

TRANSPORT FOR LONDON

BOARD

SUBJECT: TFL'S SMARTER TRAVEL UNIT AND THE SMARTER TRAVEL SUTTON PROJECT

DATE: 30 JULY 2008

1 PURPOSE AND DECISION REQUIRED

- 1.1 This paper is to update the Board on the work of the Smarter Travel Unit (STU) and, in particular, the delivery of the Smarter Travel Sutton (STS) pilot programme, as requested at the Board meeting of 25 June 2008. The Board is requested to note the report.
- 1.2 The work of TfL's STU contributes to the achievement of Mayoral priorities to cut congestion and to promote walking, cycling and public transport use and thereby to reduce the environmental impact of travel in London (including CO₂ emissions).
- 1.3 STS is an intensive three year programme, working in partnership with the London Borough of Sutton, local businesses, schools and the local community. The programme employs a combination of smarter travel initiatives to reduce car use and promote cycling, walking and public transport use in the borough. The programme is now in its second year and early results suggest it is delivering positive outcomes, including a reduction in residents' car use and an increase in bus use.

2 BACKGROUND

- 2.1 TfL's STU works across TfL and with external partners to deliver behaviour change initiatives, also known as smarter travel interventions (described as "Smarter Choices" by DfT). Smarter travel programmes use innovative marketing techniques and small-scale infrastructure improvements to promote voluntary travel behaviour change. These include reducing overall travel (e.g. home working) and increasing walking, cycling and public transport use.
- 2.2 STU programmes focus on the people, organisations and trip types likely to have the greatest impact on travel behaviour. These programmes include:
 - a) School Travel Plans (STPs) – STPs identify a package of measures to reduce the number of car trips made to a school by parents and staff and to improve safety on the school journey. STU works with all London schools (3,048 schools) to develop and implement travel plans, with the goal of ensuring that all schools have a travel plan in place by the end of 2009. Measures delivered through STPs include cycle training, small scale infrastructure (such as cycle racks and pedestrian crossings), teaching aids, incentive campaigns such as Walk on Wednesdays and events.

These activities inspire parents, teachers, governors and pupils to make changes to the way they travel, both to school and at other times. London

schools with an approved travel plan have achieved an average reduction in car trips of 6 percentage points in just three years. In some cases, schools are achieving significantly greater impacts with reductions in school journey car trips in the region of 10-15 percentage points.

- b) Workplace Travel Plans – A workplace travel plan (WTP) is a strategy for managing commuter and business travel generated by employers. More than 1,400 workplace travel plans have been developed to date in London. WTPs are adopted through two main routes: as part of the planning conditions attached to new developments; and through employers voluntarily adopting them as part of a wider ‘smarter working’ agenda.

STU works with over 450 London businesses, covering around half a million employees (10 per cent of London's workforce), via its two voluntary workplace programmes for London employers: Corporate (employers of 250 FTE and above) and Enterprise (20 – 250 FTEs). These programmes enable employers to put in place measures and promotion to encourage changes in staff travel to and within work. London employers with workplace travel plans have achieved an average reduction in car use of 13 percentage points.

- c) Targeted personal travel advice - Personal Travel Planning (PTP) is a direct marketing approach involving tailored advice to individuals about their current travel patterns and options for change. This can include direct mail, face to face interviews and the provision of personalised travel information and incentives. Personal travel planning has traditionally been delivered on a house-to-house basis, but is increasingly being applied in other settings such as workplaces, sports clubs and leisure centres. PTP programmes have been shown to reduce car use by up to 11 per cent.
- d) Marketing campaigns and advertising - STU uses targeted campaigns to promote cycling, walking, public transport use, car sharing and smarter driving as part of its wider programmes. It works in close partnership with other parts of TfL's business in delivering these activities, including Surface Transport on its smarter driving campaign.
- e) Car Clubs - STU helps promote the development of car clubs in London. These clubs provide an attractive alternative to private car ownership and typically result in lower car mileage from members than that incurred by car owners (City Car Club report a 60 per cent reduction in typical mileage when people join a car club). London has 85 per cent of the UK car club fleet membership, with more than 38,000 Londoners belonging to a car club. There are currently over 1,000 car club vehicles in the capital, with 21 per cent of Londoners within a five minute walk of a car club vehicle and 37 per cent within a 10 minute walk.
- f) Car sharing – is an arrangement where two or more people travel by car together for all or part of the car trip. Car sharing can be either formal – as an organised scheme that puts drivers and passengers together who may not otherwise have come together to share car journeys; or informal - where family, friends and colleagues agree on an ad hoc or regular basis to share car journeys.

- g) Health promotion initiatives – STU works with NHS London, NHS trusts and Primary Care Trusts (PCTs) to address health-related travel and to provide advice, information and incentives to cycle or walk, delivered through trusted sources such as doctors and health clinics. The Sutton Active Travel Signposting project (described below), is an example of this approach and aims to engage 10,000 patient referrals.

3 THE SMARTER TRAVEL SUTTON PROGRAMME

Project Overview

- 3.1 Smarter Travel Sutton (STS) is an integrated Smarter Travel programme, which is applying all the interventions listed above across the London Borough of Sutton over three years. TfL is providing £5 million funding over this period. The programme is being jointly managed and delivered by TfL and the London Borough of Sutton. It aims to raise awareness of the benefits of changing patterns of travel among people living and working in Sutton and thereby reduce residents' car use by at least 5 per cent by September 2009.
- 3.2 STS is TfL's first integrated behavioural change programme of this type and the largest in the world. It will be followed by a similar programme in the London Borough of Richmond, which is due to be launched in March 2009. The programme is underpinned by transport and consumer research, which has shown that:
- a) Travel in outer London is significantly more car-dependent than in central/inner London, with more than 50 per cent of all trips in outer London being made by car¹, compared to around 25 per cent of trips in inner London. STS targets residents' car trips as over half of car trips in Sutton are less than 2km in length: a distance which could be walked or cycled by many people.
 - b) Car users can be 'segmented' according to their attitude to travelling by other modes, allowing efficient targeting of interventions. TfL market research has identified personal health and the health of children as motivators for STS's main target audiences.

Sutton: School Travel

- 3.3 Sutton was the first London borough to complete all its school travel plans, one year ahead of the London target and two years ahead of the DfT's national target. While school travel plans in London have been shown to achieve an average 6 percentage point reduction in school run car trips, some schools in Sutton are achieving exceptional results. Cheam Primary School, for example, has reduced car use from 35 per cent of all trips to 23 per cent. Brookfield Primary has successfully cut car use from 28 per cent to 17 per cent and Holy Trinity School has cut car use from 38 per cent to 21 per cent of school run trips.
- 3.4 Travel planning is seen by teachers as a positive way of working with young people on wider educational and personal development issues. The Wandle Valley School in Sutton, for example, which works with students with

¹SDG Outer London Research 2007

behavioural issues, successfully uses access to cycling as a reward for improved behaviour. All students at Wandle Valley are entitled to free home-to-school supervised taxi travel and since the introduction of the travel plan, the number travelling by taxi has fallen by 50 per cent, delivering significant cost savings.

Sutton: Workplace Travel

- 3.5 The STS workplace travel programme is working with businesses covering more than 16,000 employees, exceeding its original target to reach 15,000 employees. The Council has successfully engaged all of its major employers in travel planning and the target for completion of all travel plans has been brought forward from September to March 2009.
- 3.6 The results of first year staff travel surveys are currently being collated and analysed. The positive participation in travel planning in Sutton suggests that results will be at least as good as the London average (13 percentage point reduction in car use).

Sutton: Household Travel

- 3.7 Personal travel advice was offered to each of the 80,000 households in Sutton between April 2007 and October 2007. This is the largest programme of engagement of its kind undertaken. This has been used to inform the development of Sutton Borough Council's new Transport Action Plan. Issues raised by residents, such as the poor state of cycleways due to vandalism, have been responded to quickly and effectively. This has improved the cycling, walking and public transport network and delivered excellent customer service.

Sutton: Marketing Campaigns and Advertising

- 3.8 STS uses advertising and the media to promote the campaign. This is supported by local events, such as Move It At The Manor, a one day family festival in July to promote cycling and walking and targeting an audience of 10,000 residents. In addition, regular High Street events, such as Bike Week, are used to promote cycling and walking and include activities such as free 'active lifestyle health checks', free cyclist training and security marking on bikes to reduce the risk of theft.
- 3.9 The Council's 2007 Ipsos Mori survey found that STS was the Council's most recognised service, with 29 per cent of residents recalling the programme.

Sutton: Car Clubs and Car Sharing

- 3.10 The Sutton car club, operated by Streetcar, was launched in late 2007 and membership is growing strongly. The average utilisation of the cars equates to around 3 hours use per car per day, a high level of usage for outer London. Car sharing will be offered to Sutton residents and businesses in a targeted winter campaign later this year.

Sutton: Health and Active Travel

- 3.11 The STS programme has developed a close link between public health and the promotion of active travel in the borough. The potential for improving health by

increasing levels of cycling and walking is well documented ¹¹ and Smarter Travel approaches are recommended by the National Institute for Health and Clinical Excellence (NICE). Pre-existing levels of physical activity in Sutton rank seventh lowest in London. Concerns about health and physical activity were identified by the STS target audiences and are a potential motivational factor to reduce car use.

- 3.12 The STS Active Travel Sign-posting service will be delivered by the Sutton and Merton Primary Care Trust. The service will provide active travel information to 10,000 patients who have been advised to increase their weekly amount of moderate intensity physical activity. The project will be evaluated by a consortium of university research departments to assess its health and transport outcomes and value for money. This will provide the evidence base for potential extension of the programme to other areas of London, with the possibility of funding from other PCTs. This would result in the NHS contributing to the delivery of London's transport objectives and put London at the leading edge of delivering integrated programmes of this kind.

Sutton: Sports Clubs

- 3.13 Building on the health theme of the programme, STS has formed partnerships with both of the local football clubs (Carshalton United and Sutton), which has resulted in joint publicity and promotion of active travel in Sutton. In addition, a programme to encourage 2,000 families to walk or cycle with their children to weekend football 'mini-leagues' will be launched in September 2008.

Sutton: Crime and Community Safety

- 3.14 STS is investing in measures to reduce the risk of crime, particularly around cycle security. Measures include additional secure cycle parking and bike security marking. Research has identified cycle security as a concern for residents, therefore a barrier to cycling.
- 3.15 The programme of cycle parking has included the installation of 185 new stands and nine shelters, many at locations identified by residents during interviews for the Personalised Travel Programme during 2007.

Evaluation and Performance

- 3.16 The monitoring of the STS programme takes place annually in September. An attitudinal and behavioural survey is undertaken based on a random sample of 1,800 Sutton residents and a control group from Croydon. Reporting of results to date refers only to the performance of the programme in its first six months from April to September 2007. Over this short period, however, there are encouraging signs in terms of the STS programme's outcomes, as reported through interviews with residents:
- a) The mode share of journeys by car for Sutton residents' reduced by two percentage points (from 49 per cent to 47 per cent);
 - b) The mode share for journeys by bus increased from 13 per cent to 15 per cent; and
 - c) A significant proportion (38 per cent) of residents report that they have

¹¹ "Making the case: improving health through transport", NHS Health Development Agency, 2005.

reduced the amount of driving they do, are considering doing so or are willing to consider it. A comparison between Sutton and the control area showed that 17 per cent of Sutton respondents were actively planning to drive less, compared with only 13 per cent in the control area.

- 3.17 To complement the behavioural and attitudinal research discussed above, annual monitoring is also undertaken via automatic traffic counts, cycle counts and air quality monitoring stations, as well as bus patronage data. Additional counters have been installed in Sutton to enable robust monitoring for both general traffic and cycling. It was too early in September 2007 to draw any inferences about changes attributable to the programme. The next evaluation point for the programme will be in September 2008 and the results will be available for the Board in December.

4 THE WIDER BENEFITS OF SMARTER TRAVEL SUTTON

- 4.1 The STS programme has produced a number of wider benefits, related to TfL's work with London boroughs and other partners, and closer integration between transport and other public services. The programme has attracted national and international interest, including frequent requests for dissemination via conferences, events and visits to Sutton.

Engaging Partners in Delivery

- 4.2 Successful partnership working has been both a cause and an effect of the local support for the STS programme. TfL's STU enjoys a close partnership with the London Borough of Sutton, which has engaged Local Strategic Partnership (LSP) members in the delivery of projects to change local travel behaviour. There is strong cross-party support for the programme within Sutton Borough Council and from key local stakeholders including schools, businesses, the Chamber of Commerce, community groups and the NHS.

Programme Management and Value for Money

- 4.3 An independent benchmarking study of STS^{III} and the three DfT-funded sustainable travel demonstration town projects (Worcester, Peterborough and Darlington) found that STS is performing very well. The benchmarking review identified a number of areas as being noteworthy, including:
- a) The STS programme is spending less per head of the local population, than two of the DfT-funded projects, despite maintaining a larger range of activities;
 - b) The STS programme is based on a well-defined set of objectives and has strong governance and performance management arrangements in place; and
 - c) STS is showing more evidence of innovation in its interventions.
- 4.4 The programme aims to shift demand from car use to public transport, thereby potentially contributing to fare revenue generation and off-setting the costs of STS. Smarter Travel is still in its infancy as an approach to managing travel demand. Consequently, it is likely that future integrated programmes will

^{III} "Review of Smarter Travel Sutton: Benchmarking", Steer Davies Gleave for London Borough of Sutton.

improve and refine elements of delivery, such as more targeted personal travel advice, resulting in lower unit costs and increased overall effectiveness.

Smarter Travel Improving Local Transport Delivery

- 4.5 As well as achieving a high level of local recognition for the London Borough of Sutton, the STS programme has led to the Council reviewing its overall approach to planning and delivering local transport improvements in the borough. The Council has plans to rebrand its entire transport planning and engineering department as 'Smarter Travel Sutton'.
- 4.6 A new transport action plan is also under development based on the approach developed through the STS programme. This focuses on areas of the borough (e.g. local town centres) to resolve transport issues strategically and holistically and in line with local community priorities. This approach is complementary to emerging thinking within TfL about how to introduce greater flexibility into borough Local Implementation Plan funding orientated towards places and corridors.

5 MAXIMISING THE VALUE OF SMARTER TRAVEL

- 5.1 The use of Smarter Travel programmes to tackle road congestion, public transport crowding and transport's environmental impacts is still relatively new. The first local authority Walk to School campaigns, for example, took place in the mid-1990s. TfL's own Smarter Travel programmes have been in place since 2002/3, with significant funding committed since 2006/7. A key challenge now is to demonstrate and realise the wider value of these programmes to TfL. This could be done in a number of ways:
 - a) using TfL's existing business case methodology to calculate benefit:cost ratios for Smarter Travel programmes;
 - b) identifying the extent to which third parties could be persuaded to fund Smarter Travel activities; and
 - c) identifying potential TfL cost savings from investing in Smarter Travel interventions rather than more expensive capacity and/or service enhancements.

TfL Business Case Appraisal

- 5.2 The STU has submitted its programmes to review using the established TfL and DfT Business Case Appraisal methodology. This typically generates benefit:cost ratios in the region of 2.8:1 and above, based solely on traffic congestion reduction benefits.

Third Party Funding

- 5.3 The STU's activities already generate third party revenue or resources in a number of ways. These include Section 106 developer contributions towards the cost of preparing travel plans; investment by employers in measures such as workplace cycling facilities; volunteer effort supporting school travel plans; and Department for Children, Schools and Families match-funding to support regional school travel advisors. The STU is now examining the potential opportunities and risks of using its products and services to generate additional

secondary revenue, including through:

- a) Sponsorship of events and/or publications;
- b) Charging for training and/or professional development and accreditation;
- c) Cost recovery for advice to employers (the scope for this is currently under review); and
- d) Charging for publications/technical guidance.

5.4 There is also scope for using funding from other public bodies to support Smarter Travel initiatives. If the Sutton Active Travel Sign-posting pilot produces cost-effective public health benefits, for example, the cost of a wider roll-out could be met from the NHS rather than TfL.

TfL Cost Reductions

- 5.5 TfL's core business objective is to meet rising demand for movement in London generated by population and employment growth in an efficient, safe, socially inclusive and environmentally sustainable way. This requires high levels of capital spending on new transport infrastructure (e.g. Crossrail, station capacity enhancements, PPP line upgrades) and/or revenue spending on service enhancements (e.g. additional bus services) to meet additional demand, particularly in the peak periods.
- 5.6 The Smarter Travel approach offers the potential to avoid, or at least delay, some of these capital and/or revenue costs by influencing whether, when, where and how people travel. If employers offer their staff more flexible ways to work through workplace travel planning, for example, this can reduce (or at least slow the growth in) peak demand on both the road and public transport networks. Similarly, if people can be persuaded to walk or cycle rather than use congested bus or Underground services for shorter trips, this could have important crowding and service quality benefits.
- 5.7 The Smarter Travel approach can also help tackle service disbenefits experienced by existing customers. The School Travel Plan programme, for example, has produced significant local benefits in terms of reducing both the reality and perception of anti-social behaviour on public transport.
- 5.8 The STU is currently working with the TfL modes to develop projects that would help understand the scope for influencing travel demand and resulting cost savings. These could include persuading people to walk rather than use the Underground for shorter trips between central London locations; or to cycle as an alternative to Underground, bus or rail for longer trips into central London from inner and outer London. The results of these projects will be fed into a financial model which is being developed to understand the potential capital and/or revenue cost savings of these changes in travel patterns.

6 CRIME AND DISORDER

6.1 STS is contributing to reducing crime through the bike security marking project, launched through its close working partnership with the Police. The School Travel programme also works closely with London Buses, CSEP (Community Safety, Enforcement and Policing) Safer Neighbourhood teams and others to

address behaviour on public transport and on-street.

7 EQUALITIES

- 7.1 STS has targeted its health and active travel advice at some of Sutton's households on lower incomes, including by producing walking, cycling and public transport travel information for people moving into social housing. All of the programme's communication and initiatives are reviewed to ensure accessibility for all groups, including those with visual impairments.

8 CROSS-MODAL

- 8.1 The Sutton programme contributes to increasing public transport patronage and increasing levels of cycling and walking. It therefore potentially increases the return on investment in walking, cycling and public transport infrastructure.

9 CONCLUSION AND NEXT STEPS

- 9.1 STS set out to test whether it would be possible to reduce car use through the integrated delivery of Smarter Travel projects. Early monitoring shows positive trends in this area. In addition, the programme has shown wider benefits for TfL, the London Borough of Sutton and partner organisations. In particular, it has facilitated partnership working and delivery of projects that contribute to a number of policy areas beyond transport, including health, social inclusion and economic regeneration. The presence of a skilled team in the Council has helped to raise ambition and capability. This model of investing in a delivery team in a borough is a potentially effective way to improve local delivery.
- 9.2 STS places TfL at the cutting edge of transport behavioural change and marketing, at a time when recognition of the importance of this area of transport activity is growing.

10 RECOMMENDATION

- 10.1 The Board is asked to NOTE the Report.