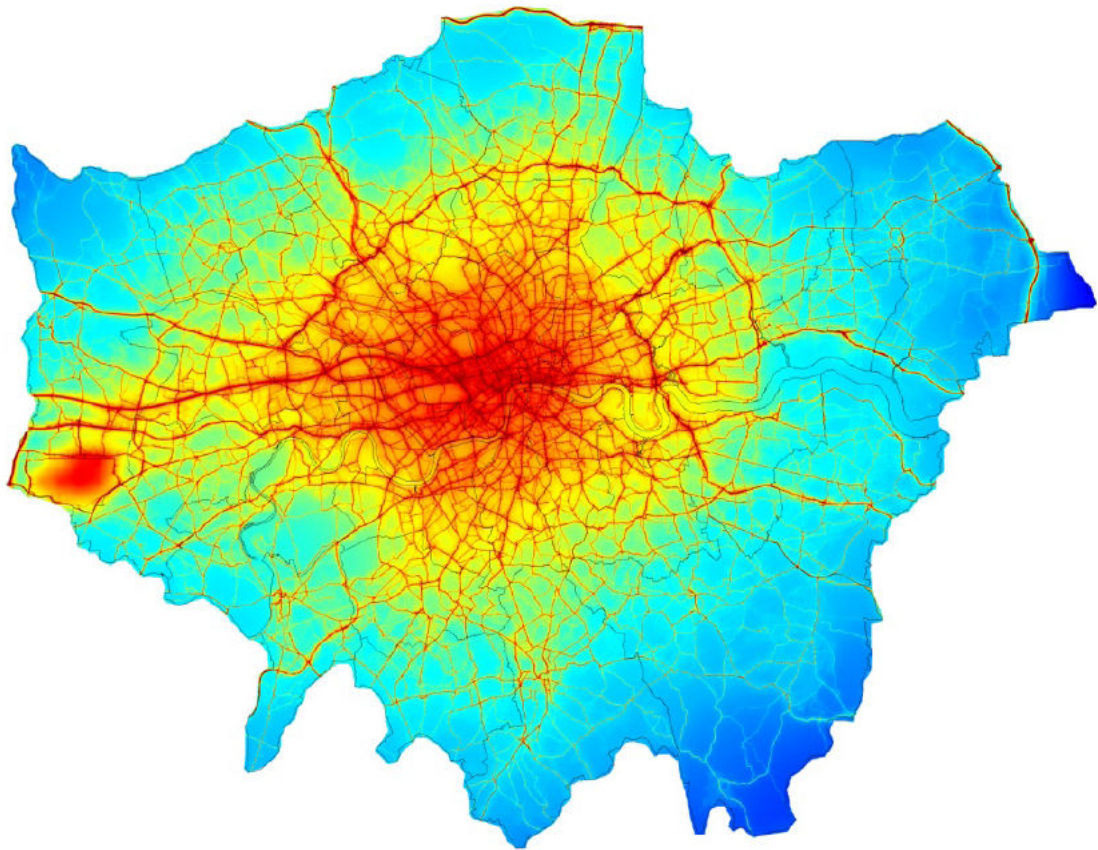


# Scrutiny Review of Sustainable Transport in Haringey



[www.haringey.gov.uk](http://www.haringey.gov.uk)

**A REVIEW BY THE OVERVIEW AND SCRUTINY  
COMMITTEE**

**March 2010**

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## **Foreword**

It has been a great pleasure to conduct this review, supported by Cllrs Santry, Beacham and Weber, as well as numerous enthusiastic community members and representatives of local interest groups.

The private car is a major contributor to CO2 emissions, which we in Haringey have a target to reduce considerably. We are helped in this by a relatively good public transport network, although routes across the borough could do with some improvement.

However, the car remains an aspirational good for many of our residents, which is one of the reasons why we have a number of recommendations to build on and extend the success of the local car club scheme.

There are major health gains to be reaped by having more people walking or cycling to work, school, or college. These need to be emphasised when asking people to change their behaviour. There is considerable room to encourage people to use their cars less, particularly for short journeys, where fuel consumption and emissions are high per mile travelled. We learned that we have access to MOSAIC data which should enable us to identify people who are more apt to change their mode of travel.

In some cases, we learned that our partners in the Strategic Partnership would stand to gain if we were successful in persuading people to take up more active forms of transport, e.g. walk to work. It would be helpful to have a unified approach so we could all 'lead by example'. The new member champion for cycling could help with this role.

Much good work is going on already in Haringey, but our impression was that it tended to be in isolated 'pockets', and in order to have an impact, it needs to be brought together as a package and branded. This does not necessarily have to be an expensive undertaking, and we should be able to gain from experience in other boroughs where this has been effective. One suggestion

was a travel information pack for people moving into the borough to be given out by estate agents.

The committee was heartened by the receptiveness of the Sustainable Transport department to our suggestions, so much so that some of our recommendations were taken up before the review was even completed, e.g. Biking Borough.

Lastly, I think all members would like to express our heartfelt thanks to Martin Bradford for his support, commitment and hard work on this review. It would not have been possible without him. I trust that our recommendations will be taken up and will make a considerable contribution to an improved environment and help achieve our target of a 40% reduction in CO2 emissions by 2020.



**Cllr Mallett (Chair of the review panel)**

**Members of the sustainable transport scrutiny review panel:**

**Cllr Beacham**

**Cllr Mallett (Chair)**

**Cllr Santry**

**Cllr Weber**

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## **1. Executive Summary**

- 1.1 Safe, efficient and reliable transport systems are integral to the way society functions. It has increasingly become evident however, that some elements of these transport systems have a detrimental impact on the environment, the communities in which people live and on people's individual health and well being.
- 1.2 The dominance of the car and other motor vehicles within transport systems is very apparent: a car is used for 63% of all journeys and accounts for 80% of the total distance travelled. Furthermore, it is noted that nationally, car ownership is becoming more widespread. The dominance of the car in peoples travel choices has had a detrimental impact on traffic congestion, carbon dioxide emissions, air quality and adult physical activity.
- 1.3 In this context, the need to promote more sustainable modes of travel such as walking, cycling and public transport is self evident. As local data demonstrates, there is significant potential for people to make the switch from car usage to other more sustainable forms of transport: in Haringey, 60% of all trips are less than 3km and 48% of all trips made by car are less than 3km.<sup>1</sup> Many of these car journeys could be undertaken by more sustainable modes of transport.
- 1.4 Whilst there is little contention about the potential for modal shift, the effectiveness of those processes through which it can be achieved has been less certain. Policymakers have however begun to make use of a number of tools to encourage greater use of sustainable modes of transport which have included influencing peoples travel behaviour, measures to limit the demand for car usage and technological advances.
- 1.5 Whilst this scrutiny review has sought to assess the contribution of many of these policy tools to the uptake of sustainable transport, the focus has been on how modal shift can be achieved through encouraging people to change their travel behaviour, or so called 'smarter travel' measures. The panel heard substantive evidence from independent experts, transport organisations and other local authorities to the effect that this approach can offer an effective and cost efficient approach to promoting sustainable transport.
- 1.6 The review has however been wide-ranging, and has undertaken a comprehensive assessment of broader sustainable transport issues. It should be emphasised that whilst the review has focussed on how more people can be encouraged to walk and cycle or use other forms of sustainable transport, it was not the intention to be anti-car. Indeed, it has looked at ways in which people could be encouraged to use their cars differently such as car share, or even to switch from car ownership to joining the local car club. The following provides a summary of the main conclusions made within the review.

### Building sustainable transport partnerships

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<sup>1</sup> Haringey borough profile ([www.haringey.gov.uk](http://www.haringey.gov.uk))

- 1.7 Throughout the review process, it was evident that the promotion of sustainable transport offered further opportunities for partnership working within the HSP. Encouraging people to use their cars less and use more active forms of travel, such as walking and cycling, has helped to identify shared policy objectives within the HSP including reducing carbon emissions, encouraging sustainable development, improving health and promoting social cohesion. The panel felt that by linking these priorities across the HSP a more strategic and effective approach to promoting sustainable transport could be developed in Haringey.
- 1.8 In this context, the panel concluded that new partnerships with health agencies would be particularly important as the improved health and well being message was critical in encouraging greater uptake of active travel. The panel heard of a number of innovative projects which illustrated the significant benefits that transport and health partnerships can bring and concluded that there was potential to further align the priorities and work programmes of these two local agencies.
- 1.9 As part of this review, an audit of sustainable transport initiatives undertaken by partners within the HSP was undertaken. The audit highlighted the potential for local partners to share learning and expertise (e.g. travel planning, green fuel technology) and helped to identify ways in which partners could work together to promote sustainable transport. To this end, the panel strongly recommend that an individual partnership sub-group be established to support the delivery of sustainable transport in Haringey.

#### Local Implementation Plan (LIP)

- 1.10 The Mayors Transport Strategy was published in 2009, which has triggered the development of new LIP in each London authority. These are, in effect, local transport strategies which will run for 3 years from 2011/12. In this context, the review of sustainable transport has been opportune, as it is expected that the review process and conclusions and recommendations contained within this report, will help shape and influence transport objectives developed within the LIP.
- 1.11 Given the importance of the LIP in determining local policy and strategy, the panel made a number of recommendations to inform the development of the LIP. The panel concluded that a robust programme of local consultation should underpin LIP development, it should clearly link to Council and HSP priorities and contain explicit commitments to achieving modal shift.

#### Smarter Travel

- 1.12 The panel concluded that smarter travel initiatives, which focus on encouraging people to change their travel behaviour (e.g. travel planning, travel information, car clubs), offer an effective process through which to achieve modal shift. The panel noted that such interventions, when delivered as part of a coordinated programme and targeted at those most likely to change their behaviour, have been very successful in encouraging people to use their car less and take up more active forms of transport. Furthermore, the panel heard evidence to suggest that smarter travel measures were more

cost effective at delivering modal shift, when compared against other hard measures (i.e. installation of cycle highways).

- 1.13 The panel was pleased to record that the Council was already undertaking a number of smarter travel initiatives, many of which have been introduced with considerable success, such as school travel plans and the car club scheme. Whilst there may be a small number of smarter travel initiatives that the panel wished to see developed further (i.e. workplace travel planning) the panel believed that the kernel of a smarter travel programme was firmly established in Haringey.
- 1.14 From visits to other local authorities, the panel concluded that critical elements in the successful delivery of a smarter travel programme were that initiatives were delivered as part of coordinated package of smarter travel initiatives, were branded for public recognition and offered a balanced programme of activities (i.e. travel planning, travel awareness, promotion). This forms a key recommendation within the review.

#### Travel Planning

- 1.15 The panel noted that travel planning is a key activity in the development of smarter travel, as this process seeks to identify barriers to the uptake of sustainable transport in specific settings (i.e. schools) and suggest strategies in which these can be overcome. Furthermore, the panel concluded that travel planning offers a cost effective approach to promoting sustainable travel, as such initiatives focus on major trip generators (e.g. schools, workplaces, stations).
- 1.16 Whilst the panel concluded that that the principle of travel planning was well established in Haringey, further key developments were identified by the panel to support its more widespread application across the borough which included:
- the need to develop hierarchy of travel planning interventions which prioritise and target major trip generators
  - the need to refresh and renew school engagement with school travel planning
  - the need to extend support for work place travel planning.

#### Promoting the use of sustainable transport

- 1.17 The panel noted that the Haringey has a good public transport network providing access to rail, underground and tube services. The panel noted the importance of the local bus network not only in terms of the volume of passenger journeys (more than rail and underground combined), but also in supporting the mobility of older people, people with a disability and people on low incomes. To this end, the panel recommended that the Council work with other boroughs to support the extension of the bus network, particularly on east-west routes across the borough.
- 1.18 Creating a safe and desirable walking environment is important as most journeys start or end on foot. Furthermore, walking is not only the most sustainable form of travel, but also helps people to keep active, healthy and



maintain contacts with others within communities in which they live. The panel noted that the Council was investing in new street lighting and improved footways, to help improve the walking environment. It was suggested however, that a unified system for reporting footway and lighting repairs across the Council and Home for Haringey would be beneficial to local residents.

- 1.19 The panel heard evidence from a wide range of cycling and walking organisations, which helped the panel to prioritise a number of suggested developments. The availability of safe and secure cycle parking at stations, in shopping centres and on local housing estates was felt to be a significant barrier to cycling, and as such the panel have made a number of recommendations to ensure that planning proposals ensure that there is adequate cycle stand provision and that audits are undertaken in each ward so that cycle stand provision can be improved across the borough.

#### Demand management

- 1.20 The panel also looked at ways in which demand management tools could be used to influence local residents travel decisions. The panel heard evidence from many review participants which suggested that a reduction in traffic speeds was critical in encouraging people to cycle more and in helping to make the streets feel safer and more 'walkable'. To this end, perhaps one of the most important conclusions that the panel has drawn, is that, in line with some neighboring boroughs, the council move swiftly to consider the development of a 20mph speed limit on residential roads throughout the borough.

- 1.21 The panel also looked at parking policies, traffic calming and planning guidelines which were also noted to influence peoples travel behaviour. The panel felt that planning and land use guidelines were particularly important, as these can reduce the need to travel and influence travel behaviour in the longer term. The panel noted that Supplementary Planning Guidance for both travel access and was available to support planning decisions.

#### Accessibility of transport network

- 1.22 Not all local residents are able to access the transport network and sustainable transport options may not be appropriate for all Haringey residents. The panel heard from a number of older and disabled peoples groups which underlined member's reliance on door-to-door transport services. It was noted that there were ongoing accessibility and coordination issues with door-to-door transport, which the panel agreed, would benefit from further scrutiny involvement.
- 1.23 The panel was equally keen to ensure that local transport strategies and efforts to promote sustainable transport addressed the evident inequalities in transport use. The panel was also keen to ensure that the appeal of sustainable modes of transport issues was broadened to encompass underrepresented groups, particularly women, minority ethnic communities and those on low incomes. The panel also hoped that the Equalities Impact Assessment to be undertaken as part of the development of the local

transport strategy (LIP) would assist in meeting the transport and travel needs of these communities.

#### Finance and value for money

- 1.24 The panel noted that smarter travel, being a relatively new tool for transport planners, accounts for a relatively small part of Council spend on transport, accounting for approximately 5% of the transport budget in Haringey. The development of smarter travel in the borough is in part dependent upon Transport for London as such local initiatives are predominantly funded through this regional transport body.
- 1.25 The panel identified a number of opportunities for greater partner involvement in the delivery of sustainable transport (e.g. cycle training in schools, promoting walking and cycling). The panel felt that this offered the potential to align work programmes and of course, pool resources. At a time of financial constraint, the panel felt that closer partnership working may help to maintain a strategic overview of sustainable transport provision and help to use scarce resources more effectively.
- 1.26 The panel concluded however that investment in sustainable transport represents significant value for the Council given that modal shift can contribute to a number of broader policy objectives including, reducing carbon emissions, improving local air quality and improving health and well being.

#### Stakeholder involvement

- 1.27 During the course of the review, the panel heard evidence from a 20 travel and transport organisations (including Transport for London and made visits to other authorities to identify good practice. Furthermore, there has been strong continued support and involvement in the review from the sustainable transport service in Haringey, as well as active involvement from a number of local transport group representatives. The panel felt that the involvement of key local stakeholders greatly added to review process and was beneficial to in helping to form conclusions and recommendations that have been made within the review.

## 2. Recommendations

### Local Policy and strategy (section 8.1-8.16)

- 2.1 In support of the Haringey Strategic Partnership and Better Places Board, the panel recommended that an individual partnership sub-group be established to support the delivery of sustainable transport priorities within the Greenest Borough Strategy and more broadly, to identify ways in which local agencies can work together to promote sustainable transport in Haringey.
- 2.2 The panel recommended that conclusions and recommendations of the review are reported to relevant strategic bodies (Haringey Strategic Partnership, Better Places Partnership Board, Well Being Theme Group, Greenest Borough Programme Board).

### Local Implementation Plan 2011/12 (section 8.1-8.7)

- 2.3 The panel noted the importance of the development of the Local Implementation Plan in setting local transport strategy, and as such the panel recommended that the plan:
- Is supported by a comprehensive programme of local consultation to include (among others) Local Area Assemblies, Haringey Transport Forum and Haringey Disability First Consortium.
  - Contains explicit targets for modal shift (to be developed with Transport for London)
  - Clearly links to Council and HSP strategies and which clearly spell out the wider benefits of sustainable travel.
  - Commits to a comprehensive package of smarter travel measures to reduce car dependency and encourage active forms of travel
  - Details how local inequalities in sustainable transport uptake will be addressed
  - Provide a clear strategy for locking in the benefits of modal shift
- 2.4 The panel noted the successful development of the Haringey Transport Forum. The panel recommended that this group should be consolidated and expanded to help consultative processes through Local Implementation Plan.

### Smarter travel (sections 9.1-9.10)

- 2.5 The panel recommended that sustainable transport initiatives should be coordinated through a dedicated programme which is branded (to promote resident recognition), contains clear travel objectives, offers a balanced programme of activities (smarter travel, walking, cycling) and is overseen by a local stakeholder group.

### Travel Planning (sections 9.11-9.12)

- 2.6 The panel strongly endorsed the principle of travel planning as a cost effective approach to achieve modal shift and the broader development of sustainable transport objectives. It recommended that a hierarchy of travel planning interventions are developed which prioritise and target significant trip generating organisations in Haringey (schools, workplaces, events, individuals).

#### Workplace Travel Planning (sections 9.13-9.17)

- 2.7 The panel recommended that options to develop workplace travel planning in Haringey should be explored further.
- 2.8 The panel recommended that a sustainable travel award should be included in the local Business Awards Scheme.

#### School travel planning (sections 9.18-9.22)

- 2.9 To incentivise further participation and engagement in the school travel plan programme, the panel recommend that:
- Schools should be encouraged to work together on a cluster basis to maximise resources, share learning and expertise in developing travel plans and encouraging sustainable travel
  - The school travel team should explore opportunities for partnership work within the HSP where there are shared policy objectives (i.e. active travel and obesity)
  - The Director of Children's services to write to all Headteachers and Governors to encourage schools to continue to engage and further develop school travel plans
  - All 6<sup>th</sup> forms and colleges are encouraged to develop travel plans.

#### Personal Travel Planning (sections 9.23-9.28)

- 2.10 The Panel recommended that the use of the individual marketing approach to be adopted within the Muswell Hill Low Carbon Project should be assessed and evaluated to ascertain:
- Whether travel planning advice can be appropriately provided alongside other sustainability issues
  - Further opportunities to incorporate wider participation from the HSP in the development of individual travel planning.
- 2.11 The panel recommended that individual travel packs should be developed for distribution by local estate and letting agents.
- 2.12 The panel recommended that London Travelwatch mobile unit be invited to Haringey to provide individual travel planning advice to local residents.

#### Travel Planning for trip generators (section 9.29)

- 2.13 The panel recommended that travel planning arrangements for the new Spurs ground should be exemplary in establishing sustainable travel options.

#### Car clubs (sections 9.30-9.35)

- 2.14 In view of its initial success, the panel recommend that the Council assess ways to accelerate the development of the car club scheme without further cost to the borough to include:
- that Homes for Haringey and other Registered Social Landlords be approached to identify potential car club bays on land managed by them
  - consultations for Traffic Management Orders for car club bays should be submitted collectively in advance and which acknowledge that not all applications may be successful

- opportunities for local residents to nominate sites for car club bays.

2.15 The panel recommend that to guide and inform the future spatial development of the car club scheme, a borough wide audit should be undertaken to identify and prioritise potential car club locations.

2.16 The panel recommended that within future contracting with car club providers, there should be provision to:

- offer electric cars and those that use green fuel technology
- offer concessionary rates for unpaid carers
- promote access to disabled people through the adapted vehicles.

Public transport – bus services (sections 10.3-10.6)

2.17 The panel recommended that there should be further cooperation across boroughs to support the development of the bus network in Haringey, particularly those routes that offer east-west access.

2.18 The panel recommended that the operational hours of bus lanes should be extended, with a view to developing greater harmonisation across the borough as a whole to ensure better bus journey times in the evenings and at weekends.

Public transport – rail services (sections 10.7-10.9)

2.19 The panel recommended that the borough work with network rail, Train Operating Companies and TfL to develop travel plans for main line and tube stations in Haringey specifically to address:

- the barriers passengers face in accessing station by environmentally friendly means
- what prevents non-passengers from getting to the station at all
- the most cost-effective and environmentally friendly package of measures to improve station access.

2.20 The panel was supportive of the electrification of the Barking – Gospel Oak line and for improvements for passenger services on this service and recommended that the borough continue to work with the North London Strategic Alliance in support of these objectives.

Walking (sections 10.11- 10.17)

2.21 The panel recommended that Area Assemblies should be consulted in the development of the annual footway repair or renewal programme.

2.22 The panel recommended that there should be a singular process for reporting repairs or maintenance across Haringey Council, Homes for Haringey and RSL's for:

- footways
- highways
- lighting

2.23 The panel recommended that the Council should aim to improve the priority for walkers at major junctions and roads through improved signage, removal of barriers and more convenient crossing points.

2.24 That the council consider a method to which the gritting of pavements can be applied in residential streets.

Cycling (sections 10.18-10.30)

2.25 The panel recommended that development of the local cycle network should complement and develop access to the planned cycle superhighways.

2.26 The panel recommended that a Member Champion for cycling in Haringey be established through the Cycling England programme.

2.27 The panel recommended that the cycle plan produced through the Biking Borough scheme should be shared across the HSP to establish joint priorities and to ensure that coordinated approach is developed for its implementation.

2.28 The panel recommended that cycle stand provision be improved through:

- conducting an audit in all ward to assist in the development of a local database cycle stands which should subsequently inform and prioritise provision across the borough
- Ensure that cycle stand provision is included within the Homes for Haringey environmental improvement plan
- Ensuring that appropriate guidelines / standards are in place within Supplementary Planning Guidance for cycle stand provision within all new residential and business development.

2.29 The panel recommended that to develop a more strategic approach, the Council should aim to align existing school cycle training provision across the HSP and identify further partners to coordinate service provision.

2.30 Whilst the panel acknowledged the need to move toward a multi-skilled transport team, the panel recommended that a cycling lead for the borough be retained (for expertise and specialist input in to road traffic schemes and planning applications).

2.31 The panel recommend that a cycle design panel should be developed to consult on development of the local cycle network, transport infrastructure and other cycling improvements which:

- should incorporate local cycling groups and other relevant outside bodies
- should encourage early consultation within the design process.

Sustainable town centres (sections 11.13-11.16)

2.32 The panel was in agreement that an area based approach offered the best solution to transport issues at local shopping centres, where a holistic assessment of travel needs would engender an integrated transport response. This should also incorporate further research on:

- the modes of travel used to access local shopping centres

- initiatives to incentivise local people to shop locally by using sustainable modes of transport.

Controlled Parking Zones (sections 11.8-11.12)

- 2.33 The panel recommended that a review of parking policy is undertaken to investigate the possibility that a more strategic approach is adopted within the development of Controlled Parking Zones in the borough.

Traffic calming (sections 11.2-11.7)

- 2.34 The panel recommended that the council develop a borough wide 20mph speed limit to be operational in all residential areas and where appropriate is reinforced by traffic calming measures.

- 2.35 The panel recommended the range of traffic calming measures currently in development (i.e. DIY Streets, Psychological Traffic Calming) are evaluated with a view to developing a low-cost package of measures which can be deployed across the borough as assessed to be needed.

Land use and planning (sections 11-17-11.22)

- 2.36 The panel recommended that Supplementary Planning Guidance for Transport Assessment (SPG7c) and Travel Plans (SPG7b) should be updated and refreshed to reflect both national and local sustainable transport objectives.

- 2.37 The panel recommended that members of the planning committee should receive further training and support in the application of sustainable transport planning guidance (in light of updated SPG above).

Accessibility issues for sustainable transport (sections 12.1-12.5)

- 2.38 The panel recommended that the Overview & Scrutiny Committee should commission a review of transport provision for elderly and disabled residents which should encompass door-to-door transport, community transport and hospital transport services.

- 2.39 The panel noted that financial pressures will most likely lead to a rationalisation of TfL programme to improve disabled access to the tube network. The panel recommended that TfL should consult the borough on appropriate stations to focus development (i.e. Turnpike Lane rather than Wood Green).

- 2.40 The panel recommended that work programmes which aim to promote active travel across the HSP should be aligned to help coordinate and prioritise work and help to target access to under represented groups (i.e. women, BME groups and older people).

- 2.41 The Overview & Scrutiny Committee recommended that the Council should aim to develop level access at bus stops and interchanges between routes so that all passengers, including the elderly and mobility impaired, have improved access the bus network.

### **3. Introduction**

- 3.1 Transport is an integral factor in the way that society functions. It provides people with the mobility to access employment, education and leisure opportunities. It also supports businesses to reach new labour markets or identify new customers for products or services. In short, transport systems underpin the complex social and economic networks which are characteristic of the society in which we live.
- 3.2 The dominance of private car use within UK transport systems is very apparent. In 2008, travel by car accounted for 2/3 of all journeys and for 4/5 of the total distance traveled.<sup>2</sup> In total, over 400 billion kilometers were traveled on UK roads by car. With expected population growth and continued drive for economic development, it is likely that demand for travel, and car usage in particular, will increase still further.
- 3.3 The dominance of car use within the UK transport system has however been shown to have a number of negative impacts. In particular, car use and the traffic congestion this causes is associated poor air quality, road accidents, noise pollution, physical inactivity and general environmental degradation. The financial impact of these adverse effects is estimated to cost the UK in the region £40billion each year.<sup>3</sup>
- 3.4 This represents a fundamental challenge to policy makers at all levels, how to develop an effective transport system that maintains access to work, education, goods and services, friends and family while simultaneously controlling traffic congestion and reducing its environmental and social impacts. To this end, it is recognised encouraging the use of more sustainable forms of transport, such as walking, cycling and public transport will be integral to this challenge.
- 3.5 In June 2009, a panel of local councilors was commissioned by the Overview and Scrutiny Committee to assess how the use of sustainable modes of transport could be promoted further in Haringey. Within this process, the panel has heard evidence from transport organisations, local community groups and undertaken visits to other authorities. It is hoped that the the conclusions and recommendations developed by the panel in this report will guide and inform future sustainable transport policy and provision in Haringey.

### **4. Background**

- Environmental impact of transport
- 4.1 Transport is known to have a significant impact on the environment. Not only does transport consume between 20-25% of worlds energy, it is known to have considerable harmful effects through the discharge of carbon dioxide

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<sup>2</sup> Transport Statistics Bulletin: The National travel Survey (2008)

<sup>3</sup> An analysis of urban transport. Cabinet Office 2009



(CO<sub>2</sub>) and other air pollutants.<sup>4</sup> Road transport in particular is a major contributor to air pollution, specifically PM<sub>10</sub> (from diesel engines) and nitrous dioxide (from petrol engines), which can have a detrimental affect on peoples health.<sup>5</sup>

4.2 Transport is a significant contributor to carbon dioxide emissions, gases which can contribute to climate change.<sup>6</sup> In the UK, transport accounts for approximately 50% of carbon dioxide emissions, of which the single most important contributor is private car use: private car use is responsible for 55% all greenhouse gas emissions in the transport sector (**Figure 1**).<sup>7</sup>

4.3 Other forms of petrol and diesel vehicles such as heavy good vehicles (19%) and light goods vehicles (15%) are also significant contributors to carbon dioxide emissions. Public transport as a whole (rail and buses) is relatively less polluting, and accounts for less than 6% of carbon dioxide emissions within the transport sector. Other common forms of transport, such as walking and cycling have a minimal impact on the environment.

4.4 In Haringey, air quality indicators suggest particulate matter 10 (PM<sub>10</sub>) from petrol diesel engines and nitrous dioxide NO<sub>2</sub> (from petrol engines) are problematic within the borough. High levels of these air pollutants are found adjacent to main road arteries (especially in Tottenham Hale). In 2005, Haringey emitted 1118 kilo tonnes of CO<sub>2</sub>, of which 290 kilo tonnes (26%) were attributable to transport usage. Haringey is the fifth lowest London borough in terms of per capita emissions (tonnes per capita) and the eleventh lowest of road transport emissions in London.<sup>8</sup>

4.5 Despite these environmental concerns, and reductions recorded in other sectors, carbon dioxide emissions associated with transport have continued to rise: emissions from the transport sector rose by 47% in the period 1990-2002.<sup>9</sup> In this context, there is a widespread acknowledgement that there is a need to encourage people to switch from private car use to other more sustainable modes of transport at international,<sup>10</sup> national<sup>11</sup> and regional policy levels.<sup>12</sup>

#### Health & social impact of transport

4.6 Transport, and the congestion this causes, gives has a number of health and social consequences. Road transport can directly impact on health not only through air pollution but also as a result of physical injuries incurred through accidents: in 2007, there were approximately 250,000 road casualties of whom almost 3,000 incurred fatal injuries.<sup>13</sup>

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<sup>4</sup> Transport Technologies and Policy Scenarios. World Energy Council (2007)

<sup>5</sup> Haringey Borough Profile ([haringey.gov.uk](http://haringey.gov.uk))

<sup>6</sup> Woodcock et al (2007) *Energy and Transport* The Lancet V:370; 9592 pp1078-1088

<sup>7</sup> *Towards a sustainable Transport System*, Department of Transport, 2007.

<sup>8</sup> Haringey borough profile ([haringey.gov.uk](http://haringey.gov.uk))

<sup>9</sup> National Statistics – *Transport and the environment* ([statistics.gov.uk](http://statistics.gov.uk))

<sup>10</sup> *Europe at the crossroads: the need for sustainable transport*. European Commission

<sup>11</sup> *Towards a sustainable Transport System*, Department of Transport, 2007.

<sup>12</sup> *Mayors Transport Strategy (Statement of Intent)* 2009

<sup>13</sup> *Road casualties in Great Britain 2007* DfT

4.7 The growth of so called urban sprawl is associated with increasing levels of car usage which has subsequently created a dependency in the car as the main mode of transport in some communities. The dominance of car culture in the latter half of the 20<sup>th</sup> century and has also led to a long term decline in the use of active forms of travel such as walking and cycling.<sup>14</sup> What has is apparent is that dominance of car culture has contributed to higher levels of adult physical inactivity and obesity.

4.8 Car use and traffic also affects the communities in which people live. Aside from pollution and accidents, road traffic and congestion can affect the physical attractiveness of an area and limit the degree to which people utilise different spaces in their community. Traffic congestion can also undermine the social networks which underpin many communities; recent research has suggested that individual community contacts may be 75% less in those streets with heavy traffic compared to nearby streets with less traffic.<sup>15</sup> This would imply that through controlling traffic congestion, social and community cohesion could be enhanced.

#### Economic impact of transport and traffic congestion

4.9 Whilst an efficient transport system is undoubtedly an important factor in economic prosperity, increasing road traffic volumes within these transport systems may have an economic downside. High traffic volumes have led to increased congestion on roads, particularly in main urban centres. This has led to a decline in the efficiency of the transport network with a decline in average speeds and an increase in average journey times.<sup>16</sup>

4.10 Traffic congestion has direct and indirect costs for those using the transport system which is estimated to cost £11 billion in urban areas alone. When related costs of pollution, accidents, physical inactivity and noise are also considered, the annual cost of traffic congestion is estimated to be over £40 billion each year.

#### National, regional and local transport and travel data

4.11 Nationally car ownership and access to a car has grown significantly to the point that 75% of all households have access to a car. The existence of more developed transport systems in London and other urban centres has reduced the need for car travel, though 57% of London households still have access to a car. In Haringey, household access to a car is slightly lower than the London average at 54%.

4.12 Multiple car ownership has also risen: in the period 1971-2007 the proportion of households with access to two cars has trebled.<sup>17</sup> As with data on household access to one car, there are national and regional variations for multiple car access: nationally 32% of households have access to two or more

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<sup>14</sup> National Travel Survey 2006

<sup>15</sup> Driven to Excess: Living Streets

<sup>16</sup> Road Statistics 2008: Traffic, speeds and Congestion - Statistical Bulletin Department of Transport

<sup>17</sup> National statistics (car access) [www.statistics.gov.uk](http://www.statistics.gov.uk)

cars, compared to just 16% of all London households and 12% of Haringey households.<sup>18</sup>

- 4.13 Household access to a car is important as this strongly influences the number of trips people make. Those households with access to a car generally made up to 40% more trips than those without access to a car.<sup>19</sup>
- 4.14 Analysis of national travel data reveals contrasting patterns in the uptake of public transport and other more sustainable modes of transport and the potential to increase uptake;
- Although bus use is the most common mode of public transport, just 28% of respondents use a bus at least weekly
  - Although 58% of respondents walked for more than 20 minutes once a week, 25% indicated that they did this less than once a year or never
  - Although 14% of respondents cycled at least once a week, this was far higher among u15s (45%) than adults (10%); cycle ownership falls from 89% among u15s to 49% among adults.
- 4.15 Although car ownership and access to a car maybe lower in London compared to other regions, the dominance of the car as the main mode of transport in the capital remains apparent. There is however a strong spatial variation between private car use and distance from the city centre: car use in outer London constitutes 56% of all trips, compared to 33% in inner London and just 13% in central London (**Figure 2**). Conversely, the use of both public transport and sustainable transport (walking and cycling) increases as journeys commence nearer to the city centre.
- 4.16 Data on the share of modes of transport used for journeys starting in Haringey reflect these spatial patterns: the further journeys originate outside of the city centre the greater reliance on private car usage. Further detail finds that car usage for journeys originating in Haringey accounts for 31% of trips which is significantly lower than the outer London average (51%) but slightly higher than the inner London average (27%). Both bus (20%) and underground (12%) usage is higher for journeys originating in Haringey than either the inner or outer London average for these different modes. The full modal share of trips made in Haringey in comparison to inner and outer London boroughs is contained in **Figure 3**.
- 4.17 In London, the number of cyclists on the road has increased by 91% in the period 2000-2007, however, cycling still accounts for a relatively small proportion of all trips (2%). Cycle patterns also vary widely across London: in inner London cycling accounts for 3% of all trips though in outer London the comparative figure is just 1%. There is also a wide variation in the modal share of cycling across individual London boroughs: the highest modal share is in Hackney, which is ten times greater than the borough with the lowest modal share for cycling.

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<sup>18</sup> Transport Statistics Bulletin: The National Travel Survey (2008)

<sup>19</sup> National Travel Survey 2009

- 4.18 Haringey performs less well for cycling than its statistical neighbours: the proportion of people who have cycled for more than 30 minutes within a 4 week period was 10.2% in Haringey, lower than Southwark 13.4%, Hackney 14.8% and Lambeth 16.2%.<sup>20</sup>
- 4.19 Similar trends are seen for other sustainable methods of transport, such as walking, for whilst the absolute number of walking trips has increased across the capital, these still account for the same modal share of all trips (31%). In the period from 2005-2008, walking accounted for 36% of all trips in inner London, though in outer London this was just 28%. There is a strong relationship between distance travelled and walking as the main mode of transport in London: whilst 82% of all trips under 0.5km were made on foot, this fell to just 29% for trips between 0.5km and 2.0km.<sup>21</sup>
- 4.20 Haringey has the third lowest number of people that walk to work and the third highest number of people that travel to work by public transport. Furthermore, just under 1/3 (31%) of all trips in Haringey are on foot, which is equal to those trips made by car. In Haringey, 97% of walking trips are less than 3km, though 48% of journeys made by car are also less than 3km: this highlights the potential to switch to more sustainable modes in Haringey.

## **5. Legislative and policy framework**

### National legislative & policy framework

- 5.1 There are a number of strands to the legislative and policy framework which support the development of sustainable transport. These policy drivers include the need to reduce carbon emissions and other air pollutants which contribute to climate change, improved management of the transport network and delivering modal shift (to sustainable modes of transport).

### *Climate Change/ Air Quality*

- 5.2 The UK is a signatory to the 1997 Kyoto Agreement which aims to secure a worldwide reduction in greenhouse gases. Nationally the government has agreed to reduce greenhouse gas emissions by 60% (from 1990 levels) by 2050, which is over and above the minimum requirement of the Kyoto agreement. In London, policy ambitions are yet higher with the Mayor aiming to reduce greenhouse emissions in the capital 60% by 2025.<sup>22</sup>

- 5.3 Under the GLA Act (1999), the Mayor is required to publish a Statement on the Environment Report which must include data on air quality, air emissions and particular emissions from road traffic, road traffic levels and the emission of substances which contribute to climate change. The Transport Act (2000) also requires Local Authorities to provide a local transport plan which must consider national climate change objectives.

### *Managing the Transport Network*

<sup>20</sup> Haringey borough profile (haringey.gov.uk)

<sup>21</sup> Walking in London, Transport for London (2008)

<sup>22</sup> Environment Report, Transport for London, (2008)

- 5.5 There is also legislation which places a responsibility on Local Authorities to manage local transport networks. Under the Traffic Management Act (2004) Local Authorities have a *new network management duty* in which they are required to proactively manage the national and local road network in their area. Similarly, the Transport Act (2008) provides Local Authorities with greater powers to tackle congestion and improve local transport provision.

*Developing sustainable transport*

- 5.6 More specific guidance for sustainable transport provision is provided through national policy documents *Towards a Sustainable Transport Strategy (2007)* and its implementation plan, *Delivering a Sustainable Transport Strategy (2008)*. The former was published in response to the Stern Review<sup>23</sup> and the Eddington Study<sup>24</sup> and provides a national framework for local and regional transport authorities to guide planning and delivery of sustainable transport programmes.

- 5.7 The national strategy highlights five goals which should underpin sustainable transport developments, which include:
- National competitiveness and growth: reliability, connectivity and resilience of the transport network
  - Climate change: reduce greenhouse gas emissions, carbon dioxide and other harmful pollutants
  - Safety, security and health: reducing the risk of death or injury from transport and promoting modes of transport which are beneficial to health
  - Equality of opportunity: ensure participation for a fairer society
  - Improved quality of life and promote a healthy natural environment.

Mayors Transport Strategy and Local Implementation Plans

- 5.8 Under the GLA Act (1999), responsibility for London's transport system was transferred to the Mayor of London. Whilst the Mayor retains strategic control, day to day management of the transport system rests with Transport for London (TfL). It is also the duty of the Mayor to produce an overarching plan for London (The London Plan) and a specific transport strategy, where implementation of the latter is delegated to TfL.

- 5.9 A new transport strategy is currently open for consultation but will be concluded in the spring of 2010. The strategy highlights key challenges for London's transport system and proposes 5 high level outcomes:
- **Economic development and growth** – supporting population and employment growth and the need for sub-regional development
  - **Improved quality of life** – improve journey experience, improve air quality, reduce noise, connect communities and promote health.
  - **Improved safety and security** – remove barriers in use of more sustainable methods of transport such as walking and cycling.
  - **Improved transport opportunities for all** – improve transport networks to enhance opportunities for economic, educational or social development.

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<sup>23</sup> The Stern Review was to assess the nature of the economic challenges of climate change and how they can be met, both in the UK and globally.

<sup>24</sup> The Eddington study was to examine the links between transport and the UK's economic productivity, growth and stability, within the context of the UK's commitment to sustainable development.

- **Tackle climate change** - to reduce emissions by 60% from 1990 levels where ground transport emissions account for 22% of emissions.

5.10 In respect of sustainable transport provision the Statement of Intent makes a number of high profile commitments which include:

- **Improving passenger information:** fleet wide introduction of iBus technology (next station announcer, countdown etc)
- **Improving uptake of cycling:** develop London cycle hire scheme, develop 12 cycle superhighways, increase bike security and prioritising of bikes on high volume routes.
- **Improving uptake of walking:** establish key walking routes with boroughs, make crossings easier, conduct street audits and provide better information.
- **Improving uptake of electric vehicles:** 25,000 charging points by 2015, fleet conversion, 100% discount from congestion charge.

5.11 The process through which implementation of the Mayors Transport Strategy is achieved at the borough level is through the production of Local Implementation Plans (LIP). Under the Greater London Authority Act (1999) each London borough must produce a LIP, which details how it intends to put the Mayors Transport Strategy in to effect. The LIP must be consistent with the aims and objectives of the Mayors Transport Strategy and reflect local priorities established within local Sustainable Community Strategies. The publication of the new Mayors Transport Strategy has triggered the development of new LIPs for 2011/12.

5.12 There have been a number of reforms for the LIP in 2010/2011 and the funding streams which underpin it, these are designed to reduce bureaucracy, increase local flexibility as to how funds are spent and provide greater certainty of future funding. Most significantly, the current 21 funding streams will be simplified to 5 broader programmes: maintenance (road renewal), corridors (e.g. bus priority, cycle network), neighbourhoods (e.g. 20mph zones, regeneration) smarter travel (e.g. travel plans, travel awareness) and major schemes (e.g. station access, town centres). Approximately £160m is allocated through the LIP each year by TfL.

#### Local policy framework

5.13 The Sustainable Community Strategy (SCS) is the overarching plan of the Haringey Strategic Partnership which details how the Council and its partners will tackle broad community wide issues. The SCS is based on a wide community consultation process and provides a ten year vision for Haringey. Key priorities embedded within the SCS include the need for local action to tackle climate change and ensure that Haringey has an 'environmentally sustainable future'.<sup>25</sup>

5.14 The SCS acknowledges that encouraging the use of more sustainable forms of transport, such cycling and walking, will be an important factor to help achieve these priorities. In addition to improving the transport infrastructure

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<sup>25</sup> Haringey's Sustainable Community Strategy. Haringey Strategic Partnership

and local transport services, the SCS contains an explicit commitment to promote sustainable transport through improving local bus routes, extending cycle lane provision and promoting on street car-clubs.

- 5.15 The **Local Area Agreement** (LAA) sets out a range of targets for the Council and its partners in delivering the key priorities and objectives of the SCS. There are three targets within the LAA which, directly or indirectly, relate to improved sustainable transport provision:
- an environmentally sustainable future:-
    - NI 175 – Access to services and facilities by public transport
    - R186 – Per capita CO2 emissions in the LA area.
  - healthier people with a better quality of life
    - NI 119 – Self reported measure of overall health and well being.
- 5.16 The **Greenest Borough Strategy** sets out the priorities of the HSP to tackle climate change, protect the natural environment and develop more sustainable approaches for the use of local resources. One of the key priorities within this strategy is the promotion of sustainable travel which has the following objectives:
- Reduce car and lorry travel in the borough
  - Improve public and community transport
  - Encourage more people to walk and cycle
  - Reduce the environmental impact of transport
- 5.17 **Comprehensive Area Assessment** (CAA) is the process through which local public services are assessed. As part of the assessment process, the local strategic partnership is required to submit an annual self assessment of its performance against agreed local priorities. The current self-assessment has highlighted that one of the key challenges for Haringey is to meet a local target of 0% traffic growth and encourage more sustainable methods of travel.
- 5.18 A number of consultations have been undertaken with local residents which provide further insight in to local perceptions of transport, traffic congestion and sustainable transport issues. The place survey assesses those issues which are of most concern to local people, the top three for Haringey residents being the level of crime (66%), clean streets (52%) and public transport (42%). Traffic congestion was cited to be of most concern to 17% of respondents, whilst both road & pavement repairs and the level of pollution was named by 13% as an issue of most concern.
- 5.19 When considering those issues which need most improvement, the top three issues cited by respondents were clean streets (43%), the level of crime (42%) and traffic congestion (38%). Road and pavement repairs (36%) also figured prominently among issues which respondents felt needed most improvement. Interestingly, whilst public transport was a significant local concern (42%), far fewer respondents (12%) felt this area needed most improvement.

- 5.20 The above data is useful as it provides an indicator of the comparative priority of transport related issues against other community concerns. Also, by mapping those issues which are of most concern against those which need most improvement; this indicates that clean streets and the level of crime are significant priorities over and above other issues (**Figure 4**). It is noted that traffic congestion and public transport also figure prominently in this same assessment.

## **6. Aims of the review**

- 6.1 The panel agreed the following overarching aim for the review:

*‘To ascertain how the Council and its partners may encourage greater use of sustainable modes of transport in Haringey.*

- 6.2 Within the overarching, the panel agreed a number of components objectives which would be addressed within the review. These are summarised below:

1. Describe and assess the nature and level sustainable transport provision in Haringey.
2. Assess barriers to improved take up of sustainable modes of transport in Haringey and consider ways in which these can be overcome.
3. Consider the effectiveness of current sustainable transport service in relation to meeting local strategic and policy objectives.
4. Assess the role of smarter travel initiatives (behavioural change) in encouraging greater uptake of sustainable transport.
5. Ascertain how sustainable transport supports the policies of the Haringey Strategic Partnership, and assess how local partners can support the delivery of sustainable travel objectives.
6. Evaluate data from other authorities to identify good practice which can be used to promote sustainable transport options in Haringey.
7. Examine how the development of sustainable travel initiatives impact on local communities, businesses and equalities groups.
8. Ensure that the scrutiny review process and subsequent recommendations guide and inform commitments to sustainable transport within the Local Implementation Plan.
9. Assess whether the sustainable transport service achieves value for money where costs are commensurate with performance, outcomes and delivery and compare well against other boroughs.
10. Ensure that the scrutiny review process generates appropriate evidence that will support ongoing assessments within the Comprehensive Area Assessment process.

## **7. Review methods**



### *Panel meetings*

- 7.1 The Overview & Scrutiny Committee commissioned a review panel to undertake this review. The panel consisted of Councillors Beacham, Mallett (Chair), Santry and Weber.
- 7.2 The review incorporated a range of investigative methods to ensure that the panel had access to information to meet the review objectives (as set out above). A series (n=7) of panel meetings were held to approve the aims of the review, receive oral and written evidence, oversee project progression and formulate conclusions and recommendations.

### *Evidence sessions*

- 7.3 A number of organisations gave evidence to support the review process, including relevant council officers and representatives from a number of transport organisations including Transport for London, Sustrans, London Cycling Campaign and Campaign for Better Transport. In total, evidence was heard from 20 representatives of 15 organisations. A full list of all those who gave evidence to the panel is contained in Appendix B.

### *Assessment of internal & external data*

- 7.4 The panel assessed how the Sustainable Community Strategy, Greenest Borough Strategy, Council Plan and the Core Strategy contributed to the development of sustainable transport. In addition, the panel commissioned reports and ad hoc briefings from the Sustainable Transport Service (Haringey Council) to provide operational, performance and financial data to help assessments of local sustainable transport provision.
- 7.5 The panel also assessed external data (research, policies and practice) from regional government and other transport organisations assist the review process. This included (among others) the Mayors Transport Strategy, data from the National Travel Survey and a report from the Greater London Assembly (*Stand and Deliver: Bike Stand Review*).

### *Panel visits*

- 7.6 The panel undertook a number of planned visits to assess sustainable travel policies and programmes which had been developed by other local authorities. It was anticipated that data gathered from such visits would help to identify good practice and inform local priorities for service improvement.
- 7.7 The panel visited two authorities both of which had an established programme of sustainable travel initiatives: the London Borough of Sutton (funded by TfL) and Peterborough City Council (a DfT funded sustainable travel demonstration town). Both sustainable travel programmes had been established for a number of years for which full evaluation data was made available to the panel.

### *Community / public involvement*

- 7.8 Community and public involvement is an integral part of the scrutiny process as this helps to maintain local accountability. To this end, all meetings of the

review panel was held in public and according to local government regulations, all agendas were published in advance.

7.9 Although no local organisations were formally co-opted on to the panel, a number of local groups (Sustainable Haringey, Haringey Living Streets, Haringey Cycling Network and West Green Residents Association) were invited by the panel to participate in the review process. It was noted that representatives were regular attendees and active contributors to the review process.

7.10 To facilitate further community involvement, one of the panel meetings was held to coincide with the Haringey Transport Forum: a consultative group made up of local community groups and local residents. This provided a further opportunity for local community group representatives and local residents to discuss sustainable transport issues with the panel.

*Independent expert advice*

7.11 The panel also sought independent expert advice on central issues within the review process, in particular, the behaviour change models that underpin many of the sustainable travel programmes assessed by the panel. Sophie Tyler, a Research Fellow at the Department of Transport Studies, University of Westminster) assisted the panel by impartially evaluating current practice, and through providing advice on successful approaches and strategies for sustainable travel programmes.

*Survey data*

7.12 The panel also commissioned a short survey of sustainable transport provision to be conducted among partners within the Haringey Strategic Partnership. The survey sought to assess current provision for sustainable transport among partners and to identify ways in which the partnership can work together to promote sustainable transport across the borough.

## **Part 2**

# **Key findings from the review**

## **8. Local strategy for sustainable transport in Haringey**

### Local Implementation Plan

- 8.1 The Panel heard evidence from Transport for London (TfL), which detailed the key priorities of the Mayors Transport Strategy (MTS). The panel noted that this strategy would be highly influential to local transport policy as this would guide and inform the development of Local Implementation Plans (LIP). It was noted that the LIP developed for 2011/2012 would detail how the MTS is to be put in to effect, operate as a local transport strategy and would be operational for 3 years.
- 8.2 The panel heard that the LIP in Haringey would be determined through guidance issued through TfL. It was noted that the Local Authorities would begin to develop LIP's in the spring of 2010 and would be expected to consult widely with local stakeholders and other local interest groups. The panel also understood that a Strategic Environmental Assessment (SEA) and Equalities Impact Assessment (EIA) would be required for proposals detailed within the LIP.
- 8.3 The panel heard evidence from TfL which outlined how funding streams would be rationalised within the LIP where 23 funding streams would be reduced to 5. The panel noted that the sustainable transport service within the Council planned to respond to these changes by aligning organisational structures to these funding streams. It was hoped that this would encourage more integrated working across the organisation.
- 8.4 The panel noted from many review informants, including TfL, Greater London Assembly and the Campaign for Better Transport, that the timing of this scrutiny review was opportune, as the conclusions and recommendations developed within it can inform proposals developed in the LIP and with this, influence local transport policy. In this context, the panel noted that the LIP should clearly explain how it links to strategies within the Council and the wider HSP.
- 8.5 Given the significance of the LIP in local transport policy, the panel indicated that a full and robust consultation process should underpin its development. In particular, the panel suggested that proposals developed in the LIP should go to Area Assemblies and local transport/ community groups.
- 8.6 The panel noted the development of the Haringey Transport Forum in 2009, a consultative group for local transport issues, which involves a number of local partners and local community groups. The panel was pleased to work with this group during the course of the review and hoped that the work of this group will be consolidated in the year ahead as it will undoubtedly play a role in the consultation of the LIP.
- 8.7 The panel heard from the sustainable transport service that in consultation with TfL, targets and other performance measures would be developed to

support the LIP. The panel hoped that these would contain explicit goals for achieving modal shift in Haringey.

#### Greenest Borough Strategy

8.8 The panel heard evidence from the Programme Manager for the Greenest Borough Strategy (GBS). One of the key objectives of the GBS is to promote sustainable transport. It was noted that a programme board oversees the GBS with quarterly progress reports being submitted to the Better Places Partnership Board. These reports map out the activities and performance against the agreed GBS targets.

8.9 The panel noted that a gap analysis had been undertaken to ensure that there were sufficient actions to deliver on key objectives of the GBS and a prioritisation process to ensure that what actions were being undertaken were those which had most impact. In terms of sustainable transport, these were identified as School Travel Plans, Community and Local Transport & Car Clubs.

#### Partnership working

8.10 The panel noted that review had highlighted a number of opportunities to work with partners within the Haringey Strategic Partnership. The panel felt that there were a number of shared policy objectives for both the council and health partners that offered a number of development routes (promoting cycling and walking). The panel heard that partnerships would be critical for local authorities to enable them successfully deliver the MTS, the Local Implementation plan and sustainable travel goals (i.e. modal shift).

8.11 Evidence presented to the panel by NHS Haringey suggested that through the treatment of diseases which may otherwise be prevented through regular physical activity was estimated to cost local NHS services between £3-4million annually. It was noted that this could provide an avenue for dual investment by the council and its health partners. Indeed, it was felt that the health benefits could be an important message to convey to local residents to further encourage greater uptake of active forms of transport.

8.12 The panel conducted an audit of sustainable transport provision by partners within the HSP. The aim of this audit was to ascertain what sustainable transport services were being provided, identify shared priorities and objectives and ways partners could work together to promote sustainable transport in Haringey.

8.13 In total, nine local partners responded to the audit including local NHS Trusts, police service, fire service, housing authorities and colleges of further and higher education. Responses covered almost 4,000 employees, which underlined the potential that further partnership work may have in promoting sustainable transport and reduce traffic congestion/ pollution. Key findings from the audit of sustainable transport provision included:

- 5 out of 9 partners had a carbon reduction plan
- 5 have a sustainable transport strategy and 6 have a staff travel plan

- 8.14 The audit concluded that whilst sustainability and sustainable transport were firmly on the agenda of local partners, there was potential for further development work within the HSP to support sustainable transport provision in Haringey. The audit highlighted areas for potential collaboration across the partnership to support sustainable travel:
- Developing local strategies and plan (i.e. travel plans)
  - Sharing best practice (i.e. green fuel technology and contracting for sustainable transport)
- 8.15 The panel acknowledged that as an individual borough, it would be difficult to address traffic volumes that passed through the borough on radial routes in and out of central London. The panel felt that this underlined the need to work in partnership with other neighbouring boroughs, and of course TfL, to identify ways in which greater use of sustainable travel methods beyond borough boundaries.
- 8.16 Similarly, it was noted that individual boroughs would find it difficult to influence public transport provision, especially the train and bus network. The panel heard evidence to suggest that that it would be important to develop strategic alliances with other north London boroughs, to influence service provision on rail, bus and tube networks. The panel noted the existence of the North London Transport Forum at which a number of neighbouring Local Authorities discuss strategic transport issues of relevance to the sub region.

## **9. Smarter Travel (behaviour change)**

### The benefits of smarter travel

- 9.1 The panel sought assess how smarter travel initiatives (e.g. travel planning, travel information, car clubs) achieve modal shift through encouraging people to change their travel behaviour. To assist in these deliberations the panel heard evidence from an independent expert from the University of Westminster, the Smarter Travel Unit at TfL and visited other local authorities which had developed smarter travel programmes.
- 9.2 From this evidence, the panel concluded that the main components of a smarter travel programme included the following initiatives:
- Travel planning: for schools, workplaces, trip-generators and individuals
  - Travel awareness and travel marketing information
  - Car club and car sharing schemes
- 9.3 The panel noted that national studies undertaken by the Department of Transport (DT) suggest that the application of smarter travel initiatives (to best practice) could achieve significant reductions in traffic volumes: peak urban traffic of about 21% (off peak 13%) and a nationwide reduction in all traffic of about 11%.<sup>26</sup>

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<sup>26</sup> Smarter choices: changing the way we travel(the influence of soft travel measures on traffic demand) Cairns et al Dept. of Transport (2004)

- 9.4 This evidence also suggested that smarter travel also presented a cost effective option for achieving modal shift. DT study data would suggest that for every £1 spent on soft measures would realise £10 benefit in the form of reduced congestion. Furthermore, this is likely to be an understatement of the total benefits, as this investment does not include other health and environmental benefits derived from reduced traffic.
- 9.5 The panel also heard evidence from an independent expert (University of Westminster) who confirmed these findings through research that had been undertaken in the UK and overseas. The adviser confirmed that influencing travel behaviour was an effective process in delivering improved uptake of sustainable travel, was cost effective in delivering modal shift (especially compared to hard infrastructure measures) and helped to target scarce resources more efficiently.
- 9.6 The panel noted the development of sustainable travel towns (in Peterborough, Darlington and Worcester) all of which had a smarter travel programme to support modal shift. A national evaluation of this programme by the DT noted a significant shift in travel behaviour, which included:<sup>27</sup>
- A decrease in average trips taken per capita
  - A decrease of >10% in car travel
  - A approximate 9% increase in walking
  - An increase of between 1-5% in cycling.
- 9.7 Of critical importance, the panel noted that the evaluation of the sustainable travel demonstration towns also helped to meet other health and environmental objectives. Here it was recorded that the implementation of smarter travel initiatives which had helped to achieve modal shift had also contributed to:
- Reduced traffic congestion by 7-8%
  - A reduction in annual carbon emissions of 50kg of carbon per capita
  - An 11% increase in the levels of physical activity.
- Developing a smarter travel programme
- 9.8 The panel visited one of the national sustainable travel demonstration towns (Peterborough) and Sutton Council, which was the first authority in London to develop a borough wide smarter travel programme. It was apparent from these visits that the development of a coordinated programme of smarter travel initiatives was critical to success.
- 9.9 The panel heard evidence that the Council was already undertaking a number of smarter travel initiatives within the borough, including travel planning, travel awareness campaigns and car clubs. These smarter travel initiatives were at varying stages of implementation from firmly established programmes (i.e. school based travel planning) to more recent developments (car clubs). On the evidence of panel visits, it was concluded that these activities would benefit from further coordination and programme management.

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<sup>27</sup> The effects of smarter choices programmes in the sustainable travel towns. Sloman et al Department of Transport (2010)

9.10 The panel identified a number of common themes in the successful delivery of these smarter travel programmes in both Peterborough and Sutton, which included which could inform local service improvements in Haringey. These were:

- Preliminary research to identify travel behaviours
- Establish clear objectives (i.e. modal shift)
- Supported by a multi-agency stakeholder board
- Developed a balanced programme of initiatives
- Targeting of interventions at those most likely to change travel behaviour
- Initiatives delivered within a branded programme which is recognisable to local residents<sup>28</sup>

#### Travel planning

9.11 The panel heard that the most efficient tool in a programme of smarter travel initiatives was the use of travel planning. This entails providing targeted travel advice, information, resources and incentives to make people more aware of their travel choices and help them change their travel behaviour. This can occur in a range of settings including businesses, schools or the homes of individuals.

9.12 The panel heard from TfL that there was a need to prioritise travel planning provision, aiming at those organisations or events where there is the largest travel footprint, such as workplaces, colleges, schools and large entertainment venues. The panel understood that targeting these organisations would be the most cost effective way in delivering successful sustainable transport programmes and achieving modal shift.

#### Workplace travel plans

9.13 The panel heard that work place travel planning is particularly important as this accounted for 1/3 of all trips. The panel understood that a reduction in operating costs would be a prime motivator for businesses and this should frame engagement and subsequent sustainable travel planning initiatives in this sector.

9.14 The panel noted that Haringey there are approximately 8,900 businesses, together employing some 61,700 people (based on 2008 figures). The majority of the businesses in Haringey are small: 94.2% of firms employ fewer than 24 people. These small businesses account for 39.3% of total employment in the borough.

9.15 Larger businesses (over 250+ employees) in London can be supported directly by TfL which has its own travel planning team. It was noted that the Haringey shared a Workplace Travel Advisor with five boroughs to support sustainable travel. This work is done through an enterprise company and thus most work is performed 'at arms length'. It was understood that from April

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<sup>28</sup> The panel noted the striking imagery used to brand and promote the sustainable travel programme in Sutton, and suggested that the borough be contacted to ascertain if the Council can utilise these images for its own sustainable transport programme.



2010, workplace travel planning will be developed to focus more on outer London boroughs in the group (Haringey included).

- 9.16 The panel noted that the Council will support travel planning where this is specified in planning requirements and will also consider match funding or contributing to the cost of workplace travel plan up to a value of £2000 (i.e. towards the installation of secure cycle parking facilities, lockers or shower facilities). The panel noted that funding had been secured from TfL until March 2011.
- 9.17 The panel agreed that workplace travel planning in the borough was of vital importance and cost effective approach to promoting sustainable travel. The panel also agreed that opportunities to expand this service, possibly with partners should be explored further. It was noted that a scheme to incentivise work place participation in travel planning processes could be assist local business engagement.

#### School Travel Plans

- 9.18 The panel heard evidence from TfL that schools and colleges are also significant trip generators and therefore an important target for dedicated travel planning interventions (i.e. school travel plans). The panel noted that the aim of developing a school travel plan (STP) was to reduce the number of car trips to and from the school, remove barriers to sustainable modes of transport, promote active travel and to develop a community response to transport / traffic problems in the school location.
- 9.19 The panel noted that there is an established programme of travel planning with schools in Haringey. The panel heard that Haringey performs well with school travel planning: all schools have an approved travel plan and that 83/99 schools had an updated travel plan. The panel noted that there were a number of successes within this programme, for example, Devonshire Hill Primary School achieved a 13% increase in walking. It was also noted by TfL, that Moselle School is regularly cited at a model of STP best practice.
- 9.20 The panel hear that the STP was funded (£340k per annum) and monitored through Transport for London. The panel heard that STP in Haringey had a achieved considerable modal shift: there was a 21% reduction in car usage amongst staff and 7% reduction amongst pupils. More pupils now cycled (+4%) and walked to school (+1%). More staff now walked to school (+11%) or got the bus (+6%).
- 9.21 The panel concluded that school travel planning should be a priority for the Council, not only in terms of its importance as a trip generator but also because of its educative function and the potential to influence travel behaviour of residents over the longer term.
- 9.22 Although STP coverage was good, the panel heard that the travel benefits would begin to tail off as individual circumstances / travel behaviour changed (children change school, school leads move on, parents change job). In this context, the most pressing challenge was keeping schools motivated and

engaged to the travel planning process. The panel was pleased to note the success of this project and keen to ensure that project momentum was maintained.

#### Personal Travel Planning

- 9.23 Individual travel planning was developed on an Individual Travel Marketing approach (developed by Sustrans), which targets particular segments of the population who may be most likely to change their travel behaviour. This approach aims to save time and money for participants as well as improve their health and well being (via active travel methods). The panel noted that this approach was integral to smarter travel programmes developed in these authorities.
- 9.24 The panel noted that, although not as cost effective as other more collective forms of travel planning (e.g. schools and workplaces), personal travel planning was effective in delivering modal shift. The panel noted that Sutton had developed a more cost effective model personal travel planning through the employment of temporary staff who could be employed periodically in targeted campaigns.
- 9.25 Of particular interest to the panel was the evidence received by Sustrans which indicated that it was working in areas of social deprivation in Tower Hamlets, where it was aiming to increase use of modes sustainable travel by 10%. The panel also noted that the personal contact developed with residents through individual travel marketing approach could be invaluable in identifying local travel concerns and barriers to the uptake of sustainable transport.<sup>29</sup>
- 9.26 In Haringey it was noted that the individual travel planning process was to be included within the recently announced Muswell Hill low carbon zone project. In this project, travel marketing would occur alongside other broader sustainability issues (i.e. recycling, reducing energy consumption) to reduce carbon emissions across the community.
- 9.27 The panel heard that London Travelwatch undertake outreach work through a mobile unit in London Boroughs. It was noted that at a recent excursion to Croydon, staff had conducted over 2000 individual travel surveys with local residents (to promote public transport options). It was suggested that the mobile unit be invited to Haringey (Wood Green).
- 9.28 The panel supported the idea of individual travel planning, though this process should be carefully targeted at those most likely to be receptive to changing their travel behaviour or where travel opportunities arose (e.g. extensions to bus, tube or rail network and using MOSAIC). The panel also indicated that the face-to-face approach of personal travel planning also opened up further opportunities to work with partners where there were shared policy objectives which should be explored locally (i.e. sustainability and health).

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<sup>29</sup> Leading the way in travel behaviour change. Sustrans (FF36)

#### Travel planning for events and trip generators

- 9.29 The panel also heard evidence significant trip generators in the borough should be supported with travel plans (i.e. festivals, football matches or local hospitals). The panel noted that TfL had supported travel planning at hospital sites in other boroughs which in some instances had given rise to a 9% uplift in bus usage.

#### Car clubs

- 9.30 Car clubs were seen as an important component of encouraging modal shift, as this gave car users continued access to a car, without the overheads associated with actual car ownership. TfL noted that car clubs have grown rapidly in London: there currently being over 1,600 vehicles and 89,000 members across 23 boroughs. The panel noted that audits had shown benefits for sustainable transport as it was estimated that 20% of members sold their car and an even higher proportion decided not to buy a new vehicle as a result of joining a car club.
- 9.31 The panel noted that the Council has a 3-5 year exclusive contract with Streetcar for car club provision in Haringey. Under this exclusive contract, the Council will undertake all establishment costs (planning consent, local consultation, marking of bays and signs) whilst the provider will operate the car club scheme. The panel noted that the Council (and other neighbouring boroughs which operate the scheme) do not derive any income from car club scheme.
- 9.32 The panel heard that a car club scheme has been successfully developed in Haringey and currently operated 14 bays (for 27 cars). Local audits have shown that membership had doubled to 2,000 local residents and a high usage of car club cars of an average of approximately 15 hours per day.
- 9.33 It was noted that additional investment was planned through TfL for 2010/11 which would see an additional 66 vehicles available from 48 locations. The panel noted that the focus of future car club work was to have 80 local bays across the borough by the end of 2011 with residents being no more than 5 minutes distant from a bay.
- 9.34 The panel was keen to ensure that the Council built on the early successes of this project and that forward momentum was maintained. The panel noted that a significant barrier to local development of local car club scheme was the availability of sites for car club bays. The panel noted that an audit of potential sites may help strategic development of car club bays and other partners could be approached to develop car club sites.
- 9.35 The panel also heard from local older people and disability group representatives concerning the accessibility of the current car club pool. The panel felt that there was an opportunity to extend such provision when contracts were renegotiated with Street Car.

#### Car Share

- 9.36 To help reduce individual car journeys, a car share programme offers local residents the opportunity to register journeys and search for a match. The panel heard evidence from both visits to Peterborough and Sutton that both commuting and leisure journeys could be matched in such a scheme, as too can regular or one-off journeys. In Peterborough, both cycle and walking journeys could also be matched to support the uptake of sustainable travel methods (i.e. for further confidence).
- 9.37 The panel noted that the Council operates a car share scheme within the Council's own travel plan. The Council is also signed up to Liftshare, a national organisation offering a travel match service for journeys by car, bike or foot. The panel suggested that this could be promoted through the website.

## **10. Promoting sustainable transport**

- 10.1 The panel heard that Haringey is quite well-served by public transport services, with a network of rail, bus and tube services spanning the borough. The Panel noted that whilst radial connections were good (Moorgate-Hertford/Liverpool St-Enfield and Victoria line and Piccadilly line) east-west access across the borough remained underdeveloped. The panel noted that there were:
- 6 underground stations
  - 3 overland rail lines (Barking-Gospel Oak/Moorgate-Hertford/Liverpool St-Enfield)
  - 40 bus routes, almost all of which are high frequency.
- 10.2 The panel received evidence which indicated that both bus and underground use among Haringey residents was higher than inner and outer London borough averages (**Figure 3**). Rail use by Haringey residents is slightly below inner and outer London averages.
- Bus Services
- 10.3 The panel heard that the bus service was particularly important to Haringey residents as the bus network supports far more passenger journeys than rail or tube combined. Further more, the panel heard evidence that the bus network is crucial in supporting the mobility of older people, people with a disability and those on lower incomes. As a result, both the Campaign for Better Transport and London Travelwatch suggested that, where possible, it would be important for the Council to work to develop and extend this network.
- 10.4 The panel noted from the Place Survey that on the whole bus usage by Haringey residents was high with 44% of residents recording that they were daily users of the bus network and 29% were weekly users of the bus network (**Figure 6**). Similarly, the panel also noted that satisfaction with local bus services were also very high among local residents, where 77% were fairly satisfied or very satisfied with local bus services (**Figure 7**).
- 10.5 The panel heard that targeted interventions to improve public transport uptake can achieve modal shift. The panel heard evidence from the University of

Westminster that bus uptake can be significantly improved when operational developments (i.e. route extensions) are accompanied by travel information and awareness campaigns. The panel noted that in Hertfordshire, 9% uplift in bus usage had been achieved through targeted marketing for bus services (i.e. information and sample passes).

- 10.6 The panel also heard from the Campaign for Better Transport and from the Haringey Transport Forum, that long bus journey times were a deterrent to use of the bus network, especially at evenings and weekends when bus lanes were not in operation. The panel heard that greater harmonisation of the operation of bus lanes may speed up bus journey times across the borough and facilitate more widespread usage.

#### Rail Services

- 10.7 Representatives from the Barking to Gospel Oak Users Group and London Travelwatch highlighted that the electrification of the Barking-Gospel Oak line was of paramount importance in developing orbital capacity, not just for Haringey but for many other north London boroughs. It was also noted that electrification may also bring greater service reliability.
- 10.8 The panel noted that Haringey was a member of two collectives that focus on the development of rail services in the region: North London Strategic Alliance and the North London Orbital Rail Partnership. It was noted that these partnerships would be essential to influence commissioners for improved rail services (DT/TfL/Network Rail).
- 10.9 The panel heard evidence to suggest that the rail and tube line stations situated in the borough were subject to increased commuter traffic, where a number of stations were used by commuters to access the transport network and travel in to central London. The panel noted that both London Travelwatch and other local community groups recommended that travel plans should be developed for all Haringey stations:

#### Tube services

- 10.10 The panel heard from TfL that the cost of developing capacity on tube lines was prohibitive, and that it was far more cost effective to support initiatives which reduced the passenger trips or supported other modes of travel. The panel noted that there were planned improvements for both tube lines that run through the borough. It was noted that capacity on the Victoria line would be increased by up to 20% by 2012 and that capacity on the Piccadilly line would be increased by 25% by 2018.

#### Walking

- 10.11 A number of informants to the review provided evidence to the panel of the importance of walking in developing sustainable transport in the borough. It was noted that as most journeys start and finish on foot, attention needs to be paid to improving the walking environment to help make walking more practicable and desirable choice for local residents.

- 10.12 In evidence received by the panel from NHS Haringey, it was noted that walking (and cycling) had the potential to reduce local health costs and wider economic losses (estimated to be between £3-4million per annum). It was also noted that walking (and cycling) also has a positive preventative and therapeutic effect on a range of diseases (especially CHD, diabetes and osteoporosis).
- 10.13 Although walking accounts for 31% of all journeys in Haringey (**Figure 3**), it was felt that through a number of identified actions there was scope to improve the modal share of walking further. The panel heard evidence from a number of local community groups at the local transport forum which suggested walking uptake could be improved through:
- Harmonised reporting structures across the Council and Homes for Haringey (to offer 24/7 cover).
  - Improved footway maintenance
  - Improved lighting
  - Removing obstacles (and improving permeability)
  - Improved signage
- 10.14 The panel noted that footway repairs were planned 18 months in advance and were determined by a range of criteria including; condition of footway, proximity to a school or other public amenity, whether it was a popular shopping route and the desire to spread investment across the borough. The panel noted that Area Assemblies should be consulted in development of the footway renewal programme.
- 10.15 The Panel heard that footway maintenance was a significant area of investment for the Council (footway renewal and reactive maintenance). The panel noted that the Council now has a robust system of inspection in place where roads and footpaths were inspected twice annually. This has reduced the Council's insurance premiums by one third. It was noted that in 2009/10 the council:
- spent £2million on footways (81 identified footpaths across the borough)
  - spent £145k on walking projects and 70k on Local Area Accessibility (such as dropped kerbs)
- 10.16 The panel also noted that the Council was in the middle of 7 year programme to renew street lighting across the borough. Within this programme, 40% (6440) of lighting columns are being replaced. It was noted that total street lighting investment in 2009/10 totalled £2.005 million. It was hoped that improved lighting programme would improve the night time environment, reduce the fear of crime and help people feel safer in walking streets within the borough.
- 10.17 The panel heard that there had been some recent successes in developing walking and cycling Greenways, in particular Parkland Walk. £175k has been granted from TfL to maintain access through this route which runs through the borough (Alexandra Park to Finsbury Park) and is used by both walkers and cyclists. The proposed new Wood Green multiple crossing system would also be an example of greater walking permeability.

### Cycling

- 10.18 The panel noted that planned Cycle Superhighways (as specified in the Mayors Transport Strategy) would cross through Haringey: route 1 in the east (Tottenham to Liverpool Street) and route 12 in the west (East Finchley to Angel). Although there was an expected delay to final implementation (2012) the panel indicated that the Council should plan and prepare for this addition within plans for the local cycle network.
- 10.19 The panel supported the Council's successful application for Biking Borough status. Within this scheme, 12 outer London boroughs have each been allocated £25k to conduct a study to identify and prioritise ways in which cycling can be developed. Additional logistical support will be provided from TfL in the form cycling/travel data and advice.
- 10.20 The panel noted that the borough's cycling strategy would be renewed through both the Biking Borough process in which a cycling plan for the borough would be submitted to TfL for consideration and approval. The panel indicated that the cycling plan developed within the Biking Borough programme should be shared across the HSP to develop a coordinated approach to its implementation.
- 10.21 The panel heard evidence from Joanne McCartney (GLA Member) who had led a review on the availability cycle stand provision in London. The panel noted that the lack cycle parking capacity and paucity of safety and security at established bike stands was a significant barrier to potential cyclists. In particular the panel heard that:
- There is a major under capacity of about 100,000 stands
  - About 70,000 bikes are stolen each year in London
  - There is no standards design
- 10.22 The panel heard that the Council had fitted over 40 bike stands across the borough in the past year. The panel heard evidence that there should be a more systematic approach to improving cycle stand provision to ensure that stands were developed where they are most needed. The panel noted from evidence received from the GLS and London Cycling Campaign, that local ward audits were a useful tool in planning cycle stand development.
- 10.23 The provision of cycle stands in social housing was known to be problematic as bikes left in communal hallways presented obvious health and safety issues (i.e. emergency access). The panel noted cycle sheds had been developed at three pilot estates in Haringey, but with limited success. The London Cycling Campaign highlighted a number of factors for the success of stand provision on housing development: develop partnerships to fund provision (council, TfL and social housing providers), ensure community involvement (local residents associations) and improve management regimes (i.e. key handling).
- 10.24 The panel heard from the school travel planning officer that because of budgetary pressures, there would need to be some adaptation to cycle

training provision in schools. Primarily, this would involve teachers being trained to deliver cycle training. The panel noted that there were a number of cycle training initiatives in schools including local police service, community safety and dedicated schemes (i.e. Bike It provide through Sustrans). It was suggested that a more strategic approach to cycle training in schools could be developed through aligning HSP resources and work programmes.

- 10.25 The panel noted that local cycling groups were regularly consulted in the local cycle network and infrastructure. Local cycling representatives noted that whilst they were pleased to be involved, consultation needed to take place at an earlier point in the design process. It was suggested to members, that a design panel could be established which involved both officers and external groups.
- 10.26 The panel noted that the Mayors Transport Strategy has prompted the reorganisation of local transport services, where work is to become more aligned to new funding streams (corridors, neighbourhoods etc.). The panel and local cycling groups were concerned that this may see the local cycling officer post subsumed in to more generalist work. Whilst felt that some degree of specialism should be retained for expert cycling input in to local traffic schemes and development.
- 10.27 The panel also noted from evidence it received that there were notable inequalities in the uptake of cycling. Data from the cycle demonstration towns indicates that there is a clear correlation between age and cycling where cycling declines with age. Furthermore, cycling is much less common among women than men: just 17% of women sometimes cycle as compared to 29% of men. The panel also heard from other boroughs that cycling take up among black and other minority ethnic groups was low, although there was no substantive data to support this.
- 10.28 The panel heard considerable evidence from a range of informants on how more people could be encouraged to cycle in Haringey. From the evidence submitted by London Cycling Campaign, Hackney Council and local cycling groups it was clear that there were a number of distinct priorities to encourage uptake:
- Reduce traffic volumes
  - Reduce traffic speeds
  - Hazard reduction at junctions (filtered permeability)
  - Reallocation of carriageway
  - Cycle tracks away from roads (connecting green spaces)
- 10.30 The Panel noted the briefing from Cycling England concerning the appointment of a Member Champion for Cycling. The panel thought that this was initiative should be supported within the Council as this would provide leadership for the promotion of cycling in the borough.

## **11. Demand management**



- 11.1 It is widely recognised that demand management techniques, such as parking control, traffic calming and interventions made at the planning level can influence travel behaviour and more specifically, car usage. The following section highlights areas considered by the panel which could encourage local car users to change their travel behaviour,

Traffic calming

- 11.2 Reducing traffic speed is critical to encourage further use of sustainable transport as well as helping to reduce accidents and casualties. The panel heard evidence from Living Streets which underlined how heavy traffic and speeding traffic blights local communities and that traffic calming was a useful tool in helping develop social and community networks. In this context, it was felt that traffic calming measures could help foster community spirit and cohesion.
- 11.3 The panel also heard evidence walking and cycling groups identifying the need to reduce traffic speeds to encourage more people to use more active forms of transport. The panel also noted from visits to other authorities, that traffic calming was an essential process in locking in the benefits of modal shift.
- 11.4 The panel noted that a number of authorities had developed borough wide 20mph speed limits. It was noted that the interim evaluation of the Portsmouth scheme demonstrated a 0.9mph reduction in vehicle speeds city wide, a reduction of 7mph where prior average speeds were above 24mph, a reduction in road accidents and road casualties (13% / 15% respectively).<sup>30</sup>
- 11.5 The panel noted that the current Council policy was that a number of 20 mph zones were in place (n=18) but enforcement processes needed to be in place before the installation of a borough wide 20 MPH speed limit. The panel noted that both Islington and Hackney have a borough wide 20 mph speed limit which was not enforced, though this was expected to help create a cultural change in road usage, to make roads safer, more accessible and more attractive to other less polluting forms of transport and to pedestrians alike.
- 11.6 The panel was pleased to record that the Council was undertaking a number of initiatives to help reduce traffic speed and volume which included 20mph zones, DIY Streets (with Sustrans), Psychological Traffic Calming (the strategic planting of trees to influence driving behaviour) and home zones (developing roads as shared space between cars, pedestrians and other road users. The panel noted that many of these projects were in their infancy and would be assessed for their impact on traffic speeds and volumes.
- 11.7 The panel was keen to understand how these traffic calming measures could accompany a borough wide 20mph speed limit to help reduce traffic speeds and volume. The panel was also mindful of the cost of such projects, and suggested that these projects also be assessed with a view to developing low-cost options for traffic calming, which could for example, be developed within

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<sup>30</sup> Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth DfT / Atkins, (2009)

the Making the Difference Scheme. It was also noted that there may be opportunities to develop some traffic calming schemes (i.e. Psychological Traffic Calming) alongside other Council programmes (i.e. tree planting).

#### Parking policy

- 11.8 The Panel heard evidence which suggested that local parking policy was important tool in influencing travel behaviour. The panel heard evidence from a number of sources (Friends of the Earth, Sustainable Haringey) which noted that the availability of parking was a key determinant of local traffic congestion and broader influence in the uptake of other sustainable modes of travel.
- 11.9 The panel noted that parking policy, including Controlled Parking Zones (CPZ), low parking standards for new developments, charging, use of workplace parking levies can be used to influence travel behaviour. The panel heard that parking policy is clearly an important demand management tool in controlling local traffic congestion and determining choice of transport.
- 11.10 The introduction of Controlled Parking Zones has been shown to influence travel behaviour, particularly inward commutes and local choices of mode of travel.<sup>31</sup> The panel noted that there are currently 13 CPZ in Haringey and more are currently under consultation. The panel supported the principle of local consent for the introduction of CPZ's. It was noted however, that within this approach, CPZ's were established incrementally where there was local demand and consent for their introduction. The panel felt that this approach was very resource intensive and resulted in wide variations in the hours which individual CPZ operated and presented a number of anomalies.
- 11.11 CPZ's and parking policy in general were noted by the panel to be a particular sensitive issue which ultimately required community consent for successful implementation. The panel heard conflicting evidence on approaches to the development of CPZ:
- should CPZ's be allowed to develop incrementally across the borough as local needs demand it and communities agree to their installation or,
  - should CPZ's be developed in a planned and proactive response to broader transport objectives i.e. designating all areas around railway stations to be CPZ?
- 11.12 The panel noted that whilst there is clearly a case for arguing for a borough wide CPZ (as exist in other boroughs), the panel was mindful that the broad application of charges may be unfair. The panel also noted that in many cases, there was strong local opposition to CPZ proposals. The panel was of the view that a more planned approach to the development of CPZ would offer a more strategic oversight to parking policy and traffic management across the borough.
- 11.13 The panel discussed the provision of parking at local shopping centres, its impact on local congestion, its appeal as a shopping destination and the

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<sup>31</sup> Expansion of a Controlled Parking Zone (CPZ) and its Influence on Modal Split: The Case of Edinburgh Rye et al Transportation Planning and Technology 29 (1) 75-89 (2006)

broader impact on the economic vitality of that area. The panel noted that a delicate balance needed to be achieved in meeting these objectives.

- 11.14 The panel heard evidence from the evaluation of the 'stop and shop' scheme in two local shopping centres (Crouch End and Muswell Hill). The main findings from this evaluation were that the parking periods should be extended, that improved signage would be helpful and that there was scope for further pay and display bays in the main shopping areas.
- 11.15 The panel heard that whilst the car was clearly important mode of travel to access local shopping centres, convenient parking and with it large numbers of cars did not necessarily make these areas more attractive area to shop. The panel noted that encouraging people to shop local was an important process in encouraging sustainable transport use. During its visit to Sutton, the panel noted schemes which incentivised residents to shop locally using sustainable transport.
- 11.16 The panel agreed that an area based approach offered the best solution to travel issues at local shopping centres. This approach would offer a holistic assessment of local travel needs and help to provide an integrated transport response. The panel suggested that such an approach should be supported through further local investigation of modes of travel used to access local shopping centres and ways to incentivise local people to use sustainable transport to access local shopping centres.

#### Land Use and Planning

- 11.17 The panel noted that planning and land use in developing sustainable transport options was recognised through national planning guidance: Planning Policy Guidance 13. Planning can shape the nature, level, density and pattern of development which may influence travel and patterns and behaviour. The guidance stipulates that there needs to be
- More sustainable choices for moving people and freight
  - Promoting accessibility of jobs and leisure via public transport, walking and cycling
  - Developing measures that reduce the need to travel (especially by car).
- 11.18 The panel heard evidence from a range of informants which suggested that local land use and planning guidance was a critical factor in influencing use of sustainable modes of transport. Through the Local Development Framework and other planning guidance, the Council could actively shape transport development and influence subsequent travel behaviour.
- 11.19 The recently developed core strategy provides a number of planning policy guidelines which should support economic regeneration, reduce car dependency, combat climate change and improve environmental quality. Proposals will commit the Council to:
- Promote public transport, cycling and walking
  - Integrate transport planning and land use planning to reduce the need to travel
  - Promote improvements to public transport interchanges

- Locate trip generating developments (i.e. supermarkets) in locations with good public transport
- Support measure to influence behavioral change.

11.20 The panel heard evidence to suggest that local planning guidance should be assessed to ascertain how this may help to:

- Reduce the need to travel – promotion of sustainable town centre
- Encourage place led design – where traffic schemes designed on what a place needs rather than how much motor traffic needs to pass through.
- Deter car use – through minimizing parking provision in new development and extension of car free developments

11.21 The panel noted that Supplementary Planning Guidance (SPG) had been developed for Transport (7c) and Travel Plans (7B) to inform local planning and land use decisions. The guidance in these documents reflects national and regional policy objectives (i.e. London Plan) and local policy and land use (e.g. Unitary Development Plan). Guidance is provided on:

- Parking provision at new development
- Cycle standards
- Car free zones

11.22 Given the critical importance of these documents in shaping guiding local planning decisions it was suggested that these be updated to reflect new regional policy and land use (London Plan) and local sustainable transport objectives as specified in the core strategy. This process could be supported further by the provision of members training to help raise the profile of sustainable transport in the planning system.

## **12. Accessibility issues for sustainable transport**

12.1 During the course of the review, evidence was presented to the panel which suggested that the accessibility of sustainable modes of travel by a number of community groups was not proportionate. It has already been noted in the report that take up of sustainable transport (such as cycling) varied by age, gender and ethnicity. Further still, it was clear that some community groups (such as those people with a disability) could not access the main public transport network. The panel indicated that such variations in access should be acknowledged in local transport policy and plans.

12.2 A number of key issues accessibility issues for sustainable transport provision were highlighted to the panel in the evidence it received. These included the need to:

- commission more accessible car club vehicles
- make streets safer for older people through improved lighting and footways repairs
- improve bus timetables to make bus journeys safer for older people
- broaden the appeal of cycling to women, older people and black and other minority ethnic groups
- extend rail and tube access for disabled people
- develop parking options for carers.

- 12.3 The panel heard evidence from representatives of local disability and older peoples groups which highlighted the problems they experienced with door-to-door transport services (i.e. Dial-a-Ride). The panel heard evidence which suggested that local door-to-door transport services (Dial-a-ride, Taxicard, Community Transport and Hospital Transport) were unreliable, can be expensive and were not fully integrated. As this was outside the main scope of the review, it was suggested that this would be an area where further scrutiny involvement would be beneficial.
- 12.4 The panel was keen to ensure that travel advice and travel planning initiatives should not just focus on car users, as other residents in the borough who are not car users or do not have access to a car, may equally benefit from travel advice and information. The panel felt that the mobility of less well off people could be improved which may help to develop access to local services.
- 12.5 The panel noted that an Equalities Impact Assessment will be undertaken on proposals developed within the Local Implementation Plan (local transport strategy). The panel hoped that this would acknowledge disparities in which different community groups have access to modes of sustainable transport and the broader transport network. It was hoped that consultation processes employed in the development of the LIP would encompass representatives from established equality strands to ensure that strategies to improve uptake are developed within the LIOP.
- 12.6 The Overview & Scrutiny Committee noted that the first stop for southbound routes W7 and 144 at Muswell Hill are on a steep hill and that the elderly and mobility impaired have trouble accessing this stop. It was noted that the W7 is also the only direct public transport link to the new Hornsey Central Health Clinic on Park Road N8. There is also no level interchange in Muswell Hill to allow passengers alighting from other bus routes to connect to the W7 and 144 routes. The Committee noted that solution needs to be found to provide level access.
- 12.7 Mobility impaired passengers can also experience difficulties accessing 'Hail and Ride' services and consideration should be given to solutions to make these services more accessible including the possibility of small build-outs into the road to create access points, for example between parked vehicles.

### **13. Finance and value for money**

- 13.1 The panel noted that the Council budget for the transport service in 2009/10 was approximately £10m which was received through a number of funding streams, most notably through Transport for London (about £4.1m), investment from Haringey Council (about £5.7m) and section 106 money (£340k). The panel noted that transport budgets for 2010/2011 are broadly the same.
- 13.2 The panel noted that the public sector financial settlement for 2011/2012 had yet to be agreed, which if consistent with general opinion, a period of financial

constraint or reduction could be expected. Furthermore, it is expected that funding total for London boroughs will face similar pressures which may further limit local transport spends.

- 13.3 In this context, the panel have been mindful to ensure that the recommendations emanating from this review are cost neutral or could be met from existing resources.
- 13.4 The panel noted that the distribution of the overall transport budget as set out below. The panel noted that smarter travel initiatives account for less than 5% of the sustainable travel budget and these projects are exclusively funded through TfL.

<b>Works</b>	<b>Amount (£ 000s)</b>	<b>Funding source</b>
Footways	2,000	Council
Non-principal road resurfacing	800	Council
Principal road resurfacing	435	TfL
Street Lighting	2,000	Council
Road safety improvements	100	Council
Parking schemes	600	Council
Bridges and Highways structure	240	Council
Local Safety Schemes	935	TfL
Cycling schemes	495	TfL
Cycle training and parking	113	TfL
Bus stop accessibility	119	TfL and s106
Bus Priority	605	TfL and s106
Wood Green Town Centre	680	TfL and s106
School Travel Plans	346	TfL
Education, Training and Publicity	25	TfL
Travel Awareness	24	TfL
Environment	70	TfL
Workplace Travel Plans	10	TfL
<b>TOTAL</b>	<b>9,597</b>	

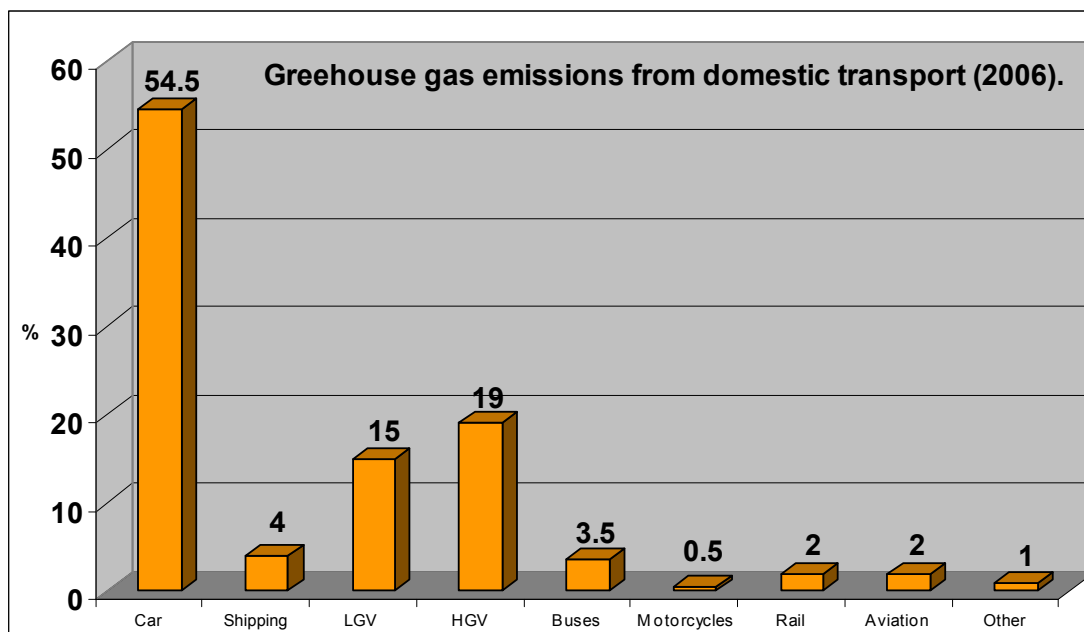
N.B. There is a slight difference due to only major amounts being included

- 13.5 In assessing value for money for the local provision of sustainable transport services, the panel noted that the Council is a low spend authority (the lower quartile) yet performance against key transport indicators performs above levels of investment. The basis for this assessment is:
- Nationally, Haringey is among the lowest quartile in spend on transport (per head)
  - CPA assessment for the environment service (which includes transport) was rated as a 3 (performing well and consistently above average)
  - In terms of performance assessed under Comprehensive performance Assessment (2008)
    - 2 performance indicators above threshold
      - Reducing killed and slightly injured road casualties
      - Reducing slightly injured road casualties
    - 4 performance indicators were between thresholds
      - Condition of non principal roads
      - Percentage of pedestrian crossings with facilities for disabled people

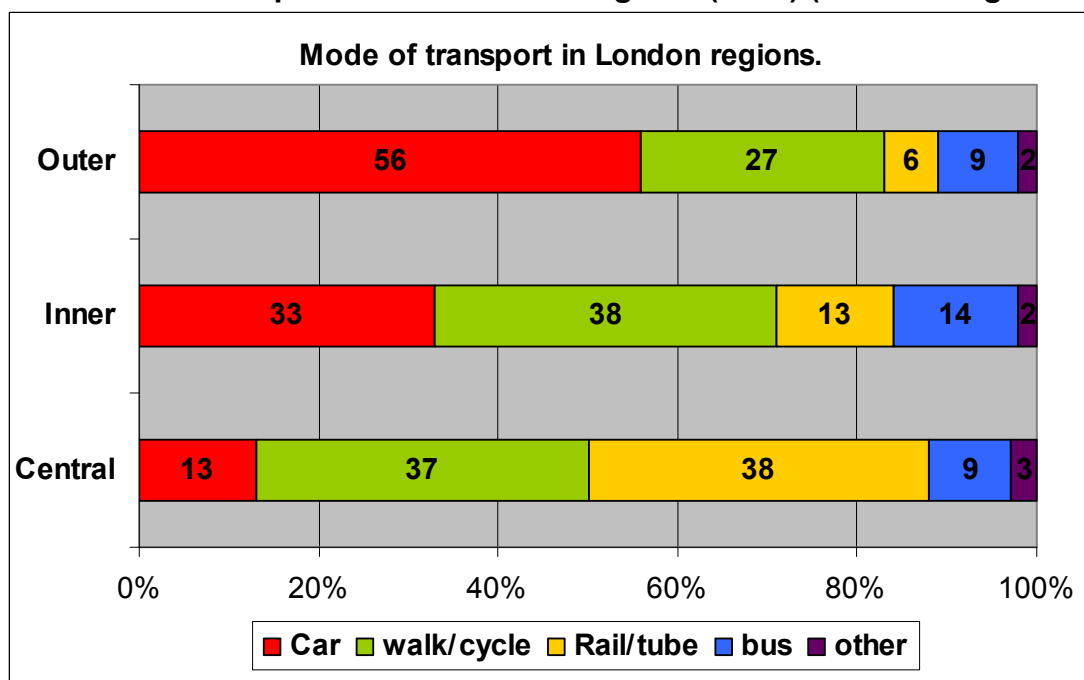
- Condition of surface footways
    - Intervention of Secretary of State (Traffic Management Act)
    - 0 (zero) highways or transport indicators were below the lower threshold.
  - All capital contacts are required to go through the agreed procurement process to help obtain best value for the service.
- 13.6 The panel noted that investment in sustainable transport initiatives represent value for the Council and the broader HSP given the multiple strategic policy objectives that this work supports across the borough. It has been made apparent to the panel (and documented in this report) that work to promote sustainable transport not only helps the Council to achieve modal shift, but also contributes to carbon reduction strategies, improved local air quality, improved health and well being and enhanced community cohesion.
- 13.7 In terms of transport policy, the review received evidence to suggest that smarter travel initiatives offer a cost effective way to achieve sustainable transport goals (in 9.4). Whilst acknowledging that smarter travel initiatives account for a relatively small proportion of overall transport budgets at present, their success would imply that greater consideration of such proposal is given in future investment plans.
- 13.8 A number of opportunities to develop partnership work in the delivery of sustainable transport initiatives have been highlighted within the review (e.g. cycle training in schools, promoting walking and cycling). These provide opportunities to align work programmes and of course, pool resources. At a time of financial constraint, such closer partnership working may help to maintain a strategic overview of sustainable transport provision and help to use scarce resources more effectively.
- 13.9 The panel heard evidence from the independent expert from the University of Westminster who emphasised that financial planning to support smarter travel initiatives should be undertaken over the longer term given that the behaviour change models that underpin this approach are equally long term processes.

## **Appendix A – Figures and charts**

**Figure 1 - National contribution of greenhouse gas emissions from domestic transport use (Towards a sustainable Transport System, DT, 2007).**

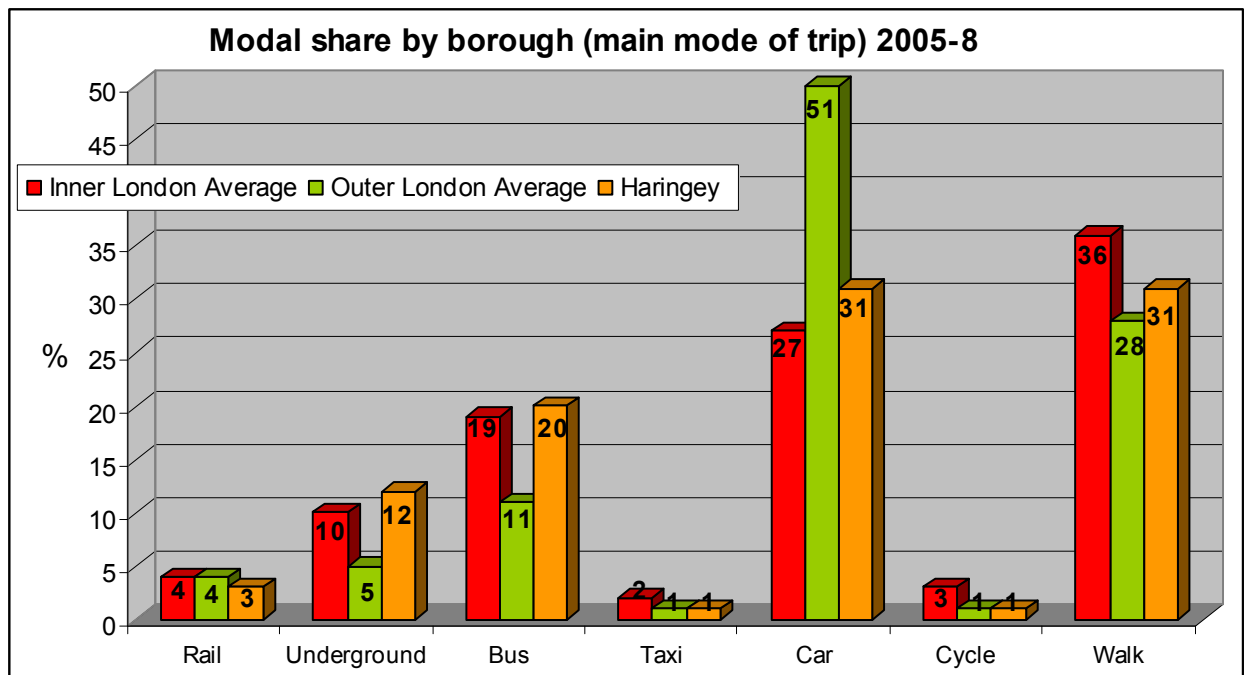


**Figure 2 – Mode of transport across London regions (2008) (source: tfl.gov.uk)**

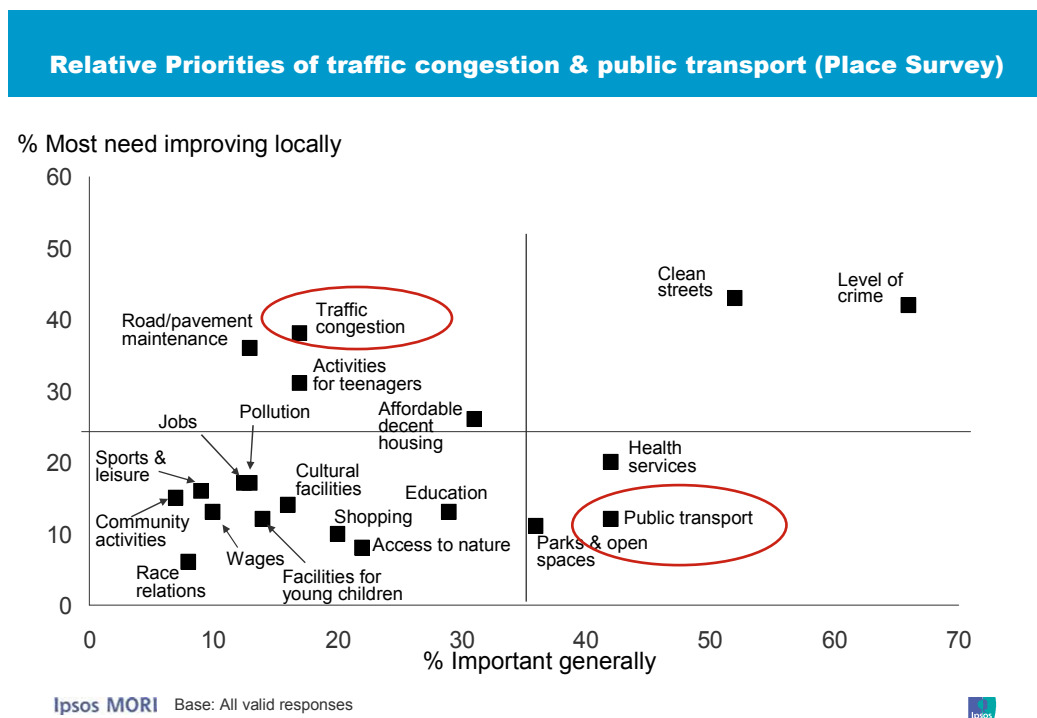




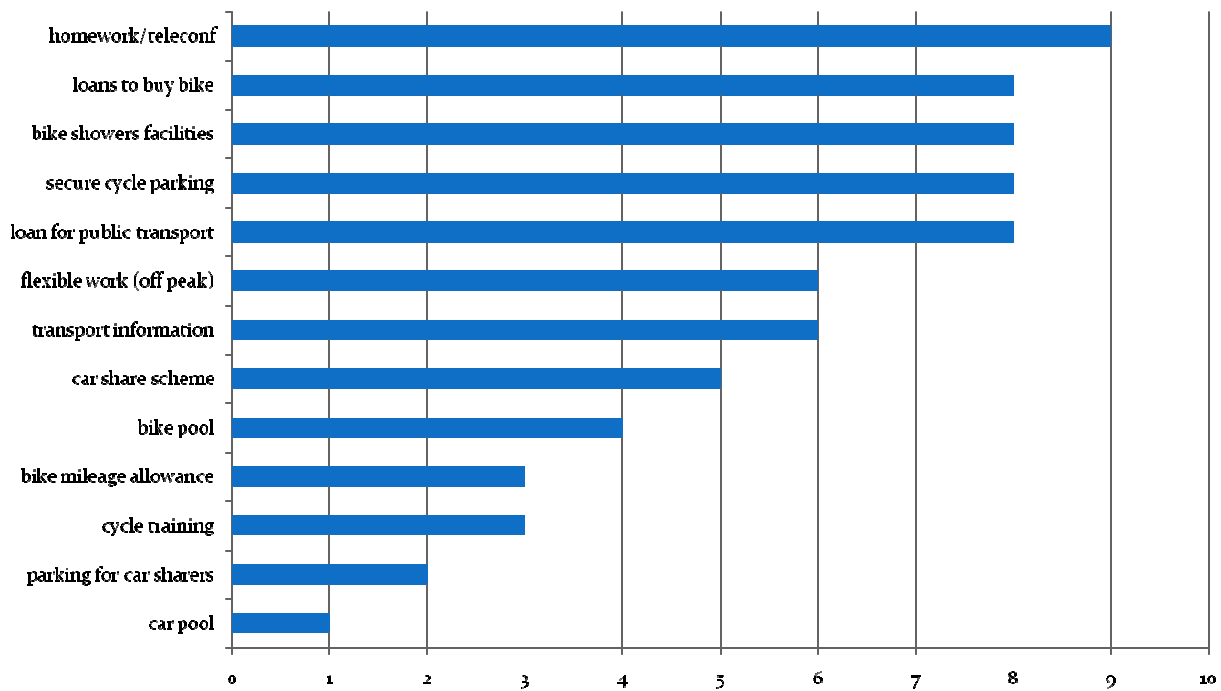
**Figure 3 – Modal share of transport for trips originating in Haringey and other inner and outer London boroughs.**



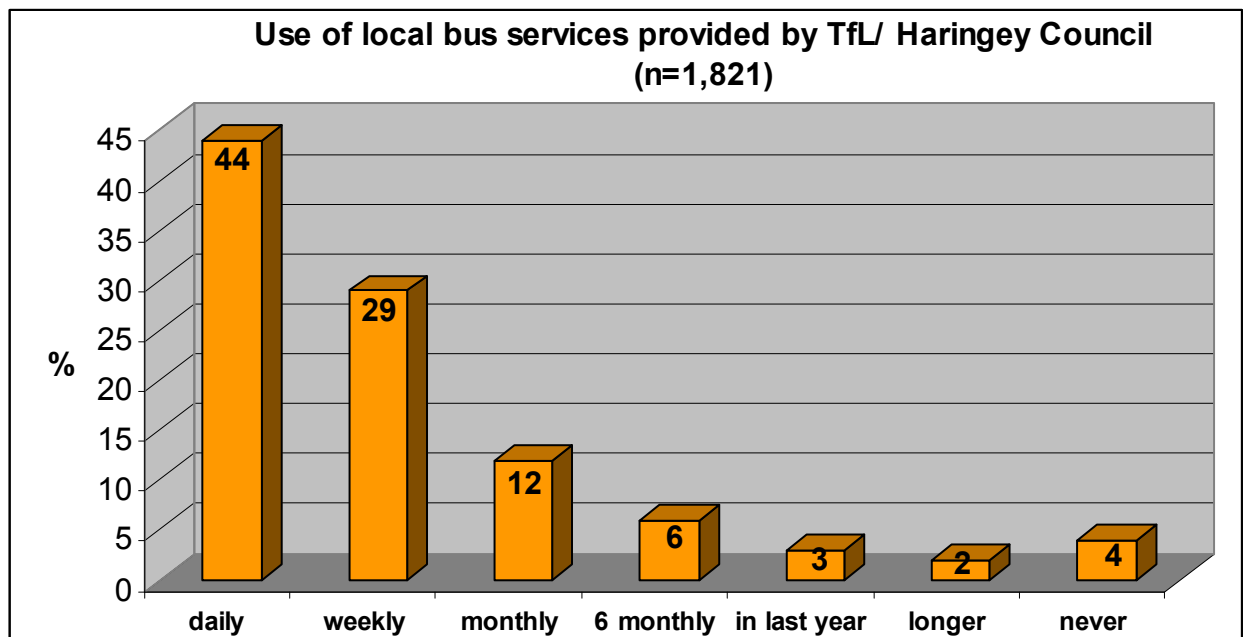
**Figure 4 – Relative priorities of traffic congestion and public transport from the place survey (2008)**



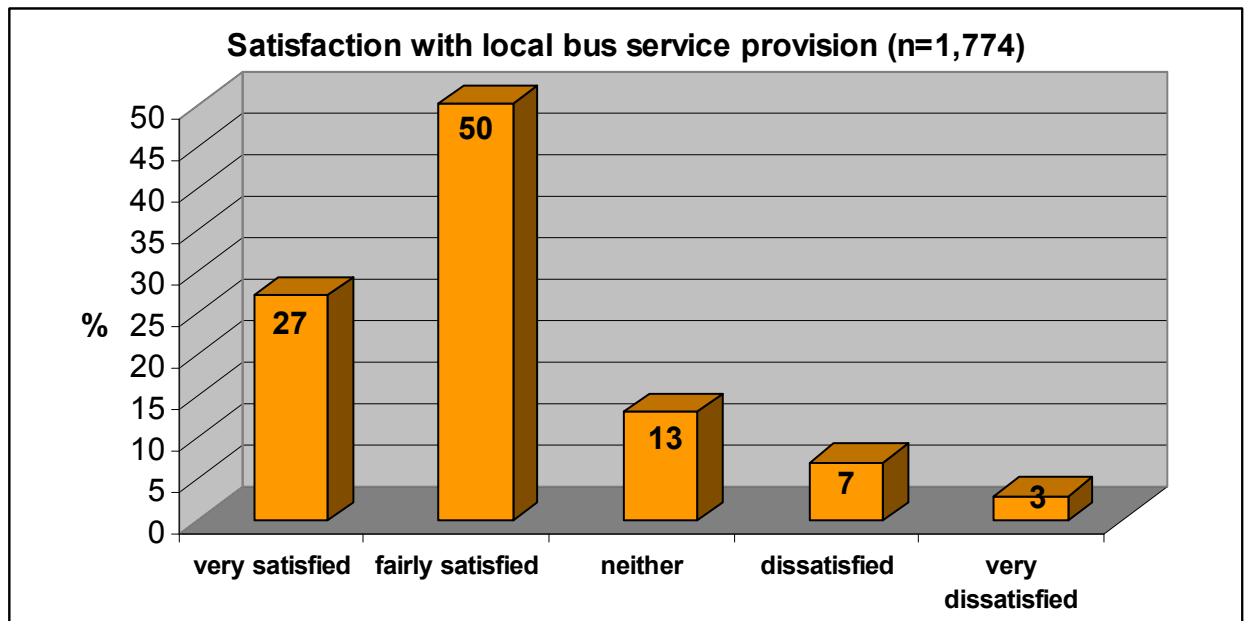
**Figure 5 – Audit of sustainable transport provision within the Haringey Strategic Partnership**



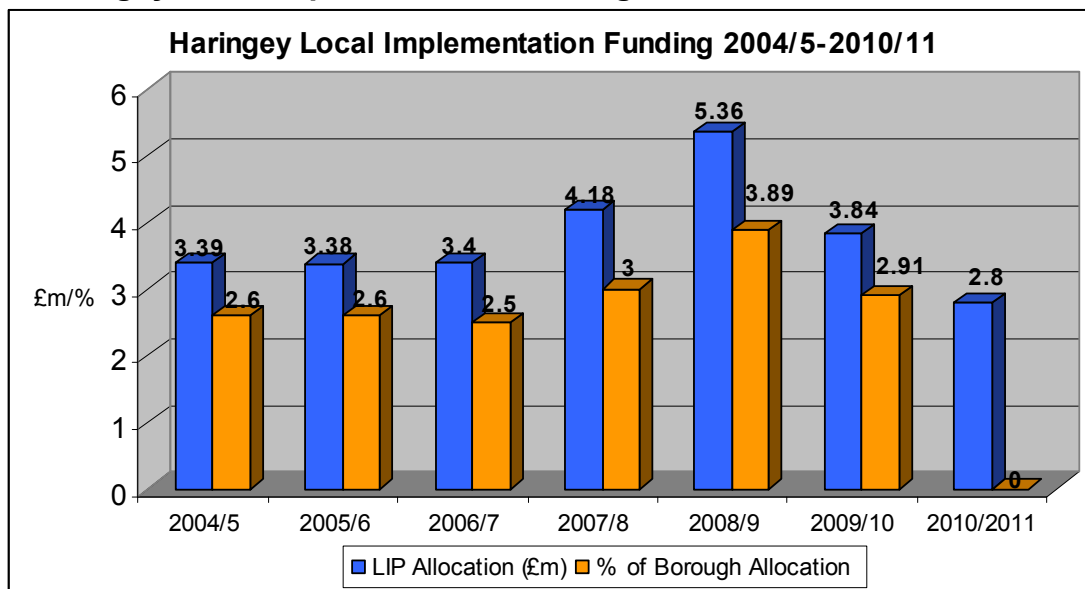
**Figure 6- Haringey residents use of local bus services**



**Figure 7 – Haringey resident's satisfaction with local bus services.**



**Figure 8 - Haringey Local Implementation funding 2004/5 – 2010/11**



## **Appendix B – List of informants to the review process**

- Joan Hancox, Head of Sustainable Transport, Haringey Council
- Alex Grear, Programme Manager, Greenest Borough Strategy, Haringey Council
- Malcolm Smith, Transport Policy, Haringey Council
- Ismail Mohammed, Planning Group Manager, Haringey Council
- David Rowe, Smarter Travel Unit, Transport for London
- Joanne McCartney, Member of Greater London Assembly
- Matt Winfield, Greenways Manager, Sustrans
- Nicola Francis, Travelchoice Team Manager, Peterborough City Council
- Lee Parker, Project Manager, Smarter Travel Sutton, Sutton Council
- Sophie Tyler, Research Fellow, University of Westminster
- Andy Cunningham, Head of Streetscene, Hackney Council
- Oliver Schick, London Cycling Campaign
- Pamela Moffatt, Haringey Disability Forum
- Quentin Given, Friends of the Earth
- Richard Bourn, Campaign for Better Transport
- Tim Bellenger, London Travelwatch
- Chris Barker, Sue Penny & Adam Coffman, Sustainable Haringey/ Haringey Living Streets, Haringey Cycling Campaign
- Duncan Stroud, AD Communications, NHS Haringey
- Tajinder Kaur Nijjar, School Travel Planning, Haringey Council
- Haringey Transport Forum

## Appendix C – Survey of HSP of sustainable transport provision

### **About your organisation**

1. What is the name of your organisation? \_\_\_\_\_
2. Approximately how many people are employed within your organisation (in Haringey)? \_\_\_\_\_
3. Does your organisation have:
 

(i) a carbon reduction strategy	Yes <input type="checkbox"/>	No <input type="checkbox"/>
(ii) sustainable transport strategy	Yes <input type="checkbox"/>	No <input type="checkbox"/>

### **About your staff**

4. (i) Does your organisation have a staff travel plan? Yes ☐ No ☐  
 (ii) If yes, how long has this been set up? \_\_\_\_\_ years
5. (i) Has your organisation audited how your employees travel to work?  
 Yes ☐ No ☐  
 (ii) If yes, what proportion of your employees use private transport to get to work? \_\_\_\_\_ %
6. Do you provide any of the following sustainable transport facilities for staff within your organisation?
 

Interest free loans for annual public transport tickets	<input type="checkbox"/>	Showers/lockers/changing facilities for cyclists	<input type="checkbox"/>
Public transport information to staff	<input type="checkbox"/>	Flexible working arrangements (off peak travel)	<input type="checkbox"/>
Secure cycle parking	<input type="checkbox"/>	Interest free loans for cycle purchase	<input type="checkbox"/>
Staff car sharing scheme	<input type="checkbox"/>	Designated parking for car sharers	<input type="checkbox"/>
Cycle training	<input type="checkbox"/>	Car pool for staff use	<input type="checkbox"/>
Mileage allowance for bicycles	<input type="checkbox"/>	Bike pool for staff use	<input type="checkbox"/>
Teleconferencing / home working	<input type="checkbox"/>	Other (please describe): _____	

### **Fleet vehicles**

7. (i) Does your organisation operate a vehicle fleet?  
 Yes ☐ No ☐ (If no, go to Q11)  
 (ii) If yes, how many? \_\_\_\_\_
8. (i) Does any of your fleet vehicles operate with green fuel technology (e.g. hydrogen fuel cell, electric or hybrid electric, bio-fuels or catalytic reduction systems)?  
 Yes ☐ No ☐  
 (ii) If yes, please describe: \_\_\_\_\_

(iii) If yes, how many? \_\_\_\_\_ (no. of vehicles) \_\_\_\_\_ (% of fleet)

9. Can you describe any other initiatives to reduce emissions from your vehicle fleet in your organisation (i.e. driver training, route planning)?

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10. (i) Does your organisation stipulate any sustainable travel/ green transport specifications with contractors that use fleet vehicles?

Yes ☐ No ☐

(ii) If yes, can you provide a brief description? \_\_\_\_\_

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**Improving sustainable transport in your organisation**

11. How does your organisation encourage people that use your service to use more sustainable modes of travel (i.e. walking, cycling or public transport)?

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12. (i) Have you received any specialist support in developing sustainable transport options for staff or service users within your organisation (i.e. from Transport for London)?

Yes ☐ No ☐

(ii) If yes, can you provide a brief description? \_\_\_\_\_

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13. Would you like any support in developing sustainable transport options within your organisation (i.e. developing staff travel plans, health benefits of active travel, specialist travel planning advice, green fuel technology)?

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14. Additional space is given below for you to provide any further information about sustainable travel provision in your organisation which you feel may be relevant to the review.

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15. **Contact for further information:**

Name: \_\_\_\_\_ Tel: \_\_\_\_\_

**Thank you for completing this audit – please return to:  
Martin Bradford, Overview & Scrutiny, 7<sup>th</sup> Floor River Park House,  
225 High Road, Wood Green. N22 8HQ  
martin.bradford@haringey.gov.uk**

