel that delivering appropriate cycling infrastructure to main roads could only help address these inequalities.
- 10.45 In terms of the types of infrastructure which should be delivered on main roads, the London Cycling Campaign, Hackney branch highlighted data suggesting that protected cycling lanes should be one significantly chosen.
- 10.46 We heard how the pattern in London (and Hackney) of women being less likely to cycle than men, and older people less likely than younger people, was not a story that was repeated in some other European cities.
- 10.47 We were shown data for the Netherlands showing that women were generally more likely to cycle than men for both commuting and non-commuting trips, and also that levels of cycling (after an initial drop progressing through the younger age groups) increased with age. This fitted with research showing that the journeys that women and older people took were more likely to be conducive to cycling (as they were short distance). This was the case in London also.

²³ [Analysis of Cycling Potential 2016](#)

²⁴ [Analysis of Cycling Potential 2016](#)

- 10.48 When looking at the reasons as to why these groups were less likely to cycle despite their journeys being the most conducive to this mode, we heard that research showed a lack of protected space to be key. Data presented showed women to have a greater preference for protected spaces than men. We were advised that this preference was applicable to older people also.
- 10.49 Whatever infrastructure the Council does identify in its work, it is important that it achieves inclusivity for all cyclists, including those with disabilities.
- 10.50 It is important to recognise that many disabled people cycle; TfL data suggests that 15% of disabled people are occasional or frequent cyclists compared with 18% of non-disabled people.
- 10.51 Cycling improves the mobility of many disabled people finding it painful to walk; two thirds of disabled cyclists find it easier than walking. It can in some cases offer a mode of transport which is more accessible than public transport in terms of it being door to door to door, and not involving the need to sit on unsuitable seating.
- 10.52 We heard a powerful personal account of the difference to the quality of life which taking up of cycling had made to a Hackney resident and member of the London Cycling Campaign. This was in terms of being able to navigate areas free of pain.
- 10.53 She had found the delivery of greater protected spaces for cyclists on main roads opening up London to her further. The segregation on one of the Super Highways had meant that she had been able to visit areas of London which had not been accessible to her before.
- 10.54 A charity she was involved with sought to encourage disabled people to cycle. However, she had found that many others shared her own concerns around intimidating the environment was without protected provision on main roads being in place.
- 10.55 We would fully support interventions to make cycling infrastructure appropriate for disabled cyclists. As covered at a later point in this report, the process followed by the Council in its design of schemes included early dialogue with various stakeholders, including cycling interest groups. **We ask that this stakeholder list is reviewed to ensure adequate involvement from disabled cycling interest groups including Wheels for Wellbeing whose research we have drew upon in this report. This is reflected in recommendation 1.**
- 10.56 This said, from the evidence we have considered in this short investigation we would be cautious about stating any definite link between greater cycle lane segregation and greater rates of cycling among disabled people.

10.57 Research has shown the design of cycling infrastructure to sometimes inhibit disabled cyclists. This includes issues with some protected lanes. These are in particularly relation to cycle lanes sometimes being too narrow. The width and layout of bus stop bypasses (schemes which route cycle tracks behind the bus passenger boarding area to maintain the separation of people cycling from motor traffic) are also flagged by Wheels for Wellbeing as causing difficulties²⁵.

Public, public sector and business support for schemes incorporating segregated provision

10.58 Broadly, there appears to public support for greater segregated cycling provision.

10.59 High majorities supported the East to West and North to South Superhighway proposals. TfL have found the delivery of segregated cycle lanes to be strongly supported by many large businesses, who feel that they are good for employees, businesses, and London.

10.60 The Hackney Cycling Campaign in their evidence pointed to support for protected cycling infrastructure by arms of the NHS and guidance from Public Health England and the National Institute for Health and Care Excellence around considering seeking separations / greatest possible space between, cyclists and general traffic.

10.61 National surveys have shown high levels of support for building cycle tracks on main roads. 71% of those responding to the Council's own recent consultation on proposals for Wick Road supported the proposals.

12. Challenges to delivering segregated cycling on main roads

11.1 The Council makes clear that its willingness to consider proposals for segregated cycle lanes is on a case by case basis, and that a range of concerns will be taken into account in decisions being made. These include considerations around high collision rates at intersecting junctions where segregated lanes end, visual impact on streetscape, interaction between bus users and cyclists at bus stops.

11.2 It highlights the key planning and design challenges of segregated provision as arising at junctions and in relation to kerbside activity, particularly at bus stops.

11.3 It states that whatever solution is found to create clear safe space for cyclists on its major roads, there will need to be very careful consideration of how to resolve conflict between pedestrians and cyclists at bus stops, and cyclists and vehicles at junctions. It states that it will investigate the most suitable options for ensuring cyclist safety whilst not negatively impacting on the safety of pedestrians and bus users.

²⁵ [Wheels for Wellbeing - A Guide to Inclusive Cycling](#)

11.4 Earlier on in this report we noted the challenges around integrating segregated cycle lanes with junctions, and the risk of some schemes exacerbating already existing safety issues.

11.5 The Council in their evidence stated that they would take a whole route approach to when delivering any segregated cycling provision, and that tackling problem junctions would form part of this. We heard that the mini Hollands schemes in Waltham Forest were involving the redesign of junctions, and that the design of schemes should not see segregated lanes ending at junctions.

11.6 **Pedestrian and cyclist conflict.** Apart from ensuring that segregated provision does not exacerbate conflict between cyclists and motorised traffic at junctions, another challenge involves managing the way that pedestrians and cyclists will be required to interact within schemes.

11.7 This is in particular relation to points where pedestrians will regularly be required to cross segregated cycle lanes.

11.8 **Bus stops** are a particular point of conflict. Delivery of segregated cycling provision on main roads in Hackney and London brings the challenge of installing schemes onto roads which are often bus routes. Cycle lanes are usually routed between the road and the pavement. Without specific interventions at bus stops, cycle lanes would continue through the channels used to get on and off buses (although, as noted further below, this is an active solution followed in some cases).

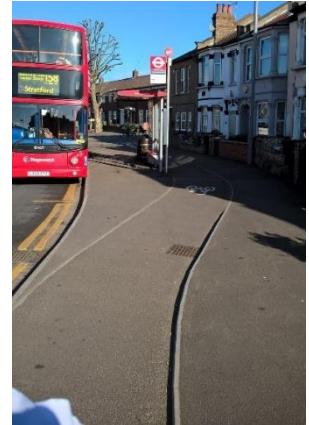
11.9 One option is to require cyclists at the point of reaching a bus stop to leave a cycle lane to merge in to the flow of general traffic, before they are able to re-join the cycle lane at a further point. This is not seen as a reasonable option as it requires cyclists to merge into traffic and out again at the same points as buses are likely to making manoeuvres. It would require cyclists to navigate around stopped buses or to wait until a bus departs.





11.10 The general preferred solution in both TfL and borough level schemes is the use of bus stop bypasses. Rather than putting a break into the cycle lane or routing the lane through the bus stop, bus stop bypasses place the cycle track behind the bus stop. This maintains separation of

cyclists from motorised traffic whilst not creating the issue of bus passengers needing to step immediately into a bus lane on alighting or disembarking.



11.11 The bus stop bypass is a regular feature on TfL's Superhighway schemes following the first installations in 2013. On a borough level, the consultant involved with the design of Waltham Forest's Mini-Hollands schemes felt this to be a better solution where space allowed. We observed bus stop bypass solutions on the site visit to Waltham Forest carried out as part of this investigation.

11.12 Another design option is for the cycle lane to remain between footway and carriageway so that it goes between bus and bus stop, and enters the bus boarding area. We saw them in evidence in our visit to Waltham Forest.



11.13 TfL point to the use of these models where there is inadequate room for the bus stop bypass solution or where there are infrequent buses and lower numbers of bus passengers. However, it acknowledges that it can become uncomfortable for both pedestrians and cyclists at busier locations.

11.14 This, we would understand, is due to the issue this causes in terms of bus users being required to step straight into a bus lane when embarking or disembarking a bus.

11.15 TfL acknowledges concern about bus stop bypasses from organisations representing people with visual impairment, those with other disabilities, and older people.

11.16 Their response to this has included the introduction on bus alerts highlighting to alighting passengers the presence of a cycle lane.

11.17 There has also been a focus on the ease of crossings at these sites, with the trialling of zebra crossings at six bus stop bypasses on the Cycle Superhighways.

11.18 Results of these trials were awaited at the time of this report being written. We understand that these will be published as part of a wider cycle infrastructure monitoring report, including an analysis of new techniques associated with signal-controlled junctions, as well as crossings at bus stop bypasses. A Bus Stop Bypass Working Group comprised of a range of groups including disabled and older people's organisations was formed to help scrutinise the methodology followed in this work.

11.19 This said, TfL also point to wider research finding bus stop bypasses to be safe for all road users, including bus users, and that the risk of conflict between cyclists and pedestrians to be low.

11.20 **Geographic and usage characteristics of Hackney's main roads.** This investigation has not included an analysis of the nature of Hackney's main roads, compared to those in areas which have seen expansions in segregated provision.

11.21 This said, from our own experiences as Hackney residents, we retain a scepticism around the extent to which our main roads are sufficiently wide to accommodate segregated cycle lanes effectively.

11.22 We are concerned that the narrower nature of our streets and the significant and competing demands on them could mean that the compromises needed to achieve delivery will often be too great. For example, in relation to integration with bus stops, we worry that the Council would need to deliver the solution seeing the cycle lane routed between the bus and the bus stop, more frequently than in other local authority areas.

13. Experiences and views towards segregated cycling provision by other vulnerable road users

12.1 This investigation heard from representatives of vulnerable road users' experiences in needing to navigate cycle lanes both when accessing buses and moving around the public realm generally.

12.2 We also heard perceptions that segregated provision is being delivered without full involvement of vulnerable road users in design, without the impact of schemes on both cyclists and pedestrians being fully known, and in ways which are resulting in disabled people being excluded from areas.

12.3 These concerns are summarised below.

12.4 **Concerns with bus stop bypasses.** Both the RNIB and Disability Back-up Members flagged concerns with bus stop bypasses.

- 12.5 This was in particular relation to the need for pedestrians to cross cycle lanes which were usually unsignalled, in order to reach a bus stop.
- 12.6 In regards to those with visual impairment, we heard how this brought the need to step out into a cycle lane in the hope that any cyclist in the lane was within stopping distance of them.
- 12.7 We also heard concerns around 'floating bus stops' forming part of bus stop bypasses (referring to the platform within bus stop bypasses from which passengers board or exit a bus). This was in reference to the limited size of these causing difficulty to wheelchair users adding to existing issues with the ease of navigating bus ramps.
- 12.8 We heard that bus stop bypasses made movement through the public realm more difficult for both those with impairments and those without. While we did not hear from these groups within this investigation, we heard that this included older people and those with children.
- 12.9 There was a common scepticism to research suggesting that that bus stop bypasses did not cause pedestrian safety issues.
- 12.10 The RNIB stated that they were dubious about the evidence base used by TfL to reach a view that they did not bring a greater risk of collisions between blind and partially sighted pedestrians and moving cyclists.
- 12.11 Disability Back-up felt that better data was required around conflicts and collisions at these points, and that TfL had not gathered this information in detail. They noted that research had shown significant shares of cyclists to not acknowledge pedestrians at bus stop bypasses, and to go at excessive speed through these sites.
- 12.12 In terms of solutions to these safety and accessibility concerns, both groups suggested that the integration of push button, signalled crossings at these points could help. Disability back-up members pointed to schemes in the Netherlands following this approach.
- 12.13 There are clearly concerns around bus stop bypasses. We are encouraged by the work of TfL to further monitor cycle infrastructure – including bus stop bypasses – and to trial and analyse techniques to improve them. We support TfL having gained the involvement of disability groups in their review. We await the release of the report associated with this work.
- 12.14 However, we still feel there to be immediate points of learning from the clear concerns with the bus stop bypasses element of segregated cycle lane provision.

12.15 We feel that the Council should explore the grounds for setting a presumption in favour of providing signalled crossings on cycle lanes at strategic points including bus stops.

12.16 The concerns of groups with potential conflict between pedestrians and cyclists at bus stops also lends weight to findings detailed further below around the need to gain full input of stakeholders during the consideration of potential schemes, and their later design.

12.17 **Greater concern with cycle lanes routes through bus stops.** As previously mentioned an alternative to bus stop bypasses when integrating cycle lanes on bus routes, is placing the cycle lane through or between a bus stop boarding area rather than behind it.

12.18 As noted, these schemes are sometimes used where pavement widths do not allow for a bus stop bypass, or where there are infrequent buses and lower numbers of bus passengers. TfL acknowledge concern about these solutions from representatives of those with disabilities.

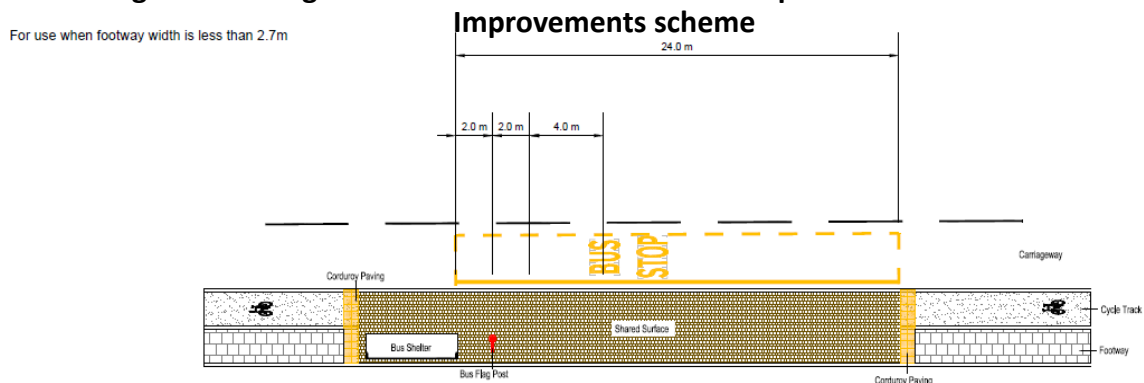
12.19 These concerns were reported to the Commission first hand by the RNIB. They confirmed that they RNIB was opposed to the use of these solutions in all cases. They did not feel the alerting systems on buses to be an adequate enough answer to the issue of bus passengers needing to enter and exit a bus directly from a cycling space.

12.20 We are unclear as to whether the soon to be released TfL report will cover guidance around the use of these solutions, and best practice around them. If it does, we ask that the Council draws any relevant learning from this.

12.21 However, we also note that the Council's scheme on Wick Road – including the delivery of cycle tracks going in both directions – will see a form of the 'through bus stops' solution delivered on three of the six bus stops.

12.22 The detailed scheme design of the scheme was only released at the point of the decision to go ahead with it being made. These detailed designs show that for

Figure 1 – Design of solutions for 3 of the 6 bus stops within the Wick Road



bus stops located on pavements of less than a given width (2.7 metres), both cycle lane and footway will merge into one shared space at the point of the bus shelter starting.

12.23 We have concerns about the Council's use of these solutions. Given the evidence given by the RNIB around their non-support of them, we also feel that the final plans could have benefitted from consultation with these and other groups. This would have built upon the consultation carried out on a higher level version of the plans.

12.24 We appreciate that there is a balance to be struck between consultation and engagement with residents, and getting things done. 71% of residents responding to the consultation supported the higher level plans for Wick Road. These plans included broad design principles which suggested that shared spaces would form part of the scheme.

12.25 The London Assembly Transport Committee's investigation on London cycling infrastructure highlighted the need to political leadership in order to deliver change where it was needed. It highlighted views from a Cycling Commissioner around the need to give more weight to the quiet majority in making decisions, and the view of Jeremy Vine that full consensus on schemes would never be reached.

12.26 However, and whilst acknowledging that no scheme is likely to receive the support of all, we still feel that in schemes like that in Wick Road – one of the first major segregated cycle lanes intervention delivered by the Council – greater consultation on the full detail of schemes would have been warranted.

12.27 This view is reflected in later recommendations regarding consultations on schemes.

12.28 **Cycle lane provision making it harder to cross roads.** It is important to note that the concerns of disabled groups we heard from around segregated cycle lanes went beyond how they were integrated with bus stops.

12.29 A lack of signalled crossings was the most common issue mentioned.

12.30 The RNIB noted that the most accessible way to cross roads for those with visual impairment, was through the use of traffic lighted crossings. We heard that crossings of all other types relied on eye contact and judgement as to whether vehicles were within stopping range.

12.31 We heard that increased cycle lane provision had brought an increasing requirement for blind and partially sighted pedestrians to cross roads without signals being available.

12.32 This same issue was put forward by members of Hackney Disability Back-Up.

12.33 The solution put forward to help best rectify this issue was the installation of signalled crossings across cycle lanes at strategic points, including bus stops. This is reflected in recommendation 3.

12.34 **Other issues mentioned.** Another concern around schemes was their use of lower kerbs which made it more difficult for visually impaired pedestrians to trace where dedicated spaces for pedestrians started and ended.

12.35 Another was that tactile paving – another solution to enable visually impaired to identify transitions between one space and another – was often haphazard and confusing.

12.36 These issues compounded the general difficulties caused by the delivery of schemes with a wide and diverse range of characteristics. We heard how visually impaired pedestrians rely on learned memory of area layouts, and the consistent application of road and pavement treatments. The changeable characteristics of different schemes meant that this was made more difficult, which impacted on levels of comfort and confidence.

12.37 **A perceived lack of involvement in scheme design, and views not being taken into full account.** The London Cycling Design Standards, developed by TfL and followed by this Council, emphasises the need for early consultation around schemes, including with access groups.²⁶

12.38 The Council in their evidence to us also advised that a range of groups including the RNIB and Hackney Disability Backup were consulted with during the development of its Transport Strategy which would set a position of being open to segregated cycle lanes in some circumstances.

12.39 We heard that the Waltham Forest Mini-Hollands schemes had put public involvement at the heart of the process, including in the design of schemes. Co-design was a central theme of the programme. Examples of how this had approach had been enacted on the ground were work with a Special School to co-design a safe walking route through a scheme, meetings being held with a local Visually Impaired group who would be affected by another, and general learning being drawn from insight gathered by the RNIB.

12.40 This said – despite this clear commitment to public involvement – it is important to note the concerns we heard from disabled groups around a lack of say they felt disabled people to be having on schemes.

12.41 The RNIB felt that a strong narrative around the involvement of pedestrians in the design of schemes and of putting their needs first, was not always reflected in

²⁶ This includes on how and the extent to which schemes should separate pedestrians and cyclists, and on proposed use of tactile paving.

actual delivery. They felt that schemes delivered in other areas had not seen significant enough consultation nor involved blind or partially sighted people enough or at all during design.

12.42 Hackney Disability Back-Up members associated disability groups being able to input into schemes with a fight that they needed to win, rather than this opportunity being actively given to them. They felt that without fighting this battle cycling infrastructure would be delivered which would detrimentally impact vulnerable people.

Segregated Cycle Lanes leading to exclusion of vulnerable pedestrians from the public realm, and from the debate around the need for more schemes

12.43 The disabled groups we spoke to referenced evidence suggesting that the delivery of segregated cycle lanes could lead to vulnerable road users feeling excluded from public areas.

12.44 The RNIB said research carried out in Manchester suggested that blind and partially sighted people were often staying away from sites where segregated cycle lanes had been introduced, and were less likely to go out as a result of them.

12.45 Hackney Disability back-up reported that some park users having been put off using green spaces due to what they saw as an expansion of shared spaces and cycle lanes in parks. They said that delivering these to roads as well would further dissuade vulnerable road users from engaging with the public realm.

12.46 There was also a view that the apparently excluding effect of segregated cycle lanes could leave vulnerable groups further excluded from debate and planning around future schemes.

12.47 The RNIB said that the avoiding of schemes by residents with sight impairment had made an already hard to reach group removed at a time when they most needed to have a voice.

12.48 Disability Back-Up Members pointed to evidence provided by the London Cycling Campaign, Hackney which drew on a survey of users of some bus stop bypasses. Whilst the survey found the majority of users to find them accessible and usable, Disability Back-Up Members noted that any of those no longer using the bus routes due to safety concerns would have been excluded from the findings by default.

13 Engagement and consultation around schemes

13.1 So far in Section 7 we have drawn potential points of learning for the Council in terms of its practical design of any schemes.

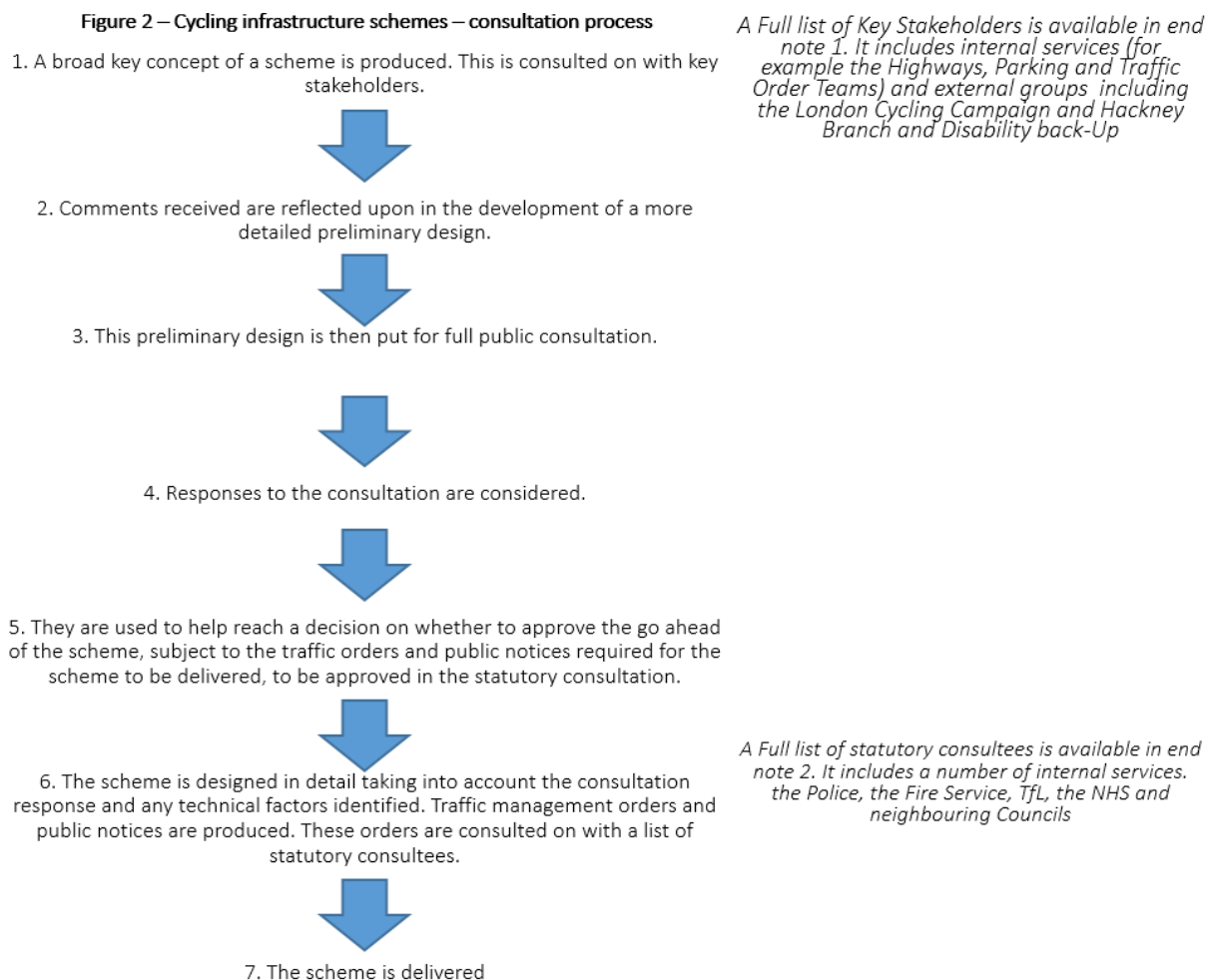
13.2 This is in particular regards to recommendation 2 asking that it explores the viability of setting a presumption in favour of installing signalled crossings at any bus stop bypasses and other strategic points.

13.3 However, perhaps the main general observations from the points are how crucial it is for the Council to do all it can to enable full involvement and say in schemes.

13.4 This is from the point of schemes initially being conceived, to any reaching of detailed design stage, through to delivery of the scheme. However, given the real concerns of the disability groups we heard from around the impact of schemes, we feel that this engagement should continue post-delivery. This is at least during the Council's delivery of its first major schemes.

13.5 From discussions with Officers, we have gained an understanding of the general processes followed by the Council when exploring the feasibility and delivering any scheme. This is detailed in figure 1.

13.6 We appreciate that depending on the scale of the scheme the process may differ slightly. However, figure 1 captures the broad process. It was used in the Wick Road Improvement scheme.



13.7 As shown in figure 1, the Council consults with a set of key stakeholders early on in the process, at the point of developing a broad concept of a scheme. We support this early dialogue, and the inclusion of disability groups in this process.

- 13.8 However, we feel that the set of stakeholders should be reviewed to best ensure that all relevant organisations are given opportunity to have a say.
- 13.9 One clear omission from the current group of consultees is the RNIB who fed into this short investigation but who are not currently included in this group. As mentioned earlier, we also suggest that the stakeholder list should include groups specifically representing disabled cyclists including Wheels for Wellbeing whose research we have drawn upon in this report.
- 13.10 We ask that the review is carried out with the Council's Policy and Partnerships Service who lead on enabling and facilitating effective working relationships between the Council and a wide range of organisations. This service also recently led on the delivery of accessibility assessments in which Council services, disability groups and residents worked together to identify ways that the public realm could be made more accessible. The service is well placed to give advice around the organisations from which input should be received at the points that schemes are being conceived.
- 13.11 We also feel that there are areas for improvement in the later parts of the process. This is in terms of giving a wide range of stakeholders opportunity to review and comment upon detailed designs of schemes.
- 13.12 This opportunity is not generally available currently.
- 13.13 Rather, the early engagement with key stakeholders around a broad concept of a scheme helps to shape more detailed plans which are then put to public consultation.
- 13.14 After this public consultation – and if an principle decision is made to go ahead with a scheme based on its findings – the Council will arrange for fully detailed designs to be produced, and for technical processes required to enable delivery (the production of traffic orders and notices and the consultation on these with relevant organisations) to be carried out.
- 13.15 Following these steps, schemes can move to delivery. This means that schemes can be delivered without stakeholders having had opportunity to reflect and comment upon detailed plans. This is with reference to both those who support greater protected spaces for cyclists, and those who have concerns about them.
- 13.16 We saw this happening in practice during this investigation. We saw how public consultation on the changes planned for Wick Road did not include detailed designs of the scheme. These detailed designs were only made available at the point of the Council announcing its go ahead.
- 13.17 We feel that there is a strong case for the Council giving opportunity to stakeholders to review and comment on detailed design of schemes incorporating protected spaces for cyclists.
- 13.18 There are a range of grounds for this.

- 13.19 Whilst the Council has delivered a wide range of initiatives to improve cycling conditions, these have not up to now incorporated significant provision of protected spaces for cyclists. We feel that giving all interest groups opportunity to comment on final plans for schemes could only help ensure that schemes from the start take into account concerns as effectively as possible.
- 13.20 In addition, we feel that engaging disability groups on detailed plans of schemes could help tackle the perception we identified during this investigation that they were being excluded from the debate.
- 13.21 This investigation has heard contrasting views towards the Council's willingness to consider segregated cycle lane provision. We have heard accounts that greater protected spaces for cyclists will enable more people to cycle and can provide a more efficient use of space. We have heard monitoring to suggest that solutions enabling protected spaces for cyclists – including bus stop bypasses – are safe.
- 13.22 However, we have also heard accounts of segregated provision making the public realm more difficult to navigate, travel around, and feel safe within.
- 13.23 We see the Council having a role in building evidence around the impact of schemes. The Wick Road scheme incorporating two way cycle tracks will be one of the first segregated cycle lanes it has delivered.
- 13.24 We ask that detailed before and after monitoring is carried out to enable a full assessment of the impact of the scheme. We ask that this incorporates measures around usage of the treated area by cyclists, pedestrians and bus users.**
- 13.25 We also feel that an exploration of the impact of the scheme could benefit from surveys around the lived experiences of cyclists, pedestrians and bus users visiting the area after it has been delivered.**
- 13.26 We note the concerns of disabled groups around any vulnerable residents no longer visiting areas due to the changes being excluded from the debate around their impact. We ask that this risk is mitigated by the Council complementing the survey work among those visiting the area by seeking volunteer members of the disability organisations we heard from – the RNIB and Hackney Disability Back-Up – to pay visits to the site with Streetscene Officers, and for them to be asked to feedback on the new layout.**

End note 1 - Key Stakeholders consulted with during scheme conception stage:

- Living Streets
- TfL
- Hackney Cycling (London Cycle Campaign)
- London Ambulance
- Met Police
- Hackney Police
- Age UK
- London Travel Watch
- London Fire Brigade
- Hackney Disability Back Up (Age UK)
- Volker Highways

End note 2 – Statutory consultees on traffic orders:

- Metropolitan Police
- London Ambulance Service
- London Fire Brigade
- Freight Transport Association
- Transport for London
- Road Haulage Association