

Alternatives to individual car use in Lewisham: a scrutiny review

The report of the Sustainable Development Select Committee

January 2008

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SECTION 1

Introduction

- 1 This report is the product of an investigation by the Sustainable Development (Overview and Scrutiny) Select Committee into what services are targeted to promoting alternatives to the individual car use in Lewisham, with a focus on services relating to travel demand management through influencing the travel behaviour of individuals and organisations.
- 2 The first part of the review sought to gain an understanding of travel demand management (TDM) from national and regional policy, the select committee interviewed the head of travel demand management at Transport for London (TfL) and sought an overview of the framework within which Lewisham operates. Here the committee's focus was what was considered best practice in travel demand management elsewhere in the Capital and assessing travel demand management in Lewisham with a view to securing funding for improvements.
- 3 The second part of the review focused on gaining an understanding of the views of people who travel in and around Lewisham; to find out what would it make it easier for them to use public transport, walk and cycle instead of travelling by private car. Here again the focus was on assessing travel demand management in Lewisham with a view to securing improvements and reducing the use of the private car.
- 4 The report provides a brief account of the context of this work, the reasons for undertaking the review, what the select committee's aims were in carrying out the review and its work programme, before setting out the findings, conclusions and recommendations for action and improvement.

Policy Context

- 5 Lewisham Council's actions to promote or encourage alternatives to the private car are guided not only by its own policies (e.g. within its Unitary Development Plan/ emerging Local Development Framework, draft Air Quality Management Action Plan) but also by those of the London Mayor. The London Mayor is required to publish a Transport Strategy for the Capital. Lewisham along with each of the other borough councils is in turn required to prepare a plan (Local Implementation Plan(LIP)) to implement the Strategy within its area.
- 6 The Lewisham LIP (adopted March 2007) begins by highlighting the ten specific Key Transport System Priorities set by the London Mayor's Strategy. The thrust of these is to reduce congestion and improve reliability on the Capital's road network whilst improving the alternatives to the private car, perhaps illustrated by the two Priorities:

- f) Improving journey time reliability for car users, which will particularly benefit outer London where car use dominates, whilst reducing car dependency by increasing travel choice.
 - g) Supporting local transport initiatives, including improved access to town centres and regeneration areas, walking and cycling schemes, Safer Routes to School, road safety improvements, better maintenance of roads and bridges, and improved co-ordination of streetworks.
- 7 The London Mayor with Transport for London (TfL) issued highly prescriptive guidance to the borough councils on the preparation of their LIPs. The guidance reinterpreted the 10 Key Transport System Priorities, drawing from ‘...these priorities, the eight areas for implementation that the Mayor regards as having the highest priority for LIPs. These priority areas for implementation must be reflected in LIPs’.

Those priority areas are:

- I. Improving road safety
- II. Improving bus journey times and reliability
- III. Relieving traffic congestion and improving journey time reliability including the use of travel demand measures. Plans should have regard to the particular traffic conditions in different parts of London
- IV. Improving the working of parking and loading arrangements to provide fair, reasonable and effective enforcement of regulations, recognising the needs of business for servicing and delivery as well as other road users, thus contributing to easing congestion and improving access to town centres and regeneration areas
- V. Improving accessibility and social inclusion on the transport network. Plans should have regard to safety and security for women and vulnerable users
- VI. Encourage walking by improving the street environment, conditions for pedestrians and through the use of travel demand measures
- VII. Encourage cycling by improving conditions for cyclists and through the use of travel demand measures
- VIII. Bring transport infrastructure to a good state of repair

These may appear to some to lessen the emphasis on fostering the alternatives to private car use.

- 8 LIP Chapter 3A outlines the breadth of Lewisham Council’s policy approach emphasising the planning system as a key means of improving access whilst reducing environmental impact. It takes as one example that of the Borough’s town centres and the Sustainable Living Areas designated via the Unitary Development Plan around each Major and District Centre. These centres are hubs on the public transport network and provide a range of services and employment accessible by foot and bike from within the respective Sustainable Living Area. Town Centre Management seeks to sustain the vitality and

viability of the town centres along with Urban Design Frameworks and Development Strategies/Supplementary Planning Guidance aimed at improving the environmental quality within the centres. Within the Sustainable Living Areas, the Unitary Development Plan allows greater flexibility regarding residential density and car parking standards. All these policy levers seek to create and sustain an environment in which a range of local services and public transport are accessible to considerable numbers of people by foot and bike.

- 9 One of the London Mayor's current priorities is the introduction of a cross London Low Emission Zone (LEZ). The Lewisham LIP supports the principle of a London wide LEZ. There will be a phased introduction of the scheme from 4 February 2008 through to January 2012. Different vehicles will be affected over time and increasingly tougher emissions standards will apply. Cars, motorcycles and small vans however are not included in the LEZ and hence the proposal has no implications in relation to individual car use. The LEZ is to be introduced using a 'charging order' akin to that for central London Congestion Charging, with a zero charge for vehicles meeting the required emissions standards. Much of the Council's own fleet currently meets the required initial standard and fleet procurement action is being taken so that the remainder will meet the standards.

Reasons for undertaking the review

- 10 The rationale for this review was chosen by councillors when formulating the sustainable development select committee work programme for 2007-08 following discussions on the priorities for the borough and what the councillors consider to be of local significance and importance. The select committee decided to investigate alternatives to individual car use with a view to reducing carbon emissions and improving air quality in the Borough and reducing the pressure on car parking spaces and wanting to improve health of its residents by encouraging more walking and cycling.

Aims of the review

- 11 The select committee determined the following as the terms of reference for the review:
- i) To build on the findings and recommendations from the Citizens' July carried out in September 2004, conducted to understand the range of public opinion as to where the car should feature in long term transport planning, and to investigate how existing service provision helps promote alternatives to individual car use.
 - ii) To investigate what services are specifically targeted at promoting alternatives to individual car use in Lewisham with a focus on services relating to Travel Demand Management (i.e. influencing the travel behaviour of individuals and organisations).

- iii) Understand the nature of private car use and alternative modes of transport and how Travel Demand Management is being employed in Lewisham and elsewhere to inform and influence travel choice.
- iv) Consider what would make it easier for people to use alternatives to the private car including:
 - Improving conditions for cycling and assessing Lewisham Council's performance in attracting funds from TfL for cycling improvements and plans to spend the funds
 - Reducing the need or demand to own a car specifically investigating how car clubs work successfully
 - Improving provision for pedestrians, including footways and pedestrian crossings on those roads which are not managed by Transport for London and which are the responsibility of the Council, regarding providing crossings and pavements.
- v) Examine the communication and targeted awareness-raising campaign in the Borough.
- vi) Identify specific action that the local authority and / or transport partners might take to promote and improve service provision for alternatives to individual car use and other sustainable modes of transport in general.

Programme of work for the review

- 12 The select committee held five meetings in all, taking extensive written evidence as well as presentations from the Transport for London's Head of Travel Demand Management and Lewisham Council's Head of Transport Division, as well as contributions from other council staff including the Workplace Travel Co-ordinator and the Cycling Implementation Officer. The select committee also held evidence gathering sessions and questioned representatives from Living Streets, Lewisham Cyclists Group and StreetCars – the car club operating in Lewisham.
- 13 Additional evidence was sought by councillors through a variety of means including:
 - attending local community groups and projects with an interest in alternatives to individual car use, to seek the views of local people, groups and other organisations (e.g cycling groups and cycling benchmarking exercise).

- reviewing the Citizens' Jury investigation into 'To what extent the car should fit into Lewisham's future transport plans' carried out in September 2004.
- reviewing the Smart Travel Sutton project carried out to date, which is heralded as good practice in Travel Demand Management and has set itself targets for between 5-10% reduction in Sutton residents' car trips by March 2009.

14 A list of all the sources of evidence considered by the select committee can be found in appendix 2.

SECTION 2

Select committee's findings: Citizens' Jury Investigation

- 15 In very broad terms, the London Mayor's approach is a continuation of a long standing policy approach often referred to as 'carrot and stick'. Restraint measures have been applied to private car use (such as limiting the amount of parking provided at private non-residential developments) to act as the 'stick', with the intention of improving the alternatives to the car to act as the 'carrot' encouraging people out of cars. In September 2004, Lewisham Council hosted a Citizens' Jury investigation into 'To What Extent The Car Should Fit into Lewisham's Future Transport Plans'. Whilst the title suggested a focus on the 'stick' the Jury's investigation, deliberation and recommendations ranged over both sides of the 'carrot and stick' policy equation.
- 16 The Council commissioned the Jury in order to understand the range of public opinion as to where the car should feature in long term transport planning. The Citizens' Jury format enabled participants to examine key facts about issues where there is wide variation in public opinion. It also allowed the participants to have time and opportunity to reflect on their views in an informed way. The intention was to contribute to the Council's understanding of the public's perspectives on transport policy, in particular that relating to the car. The Council wished to better understand the public's attitude to increased or decreased restrictions on car use within the Borough. The Jury deliberation involved the use of a scale to indicate what level of restrictions, if any, should be placed on the car. At the bottom of the scale, there were no restrictions and at the top end there were maximum restrictions. This pendulum scale swung from few to increased restrictions over the course of the Jury. The Jury sat for 2 ½ days and consisted of 15 members of the public, chosen at random using the electoral register and recruited to match the demographic of the local area. An approximately even split was achieved between car owners and non-car owners.
- 17 The jurors heard from a wide range of witnesses including the Society of Motor Manufacturers and Traders, Living Streets (the campaign group for walking), public transport users groups, local businesses, local authorities and Transport for London. Jurors had the opportunity to quiz witnesses and discuss a range of transport issues and solutions.
- 18 The key findings/recommendations to emerge from the Jury included the following:-
- The importance of achieving a workable balance between all road users was a common theme. The majority of jurors identified that currently the balance is too much in favour of the car, and that this should be redressed in the future, so that other users – pedestrians, cyclists, bus users, can benefit.

- The apparent reasonableness and workability of restrictions was a common theme for many drivers within the jury. Applying existing traffic measures in a more flexible way (timed bus lanes, timed bollards etc) emerged as a popular solution, which would help to redress the balance.
- Another key theme was the importance of encouraging the public to make use of alternatives to the car. The need to provide better communication and information to members of the public concerning these alternatives emerged strongly.
- Jurors identified that the issue is about more than transport, such as the attractiveness of an area, about what it's like to live in, about a sense of community – these things all relate to how people feel about getting out of their cars.

19 The results below demonstrate how the Juror's opinions shifted over the course of the Jury. The pendulum scale was used to measure how far the car should be subjugated or given free reign in transport policy. 1 was used to denote the car having free reign, with no restrictions, and 10 was the opposite, with maximum available restrictions throughout for car users (e.g. 20mph, congestion charging, CPZ)

Point on Scale:	1 (Freer)	2	3	4	5	6	7	8	9	10 (Maximum restrictions)
First vote day 1:	1		2	1	4	1	4		1	1
Second vote day 2:	1			4	2	1	1	4	1	1
Third vote day 3:				3	3	2	1		2	4

20 The Citizens' Jury was held at the same time the Lewisham LIP was being drafted. The introduction to the LIP indicates that the document was thus able to take account of the outcome of the Jury, but makes clear that statutorily the LIP is a plan to implement the London Mayor's Transport Strategy. The introduction to the LIP also highlights a key recommendation of the Jury. In answering the question '*What level of freedom/restrictions should be placed on cars in the future transport plans of Lewisham?*' the jury recommended that:

'There should be more restrictions on cars in order to balance the existing situation and for:

- The benefit of future generations
- Better health
- Less stress
- A better quality of life
- Financial reasons (it is cheaper not to use a car)

- A better sense of community
- A better environment

1. Currently there is more priority given to the car and this needs to be addressed.
2. But we need to strike a balance to allow businesses and other essential services to function (home service providers such as plumbers, also medical services).
3. In the future pedestrians and cyclists should take higher priority than the car.
4. We all want freedoms as car users but we accept that restrictions are necessary (i.e. to avoid gridlock).
5. However, restrictions need to be workable and not oppressive.'

21 The Jury made a series of recommendations which were included in the LIP and which the select committee considered.

Select committee findings: Use of the Car and its Alternatives in Lewisham

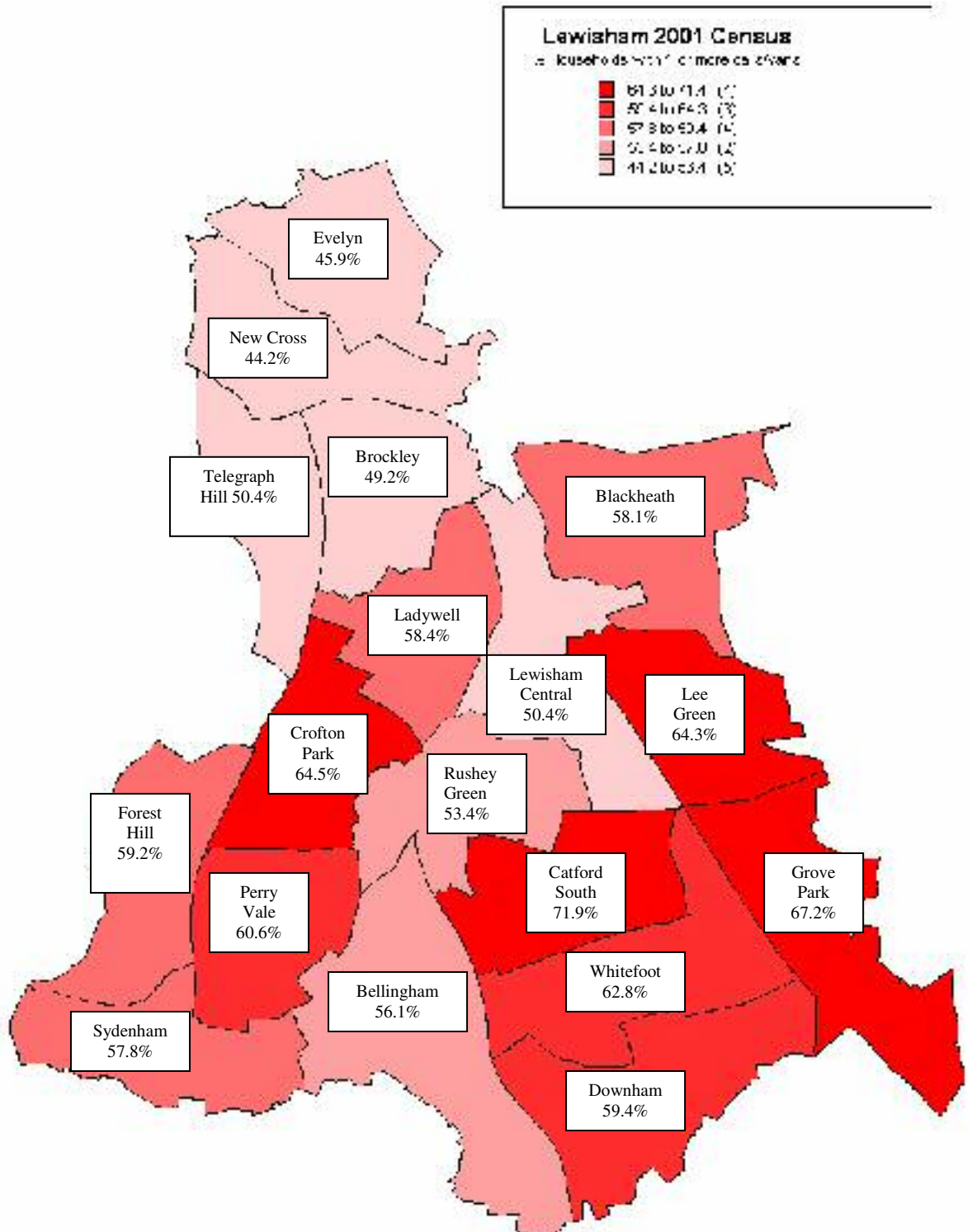
22 Whilst the use of the private car and alternatives to it are often considered from an environmental perspective, the issues straddle all three parts of comprehensive sustainability, namely economic, social and environmental sustainability. Use of the car has important equity implications. Whilst data for the 2001 Population Census are somewhat out of date, the census still provides contextual information on transport in Lewisham and the needs of local residents. It shows that the average proportion of households with access to a car has steadily risen from 42% in 1971, 50% in 1981, 53% in 1991 to just under 57% in 2001. The total number of cars owned by households in Lewisham increased by 12,432 (19%) to 79,270 between the 1991 and 2001 census. There are however, significant variations between different parts of the Borough with ward data ranging from over 50% households without a car [Brockley, Evelyn and New Cross] to under 33% [Catford South and Grove Park].

**Lewisham Wards with Highest Proportion of Households without a Car
(2001 Census)**

<i>WARD</i>	<i>% households without car/ van</i>	<i>Position</i>	<i>Other factors</i>
New Cross	55.8%	Highest	7.6% 16 – 74 year olds unemployed [2nd highest]
Evelyn	54.1%	2 nd highest	8.1% 16 – 74 year olds unemployed [Highest] 916 lone parent households [Highest]
Brockley	50.8%	3 rd highest	6.6% 16 – 74 year olds unemployed [4 th highest]
Lewisham Central	49.6%	Equal 4 th highest	17.1% people with long term limiting illness [4 th highest]
Telegraph Hill	49.6%	Equal 4 th highest	6.9% 16 – 74 year olds unemployed [3rd highest] 723 lone parent households [4 th highest]
Rushey Green	46.6%	5 th highest	16.3% people with long term limiting illness [6 th highest]

- 23 Clearly, not owning a car can be a positive choice, which promotes sustainability. However, given that households without cars will be more dependent on public transport, walking or cycling around the Borough, it is important to understand how this factor correlates with other data. It is also important to recognise that even in households with cars, there may be members of the household dependent on public transport, walking and cycling for some or all of their journeys. The six wards with the highest number of households without a car are also amongst the highest in at least one other factor that could impact on the ability and/or need to move easily around the borough. The census data also reveal a significant difference between car availability amongst households living in social housing and car availability amongst owner-occupiers.
- 24 The majority of Lewisham residents in employment travel to work by public transport, the second most popular mode is the car/van. Due to the nature of the Borough, namely few large employers within it, little penetration by the London Underground network and relatively low car ownership, a large proportion of the Lewisham population are reliant on national rail for the journey to work. A greater proportion (29%) of Lewisham's working population use national rail for their journey to work than any other London borough.

Percentage of Households with One or More Cars



Select committee findings: Travel Planning

- 25 The Council is working on two fronts with organisations to help them encourage access by means other than the private car. It is working with employers and with schools to develop and support the implementation of Travel Plans.
- 26 The Council is the largest employer in the borough. By taking action itself it can have an important direct effect, and lead by example. It has an important role in setting an example of best practice to other organisations of developing a robust Travel Plan and taking effective action to:
- reduce their employee's and visitor's need to travel and their reliance on cars for the journey to and from work; and
 - choose sustainable modes for business travel.
- 27 The Council's Travel Plan sets out the issues for staff and elected members to question their need to travel and to consider all options before making a journey to work and in the course of their business. It contains a programme of initiatives and facilities to promote, educate and encourage staff to change their travel habits to more sustainable modes of transport. Staff travel is surveyed every 2 years with the next survey due this year. The first two surveys revealed that the implementation of the Travel Plan resulted in a 12% reduction in single car occupancy journeys by Council staff and 14% drop in car use between 2003 and 2005.
- 28 The Council's Workplace Travel Coordinator works in partnership with organisations to promote and develop voluntary Workplace Travel Plans and has been particularly successful working with Lewisham Hospital, the second largest employer in the Borough. In the 2007 London Sustainable Transport Awards, the Council's Workplace Travel Plan Coordinator was short listed for the Borough Travel Awareness Award for the second year running, and the Council received the award for Best Borough Travel Plan.
- 29 The Council is similarly working with schools to develop, implement and monitor Travel Plans. So far Travel Plans have been put in place by 42 of the 71 primary schools; 4 of the 14 secondary schools and 2 of the 5 special schools in the Borough. The aim of the School Travel Plan programme is to reduce the number of car journeys to and from schools and to increase the number of people choosing healthier and more sustainable 'active travel' options such as walking and cycling. In conjunction with this, safety forms a significant component as walking and cycling routes around school sites are often developed to make these modes of travel safer.

Select committee findings: Encourage Walking

- 30 Whether or not someone chooses to make a journey on foot is dependent on a host of factors, something picked up by the Citizens' Jury. The Council seeks to encourage walking in part via 'education' and 'information giving'. A main element is the support and encouragement the Council gives to the annual Lewisham Walking Festival (highlighted in the London Mayor's Walking Plan for London). It also works with the Primary Care Trust and Lewisham Healthy Walks to promote walking as part of an active lifestyle. It actively supports and promotes the Green Chain Walk providing funding towards coordination and the annual Green Chain Walking Festival. It also publishes a Walking Map.
- 31 The LIP points out that when taking action to make the Borough more walkable, the Council is guided by the '5 Cs', namely creating routes and a general walking environment that are:
- Connected
 - Convivial
 - Conspicuous
 - Comfortable
 - Convenient
- The Policy Context section to this report touched on the action being taken via the planning system to improve the quality of the public realm. In addition, the Council has expended £8million renewing 40.1 miles of footway between 2000/01 and 2006/07. It has introduced eighteen 20 mph zones covering 136 miles of street and introduced some 200 street trees over the last three years in conjunction with 20 mph zones.

Select committee findings: Encourage Cycling

- 32 As with 'walking', the Council's actions to support and encourage 'cycling' are on the two broad fronts of education/training and changing the street environment. The Council offers cycle training to National Standards Level 1 to every primary school in the Borough and presently Level 2 training is offered out of school hours and at holiday time. It is also offering a new 2hour one-to-one training session with adults, tailored to meet individual needs. The Council takes additional opportunities (such as the Tour de France in 2007, National Bike Week etc) to further promote cycling. The Council publishes its own map and guide to cycling in the Borough. In order to make cycling safer and more convenient, the Council is developing and improving a network of cycle routes. Its efforts are focussed on the London Cycle Network Plus (LCN+) a core network for the Capital, the London Mayor's completion target being 2010. All on street cycle parking has been audited recently. The location and details of cycle parking in the Borough are shortly to be placed on the Council website and the Council has a programme (funded by TfL) of improving cycle parking at stations and other key destinations. The creation of a dedicated Cycle

Officer post has meant that the Council has been able to both deliver more and to draw in more funding from TfL, rising from around £300,000 in 2005/6 to over £1million in 2006/7 and an anticipated similar total for 2007/08.

Select committee findings: Car Restraint and Car Sharing

- 33 Controlled parking is introduced within those areas where there is shown to be support. Parking controls have the effect of restraining car commuting and informal park-and-ride, and limiting on street parking capacity to that which the street can safely accommodate. It has the added benefit of supporting car free housing allowing the Council to ensure that car parking is not displaced from such developments onto the street. As well as encouraging car free development, the Council is also promoting car clubs as part of new developments and more generally. At the time of this report Streetcar has 8 shared 'car club' cars stationed within the Borough, 6 in Council car parks. Car clubs allow members to hire cars by the hour at relatively low cost. The lesson from Germany (where such clubs have been running for much longer than here) is that whilst the clubs broaden access to cars, car use drops as people are relieved of the need to own a car and use alternatives to the car more frequently.

Select committee findings: Bus Use

- 34 London's over ground and underground rail networks are becoming increasingly congested. It is however on the Capital's street network where there is potential / latent capacity. Hence the London Mayor made improving the bus system as one of his main priorities. The Council is able to support this by working to generally restrain car traffic by:
- managing the supply of off-street parking via the planning system (backed up with on-street parking controls) and
 - working through the London Bus Priority Network partnership to reallocate capacity from the relatively inefficient private car to buses and cycles through the creation of bus lanes etc.

Select committee findings: Promoting Rail Investment

- 35 The Council was successful in promoting the extension of the Docklands Light Railway (DLR) to Lewisham and phase one of the East London Line Extension (ELLX). It continues to promote phase 2 of the ELLX . Works are starting this year to increase the capacity of the DLR.

The Broad Effects

- 36 For one day each year, the Council counts the numbers of vehicles crossing the rail line which runs up the Borough near to its western edge. This provides useful trend data. These data indicate a declining

trend in motor vehicle numbers for the late 1990's to early 2000's with some suggestion of stabilisation more recently. The following are data previously analysed for other purposes so deal with all motor traffic not just cars, but cars make up the majority of those motor vehicles.

**Western Screen Line Traffic Counts. All Ten Sites Within Lewisham
12 hr 2-way traffic flows (excl pedal cycles)**

1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
186,853	185,861	195,139	161,162	167,755	146,971	151,044	153,511	131,144	154,005

Gross Reduction Comparing 1997 with -	2003	2004	2005	2006
	- 19.2%	- 17.8%	- 29.8%	-17.6

**Western Screen Line Traffic Counts. All Ten Sites Within Lewisham
12 hr 2-way traffic flows (excl pedal cycles) –
Adjusted Biennial Moving Average**

1997/98	1998/99	1999/ 2000	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6
186,357	190,500	178,150	164,458	157,363	149,007	152,277	142,327	142,575

% Annual Change	+ 2.2	- 6.5	- 7.7	- 4.3	- 5.3	+ 2.2	- 6.5	+ 0.2
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Net Adjusted Reduction Comparing 1997/98 with -	2002/3	2003/4	2004/5	2005/6
	- 20%	- 18.3%	- 23.5%	- 23.5%

- 37 Transport for London, in an analysis of 'Traffic Levels on Major Roads in Greater London 1993 – 2004' (RNPR Traffic Note 1, November 2005) found a similar declining trend in traffic levels on the Borough's major roads between the mid/late 1990s and the middle of this decade. They found a drop in traffic of 4.3% between 2003 and 2004 and a 7.9% drop comparing 2004 with the 1994-1999 average.

- 38 The analyses currently to hand (LIP Chapter 9) suggest an opposing trend for cycle numbers crossing the rail line / notional screen line in the first half of this decade, with cycles numbers having increased.

**Western Screen Line Traffic Counts.
Percentage Changes in Cycle Flows, 2001-2004**

Year	12-Hr Flows	
	Flow	%
2001	1605	-
2002	1473	-8
2003	1822	+14
2004	2197	+37
2002-2004 Average	1831	+14

**Western Screen Line Traffic Counts.
Cycles as a Percentage of Total Traffic, 2001-2004**

Year	12-Hour Flows
2001	0.9
2002	1.0
2003	1.2
2004	1.4
Average % (2002-2004)	1.2 (+0.3)

Select committee findings: Travel Demand Management in Lewisham

- 39 The Council has a multifaceted approach to reduce the need to travel and encourage a shift to more sustainable transport. The approach addresses the need to travel and all aspects of the journey (including the environment, route, accessibility) and includes travel awareness campaigning to promote the social, economic, health and environmental benefits. The information below focuses on latter 'softer' promotional measures.

The Broad Approach

- 40 Lewisham Council's approach includes:

- Planning policies:

- directing larger (greater journey-attracting development) to areas of the Borough with the highest public transport accessibility levels;
- limiting the amount of car parking at new development;
- requiring developers to enter into 'car reduced' planning agreements for residential development in certain circumstances (and emerging policy encouraging car free housing).
- Extensive traffic calming and 20 mph zones
- Examining and implementing cycle improvements such as access for cycles in one-way streets, Sinusoidal humps on cycle routes, channels for bridges and dropped kerbs.
- The introduction of the bus lane scheme in shopping area of the High Street has resulted in reduction of up to 10,000 vehicles a week, improving the environment for pedestrians and safety.
- Street lighting replacement programme across the borough financed through PFI in partnership with Croydon

Cycling

- 41 Lewisham supports the implementation of the London Cycle Network as part of a strategy by all 33 London Local Authorities for a sustainable integrated transport system across London. The aim is to provide a network of safe, convenient and conspicuous cycle routes linking residential areas with all the major centres of employment, retailing, leisure and transport across the capital. Over the last two years £2m has been spent on the London Cycle Network infrastructure. Routes will be suitable for use by cyclists of all age groups and provide both for longer distance journeys across London as well as parts of local journeys.
- 42 A cycle parking audit has been undertaken and some cycle parking has been installed at shop parades, libraries, amenity centres and stations, with improved cycle marking and signage across the borough. Lewisham Council's road safety team is offering free on road cycle training for children and adults. This training equips cyclists to cycle with confidence, raises awareness and reduces the risk of accidents. This training has proved popular with Lewisham staff. Cycle training has been advertised, albeit not widely because 2007 was the first season and the transport division was not experienced enough to equate the expenditure in relation to the numbers they were able to train, with some people needing more coaching and training than others. The experience from 2007 has provided an awareness of the numbers that can be trained for the allocated expenditure. The remit for 2008 will be to expand advertising to the wider community as much as the funding will allow.
- 43 A new cycle route map has been produced and distributed across the borough and is available at all travel awareness events.

Walking

- 44 Lewisham Walking Forum in partnership with council departments, PCT and voluntary sector organise an annual Walking Festival. 2007 was the fifth year with over 100 walks throughout a two week programme in May. The profile and participation of the festival is growing each year.
- 45 Lewisham is one of five boroughs that contributes to the funding for the South East London Green Chain project. The route runs from Bexley to Bromley, with over 40 miles of signposted footpaths linking 300 open spaces. There is an annual festival one week in September.
- 46 Improvements have been carried out to paths in parks which are used as green corridors for walking and cycling routes. Lewisham has eight parks with Green Flag Award status. A Lewisham walking map is available and distributed at events which shows the walking routes.
- 47 The council works with the PCT to promote a Healthy Walks programme in parks across the borough. There are currently 8 weekly walks.

Cars

- 48 There are 42.8% of households in Lewisham without access to a car or van, compared to an average of 37.5% in London.
- 49 The Council introduced car club spaces in Lewisham in August 2006 initially providing four off-street car parking spaces strategically placed near or very close to the borough's railways stations and public transport. Lewisham resident membership has now increased to 330 and due to demand the car parking space provision has now increased to eight spaces, in various parts of the borough. The current parking provision is allocated in central Lewisham, (near to Lewisham Station & DLR) Ladywell, Blackheath Station, Giffin Street (nr. Deptford Stn), Thomas Lane (Catford), Perry Vale (Forest Hill Station). These are dedicated car parking spaces for car club vehicles. These vehicles provide a great alternative to vehicle ownership and can be particularly effective at reducing the two vehicle household to one vehicle. Introducing car club spaces on street and increasing their availability to residents will enhance our efforts at reducing vehicle ownership in Lewisham.
- 50 Car clubs offer self-service cars for rent by the hour, day, week or month. The vehicles can be booked for as little as 30 minutes or as long as 6 months. They are reserved online or by phone, and can be collected and returned 24/7 using a high-tech smartcard and your unique PIN number. Usage charges are based on how long you have the car, and how far you drive, customers are billed monthly. There is no cost to the council in the provision of these bays in car parks.

- 51 The Council is currently considering providing on-street parking spaces for car club vehicles in residential areas where off street parking is not available. Traffic Orders are being organised and implementation should take place before the end of 2007/08 for two on-street parking bays in Elmira Street and Lewisham Hill. To do this effectively, a parking bay designated for specific car club use 24/7, must be provided to ensure vehicles can be easily located/collected by the next customer. There would be a cost to the Council for the provision of such a parking place. However, these costs can reduce significantly when implementing or reviewing parking controls on an area wide basis. Implementing such bays should only be done with a high degree of local support as the provision of these bays will remove the use of kerb side parking space for any other vehicle. This can cause resentment in areas where demand for kerbside parking is high. It is the intention of the transport division to include the option for provision, in its next round of consultation documents. Where we have localised majority in favour and the location is acceptable to the car club, a bay will be introduced. It is worth noting that if a car club vehicle is under utilised within a given area, the car club will remove the facility and the council will incur a cost of changing the provision or removing the parking bay completely. It is therefore more likely to be successful if local people are in support.

Public Transport

- 52 The borough has good public transport links including 20 railways stations, 3 stations on DLR and 42 bus routes. Using data from 2001 census 51.4% of residents use public transport to travel to work compared with the London figure of 42.1%. Table below shows breakdown of all travel modes.

Travel to Work (2001 Census)	Lewisham %	London %
Travel to work		
Work mainly at home	7.3%	8.6%
Underground, Metro, Light rail	8.8%	18.8%
Train	28.8%	12.2%
Bus	13.8%	11.1%
Motorcycle, scooter	1.4%	1.4%
Driving a car or van	28.7%	33.5%

- 53 The Council works through the London Bus Priority Network partnership to improve bus journey time and reliability and has a programme of bus stop accessibility. Capacity improvements planned for DLR; and extending the East London Line south of New Cross Gate is underway after campaigning and encouragement by the Council.

The 'Softer' Measures within the Broad Approach

Travel Awareness

- 54 A programme of events is organised following the TFL travel awareness event programme calendar which incorporates campaigns such as Bike Week and Car Free Day. Local community events are also supported e.g. Peoples Day.
- 55 A free community "Get Cycling" event organised in Bike Week in June 2006 and 2007 to raise awareness of cycling. The event included cycling roadshow for people to try-out cycling; a demonstration by a stunt bike display team; mechanics to carry out repairs to bikes; information and merchandising given away.
- 56 To celebrate the Tour de France coming through the borough a similar event took place on 8th July in Deptford. Promotion prior to the race with the TFL Tour de France roadshow in schools and at community events e.g. Forest Hill Day and Lewisham Town Centre.
- 57 Participation and support the Annual Walking Festival in May each year and the Green Chain Festival (see Walking above). Promote walking in workplaces by organising step-counter challenge over a four week period for teams of six people. Prizes awarded to the teams who increase the amount they walk overall.
- 58 Work with organisations to arrange and administer events including walk-to-work and cycle-to-work breakfasts; Dr Bike mechanics to carry out minor repairs to bikes; organise cycle maintenance classes.
- 59 To raise awareness of safer travel at night, 30,000 chewing gum wrapper packs were produced to advertise the Cabwise "Text HOME" service. They were distributed to pubs, clubs and restaurants across the borough. The borough officer gave a speech at the launch of Cabwise in December 2006 about the conception and implementation of the project.

Council Staff Travel Strategy

- 60 The Staff Travel Strategy contains a five year programme of policies, measures and initiatives to encourage staff to use sustainable modes of transport when travelling to and from work. The Strategy will help the Council meet targets in line with the Mayor for London's Transport Strategy and will also aid the Council in delivering its environmental policies and air quality targets by reducing pollution, easing congestion and promoting a healthier lifestyle.
- 61 After the council's extensive review of essential car user status, parking charges were introduced to all staff that did not meet the new essential car user criteria. The parking charges were introduced in 2004, initially

at a concessionary rate to the normal business rate that applies across Lewisham. The strategy was to remove the concession over a three year period until the charges were brought into line with normal business rate parking charge. The latest increase was introduced in October 2007 bringing staff parking charges in line with the normal business rate for Lewisham.

- 62 Staff Travel Surveys were conducted in 2003, 2005 and the latest in 2007. Results from the initial survey concluded that 51% of staff travelled to work by car as a single occupant. Results from the latest survey show a 13% increase from the initial 2003 survey.
- 63 The money raised from staff car parking charges is ring fenced and used to improve facilities for staff such as cycling parking shelters and improved shower facilities both at the Catford complex and at Wearside. The cycling parking shelters have been so popular at Wearside, car parking spaces have been removed to make way for a second cycle parking facility.
- 64 A pilot scheme using pool bikes for staff whilst undertaking their normal work duties has been carried out in housing. This has proved successful and will be rolled out across other services. The pilot scheme highlighted the need to introduce a staff cyclist forum where issues can be raised and discussed to encourage more staff to consider cycling not only to work but within the course of their duties.
- 65 These innovative measures and the development of a staff travel strategy has resulted in Lewisham Council receiving the 2007 Sustainable Transport Award for the Best Council Travel Plan.

Workplace Travel Plans

- 66 To raise awareness and give information a Workplace Travel Plans (WTP) conference was held for businesses in the borough in July 2007. Funding and support is available from SELTrans for organisations who develop and implement a voluntary travel plan. TFL have launched a new scheme called Enterprise for organisations who employ between 20-250 staff. This scheme offers resources and information tailored to the organisation's particular travel mode it wishes to increase e.g. cycling – pack includes cycle route maps, puncture repair kit, drinking bottle. The borough officer will work with staff in organisations to promote travel awareness through events such as walk to work breakfasts.
- 67 In Lewisham investigative work has been carried out to identify and target geographical clusters of organisations who are suitable for developing a travel plan network. This project is still in its infancy but with funding from TFL will become established by 2009.

School Travel Plans

- 68 The DfES has provided funding for a Lewisham School Travel Plan Officer until March 2010 to work with schools to develop, implement and review their school travel plan (STP). The national target is for 100% of schools to have a STP in place by 2009. Lewisham has been working towards these targets, achieving 51% of all Lewisham Schools having an approved STP by March 2007. The table below shows progress to date.

	2004/05	2005/06	2006/07	2007/08	2008/09
Schools with approved STP	16 17%	24 43%	7 51%		
Projected				21 74%	24 100%

- 69 Additional funding is available from Transport for London to enable schools to implement their travel plans and raise awareness of sustainable transport. In March 2007 the Quantum Theatre Company visited five primary schools in the borough and performed "What if it Rains" to 1600 children. This is a new play raising awareness of the environmental and health benefits of walking to school.
- 70 An interactive cycling roadshow visited six primary schools enabling 1500 children to participate in bike try-out sessions, and to learn about cycle maintenance and safety. With the Tour de France departing from London in July 2007 TFL organised a campaign to promote cycling for leisure and travel. The Tour de France Schools Roadshow attended the borough on 15th March 2007 and was visited by 10 schools 720 pupils. The show included information on the history of the race, the route, the teams and general cycling information. TFL also funded 7 primary schools to visit Herne Hill Velodrome in June 2007 where pupils learned about the history of cycling and had the opportunity to try different bikes.
- 71 Between April 2006 and March 2007 the Road Safety Team carried out cycle training with 429 children to National Standard levels 1/2. To increase participation in level 2 a new combined course is available to all schools which will mean more pupils achieving the level 2 standard allowing them to cycle on road.
- 72 The Walk Once a Week (WOW) scheme has been actively promoted to all primary schools in the borough to increase the number of pupils regularly walking to school. WOW encourages parents and pupils to walk to school at least once a week for a calendar month and are rewarded with a collectable badge. The number of schools participating in WOW has increased from 8 in September 2006 (2320 pupils) to 32 in May 2007 (10378 pupils).

- 73 The first Lewisham STP Conference was held in March 2007 with 30 representatives from schools across the borough attending.

Select committee findings: Living streets

- 74 Living Streets (formerly known as the Pedestrians' Association), is a campaigning charity which works to encourage more people to walk and to ensure our streets and towns enable people to do that.

Work areas of Living Streets

- 75 Currently running two major campaigns: 'Walk to School' – includes walk to school month in October and 'Walk to work'.
- 76 It was noted that transitions in terms of behaviour occurs where most primary school children walk to school, when it comes to secondary school most travel by bus or car.
- 77 Living Streets receive TfL funding and lottery funding to encourage people to walk more. The organisation is interested in the built environment, including issues of lighting etc to improve the pedestrian environment. They also have a project looking at pedestrian crossings and Living Streets is widening its parameters to looking at the use of bus lanes.
- 78 Living Streets is currently calling for 20mph speed limits in residential areas. They would want this to be the default speed and for speed cameras to reinforce it.
- 79 The organisation is looking to change the way people perceive streets, make roads less geared to car use, for example by removing central white lines, this would slow traffic down.
- 80 It was noted that both pedestrians and cyclists are keen to see lower speed limits in built-up, residential areas. Crucially there is a need for a mix of both enforcement and education campaigns regarding cyclists on pavements and Living Streets believe there is a need to make cycling safer.

Living Streets Wish-list

- 1) Want to see much wider application of 20mph for residential roads – potential to pilot locally, Southwark have done substantial work to introduce more 20mph roads. Living Streets is also Lobbying TfL and the Mayor for London. Need to combine the implementation of 20mph with an education campaign. By increasing the use of time over distance cameras this has seen a reduction in speed limits to 30pmh, would like to see the same for 20mph.
- 2) Want to achieve a change in social attitudes - Highlighted the British social attitudes survey where drivers are aware of the impact

regarding road safety and greener issues and do not necessarily want to drive. For example, Ikea's entire market was based upon the car, they are recognising that is not the future and are now looking to open in-town stores and increase home delivery.

- 3) remove central white lines from residential roads which slows traffic down.
- 4) Fewer car journeys – recognising that there are the same number of cars but fewer journeys made. Car ownership has gone down in London whereas elsewhere in the UK it has gone up.

81 Examples of local schemes given:

- 1) Kensington flagship example where they have removed the guard rails at crossings which make cars more aware of the pedestrians.
- 2) Sustrans DIY Streets project which has provided small scale interventions such as planters on entrances to residential streets which slow drivers down. Trees and the perception of pavements have an effect on driving, easy drive roads make drivers drive at speeds higher than they should. Where there are trees, drivers are likely to be much more aware of their surroundings and there are more likely to be pedestrians.
- 3) Block paving reduces speed by 5mph plus raised tables.

82 Lewisham context:

- Guard railing removed in Blackheath and Lee Green, seek to do the same in Sydenham.
- 20mph zones – TfL pay funding for accident reduction schemes. In Lewisham have already achieved 40% reduction in road accidents.
- Complaints have been received from residents regarding speed humps.
- Lack of evidence as to whether speed restriction signs alone has any impact and there is an issue of lack of funding for the implementation of average speed cameras.
- Need for a balanced approach for the introduction of 20mph zones in Lewisham.
- Cyclists should be given the choice to ride on the road or pavement.
- Supportive of home delivery principle, but need to think about delivering in the evenings and weekends to be more flexible.
- Block paving can be an issue for wheelchair users and blind people, there is an issue around choice of surface. RNIB have raised concerns of the need for kerbs to navigate and problems with relying on eye contact between the driver and the pedestrian.
- The Manual of Streets document has replaced the hierarchy of use of roads.
- Junctions radii designed in Victorian era, in the Manual for streets the tighter radii at junctions slow down vehicles and tend to make them give way to pedestrians as opposed to the classic modern junction which has much wider throat and pedestrians tend to give way to cars.

Select committee findings: StreetCar car club

- 83 Streetcar offers self-service cars and vans for rent by the hour, day, week or month. The vehicles are parked in a dense network of dedicated spaces in several UK cities and can be booked for as little as 30 minutes or as long as 6 months. The fleet of vehicles can be reserved online or by phone, and can be collected and returned 24/7 using a smartcard and a PIN number. Usage charges are based on how long a member has the car, and how far they drive and are billed once per month.
- 84 Streetcar is convenient for people who, 95% of the time, use alternatives to car journeys. Streetcar needs to be careful not to encourage car use where people didn't use cars before.
- 85 For it to work there is a need for a pool of cars to draw from in a particular area. 30 members to 1 car are felt to be maximum capacity and that is what is being run in Lewisham currently. Keeping it viable is about providing the availability and proximity to members' homes.
- 86 In Islington there are 68 parking bays on-street for Streetcar vehicles.
- 87 Streetcar and car clubs were explained to be part of the solution in reducing the real number of cars on roads.
- 88 Lewisham context:
- Streetcar cars are currently parked in Lewisham car parks and on private land. The council has received a grant from TfL for two on-street parking bays with implementation planned before April 2008. One bay will be on Elmira Street and one in Lewisham Hill.
 - Islington has controlled parking throughout the borough, therefore the vehicles are being returned to controlled on-street parking bays.
 - The Council could look to develop corporate membership of Streetcar.
 - Issue arose for the need for marketing and promoting streetcar and car clubs to more people.

Select committee findings: Lewisham Cyclists

- 89 Lewisham Cyclists is a local group, affiliated to the London Cycling Campaign (LCC), working to improve facilities and provision for cycling in the London Borough of Lewisham. It holds regular meetings, organises rides for all abilities, carries out free repairs to bikes at its Dr. Bike stall, liaises with Lewisham Council and generally tries to raise the profile of cycling as a cheap, efficient, healthy and fun way to move around London.
- 90 A representative from Lewisham Cyclists commented that there is a need to give people options: for example segregation, as opposed to shared facilities, leads to greater speed. Bikes and cars, bikes and

pedestrians together will reduce speed. If everyone is slowed down on the roads they become more aware of each other.

- 91 It is recognised that people spend more money when they walk and cycle compared to driving, plus they shop locally and are more likely to support smaller, local shops and to shop more frequently.
- 92 There is a need for cycle parking to be made available in many more places and Lewisham Cyclists also want to work towards a 20mph speed limit by default.
- 93 Lewisham context:
- In terms of planning issues, it is recognised that there is a need for facilities for cycle storage at flats and houses.
 - Lewisham carries out a cycle audit on all routes, this is useful in trying to change the minds of the way to approach things however there is a need to get the layout of a development right and there is funding from TfL for this.
 - Believe in the strength and power of the school travel planners. In reality frequently teachers do not have time to draw up travel plans.
 - School travel plans are not static documents, they are assessed subject to tests and the Building Schools for the Future is potentially an opportunity to ensure the plans are made real and meaningful.
 - In terms of how effective Lewisham council is in working to promote cycling in schools, the problem is that there are no ongoing funds, money is currently drawn from a variety of sources including road safety, European funding and DEFRA funding.
 - There is a need for someone to really push cycling across the borough. This was highlighted by the fact that only 14 out of 92 schools in Lewisham applied for free bike shelters.
 - Recognised that there is a gap between the number of children saying they want to cycle and those that actually cycle.

SECTION 3

Select committee conclusions and recommendations for action

- 94 The select committee recognises that the range of measures involved in promoting and encouraging alternatives to private car use will help to deliver cleaner air and promote a healthier lifestyle by encouraging more people to walk or cycle rather than use the car. Not only is it important to stress the environmental benefits through reducing carbon emissions and other pollution levels but by also incorporating walking and/or cycling as a means of exercise which can improve health, fitness and mental well-being, as well as the economic benefits of being significantly cheaper than owning and running a car.
- 95 There are also other benefits to be gained by improving social inclusion and better access, by enabling people to move around the local area and meet with and talk to each other, everyone will benefit, especially those most vulnerable on busy roads such as the young, the elderly and people with disabilities.

Travel Demand Management

- 96 **The select committee notes the early indications of modal shift from individual car use to alternative forms of transport achieved by the TfL funded Smarter Travel Sutton scheme and the proposal to extend the Sutton scheme to a second London Borough. The committee recognises that there are significant differences in common transport modes between Sutton and Lewisham. However, given the urgent need to reduce carbon emissions from transport, would welcome efforts by Lewisham Council's Sustainable Transport Team to bid for funding for smaller scale neighbourhood projects in Lewisham. Indeed, this was alluded to by the Head of Travel Demand Management at TfL when he met with the select committee, where smaller scale Travel Demand Management exercises are carried out around new developments and in particular neighbourhoods as in Haringey for example.**

Cycling for children and young people

- 97 The select committee recognise that the transition period between primary and secondary schools, where young people aged between 12 and 14 is when they are statistically more likely to be involved in road accidents as it is in this age group where the highest number of road injuries occurs.
- 98 The select committee were unclear as to how and when Safer Routes to Schools would be realised. Committee members expressed concern that many schools do not currently have routes that parents would feel confident allowing their child to walk or cycle along. Furthermore it is unclear whether Safer Routes to Schools is to be entirely funded from

the School Travel Plan programme and how this will be linked in with funding for existing routes, such as LCN+.

- 99 It was noted that when a school is engaged in developing their School Travel Plan (STP) the whole school community complete surveys where they are asked how they currently travel to school; how they would like to travel to school; any issues preventing walking or cycling to school in the immediate vicinity of the school. These issues are included in the Action Plan of the STP and are investigated. A review of the STP is carried out every 12 months and a complete rewrite every three years. A new Action Plan is included in every STP and review. **However, the committee identified a need for better co-ordination and management of school travel plans operating across Lewisham.**
- 100 In terms of developing “walking bus” schemes, it is acknowledged that these are included as part of the schools travel plans whereby schools are given examples and assistance in setting these up. Where the council directly runs walking bus schemes, engineering measures need to be considered by the council, eg traffic light timing, and the council would need to carry out CRB checks for those operating its walking buses, etc. **Therefore the select committee recommends that the council should actively promote, support and encourage schools to implement their own walking bus schemes.**
- 101 The select committee considered details provided by the Head of Transport Division with regards to the figures and percentage of cycle training provided before secondary school in Lewisham.
- 102 National Standards cycle training was offered to all primary schools during the school year Sept 2006 to July 2007. Training is aimed at year 6 pupils only, it is felt that at this age they are generally mature enough to cope with road traffic and are generally becoming more independent travellers and therefore likely to start to make their own travel choices. 35 schools took up the offer of cycle training, with 33 completing the courses. 2 schools failed to arrange the course offered.
- 650 cyclists took part in either level 1 or level 2 or both.
 - So far this school year from Sept 2007 to January 2008, 192 cyclists have been trained in level 1 and/or 2 at 13 schools.
 - Training is offered presently by the road safety team or through a cycle training consultancy – a course for 12 pupils costs £1400.00
- 103 Nationally accredited cycling trainers were introduced in Lewisham in 2006, and Lewisham now has 4 trainers and a company is employed as back-up for busy periods during summer holidays. Officers reported that children who are likely to cycle to secondary school go through cycle training which involves 1 session off road and 3 sessions on road.

- 104 **The select committee note with concern that not all children in primary schools are provided with the opportunity for cycle training and recommend that this should be provided in all primary schools across Lewisham and that further efforts are made to encourage all primary schools to take up the offer of cycle training for their year 6 pupils.**
- 105 **Members commend the achievements at Monson School and Ashmead School, where they have taken the opportunity to tap into funding offered to Lewisham via TfL and CTC to train school staff to carry out their own in-house cycle training within the schools. It is recommended that the council promotes this achievement as a model to be emulated across all schools in the borough.**
- 106 In addition to Monson and Ashmead Schools being highlighted as examples of good practice, the Committee also commend the innovation of Fairlawn School in addressing the problem of parking outside the school. The problem of parents parking outside Fairlawn School and blocking the main entrance which meant that the only other entrance available was by steps, making it inaccessible for pushchairs etc, was tackled by the school itself. The school took action to close off vehicular access to the main entrance of the school during drop off and collection times. This was implemented by the school issuing parking tickets, which had been designed by the pupils, to drivers that had parked blocking access. This was a voluntary scheme which proved effective in addressing the problem of access to the main entrance to the school and discouraging car use for the school runs.
- 107 **The committee also recommend that officers work with private schools within Lewisham and with neighbouring local authorities to reduce car use for school runs.**
- 108 **It is recommended that cycling is included as part the curriculum from year two, to help make cycling the norm for young people in the borough.**
- 109 **Members recognise the need for greater enforcement to ensure that all road-users follow the Highway Code and would like to see Lewisham Police direct greater resources into tackling irresponsible driving and cycling.**
- 110 It is acknowledged that cycle training is offered during the school holidays by the road safety team. In the summer holidays of 2007, 39 pupils took part in Level 1 and 2 training. In 2006, 90 pupils took part in level 1 only, with an additional 10 cyclists carrying out the pilot course for level 1 and 2 combined.
- 111 For the past 25 years cycling proficiency courses have been run throughout the Easter and Summer holidays, making courses available

during the school holidays for children who have missed the opportunity to take part in cycle training courses at school. Attendees on courses run by the council, are required to demonstrate an understanding of the highway code, obey traffic rules and are taught the laws relating to cycling. **The committee welcomes these holiday cycling schemes, but would like to see them more widely advertised and expanded to enable a much larger number of children to participate. Longer, organised bike rides to places of interest could also be incorporated into summer schemes, to encourage young people to cycle for pleasure. In addition, there is a need to further emphasise in the Lewisham Physical Activity Sport and Leisure Strategy, the holistic promotion and development of cycling as a fun, leisure pursuit, a healthier way to travel, and in terms of a pathway of progression in the sport from beginner to excellence levels.**

- 112 **The select committee recommends that a competition is introduced for schools in Lewisham, perhaps as part of the Clean & Green Schools Awards, for the school which a) adopts the 'greenest travel plan', has the most innovative and effective scheme to promote walking and cycling, or b) the school which achieves the biggest modal shift in a year.**

Cycling for adults

- 113 **The select committee recommend the expansion of adult cycle training and that sources of funding such as TfL are actively targeted. Such training should ideally be free and should be actively promoted, for example in Lewisham Life magazine.**
- 114 Officers commented with caution with regards to funding and resources currently available to implement the above recommendation. The transport division is currently facing £90,000 budget savings for 2008/09 plus the funding for adult cycling training has to be applied for on a yearly basis from TfL, there is no core funding therefore the council is continually chasing funding on a yearly basis.
- 115 **The select committee would like to see more Lewisham teachers train to be accredited cycle trainers who can then run in-school cycle training programmes, such as the successful programme at John Ball school in Blackheath. However, the committee also recognised the risk to Lewisham in investing in training up staff who then leave the borough. A London-wide scheme to train more teachers up as accredited cycle trainers or giving student teachers the opportunity to become accredited cycle trainers as part of their teacher training programme, could help to mitigate this.**
- 116 **With regards to workplace travel plans, the select committee recommends that a degree of competition is introduced among**

employers in Lewisham, perhaps as part of the existing BEE awards, to encourage employers to achieve a substantial reduction of car use through workplace travel plans. It is noted that SELTRANS leads on workplace travel planning and is funded by TfL so any additional costs could potentially be funded via SELTRANS.

- 117 **The select committee recommends that the provision of workplace shower facilities for cyclists are stipulated in planning guidelines for new business units.**
- 118 **The select committee also recommends that the Council does more to promote existing government schemes such as ‘Cycle to Work’, which allows employees to benefit from a long term loan of bikes and commuting equipment such as lights, locks and panniers completely tax free.**
- 119 In questioning whether it was sensible to separate promotion of cycling from training for cycling and what the council could do to ensure cyclists know and adhere to the Highway Code, it was acknowledged that the council can only train those that volunteer for training; there is no enforcement for cycle training. However, the select committee noted the balance to be struck in wanting to promote people to cycle and not putting barriers up to prevent them taking up cycling.
- 120 **It is recommended that more cycle racks are provided outside local facilities in the borough including shopping parades and health centres, to make it easier for cyclists to use local facilities.**
- 121 With regards to cycle provision at train stations, the committee believes it is important to encourage attractive, secure cycle parking at stations. The committee would welcome the introduction of a London-wide bike hire scheme, similar to those operating in Barcelona and Paris as a way to address capacity issues which limit the space to take bikes on trains during rush hour.
- 122 The success of the bike stations in Paris was highlighted, however it was noted that Paris has wider footpaths to accommodate the stands. **The select committee recommends an assessment should be undertaken of how bike stations could be rolled out, so that Lewisham would be in a position to take advantage of and facilitate such a scheme.**
- 123 **It is recommended that the off-road cycle routes in Lewisham e.g. LCN 21 and along Waterlink Way (WLW), are promoted more widely, particularly as an ideal route for family bike rides and a way of seeing Lewisham’s green spaces. The select committee urges the Mayor and Cabinet to look for all possible funding sources to complete the WLW cycle route by bringing the WLW**

through the Wearside Depot along the River Ravensbourne to Ladywell Fields.

- 124 **It was noted that the cycle benchmarking report was not available to the select committee at the time of this review. The committee asked that the cycle benchmarking report be sent to the members of the select committee when received.**
- 125 The committee welcomes the extra cycling routes that the Connect2 project will bring to the north of the borough.
- 126 The committee noted that in comparison to other London boroughs, Lewisham has fewer staff dedicated to promoting sustainable travel and implementing schemes. It was felt that this could limit the number of schemes and level of TfL funding the team is able to bid for and implement. The committee also noted that the team is currently being reorganised to allow greater flexibility. **While recognising current budget constraints, the committee recommends that the Mayor examines the level of staffing within the newly restructured team, particularly to promote cycling and implement schemes, and considers whether there is a need for more staff in Lewisham's sustainable development transport team.**

Walking and the physical environment

- 127 There is guidance which provides for segregated road use, in particular officers raised the issue of visually impaired people who have lobbied strongly for segregated use.
- 128 The committee heard from officers that the 'Streetscape Guide' is in progress and is about to be published. Any examples of other plans and what should be included in the Lewisham plan would be welcomed by officers.
- 129 **Members requested that the soon to be published Streetscape Guide for Lewisham should be considered by the Sustainable Development Select Committee at a future session to consider any additions or amendments, in particular with reference to cycle scheme design.**

Transport for London's Streetscape Guidance principles include:

- a. Accessible streets for pedestrians and cyclists as well as motorists and other road users
- b. Adequately lit and well-drained footways and cycle tracks
- c. Clear routes that are understandable and uncluttered
- d. Streets that are free from hiding places that facilitate crime
- e. Streets that are welcoming and allow people to interact socially
- f. Streets that are easily accessible by people with visual and

mobility impairments

- g. Calm and well designed streetscapes that use high quality yet flexible and sustainable materials
- h. An in-depth understanding

Streetscape Guidance includes - amongst many other things - good practice advice on designer procurement, an analysis of character areas, drawings of typical details and a refined palette of materials.

It provides an in-depth understanding of all elements that make up London's streets of today.

- 130 **The committee acknowledge the work planned for the Kender Triangle and Sydenham High Street to make the areas more pedestrian friendly and recommend that if they are proven to be successful, funding should be sought for similar schemes in other areas across the borough.**

20mph zones and speed limits

- 131 The key objective of the review is to generate a shift from using the car to cycling, taking the bus and walking. In focusing on what helps to make that shift, it was clear from the scrutiny investigation that reducing the speed of vehicles to 20mph is one way of achieving this. In addition to the local interest groups interviewed that included 20mph restrictions on their wish-lists of actions to improve their causes, it was also believed that 20mph speed restriction would get more children and young people cycling to schools. Lewisham's cycling implementation officer commented that with 20mph speed restrictions it is possible to cycle freely without intimidation and at that speed shared access of the roads can operate without difficulty and without the need for cycle lanes.
- 132 There are two distinct ways in implementing 20mph speeds on roads; firstly 20mph zones which cover an area, have traffic calming features (usually humps and cushions etc.) at prescribed intervals and have no signage within the zone as the physical features are intended to achieve the target speed reduction. The second is by 20mph limits, which can cover anything from one road to a number of roads and traditionally have been quite limited in extent, which are signed both at the boundary and by repeater signs at prescribed intervals.
- 133 Zones work because the physical features do slow down traffic and where there is a history of injury through accidents that are speed related, zones are very effective in reducing death and serious injury. However, the humps can be unpopular with those living by them and in areas where there is no history of accidents, they are very difficult to justify. On the other hand, limits can work in small areas over short distances but evidence is mixed. Signs alone achieve about a 1-3 mph speed reduction compared with about 8 mph for speed humps and physical measures. The possibility of using average speed cameras is

now being considered in London, but potentially, their use would be quite selective and public acceptance of such cameras could be problematic. However, use of limits over wider areas is now being implemented in some towns and cities - Portsmouth being the best known example, but some London Boroughs are considering them. In Portsmouth the nature of the roads is such that speeds were already averaging 24mph or less. That may not be the case in some parts of Lewisham.

- 134 The Head of Transport Division advised the select committee that TfL funding for 20mph zones is based on accident rates. A 20 mph zone with calming features, as opposed to 20mph limit, across the whole of Lewisham would cost approximately £5m. TfL would not consider it for funding. Therefore Lewisham Council would need to meet the costs for carrying out a feasibility study and officers could not recommend commitment of any resources to such a feasibility study under the current financial pressures. In addition, the officer's opinion was that the public were likely to react adversely to a borough wide 20mph zone, and the cost of implementation through average speed cameras would need to be met by the council which would limit the council's spending elsewhere. The Head of Transport felt that the case for putting up 20mph signs alone was questionable and was thought not to be effective without camera enforcement.
- 135 The select committee also considered the likelihood of increased carbon emissions by reducing the average speed to 20mph. Officers advised that there was no evidence to support this and therefore they were not convinced by the claim in the increase in fuel consumption and therefore carbon emissions by travelling at 20mph as opposed to an average speed of 30mph. Research suggests that a default 20 mph speed limit would lead to a smoother flow of traffic, with less braking and acceleration, and would therefore be expected to reduce vehicle emissions on an area-wide basis.
- 136 More fundamentally, speeding traffic is among the biggest barriers preventing greater uptake of zero-emission modes of transport such as walking and cycling. Other cities that have adopted area-wide 20mph limits, such as Graz in Austria, have experienced significant modal shifts from motor vehicles to walking and cycling. This also contributes to an overall reduction in CO2 emissions.
- 137 **The select committee believes that the benefits of a 20mph safety limit should, where practicable, be extended to all residential roads in the Borough. It notes that the Mayor of London is to carry out a feasibility study for introducing a 20mph limit on all roads in London and recommends that the Mayor of Lewisham bids for Lewisham Borough to be a pilot for this. The committee believes that 20mph limits could be achieved using signage rather than physical features, and that all opportunities to secure the**

necessary funding for this, such as from TfL for being a pilot borough for a London-wide scheme, are taken.

Planning issues

- 138 **The select committee believes that the Council should continue to promote low or zero car developments, particularly in high PTAL areas and the provision of car club spaces ought to be encouraged as an alternative.**

Public Transport Accessibility Level (PTAL) is calculated by bringing together the train, bus, tram, tube etc. services in the vicinity of a site. Generally, the closer they are to it, the more frequent they are and the greater variety of destinations therefore the better the PTAL level, where 1 is poor and 6 is excellent.

PTAL is used in planning policy not only to direct the most intensive uses of land to the places with the highest PTAL score, but also as the basis of contributions from developers to capital or revenue funding to raise PTAL scores and to restrict car parking at sites with a high PTAL score. It is the standard London methodology.

- 139 **When considering planning applications, officers should take into account the positive benefits of other modes of transport available in a site to assess the requirement for parking provision. Subject to DDA requirements (Disability Discrimination Act), a very high PTAL rate, coupled with appropriate design, should assume low or zero parking provision.**
- 140 **The select committee recommends that car club provision should be included in new developments, for example where developments of 30 or more homes are proposed this should automatically include car club parking provision.**
- 141 Given the pressures of car parking on many of the streets in the Borough, the select committee wish to highlight and commend the fact that every Streetcar car club vehicle takes an average of 20 privately owned cars off the roads of the UK, because car club members often sell (or do not replace) a car when they join Streetcar car club. Streetcar has found that its members choose to drive a car 68% less after joining Streetcar than before, because they use other means of transport more.
- 142 The issue of how quickly Lewisham can provide on-street car club parking was discussed. **The select committee recommends that the council continues to bid for funding from TfL for on-street car club parking and recommends that off-street car club provision is included in the Local Development Framework.**

- 143 **The select committee recommends that the council maintains a strong preference for a single provider for a car club operator in order to build the capacity before encouraging other car club companies to set up in Lewisham, whilst being mindful of a longer term monopoly.**
- 144 **It is recommended that car clubs use standardised signage across the borough to be easily identified.**
- 145 **To promote the car club scheme, the select committee recommended that editorial features are encouraged to be included in Lewisham Life to promote StreetCar in Lewisham and highlight the benefits including that the car club will pay for the use of your driveway as a parking space for car club vehicles.**
- 146 **The committee note and encourage that the council moves to using car clubs as opposed to paying mileage allowance to staff for casual car use during work.**

Conclusion

- 147 This report is the product of an extensive investigation into alternatives to individual car use and travel demand management in Lewisham. The select committee would like to thank all the contributors, especially the local interest groups, who have been an integral part of the review and the sustainable transport team at the council. The recommendations are commended to Lewisham Council's Overview and Scrutiny Committee and to the Mayor and Cabinet.

Recommendations Appendix 1

In the order they appear in the text

Travel Demand Management

- 1 The select committee notes the early indications of modal shift from individual car use to alternative forms of transport achieved by the TfL funded Smarter Travel Sutton scheme and the proposal to extend the Sutton scheme to a second London Borough. The committee recognises that there are significant differences in common transport modes between Sutton and Lewisham. However, given the urgent need to reduce carbon emissions from transport, would welcome efforts by Lewisham Council's Sustainable Transport Team to bid for funding for smaller scale neighbourhood projects in Lewisham. Indeed, this was alluded to by the Head of Travel Demand Management at TfL when he met with the select committee, where smaller scale Travel Demand Management exercises are carried out around new developments and in particular neighbourhoods as in Haringey for example.

Cycling for children and young people

- 2 The select committee identified a need for and recommends better co-ordination and management of school travel plans operating across Lewisham.
- 3 The select committee recommends that the council should actively promote, support and encourage schools to implement their own walking bus schemes.
- 4 The select committee note with concern that not all children in primary schools are provided with the opportunity for cycle training and recommend that this should be provided in all primary schools across Lewisham and that further efforts are made to encourage all primary schools to take up the offer of cycle training for their year 6 pupils.
- 5 Members commend the achievements at Monson School and Ashmead School, where they have taken the opportunity to tap into funding offered to Lewisham via TfL and CTC to train school staff to carry out their own in-house cycle training within the schools. It is recommended that the council promotes this achievement as a model to be emulated across all schools in the borough.
- 6 The committee also recommend that officers work with private schools within Lewisham and with neighbouring local authorities to reduce car use for school runs.
- 7 It is recommended that cycling is included as part the curriculum from year two, to help make cycling the norm for young people in the borough.

- 8 Members recognise the need for greater enforcement to ensure that all road-users follow the Highway Code and would like to see Lewisham Police direct greater resources into tackling irresponsible driving and cycling.
- 9 The committee welcomes holiday cycling schemes, but would like to see them more widely advertised and expanded to enable a much larger number of children to participate. Longer, organised bike rides to places of interest could also be incorporated into summer schemes, to encourage young people to cycle for pleasure. In addition, there is a need to further emphasise in the Lewisham Physical Activity Sport and Leisure Strategy, the holistic promotion and development of cycling as a fun, leisure pursuit, a healthier way to travel, and in terms of a pathway of progression in the sport from beginner to excellence levels.
- 10 The select committee recommends that a competition is introduced for schools in Lewisham, perhaps as part of the Clean & Green Schools Awards, for the school which a) adopts the 'greenest travel plan', has the most innovative and effective scheme to promote walking and cycling, or b) the school which achieves the biggest modal shift in a year.

Cycling for adults

- 11 The select committee recommend the expansion of adult cycle training and that sources of funding such as TfL are actively targeted. Such training should ideally be free and should be actively promoted, for example in Lewisham Life magazine.
- 12 The select committee would like to see more Lewisham teachers train to be accredited cycle trainers who can then run in-school cycle training programmes, such as the successful programme at John Ball school in Blackheath. However, the committee also recognised the risk to Lewisham in investing in training up staff who then leave the borough. A London-wide scheme to train more teachers up as accredited cycle trainers or giving student teachers the opportunity to become accredited cycle trainers as part of their teacher training programme, could help to mitigate this.
- 13 With regards to workplace travel plans, the select committee recommends that a degree of competition is introduced among employers in Lewisham, perhaps as part of the existing BEE awards, to encourage employers to achieve a substantial reduction of car use through workplace travel plans. It is noted that SELTRANS leads on workplace travel planning and is funded by TfL so any additional costs could potentially be funded via SELTRANS.

- 14 The select committee recommends that the provision of workplace shower facilities for cyclists are stipulated in planning guidelines for new business units.
- 15 The select committee also recommends that the Council does more to promote existing government schemes such as 'Cycle to Work', which allows employees to benefit from a long term loan of bikes and commuting equipment such as lights, locks and panniers completely tax free.
- 16 It is recommended that more cycle racks are provided outside local facilities in the borough including shopping parades and health centres, to make it easier for cyclists to use local facilities.
- 17 The select committee recommends an assessment should be undertaken of how bike stations could be rolled out, so that Lewisham would be in a position to take advantage of and facilitate such a scheme.
- 18 It is recommended that the off-road cycle routes in Lewisham e.g. LCN 21 and along Waterlink Way (WLW), are promoted more widely, particularly as an ideal route for family bike rides and a way of seeing Lewisham's green spaces. The select committee urges the Mayor and Cabinet to look for all possible funding sources to complete the WLW cycle route by bringing the WLW through the Wearside Depot along the River Ravensbourne to Ladywell Park.
- 19 While recognising current budget constraints, the committee recommends that the Mayor examines the level of staffing within the newly restructured team, particularly to promote cycling and implement schemes, and considers whether there is a need for more staff in Lewisham's sustainable development transport team.

Walking and the physical environment

- 20 Members requested that the soon to be published Streetscape Guide for Lewisham should be considered by the Sustainable Development select committee at a future session to consider any additions or amendments, in particular with reference to cycle scheme design.
- 21 The committee acknowledge the work planned for the Kender Triangle and Sydenham High Street to make the areas more pedestrian friendly and recommend that if they are proven to be successful, funding should be sought for similar schemes in other areas across the borough.

20mph zones and speed limits

- 22 The select committee believes that the benefits of a 20mph safety limit should, where practicable, be extended to all residential roads in the

Borough. It notes that the Mayor of London is to carry out a feasibility study for introducing a 20mph limit on all roads in London and recommends that the Mayor of Lewisham bids for Lewisham Borough to be a pilot for this. The committee believes that 20mph limits could be achieved using signage rather than physical features, and that all opportunities to secure the necessary funding for this, such as from TfL for being a pilot borough for a London-wide scheme, are taken.

Planning issues

- 23 The select committee believes that the Council should continue to promote low or zero car developments, particularly in high PTAL (Public Transport Accessibility Level) areas and the provision of car club spaces ought to be encouraged as an alternative.
- 24 When considering planning applications, officers should take into account the positive benefits of other modes of transport available in a site to assess the requirement for parking provision. Subject to DDA requirements (Disability Discrimination Act), a very high PTAL rate, coupled with appropriate design, should assume low or zero parking provision.
- 25 The select committee recommends that car club provision should be included in new developments, for example where developments of 30 or more homes are proposed this should automatically include car club parking provision.
- 26 The select committee recommends that the council continues to bid for funding from TfL for on-street car club parking and recommends that off-street car club provision is included in the Local Development Framework.
- 27 The select committee recommends that the council maintains a strong preference for a single provider for a car club operator in order to build the capacity before encouraging other car club companies to set up in Lewisham, whilst being mindful of a longer term monopoly.
- 28 It is recommended that car clubs use standardised signage across the borough to be easily identified.
- 29 To promote the car club scheme, the select committee recommended that editorial features are encouraged to be included in Lewisham Life to promote StreetCar in Lewisham and highlight the benefits including that the car club will pay for the use of your driveway as a parking space for car club vehicles.
- 30 The committee note and encourage that the council moves to using car clubs as opposed to paying mileage allowance to staff for casual car use during work.

Sources of Evidence Appendix 2

Title	Author	Date
Project Plan	Eleanor Parkin	17 July 2007
Alternatives to individual car use - Scene setting report	Transport Division, Lewisham Council	17 July 2007
Alternative to Individual Car Use – A Scrutiny Review Terms of reference	Eleanor Parkin	25 September 2007
Travel Demand Management – Presentation	David Rowe TfL	25 September 2007
Lewisham Local Implementation Plan (Transport)	Lewisham council	2007
Lewisham Citizens' Jury: Findings from the Lewisham Citizens' Jury 'To What Extent Should the Car Fit Into Lewisham's Future Transport Plan' Report to Lewisham Council	Opinion Leader Research	2004
London Mayor's Transport Strategy	Greater London Authority (GLA)	2001
What is Smarter Travel Sutton? leaflet	Sutton council	25 September 2007
Smarter Travel Sutton pilot Briefing	Sutton council	August 2006
Travel Demand Management in Lewisham	Transport division, Lewisham Council	25 September 2007
Greenways for the Olympics and London	SUSTRANS	March 2007
Bike It – Project Review 2007	SUSTRANS	Project Review 2007
How funding from TfL for cycling is spent in Lewisham	Transport division, Lewisham Council	15 November 2007
Streetcars – presentation	Streetcars	21 November 2007
Living Streets – Summary notes	Living Streets	21 November 2007
CTC (Cyclists Touring Club) – Summary notes	CTC	21 November 2007
Lewisham Cyclists – Summary notes	Lewisham Cyclists	21 November 2007
Workplace Travel Coordinator – Summary notes	Lewisham Council	21 November 2007
Cycling Implementation Officer – Summary notes	Lewisham Council	21 November 2007