

Committee(s):	Date(s):
Planning & Transportation	9 October 2012
Subject: Cycle Hire Scheme – Phase II Outturn & Further Intensification in the City	Public
Report of: Director of the Built Environment	For Decision
<u>Summary</u>	
<p>This report provides a formal update on the Cycle Hire Scheme (CHS). It provides details for all of the sites in the City and includes information on the operational functionality as well as analysis of collision data.</p> <p>The CHS has been incredibly popular whilst proving to be relatively safe. Within the City the scheme is being used by workers, visitors and residents; according to Transport for London (TfL) data one in ten residents is a member of the scheme. TfL intends to further expand the scheme whilst intensifying the scheme within the existing operational area.</p> <p>TfL have approached the City with a request to implement four additional sites on City streets as well as a site on the Transport for London Road Network (TLRN). They wish to construct the sites that obtained planning permission as part of Phase II but were not installed. Officers believe that this modest increase in sites would provide benefit to users of the scheme whilst having an insignificant impact upon the City streets.</p> <p>The delivery of the further sites in the City is estimated to cost £43,000 which is fully recoverable from TfL. TfL has formally confirmed that all reasonable costs incurred by the City will be met. The costs of the scheme are paid initially by the City with regular claims to TfL to recompense expenditure, thereby minimising the impact on the City's cash flows.</p> <p>It is recommended that this Committee:</p> <ul style="list-style-type: none"> • Agree to the construction of the four additional sites which received planning permission as part of Phase II but were not implemented, these being at Houndsditch, Bouverie Street, John Carpenter Street, and St Bride Street, subject to all reasonable costs being met by TfL; and • Authorise the Comptroller and City Solicitor to update the legal agreement (the "S.8/S.101 Agreement") to reflect any additional sites. 	

Main Report

Background

1. In July 2010 Phase I of the CHS launched with a total of 315 sites and circa 5,000 docking points across central London. Of these 30 sites providing 725 docking points were installed in the City. A map of all City sites is included in Appendix A. Phase I City sites are detailed in Appendix B.
2. Following the success of Phase I of the CHS, the City was approached by TfL to intensify the CHS within the City. Phase II sought to expand the whole scheme east towards Stratford and improve the user experience, particularly during the morning and evening peaks when demand far outstrips supply in the central areas of the scheme.
3. Officers were granted permission to work on Phase II of the CHS following approval on 14 December 2010 by the Planning and Transportation Committee. Officers were authorised to work towards the TfL target of identifying potential sites for an additional 330 docking points with a view to implementing 240 of these.

Current Position

Sites Implemented

4. Seven sites, providing 167 docking points were implemented in Phase II, which was some 73 docking points (the equivalent of 3 average sized sites) short of their target. Four of the Phase II sites which obtained planning permission and one site on the TLRN were not implemented due to either technical issues at the time (e.g. conflict with other works) or because TfL were unable to construct the sites within their programme deadlines. Appendix C provides information relating to Phase II sites.
5. A plan detailing all Phase I and Phase II sites along with the sites that were granted planning permission but not implemented is included in Appendix A.

Operational Data

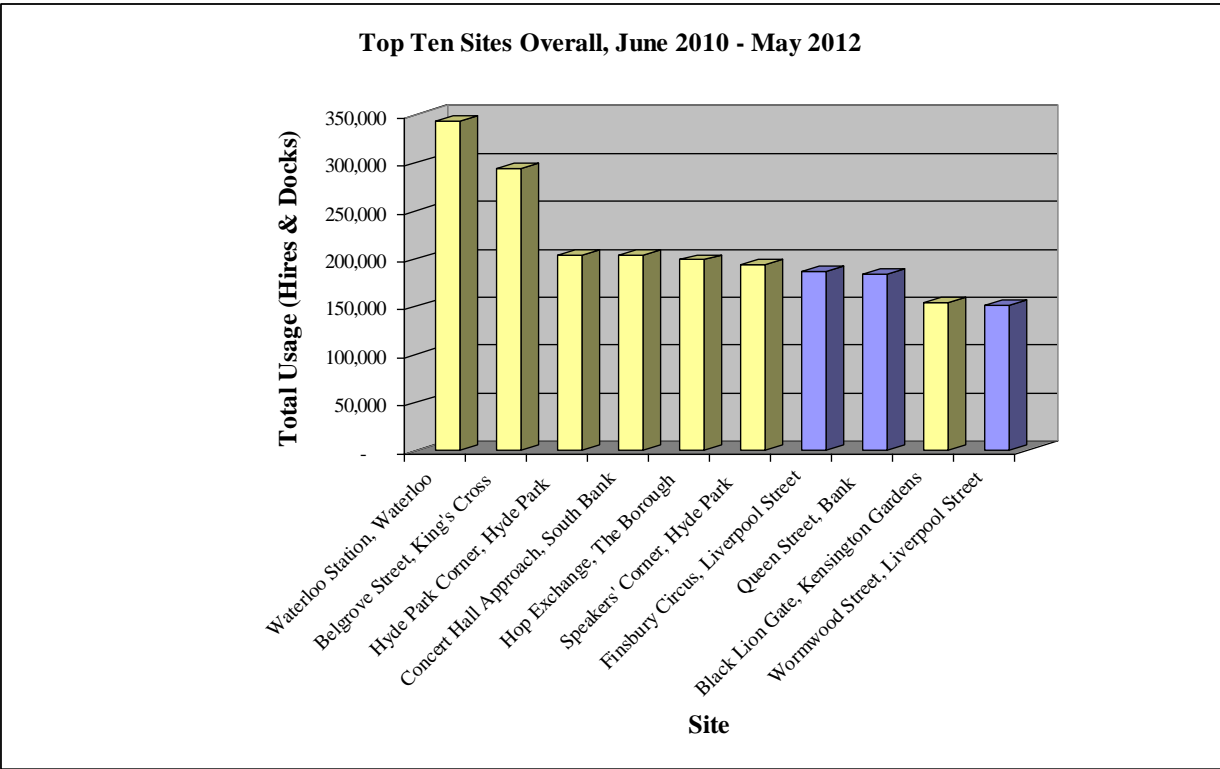
6. Given the scheme's relative infancy data collection is still in early stages, particularly in the City context. TfL do make detailed usage data available to partners and have undertaken surveys since the launch that provide an insight into the impacts of the scheme. In particular TfL's Travel in London, Report (4), 2011 provides the results from surveys carried out in Autumn 2010 and Summer 2011.

Key general findings for the London wide scheme as a whole

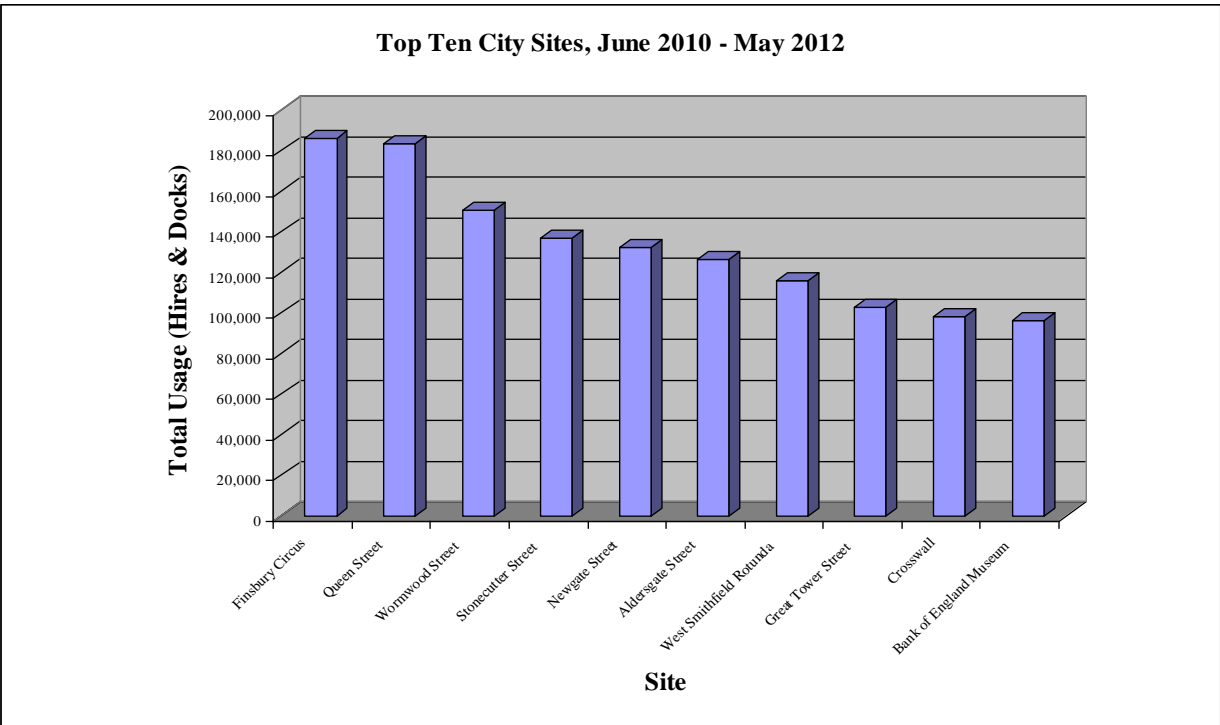
- As of April this year there were over 155,000 members signed up to the CHS.
- In the first year of operation over six million journeys were made by hire bicycle.
- On average, around 25,000 journeys are made by hire bicycle every weekday.
- In the early months of the CHS operation, users were typically commuters using the bicycles every weekday, often as part of a longer rail trip. By Summer 2011, the general user profile broadened with more people using the scheme less frequently and for a wider range of journey purposes, such as leisure, socialising and shopping (although it's likely trips to and from the City are predominantly part of a commute).
- In total approximately 95% of journeys made by members of the CHS would not previously have been cycled.
- Seven in ten users said that the scheme had prompted them to start cycling in London or to cycle more often. Just one in eight said that using the scheme had encouraged them to cycle more on their own bicycle.

City specific findings

7. It's estimated that approximately 10% of City residents are members of the scheme.
8. Since the scheme's go live date in July 2010 and up until late May 2012 there has been a total usage of 24 million hires across the cycle hire area. Hires and docks at City sites account for 2.5 million. Therefore, approximately 10% of all usage occurred in the City with City sites making up just 6% of the total CHS sites.
9. Usage data supplied by TfL shows that Finsbury Circus, Queen Street and Wormwood Street are the three most popular sites in the City; they are the 7th, 8th and 10th most popular sites throughout the entire scheme since its launch. The graph below shows the top ten sites in terms of total usage throughout the entire scheme.



10. The following graph shows the top ten City sites in terms of total usage.



11. The majority of journeys that are made to and from the City either begin or end at mainline rail stations. This affirms that CHS bicycles are being heavily used by CHS members as part of their journeys to and from work. Table 1 shows the top ten trips taken by CHS members to, or from City sites in March 2012. In particular members of the scheme are using CHS bicycles in their journeys to and from Waterloo (where the largest CHS site is located) and Liverpool Street

railway stations. Stonecutter Street features heavily, as this is likely to be because it is used as a hub station, which is discussed in more detail below.

Table 1: Top Ten Routes 'to and/or from City sites'

Route of Journey	Number of Journeys
Waterloo Station 3, Waterloo to Stonecutter Street, Holborn	265
West Smithfield Rotunda, Farringdon to Finsbury Circus, Liverpool Street	242
Stonecutter Street, Holborn to Waterloo Station 3, Waterloo	213
Waterloo Station 3, Waterloo to Queen Victoria Street, St. Paul's	192
Wormwood Street, Liverpool Street to Bankside Mix, Bankside	183
Queen Victoria Street, St. Paul's to Waterloo Station 3, Waterloo	182
Milroy Walk, South Bank to Stonecutter Street, Holborn	173
Sun Street, Liverpool Street to Stonecutter Street, Holborn	171
Finsbury Circus, Liverpool Street to West Smithfield Rotunda, Farringdon	168
Belvedere Road, South Bank to Stonecutter Street, Holborn	164

12. The demand placed upon City sites by commuters can cause problems for users in the morning who need to find a docking point to leave their bike and in the evening users can struggle to find an available hire bicycle.
13. This tidal demand has been managed by TfL through a considered redistribution strategy. A "hub and spoke" system is employed, whereby nominated sites are manned in the morning and evening peaks to collect excess bikes in the morning and pass out bikes in the evening.
14. One hub is located in the City at Stonecutter Street. Here the footway has been used to store collected bikes. Whilst no complaints have been received relating to this operation, officers have communicated to TfL that this activity is inappropriate for the location. Officers have stated that the City is happy to work with TfL to find a suitable solution, such as temporary off street bicycle storage for use during peak periods (an option that has been previously considered but not taken forward by TfL on the grounds of expense).

Collision Analysis

15. Collision data has been obtained from TfL, sourced from SERCO, the scheme's operator showing all CHS related collisions recorded to have occurred in the City since the beginning of the scheme's operation in July 2010. A total of 18 collisions are recorded of which 11 resulted in minor injuries.
16. No clear trends are evident from the data. However 14 collisions resulted from cyclists colliding with a motorised vehicle, three collisions involved no other vehicles and one accident involved a CHS redistribution vehicle colliding with another motorised vehicle. Collisions occurred at various locations within the City.
17. This data shows that there have been a relatively low number of accidents occurring given the many thousands of trips undertaken to date. It is fair to assume that the majority of the CHS users will not be experienced cyclists.
18. This data are consistent with the scheme overall. In the first year of operation 79 collisions involving personal injury (70 slight injuries and 9 serious) using CHS bicycles were reported. There were a further 119 collisions reported to SERCO that did not involve any personal injury. No fatalities were reported involving CHS bicycles in the first year of the scheme.
19. TfL are currently undertaking an analysis of CHS collisions. Initial findings indicate that the rate of collisions is far lower amongst CHS users compared with other cyclists in general. This analysis will be made available to the City upon completion.

Financial expenditure

20. Table 2 provides details for the expenditure on Phase I and II of the CHS.

Table 2: CHS Phase I and II Expenditure

Period	Phase I	Phase II (2011/12)	Phase II (2012/13)	Total
Planning Staff Costs	£140,000	£38,000	£8,000	£186,000
Highways Staff Costs	£46,000	£1,000	£2,250	£49,250
CoL Works	£298,000	£19,000	£23,500*	£340,500
Total	£484,000	£58,000	£33,750	£575,750

* Estimated figure for outstanding works to Moorfields site.

21. With the exception of recently expended staff costs of £8,000 and costs relating to minor outstanding works at the Moorfields site totalling £23,500 which will be recovered in due course, all costs have already been recovered from TfL.

Further Expansion and Intensification of the CHS

22. TfL have recently approached the City to formally notify us of their plans to further expand and intensify the CHS. They plan to expand the CHS west to Chelsea and south west into Battersea while intensifying the number of docking points within the existing area of operation.
23. TfL have set targets for an additional 6,000 - 7,000 docking points of which 900 will be installed within the Phase II area. To contribute towards this target TfL have requested that the City authorise implementation of the four sites on City streets that were granted planning permission as part of Phase II but were not constructed. These sites being Houndsditch, Bouverie Street (extension site), John Carpenter Street and St Brides Street. TfL also wish to install a site on the TLRN at Upper Thames Street. Installing all five of these additional sites would deliver circa 115 additional docking points. These sites are considered suitable by officers; it is not believed that their introduction would have a material adverse impact. The addition of these sites will increase provisions enabling users to more easily find a docking point in the morning peak and have a greater chance of accessing a bike during the evening peak. It can be argued that this will also act to increase the associated health benefits for users as well as further reducing pressure on other modes of transport.
24. While additional sites would help ease the problem of high demand it is not feasible to provide the number of bikes that would be required to meet the demand in the City. This has been shown at mainline railway stations outside of the City where substantial cycle hire sites have been installed but demand frequently outstrips supply. It is therefore unrealistic to meet the demand through the provision of additional docking points and bikes alone.
25. TfL are continuously refining their redistribution operation to improve the availability of docking points and bicycles, they are also increasing the ratio of docking points to bikes in an effort to reduce the problem of users struggling to find a place to dock a hired bicycle at their destination.
26. Some concerns have been raised regarding the proliferation of sites in the City and the visual impact that they have. Whilst the CHS has been a great success with many residents and City workers making use of and benefitting from the scheme it is still a minority form of transport and while the locations of sites are thoroughly considered they ultimately occupy footway or highway space that is at a premium in the City. The 37 sites currently installed in the City

occupy an area of approximately 1,600sqm of highway in total. To provide some perspective on the allocation of highway space, all the highway bus stop markings in the City occupy an area of approximately 6,500sqm.

27. Designs for the sites that TfL wish to implement have been produced during Phase II. Should Members authorise taking some, or all of these sites forward these would be reassessed with detailed design being formally agreed with TfL. It is therefore a relatively straightforward task to implement these additional sites as the majority of the work has already been undertaken.
28. Work for any new sites is unlikely to begin until mid 2013. Each site takes around two weeks to construct. Due to the scale of the works minimal disruption is caused by their construction and road closures are not required.

Estimated Financial Expenditure for Additional Sites

29. The total estimated cost to implement the additional sites as TfL have requested are outlined in Table 3 below.

Table 3: CHS Cost Estimate for Additional Sites

Cost Element	Estimated Cost
Staff Time	£5,000
Legal Costs	£3,000
Works	£45,000
Total	£53,000

30. The works element in Table 3 details the cost of preparatory works to facilitate the proposed sites. It should be noted that it is yet to be confirmed what aspects of the works the City will undertake and what will be done by TfL; the works figure therefore provides an indicative estimation only.
31. As has occurred in both previous stages, TfL have agreed to cover all reasonable costs in relation to works, staff time and fees incurred in delivering the CHS sites. The costs of the scheme are paid initially by the City with regular claims to TfL to recompense expenditure, thereby minimising the impact on the City's cash flows.

Strategic Implications

32. the CHS accords with the City's strategic aims including:

- To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes.

Implications

33. TfL has agreed to meet all reasonable costs in intensification of the CHS in the City. The City is therefore at no financial risk should Members choose to authorise officers to work with TfL to introduce additional sites.

34. The Section 8/Section 101 Agreement that enables a third party to construct and manage apparatus on City Streets which is in place for the current sites would be updated to reflect any additional sites.

Conclusion

35. To date the CHS has been very successful, proving popular with both City residents and workers. Collision analysis has shown that users of hire bicycles are involved in relatively few collisions to date.

36. Demand for the scheme can be such that users experience difficulties with availability during peak periods. Implementing the additional sites as TfL have requested would help ease this issue as well as increase the associated benefits such as reducing pressure on other transport modes and providing health benefits to CHS users.

37. Concerns have been raised regarding the number of sites located in the City and the impact they are having particularly in visual terms. However, the addition of four more sites on City streets and one on the TLRN is not thought to be materially disadvantageous, especially given the fact that the sites have been robustly considered during the identification and planning permission stages. Therefore, on balance officers are recommending that the proposed additional sites are agreed, subject to TfL meeting all reasonable costs.

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