

Draft Mayor's Transport Strategy

Sustrans response

November 2009

compiled by Greg King

Sustrans is the UK's leading sustainable transport charity.

- Our vision is a world in which people choose to travel in ways that benefit their health and the environment.
- Our mission is to work everyday on practical and imaginative solutions to the transport challenges affecting us all.

As a sustainable transport charity, our aim is to transform the UK's transport system and culture so that:

- the environmental impacts of transport, including its contribution to climate change and resource depletion, are significantly reduced
- people can choose more often to travel in ways that benefit their health
- people have access to essential local services without the need to use a car
- local streets and public spaces become places for people to enjoy.

In order to achieve this transformation, our objectives are:

- to make local environments safe and more attractive for walking and cycling
- to support and encourage individuals to make more sustainable and healthy travel choices, through motivational and information programmes
- to influence policy and practice by communicating the outcomes of our own work, and the benefits of sustainable and healthy travel, to a wide audience.

Sustrans is the charity behind the award winning National Cycle Network, Safe Routes to Schools, Bike It, TravelSmart, Active Travel, Connect2 and Liveable Neighbourhoods, all projects that are changing our world one mile at a time.

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Introduction and summary of recommendations

Sustrans welcomes the opportunity to respond to the draft Mayor's Transport Strategy. Overall, Sustrans supports the direction for transport in London that the draft strategy sets.

In particular, Sustrans agrees with the Mayor's overarching transport vision for London and the six goals for transport in the capital:

- Supporting economic development and population growth
- Enhancing the quality of life for all Londoners
- Improving the safety and security of all Londoners
- Improving transport opportunities for all Londoners
- Reducing transport's contribution to climate change and improve its resilience
- Supporting delivery of the London 2012 Olympic and Paralympic Games and its legacy

In this response Sustrans highlights the proposals and policies in the draft strategy that it supports and believes are particularly important for tackling London's transport challenges.

Sustrans then puts forward a number of recommendations for the development of the final Mayor's Transport Strategy. Sustrans believes that the recommended additions and amendments that it sets out are essential to ensure that the strategy adequately fulfils the Mayor's goals for transport in London.

A summary of Sustrans recommendations are as follows:

- **Interim targets for cycling growth and carbon dioxide emissions reduction** - Sustrans recommends that in addition to the long-term targets for cycling and CO₂ levels, interim targets are needed in order to plan and track progress towards 2026/2025, and to ensure that London Mayors have direct 'ownership' of part of the target within their term of office.
- **Greater focus on under-represented groups in delivering the cycling revolution** - Achieving genuinely high levels of cycling requires that the whole of society feels able and comfortable making some journeys by bike. Sustrans recommends that addressing the current demographic inequalities in cycling should be prioritised with a specific target and support for increasing cycling among women and children.
- **Firmer direction on traffic reduction** - Given the influence that traffic volume and congestion have on London's economy, environment and public health, Sustrans recommends that the strategy sets a London-wide road traffic reduction target. Sustrans recommends that the scope and structure of expanded road user charging is established within the current mayoralty in order that it can be deployed relatively quickly, as needed.
- **Firmer direction on traffic speeds** - Since reducing traffic speeds improves safety for all road users and increases the appeal and uptake of sustainable travel modes, Sustrans recommends that the transport strategy should promote the reduction of traffic speeds, and the expansion of 20mph speed limits, particularly in residential areas.
- **Smoothing traffic flow through prioritising space saving modes** - Sustrans recommends that in seeking to 'smooth traffic flow' the transport strategy should focus on the efficient movement of people rather than vehicles and that the primary policy should be increasing priority and uptake of space efficient modes, walking, cycling and buses.
- **River crossings to support active travel** - Sustrans supports the inclusion of potential new pedestrian and cycle Thames crossings in east London. However, it opposes proposals for additional Thames crossings for motor vehicles, since this would generate traffic and result in relative increase in emissions and worsening of air quality and traffic noise.
- **Alternatives to aviation expansion** - The South East of England has some of the world's most heavily trafficked skies and its residents suffer considerable aviation based noise and

air pollution. Sustrans recommends that the transport strategy opposes additional airport runway capacity provision and promotes alternatives to air travel.

Key elements of the draft Strategy that Sustrans supports

Sustrans agrees with many of the Mayor's ambitions for travel in London. Many of the policies and proposals in the draft Mayor's Transport Strategy set out key principles in making London's transport more sustainable. This section highlights these.

Reducing the need to travel

Sustrans fully supports the Mayor's ambition to reduce the need for Londoners to travel, as expressed in Policy Nos. 9 and 11:

"The Mayor... will use the local and strategic development control processes to seek to ensure that:...

b) The design and layout of development sites maximise access on foot, cycle and to public transport facilities, for example, via safe walking and cycling routes and provision of secure cycle parking" (Policy No. 9)

"The Mayor will seek to reduce the need to travel, encourage the use of more sustainable, less congesting modes of transport (public transport, cycling and walking...)" (Policy No. 11)

Sustrans agrees that integrating transport and land use planning and shaping pattern of development to influence the location, scale, density, design and mix of land uses, help reduce the need to travel and the length of journeys is hugely important. Particularly over the longer term, as London's population and economy is set to grow, perhaps the best option - environmentally and economically – is simply to reduce the need for people to travel longer distances.

Reducing the contribution to climate change

Sustrans supports the Mayor's reaffirmation of his commitment to the 2025 carbon dioxide emission reduction target, as well as the statement that transport should play its full part in meeting the target, as expressed in Policy No. 24.

"The Mayor.... will take the necessary steps to deliver the required contribution from ground-based transport to achieve a 60 per cent reduction in London's CO2 emissions by 2025, from a 1990 base and to contribute to any further targets that may be set by the Mayor from time to time." (Policy No. 24)

The cycling revolution

Sustrans fully supports the Mayor's ambition that cycling should grow rapidly in London. In particular, the inclusion of greenways and road enhancements as key policies in helping new people get into cycling, as expressed in Proposal No. 53:

“The Mayor, through TfL, and working with the boroughs and other stakeholders, will deliver improvements to cycling infrastructure and training to support the cycling revolution, including:...
c) *Enhanced cycle links to the Olympic Park by 2012 and the development of a wider network of Greenways across London*

g) Delivering road enhancements to make cycling easier and safer, including managing car access to residential areas, through physical or design measures, to create pleasant and safer cycling environments” (Proposal No. 53)

Sustrans agrees that the development and promotion of a good quality greenways network across London is particularly important for the cycling revolution. Cycling is still a minority activity in the capital, with most Londoners never getting on a bike¹. The most significant deterrent to cycling is fear of traffic; over two-thirds of Londoners do not think that cycling is a safe way to travel around London². Despite this, research also shows that for a large proportion of non-cyclists, cycling does have an appeal from an environmental, health and enjoyment point of view. About 90 percent of Londoners think that it is healthy and good for the environment and over three-quarters agree that cycling is enjoyable³. Because greenways respond to both peoples’ concerns about the safety of cycling in traffic and the positive perceptions of cycling as a healthy, fun activity they are key in facilitating a greater uptake of cycling.

In addition, Sustrans fully supports the Biking Borough concept (as expressed in Proposal No. 51) as a means of facilitating and encouraging cycling, particularly in outer London boroughs, where cycling levels tend to be lower.

Sustrans believes that Biking Boroughs and the concept of ‘cycling hubs’ described in the draft strategy are vital in shifting the focus of cycling provision from central London to the areas where most Londoners live. Whilst many more journeys take place in outer London than Inner and central London each day, there are over 20 percent fewer journeys made by bike in the outer boroughs⁴. It is estimated that much of the potential to grow cycling and achieve the Mayor’s 400 percent mode share target is located in outer London⁵.

Modal shift from cars for congestion, environmental and health benefits

Sustrans supports the recognition of the transport challenge facing London over the coming decades from the projected population growth and consequent increase in travel demand. Sustrans also fully supports the ambition to address this and other transport challenges, in part, through travel behaviour change, as expressed within the strategy text and Proposal No.s 95 and 115:

“As population and economic activity increases, so will pressure on the road network, potentially leading to significantly more congestion and less reliable journey times in the future.... This strategy seeks to mitigate the potential effects of this through:....

• *Achieving modal shift from car journeys towards more sustainable modes” (Managing the road network, page 148)*

“The Mayor... will promote behavioural change and smarter travel measures aimed at encouraging more use of lower carbon modes....” (Proposal No. 95)

“The Mayor will... use smarter travel initiatives across London to facilitate more efficient use of the transport system, achieve mode shift to cycling, walking and public transport and encourage the take-up of healthier travel options.” (Proposal No. 115)

Sustrans agrees that smarter travel initiatives have a key role in achieving modal shift and delivering a range of benefits. Sustrans’ work in delivering the DfT Sustainable Travel Demonstration Towns (STDTs) has shown that a sustained period of Smarter Choices measures, including Sustrans’

TravelSmart can achieve significant modal shift. In the three STDTs (Darlington, Peterborough and Worcester), key overall changes in personal travel behaviour included:

- Reductions in car-as-driver trips of between 7 and 9 percent
- Increases in walking trips of up to 14 percent
- Increases in cycling trips of up to 113 percent, and
- Increases in bus use of up to 35 percent⁶

Sustrans' TravelSmart began in 2001 with more than a dozen pilot projects, including one in Kingston, which provided robust evidence of the cost-effectiveness of the TravelSmart approach. TravelSmart is now at the leading edge of the Smarter Choices movement and is the most widely applied form of personal travel planning in the UK, with projects covering a total of more than 230,000 households from 2005 to 2009.

Sticks as well as carrots

Sustrans supports the inclusion of pricing mechanisms to discourage car use and meet the objectives of the draft transport strategy, as expressed in Proposal No.s 108, 124 and 129:

“The Mayor... will keep under review the option of road user charging and/or regulatory demand management measures to influence a shift to more CO₂-efficient private and commercial road vehicles and to lower carbon travel options such as walking, cycling and public transport.” (Proposal No.108)

“The Mayor... will encourage implementation of pricing differentials based on vehicle emissions, including banded resident parking permits and other on and off-street parking charges, including incentives for electric vehicles.” (Proposal No.124)

“The Mayor... may consider managing the demand for travel through pricing incentives (such as parking charges or other charging regimes) in order to meet the overall objectives of the transport strategy. The Mayor may consider road user charging schemes if other measures at the Mayor's disposal are deemed insufficient to meet the strategy's objectives and where there is a reasonable balance between the objectives of any scheme and its costs and other impacts..” (Proposal No.129)

Analysis of congestion charging in London has proved it to be a highly effective means of reducing motor traffic levels and achieving relative congestion benefits. With London's projected population and travel demand growth over the coming decades it is clear that serious policies are needed to address congestion on London's finite and much demanded road space, and to meet emissions reduction targets. Evidence from other European cities, where significant shift from car travel to more efficient modes has been achieved, is that this is done through a combination of mutually reinforcing policies, including restrictions on car use and parking through access and cost based initiatives⁷. To achieve modal shift, sticks are needed as well as carrots.

Managing traffic volume in residential areas

Sustrans supports the Mayor's ambitions to improve urban realm and improve walking and cycling conditions, including through managing traffic volumes in residential areas, as expressed in Proposal No.s 53 and 59:

“The Mayor...will deliver improvements to cycling infrastructure and training to support the cycling revolution, including:...

g) Delivering road enhancements to make cycling easier and safer, including managing car access to residential areas, through physical or design measures, to create pleasant and safer cycling environments” (Proposal No.53)

“The Mayor...will improve the walking experience by enhancing the urban realm and taking focused action to ensure safe, comfortable and attractive walking conditions, including:...

g) Seeking to manage car access to residential areas, through physical or design measures, to create pleasant and safer walking environments” (Proposal No.59)

Sustrans agrees that in order to improve street environments for cycling, walking (as well as other activities like socialising and outdoor play), managing the level of traffic volumes is very important. A key determinant of the quality of the built environment and the appeal of an urban area for active travel is the level of motor traffic. Guidance, including Manual for Streets (DfT, 2007) and the London Cycling Design Standards (TfL, 2005), promotes traffic volume reduction measures as the first priority in seeking to facilitate more walking and cycling.

There is a growing body of evidence of the impact of transport policy on social and community well-being as well as individuals health. Numerous studies have shown that lower motor traffic levels are associated with significantly higher levels of social interaction⁸, and that in urban areas that are conducive to walking, cycling and outdoor play, people are more likely to know their neighbours, participate politically, trust others and be socially engaged. By prioritising walking and cycling over private car use within urban areas, transport policy can make a vital contribution to social cohesion, neighbourhood revitalisation and community well-being.

Sustrans recommendations for the final strategy

As set out in the previous section, Sustrans fully supports many the Mayor’s ambitions for London. Sustrans believes that in order for these ambitions to be fulfilled, elements of the strategy need to be taken further or amended (including some of those that we highlight in the previous section).

In particular, Sustrans recommends that additional or interim targets are required in some key areas in order to better express and quantify the intended outcomes of transport strategy. These recommendations and others are set out in this section.

Interim targets for cycling growth and carbon dioxide emissions

As noted, Sustrans commends the Mayor on the commitment to the long-term carbon dioxide emission reduction target, as expressed in Policy No. 24.

“The Mayor.... will take the necessary steps to deliver the required contribution from ground-based transport to achieve a 60 per cent reduction in London’s CO2 emissions by 2025, from a 1990 base and to contribute to any further targets that may be set by the Mayor from time to time.” (Policy No. 24)

Sustrans agrees that setting a long-term target in relation to carbon dioxide emissions reduction is important and valuable, since it clearly sets out the extent of the challenge and the scale of changes needed.

However, Sustrans believes that in addition to the 2025 target, interim carbon dioxide emission reduction targets are at least as (if not more) important. Sustrans believes shorter-term benchmarks (perhaps four-yearly to coincide with Mayoral terms) are needed in order to plan and track progress towards 2025, and to ensure that this and successive London Mayors have direct ‘ownership’ of part of the target within their term of office.

Sustrans believes that the need for interim targets is underlined by that fact that there has been only a minimal reduction in carbon dioxide emissions from ground transport in London since 1990, and that ‘a business as usual’ projection to 2025 indicates significant growth in emissions⁹.

Sustrans believes that inclusion of a carbon budgeting system in the Climate Change Act 2008, which caps emissions over five-year periods, shows the importance of interim targets in working towards long-term goals.

Sustrans recommendation: The Mayor’s Transport Strategy should set interim targets for carbon dioxide emission reductions from London’s transport.

Sustrans fully supports the Mayor’s adoption of a long-term target for cycle growth and mode share, as expressed in the strategy text:

“The aim is to achieve a five per cent modal share for cycling (currently two per cent) by 2026; a 400 per cent increase compared to the year 2000.” (The cycling revolution, page 175)

As with the carbon dioxide target, Sustrans agrees that the long-term target is useful. It signals that encouraging and facilitating cycling is important to London over the coming years and should continue to be a priority into and throughout subsequent Mayoral terms.

However, Sustrans believes that shorter-term benchmarks for cycling levels (perhaps four-yearly to coincide with Mayoral terms) are needed in order to plan and track progress towards 2026, and to ensure that this and successive London Mayors have direct ‘ownership’ of part of the target within their term of office.

Sustrans recommendation: The Mayor’s Transport Strategy should set interim targets for growth in cycling and the mode share of cycling in London.

Greater focus on under represented groups in delivering the cycling revolution

Of course (and as noted) Sustrans wholeheartedly supports the Mayor in his ambitions to deliver a cycling revolution in London. However, there is one key issue that Sustrans believes is not adequately recognised or accounted for in the Mayor’s plans – the demographic inequality of cyclists in London.

In seeking to revolutionise cycling in London, Sustrans believes that more must be learnt from cities where this has already been achieved. In Danish, Dutch and German cities with high cycling levels, it tends to be that women are equally likely as men to cycle regularly, and the proportion of cycle journeys by children and young people is as high as or higher than those by working-age people¹⁰. Achieving genuinely high levels of cycling requires that the whole of society feels able and comfortable making some of their journeys by bike.

This is currently not the case in London. Roughly twice as many cycle journeys are made by men than women¹¹, and whilst levels of cycling rose significantly since 2000 among working-age people, the number of cycle trips made by children and young people declined between 2001 and 2006/07^{12,13}. Sustrans believes that these are defining issues for cycling in London which must be reflected much more clearly in the Mayor’s Transport Strategy.

Sustrans believes that addressing the current demographic inequalities in cycling should be made a priority and should be reflected in a specific target for increasing cycling among currently under-represented demographic groups – women and children and young people.

Sustrans recommendation: Alongside the long-term cycling target (5 per cent mode share by 2026, and 400 per cent increase) the Mayor’s Transport Strategy should set a target for increasing cycling among women and children and young people.

Sustrans believes that such a target is needed to direct attention and resources to where it is most needed and to create an environment where all Londoners can benefit from the cycling revolution. In addition to the target, Sustrans believes that the Mayor’s Transport Strategy should give clearer guidance on the importance of working with schools to increase cycling as a school journey mode. Research shows that cycling in childhood is a significant determinant of whether someone cycles regularly as an adult¹⁴, so encouraging and facilitating cycling among young Londoners will improve chances of London’s cycling revolution being achieved longer term.

Tackling the school run and helping more school journeys to be done by active travel has a number of known benefits. For children, a healthy, active start to the day improves energy and attention levels. Establishing walking or cycling as a normal everyday activity can set up a healthy habit for life. There is a direct congestion relief benefit from removing cars from the road, particularly during the morning rush hour.

Sustrans recommendation: The Mayor’s Transport Strategy should promote the development cycling as a key school journey mode, through appropriate infrastructure development and direct engagement with school children through smarter travel initiatives.

Firmer direction on traffic reduction

Sustrans believes that the Mayor’s Transport Strategy should offer more explicit guidance on the management of traffic volumes in London. The volume of motor traffic on London’s streets plays a central role in many of the Mayor’s ambitions for transport, including reducing congestion, improving journey time reliability, reducing emissions, improving air quality, reducing traffic noise, increasing walking and cycling, and improving street environments.

Given this critical influence that traffic volumes have on London’s economy and environment, and the health and wellbeing of Londoners, Sustrans agrees with the position of the London Assembly that, “*the Mayor must build on the success of measures that have cut the number of people driving in London by setting ambitious traffic reduction targets in his Transport Strategy*”.¹⁵

Sustrans supports the Assembly’s position that the reduction in London’s traffic levels between 2000 and 2007 (a period in which London’s economy and population grew significantly) is a significant achievement that the current Mayor should be seeking to continue and build upon.

Sustrans recommendation: The Mayor’s Transport Strategy set a London-wide road traffic reduction target.

As noted, Sustrans supports the inclusion of the potential for expanded road user charging in the draft Mayor’s Transport Strategy, as is expressed in Proposal No. 129:

The Mayor... may consider managing the demand for travel through pricing incentives (such as parking charges or other charging regimes) in order to meet the overall objectives of the transport strategy. The Mayor may consider road user charging schemes if other measures at the Mayor’s disposal are deemed insufficient to meet the strategy’s objectives and where there is a reasonable balance between the objectives of any scheme and its costs and other impacts... (Proposal No.129)

Sustrans notes that the Mayor is not minded to introduce expanded road user charging in London in the foreseeable future* due to current economic conditions. However, Sustrans believes that the

* As he expressed in the London Assembly Transport Committee meeting, 20 Oct 2009.

scope and structure of an expanded road user charging scheme (or schemes) in London should be investigated and established within the current mayoralty.

Sustrans believes that it is essential to have a road user charging format established in order that it can be deployed relatively quickly, as needed, to meet targets for traffic reduction, carbon dioxide emissions reduction and air quality improvement.

Sustrans recommendation: The Mayor's Transport Strategy should commit the Mayor to investigating and establishing the scope, structure and format of expanded road user charging in London with his current term of office.

Firmer direction on traffic speeds

Sustrans believes that the Mayor's Transport Strategy should provide stronger guidance on speed limits in London. Currently the references to traffic speeds in the document are vague or lack direction.

In section 5.12.5 *'Improving cycle infrastructure, cycle training and safety'* it states:

"Where possible, car access should be restricted in residential neighbourhoods to reduce speeds and create pleasant and safe spaces for cyclists."

Sustrans believes that this point is unclear and should be clarified. It implies that limiting car volumes through restricted access, results in lower speeds. Whilst Sustrans fully supports both the principle of limiting motor vehicle permeability in residential areas to reduce traffic volumes, and that of reducing traffic speeds, there is no evidence that limiting volumes per se causes cars to go slower. To reduce traffic speeds additional measures are needed.

The only reference to traffic speed limits within the strategy policies or proposals is in Proposal no. 72:

"The Mayor...will continue implementing effective enforcement measures, targeted at locations with poor collision records across London's road network, including new time-distance cameras which will be trialled, for example, on main roads and for enforcing speed in 20mph zones." (Proposal No.72)

Whilst the ambition to improve enforcement of 20mph zones is welcome, Sustrans believes that the Mayor's Transport Strategy should promote the expansion of 20mph speed limits in London. Sustrans supports the recommendation of the London Assembly in the recent report, *Braking Point: 20mph Speed Limits in London*, that funding should be made available to pilot borough-wide speed limit reductions on residential streets¹⁶.

A recent study into cycle safety found that the introduction of 20mph limits on residential roads could produce a 50% reduction in pedal cyclist killed and seriously injured casualties¹⁷. In addition to improving safety for all road users, lower traffic speeds is also a key measure in encouraging a greater uptake of active travel modes, particularly cycling¹⁸.

Sustrans recommendation: The Mayor's Transport Strategy should promote the reduction of traffic speeds, and the expansion of 20mph zones, particularly in residential areas

Smoothing traffic flow through prioritising space saving modes

Sustrans supports the principle of 'smoothing' the movement of people and goods on the transport network and delivering more reliable journey times. With London's projected population growth

over coming decades, serious policies are needed to keep people and goods moving on London's streets efficiently. However, Sustrans questions the logic and focus of some of the points made under the 'smoothing traffic flow' theme in the draft strategy.

In section 5.6.2 it states:

"... Increasing the reliability of journey times on the road network (even if average journey times are increased by increased traffic volume) can result in motorists having a better prediction of how long a journey may take that is closer to the actual average journey time." (section 5.6.2, page 150)

Sustrans believes that this assertion that journey time reliability can be adequately improved whilst traffic volumes are allowed to increase is ill-conceived. Traffic volume is a key determinant of road congestion and journey time reliability. The closer to (or the further over) capacity that a road network operates, the less resilient it is to variability in traffic flows or unplanned incidents, and the more susceptible it is to major congestion events which are the primary cause of journey time unreliability.

The proposal in the draft Mayor's Transport Strategy relating to smoothing traffic flow (Proposal 30) cites a range of measures aimed at increasing road network capacity through technological and infrastructure changes. For example:

"The Mayor...will introduce measures to smooth traffic flows to manage congestion and improve journey time reliability... by, for example:...

e) Implementing a targeted programme of road network improvements, potentially including junction upgrades, to improve traffic flow on the most congested sections and to improve conditions for all road users" (Proposal 30)

Sustrans believes that these measures largely miss the point. Taking into account London's urban form, a major increase in road capacity for general motor traffic (for example, through road building) is largely impossible. Nor is it desirable; increasing general traffic capacity and allowing traffic levels to increase will lead to relative increases in carbon dioxide emissions and worsening of air quality and traffic noise. In addition, increasing road capacity and prioritisation for general motor traffic will inevitably worsen the quality of public realm and reduce prioritisation for other modes, including walking and cycling.

Sustrans believes that traffic flow must be understood in terms of the movement of people, rather than the movement of motor vehicles. London's road space is a finite and much demanded public resource and there is an upward population trend underlying that demand. The most effective (and most cost effective) means of increasing London's overall transport capacity as the population grows is to strongly priorities the modes that are most efficient in terms of road space demand – walking, cycling and buses.

The current omission of modal shift as a key policy under the 'smoothing traffic flow' theme in the draft strategy is an inconsistency with the draft replacement London Plan which includes reducing the need to travel and, *"improving the extent and quality of pedestrian and cycling routes"* within its 'Smoothing traffic flow and tackling congestion' policy (Policy 6.11)

Sustrans recommendation: The Mayor's Transport Strategy should address smoothing traffic flow on the basis of movement of people rather than movement of vehicles. Accordingly, the key polices under this theme should focus on promoting modal shift to space efficient modes, walking, cycling and buses.

Sustrans believes that a key way of prioritising walking, cycling and buses which should be reflected in the Mayor's Transport Strategy is road space reallocation from general motor traffic to these modes.

Looking at cycling specifically, Sustrans believes that to provide a good quality cycling environment on busier distributor roads there is frequently no adequate alternative to providing dedicated cycling space. This usually requires the reallocation of road space from motorised vehicles.

A good example is the recent highway alterations on Blackfriars Bridge. The removal of a general traffic lane enabled the provision of good quality cycle lanes, which delivered significant safety improvements. Additionally, it allowed for the pavement to be widened, thus improving the pedestrian experience.

Road space re-allocation measures include: introducing traffic-free transport corridors for cycling and walking; introducing priority lanes for cyclists and public transport; pavement widening; intersection treatments to improve safety for cyclists, as well as pedestrians; parking restrictions and enforcement and raised crossings. Generally, these measures all aim to make access by sustainable and public transport choices simpler and more convenient than access by car.

This approach is supported by public health advocates. In 2007, the National Institute for Health and Clinical Excellence (NICE) issued guidance on physical activity and the environment which offered national evidence-based recommendations on how to improve the physical environment to encourage physical activity. This includes measures to re-allocate road space to active travel modes.

Sustrans recommendation: The Mayor's Transport Strategy should promote road space reallocation to sustainable modes where appropriate

River crossings to support active travel

Sustrans supports the inclusion in the draft Mayor's Transport Strategy of potential new pedestrian and cycle Thames crossings in east London, as expressed in Proposal No. 39:

"The Mayor...will progress a package of river crossings in east London, including:...

c) Local links to improve connections for pedestrians and cyclists"... (Proposal No. 39)

Sustrans' own investigations (carried out in partnership with Transport for London) into a proposed new pedestrian and cycle bridge connecting Rotherhithe Peninsular to Canary Wharf found that the bridge would be both technically feasible and economically viable¹⁹²⁰.

However, Sustrans is opposed to the Mayor's proposals for provision of additional Thames crossings for motor vehicles, including:

a) A new fixed link at Silvertown to provide congestion relief to the Blackwall Tunnel and provide local links for vehicle traffic...

d) Consideration of a longer-term fixed link at Gallions Reach to improve connectivity for local traffic, buses, cyclists and to support economic development in this area..." (Proposal No. 39)

Sustrans believes that new road building and enlarging existing roads does not in general solve traffic problems and usually promotes car dependency. So long as more road space is made available for cars, then it is inevitable that more car trips will be made.

Following 'predict and provide' principles in relation to cross-river vehicle capacity in east London will lead to an increase in traffic, a relative increase in carbon dioxide emissions and worsening of air quality and traffic noise.

Sustrans recommendation: The Mayor's Transport Strategy should not promote

increasing cross-river capacity in east London for motor vehicles.

Alternatives to aviation expansion

Sustrans notes the Mayor's position on airport runway capacity, as expressed in Proposal No. 47:

"The Mayor recognises that adequate airport runway capacity is critical to the competitive position of London in a global economy, but opposes any further increases in capacity at Heathrow." (Proposal No. 47)

Sustrans opposes the implied point that that the Mayor is in favour of (or at least not opposed to) the provision of *additional* airport capacity in the London area. The South East of England already has some of the world's most heavily trafficked skies and its residents already suffer considerable aviation based noise and air pollution.

The UK generates more flights than any other European country. A fifth of all international air passengers worldwide are on flights that arrive or leave from UK airports. With reference to the Mayor's commitment to cut CO₂ emissions 60 percent by 2025, further increase in aviation capacity in the southeast is wholly inconsistent with the pressing need to reduce greenhouse gas emissions, and the increase in emissions from air travel would threaten to overwhelm the benefits derived from limitations of emissions in other areas.

It is widely recognised that in order to adequately reduce greenhouse gas emissions from aviation, there must be constraint of the number of flights. As the Mayor's Climate Change Action Plan points out, *"there are no significant, available or emerging alternatives to existing airframe/engine design or fuel source"*, and, *"Lead times for research and development are particularly long in the aviation industry (often several decades) given technological complexity and safety concerns"*.²¹

Since dramatic changes in aeroplane technology are unlikely to be available in the short to medium term, there is a need to reduce demand for air travel. Sustrans believes that the transport strategy should oppose airport expansion and that different set of principles must be defined in relation to aviation, focused on reducing the number of flights to and from airports in the southeast (particularly short-haul) and promoting the alternatives.

Sustrans recommendation: The Mayor's Transport Strategy should oppose additional airport runway capacity provision in London and the southeast of England.

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- ¹ Cycling in London, Transport for London, October 2008.
- ² Cycling in London, Transport for London, October 2008.
- ³ London Travel Report 2007, Transport for London, 2008.
- ⁴ LTDS 2005-08 data, as referenced in draft Working Towards a Cycling Revolution in Outer London, Transport for London, Oct 2009.
- ⁵ draft Working Towards a Cycling Revolution in Outer London, Transport for London, Oct 2009
- ⁶ Travel behaviour research in the Sustainable Travel Demonstration Towns – briefing note, Socialdata (in collaboration with Sustrans), May 2009.
- ⁷ Making Cycling Irresistible: lessons from the Netherlands, Denmark, and Germany, Transport Reveiws, Vol. 28, 2008.
- ⁸ including, Livable Streets, Donald Appleyard, University of California Press, 1981
- ⁹ VIBAT London, Halcrow Group and Oxford University, Sept 2009.
- ¹⁰ Making Walking and Cycling Safer: lessons from Europe (page 9), Transportation Quarterly, February 2000
- ¹¹ Travel in London, Transport for London, 2009
- ¹² London Travel Report 2007, Transport for London, 2008
- ¹³ London Travel Report 2006, Transport for London, 2007
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