



Cabinet Member Report

Decision Maker:	Cllr James Spencer - Cabinet Member for City Management
Date:	December 2021
Classification:	General Release
Title:	Review of Local Safety and Cycling Schemes.
Wards Affected:	All Wards
Key Decision:	Yes
Financial Summary:	Local Safety and Cycling schemes are funded from the council's capital programme, CIL contributions and TfL LIP funds. With the continuing uncertainty about the future of TfL funding, the council will need to consider how these schemes are prioritised and funded in the future. The cost associated with the implementation of the movement strategy during the pandemic is £3.480m, with external contributions of £0.670m resulting in net cost of the movement strategy of £2.81m. This has been funded from the Control Outbreak Management Fund (COMF) (£2.81m).
Report of:	Director, City Highways

1. Executive Summary

- 1.1 This report considers the future prioritisation and funding of the city council's Local Safety and Cycling schemes.
- 1.2 In response to the Pandemic the Highways Service, in addition to the temporary cycle lanes, installed widened footways to facilitate social distancing and timed

closures and barriered off sections of carriageway to facilitate alfresco dining to support the reopening of the hospitality industry.

- 1.3 To date 35 footway and cycling measures were introduced and over 400 businesses supported through the installation of pavement and carriageway alfresco dining measures.
- 1.4 This report also seeks approval of expenditure in the sum of £3.48m for highway works associated with the delivery of the Movement Strategy and to support the reopening of the City after COVID lockdowns to support social distancing requirements (complying with, and enforcing, public health restrictions in line with national guidelines) and the reopening of the hospitality premises. Expenditure on the Council's movement strategy has resulted from the need to maintain social distancing and is therefore deemed eligible against the guidelines for the Control Outbreak Management Fund (COMF) grant.

2. Recommendations

- 2.1 That the Cabinet Member for City Management approves the proposed approach to prioritising and delivering local safety and cycling schemes across the city.
- 2.2 That the Cabinet Member for City Management notes expenditure and funding in the sum of £3.48 million for the implementation of the councils Covid temporary cycling and walking schemes and the reopening of the city measures up until 30th September 2021.

3. Reasons for Decision

- 3.1 Following significant changes in funding availability for local safety and cycling schemes it is necessary to develop a new approach to prioritising and funding these schemes. This will ensure that the city council continues to enhance and expand cycling services across the City and that local safety improvements contribute to improved road safety and reduces the number of road collisions.
- 3.2 In the response to the pandemic, highways measures were necessary to support social distancing and the reopening of the hospitality industry. This funding supports the installation and maintenance of those measures between June 2020 and September 2021.

4. Background information, including policy context.

- 4.1 Local safety and cycling schemes have largely been funded by TfL through the Local Implementation Plans (LIP) matched against the Mayors overarching transport priorities. Whilst TfL funding has been decreasing year on year, in 2019/20 £3.4m was allocated to Westminster for these schemes.
- 4.2 The city council may provide additional funding each year for these schemes through its capital programme or CIL contributions.

- 4.3 Since the pandemic, TfL funding has significantly reduced with no LIP funding made available in 2020 or 2021. Whilst government grants have provided some additional funds to support temporary cycling and walking initiatives, the City has only received £434k to date. As a result, the agreed programmes for cycling and local safety initiatives have been unable to proceed. In July 2021 a further £1.4m of TfL funding was allocated to the city council to allow a number of schemes already underway to be completed. This funding runs through to December 2021.
- 4.4 It is unlikely that TfL's funding position will improve in the short to medium term. This will require a new approach to the delivery and funding of cycling and safety schemes going forward that effectively matches the city council's delivery priorities against the available source of funding.

5. Local Safety Schemes

- 5.1 The Road Traffic Act 1988 placed a statutory duty on Local Highway Authorities to undertake studies into road traffic collisions and to prepare a programme of measures (local safety schemes) designed to promote road safety. Each Local Highway Authority:
- Must carry out studies into collisions arising out of the use of vehicles on roads or parts of roads, other than trunk roads, within their area; and
 - Must, in the light of those studies, take such measures as appear to the authority to be appropriate to prevent such incidents.
- 5.3 Historically each year a review is undertaken which generates a 'Longlist' of potential schemes using the previous three years of 'Personal Injury Collision' (PIC) Data. This is ranked with regards to frequency, severity and vulnerable road user group and becomes the focus for the development of the programme and bidding for funding.
- 5.4 The focus on accident data and personal injury collisions is important but this data is not contextualised, has little regard for peoples behaviours which may be the underlying cause of safety issues and does not sufficiently consider local feedback from ward members, amenity and residents societies on the safety concerns in their communities. The process is lengthy, slow and has a tendency to focus on large improvements such as junction changes and signalised crossings as opposed to smaller scale local schemes that on aggregate will deliver City wide improvements.
- 5.5 A further area of concern is the design and construction process where local safety schemes are often over engineered and very costly. The process needs to be fundamentally changed so that it is representative and reflective of local need and priorities, be scalable and delivered at pace and match the funding available.

6. Cycle Schemes

- 6.1 The council is committed to the delivery of safe and connected cycling routes across the City and actively encourages cycling and the move toward alternative modes of transport. As with local safety schemes the focus in recent years has been the development of strategic Quietway's (now known as Cycleways) that provide connected routes to the TfL strategic cycle routes across the City. This has been to the detriment of smaller cycle links that provide improved cycling permeability at lower cost which meet local needs.
- 6.2 Currently several strategic Cycleways have been approved for implementation but cannot proceed due to the lack of availability of TfL funding. Whilst funding has been made available to implement sections of these approved schemes, the City council's position is that schemes should only proceed if they are fully funded to deliver the full benefits rather than a piecemeal approach with no certainty that the scheme will ever be completed.
- 6.3 As with local safety, cycling schemes have historically been driven by TfL priorities to provide the interconnectivity with the cycle superhighways, and the availability of TfL funding. Looking forward the delivery of cycling schemes must be based on local needs, providing connectivity across the City and to maximise benefit against available budgets.

7. Way Forward

- 7.1 It is proposed that the City council adopt a new approach to the development and delivery of local safety and cycling schemes. The following key principles will set the future direction for these important schemes:
- The City council will determine and set the priorities for cycling and local safety schemes
 - Proposed schemes will have regard to and align with strategic transport initiatives proposed by TfL
 - Scheme proposals will be informed through local engagement, requests from residents, amenity groups and road users supported by key data including accident and collision details, in line with any strategic vision for the area
 - A menu of options will be developed to inform scheme proposals that set out the range and type of interventions that can be delivered in accordance with budgetary and timeline constraints.
 - Schemes to be scalable and respond to emerging schemes or priorities for the council
 - Only schemes that are fully funded will be implemented.
 - Proposed schemes must consider adjoining public realm and development schemes ensuring all timelines work together, and include other public realm benefits where appropriate
 - Schemes will be prioritised against funding available aligned to the annual capital programme bidding process

- Resident and Amenity groups will be encouraged to support scheme development and delivery through the Neighbourhood Community Infrastructure Levy where possible
- Emerging potential schemes will be captured on a centralised 'pipeline' log for assessment against a consistent set of acceptance criteria prior to budget allocation to ensure schemes added to delivery programmes are evaluated consistently.

7.2 For 2021/22 the delivery of local safety and cycling schemes has again been impacted by a lack of funding. For local safety schemes the budget for 2021/22 is £1.25m. As the City council transitions to the new approach for developing and delivering these schemes it proposed that the budget for this financial year is spent completing the following schemes below.

LSS Program me or CIL	Scheme Name	Current Stage - Comments	Planned Start Date	TfL/LSS	WCC Residual	WCC Capital	Budget
LSS	LSS Buckingham Gate & Wilfred Street	Stage 6 - Completed, defects	Mar-21	160			160
LSS	LSS Stratton Street and Berkeley Street - Vision Zero	Stage 5 - Construction	Jun-21		25	355	380
LSS	LSS Horseferry Road & Elverton Street & Medway Street - Vision Zero	Stage 5 - Construction	May-21		25	275	300
LSS	LSS Harrow Road & Third Avenue	Stage 3 - LSS designs progressing, no risk of delays at this stage, 21/22 FY completion	Sep-21		25	435	460
LSS	LSS Wellington & Exeter Street	Stage 3 - LSS designs progressing, no risk of delays at this stage, 21/22 FY completion	Oct-21		25	185	210
Totals				160k	100k	1.25mill	1.510m

7.3 For cycling schemes a full review has been undertaken to prioritise those schemes that could be taken forward subject to funding availability. Table 1 sets out each route in more detail and the priorities agreed for 2021/22.

Priority Schemes (subject to funding)

Route	Status	Outstanding issues	Cost	Priority
Q1 – Bloomsbury to Southwark	Substantially complete	signs and lines need updating to reflect TfL name change from Quietway to Cycleway.	£50 – 100k	Funding to be sought from TfL to complete works.
Qlink Hyde Park to South Kensington	Substantially complete	signs and lines need updating to reflect TfL name change from Quietway to Cycleway.	£50 – 100k	Funding to be sought from TfL to complete works.
Qlink (Q19) – Hyde Park to Belgravia	Substantially complete	Remaining Section in William Street to be completed by developer as part of their s278 works in summer 2021.	Covered by developer scheme.	To be delivered via developer Scheme.
C27 (FKA Q2) – Bayswater to Edgware Road circle line northwest	Substantially complete	signs and lines need updating to reflect TfL name change from Quietway to Cycleway.	£50 – 100k	Funding to be sought from TfL to complete works.
C27 (FKA Q2) – Edgware Road to Fitzrovia	Substantially complete	signs and lines need updating to reflect TfL name change from Quietway to Cycleway.	£50 – 100k	Funding to be sought from TfL to complete works.
C40 (FKA Q88) – Fitzrovia to Pimlico	Cabinet Member approval given to move to detailed design and implementation.	Detailed designs complete. TMO needs to be undertaken. Links in with a developer scheme due on site in summer '21	Total cost 400k. 200k funding secured.	Priority to take forward. Progress with the northern section to tie in with the developer scheme. Seek funding from TfL for the remainder of the route.

Schemes on hold / not progressing.

C43 (FKA Q7) – Hyde Park to Fitzrovia	Cabinet Member approval given to move to detailed design and implementation.	TMO consultation undertaken Jan '21. Needs to be integrated into the Hyde Park Neighbourhood Traffic Management scheme.	Total cost £1.4 mill. 700k funding secured.	On Hold. Priority to take forward but funding for whole route from TfL must be secured first.
C51 (FKA Q16) – St John's Wood to Marylebone	Cabinet Member approval given to move to detailed design and implementation.	Funding has been secured for the southern half of the route, Broadly Terrace to Bryanston Sq.	Total cost £3.5mill. £700k funding secured.	On Hold. Priority to take forward but funding for whole route must be secured first.
Quietway Grand Union	Final route to be agreed.	Route options to avoid Blomfield being developed. Feasibility designs will include Westbourne Terrace junction in scope.	Final costs dependent of agreed designs	On Hold. Priority to take forward but funding for whole route must be secured first.
Quietway Sloane Square to Belgravia	Stage 2 design	Not progressed as not a priority.	Subject to design.	On hold
Quietway Pimlico to Green Park	Stage 2 design	Not progressed as not a priority.	Subject to design	On hold
Quietway Pimlico to Green Park	Initial stages of design	Not progressed as not a priority.	Subject to design	On hold
Green Park to Marylebone (Regent's Park)	Not progressing	Did not proceed due to lack of support from the Royal Parks.		On hold

7.4 There are other programmes linked to cycling across the borough which will also be progressed subject to available funding. These include:

- Cycle parking
- Cycle Permeability – there 15 identified areas linked to improving permeability and often delivered through other schemes.
- Cycle Hangars rollout
- Dockless bikes and e-scooters

7.5 As part of the council’s response to the pandemic the council implemented temporary cycling measures along fourteen separate corridors across the City. A review of these measures has been undertaken to establish if they should be recommended for removal or if they should be monitored over the next 6 months with a view to recommending removal or to make the scheme permanent.

7.6 Where schemes are recommended for retention, they will be monitored on three occasions (March, May and July). Following the outcome of the monitoring the remaining schemes will be recommended to be retained and made permanent or removed. This will be subject of a further Cabinet Member report in the Autumn 2021.

7.7 Table 2 sets out the 3 schemes that have been removed and the 11 schemes that have been retained for further monitoring. Red schemes were removed in March 2021 and Green schemes to be monitored and reviewed in autumn 2021.

Table 2 – Temporary Cycle Schemes

Temporary Cycle Route	Recommendation
Portland Place	
Paddington Area	
Buckingham Palace Road	
Abingdon Street	
Victoria Street	
Queensway (north) and Inverness Terrace (south)	
Westbourne Terrace	*
Harrow Road	
Strand Aldwych	
Kingsway	
Lupus St	
Northumberland Ave	
Paddington to Royal Oak	
Bayswater Rd	

8 Movement Strategy Measures

- 8.1 In response to the first COVID 19 lock down and in a bid to support safe travel by key workers and ensure social distancing measures are in place to control the outbreak of Covid 19 across the City, 35 footways widening and cycling schemes were introduced. As the pandemic progressed and scientific understanding of the virus' behaviour developed so did the plans to support the recovery of the hospitality industry. Hospitality measures were implemented involving road closures and footway changes to support Al Fresco dining between July and August 2020 to operate until the end of September 2021.
- 8.2 Following consultation on 6 schemes it was approved to continue these schemes beyond 30th September 2021. There is an ongoing cost to maintain these schemes while permanent measures are developed and implemented, subject to further consultation.
- 8.3 A summary of the movement strategy costs, and funding are set out below:

	2020/ to 30th September '21	2021/2022 30th September '21 onwards	Total
	£M	£M	£M
The cost of 35 schemes covering cycling lanes, pavement widening and school streets from June 20 to end of Oct 20 (covering design, installation, maintenance and removal) (App A)	1.153		1.153
The cost of design, installation, maintenance, and removal of the 33 Hospitality Schemes June 20 to end of Oct 20 was £894K (Appendix C).	0.894		0.894
Schemes from 1 st November 2020 – 30 th September 2021	0.923		0.923
Schemes to be supported between in 2021-22 are still emerging		0.510	0.510
Total Expenditure	£2.970	£0.510	£3.480

Funding			
Grant Funding (TfL)	(£0.062)		(£0.062)
NWEC	(£0.028)		(£0.028)
The Crown Estate	(£0.044)		(£0.044)
Grosvenor Estate	(£0.111)		(£0.111)
EU – Reopening High Streets Funding	(£0.233)	(£0.193)	(£0.426)
Control Outbreak Management Fund (Subject to confirmation)	(£2.492)	(£0.317)	(£2.809)
Total Funding	(£2.970)	(£0.510)	(£3.480)

9. Financial implications

- 9.1 There are no funding implications from the local safety and cycling review. Funding has been secured from TfL and schemes will be progressed subject to the delegated specific scheme approval processes.
- 9.2 The expenditure relating to the movement strategy was incurred in response to Covid 19 measures to control the outbreak of Covid 19 within the City by ensuring social distancing on the Highway. The expenditure incurred during 2020-21 is £2.970m and third-party funding has been secured totalling £0.478m which will be utilised to fund part of the movement strategy expenditure in 2020-21. The total funding secured can be broken down as follows:
- TfL - London Streetscape Plan (LSP) - £0.062m
 - NWEC - £0.028m
 - Grosvenor Estate - £0.111m
 - The Crown Estate - £0.044m
 - EU – Reopening High Streets Safely - £0.426m
- 9.3 In addition to the above funding, it is expected that the remaining costs can be funded from the Control Outbreak Management Fund (COMF). Under the terms of the grant, these activities would be eligible to provide additional resource for compliance with, and enforcement of, restrictions and guidance to control the outbreak. This compliance with the COMF guidelines arises from the specific nature of the pavement widening and movement strategy procedures put in place as a direct need to enforce restrictions and therefore contain and manage the outbreak of the virus.
- 9.4 The total amount expected to be funded from COMF is £2.809m as set out in the table in Paragraph 8.3 (£2.970m 2020-21 expenditure and £0.510m of planned expenditure in 2021-22)
- 9.5 The costs of the schemes to the end of September 2021 have been audited by the Highways audit and compliance contractor Norman Rourke Pryme (NRP). Continued expenditure from 1st October 2021 on schemes retained will be monitored and audited.

9.6 Based on experience during the summer 2020 and 2021. had a minimal impact on the loss of parking income. The reduced number of continued schemes are also expected to have a minimal impact on parking income.

10. Legal implications

10.1 The Director of Legal Services has considered this report and does not have any additional comments

If you have any queries about this report or wish to inspect any of the background papers, please contact:

Background Papers - None

Appendix 1

Other Implications

1. Resources Implications

No additional resource implications to note.

2. Business Plan Implications

The initiatives funded as a result of this report will support achievement of the fourth pillar of the City for All objectives Thriving Economy.

3. Risk Management Implications

There are no direct Risk Management Implications associated with this report.

4. Health and Wellbeing Impact Assessment including Health and Safety Implications

There are no direct Health and Safety implications associated with this report although road safety audits post construction were completed on the funded schemes.

5. Crime and Disorder Implications

There are no direct Crime and Disorder implications associated with this report although the scheme supported by this funding would lessen vertical drinking events.

6. Impact on the Environment

There are no direct environmental implications associated with this report.

7. Equalities Implications

There are no equalities implications associated with this report.

8. Human Rights Implications

There are no human rights implications associated with this report.

9. Energy Measure Implications

There are no energy measure implications associated with this report.

10. Communications Implications

There are no communications implications associated with this report.