

Promoting Cycling through Travel Planning Initiatives: An analysis of current activity and future opportunities in the Luton Borough Council administrative area

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Introduction

In June 2006 Luton Borough Council applied for assistance under a programme of free consultancy advice and support for local authorities provided by Cycling England. Following an assessment of the needs and commitment of the Borough Council, Luton was awarded five days of support, the maximum available to any authority outside the Cycling Demonstration Towns. Cycling England local authority support team member Jo Cleary (from Cleary Stevens Consulting), who has extensive experience of working on both cycling and travel planning issues, was appointed to work on this assignment.

Summary of tasks undertaken

Below is a summary of tasks carried out by the Cycling England (C.E.) consultant.

• Initial assessment of needs, in consultation with Luton Borough Council's Safer Cycling Promotions Officer and C.E. support applicant, Pauline Roby. A summary of the outcomes of this assessment is contained in separate C.E. form C3, while below is an extract from this document that provides an indication of its conclusions for the direction of this assignment.

"The applicant for the advice has a very strong commitment to cycle promotion through travel planning, and has identified a range of individuals, groups and organisations in the Luton Borough Council area that are working on initiatives to encourage greater use of this mode for everyday journeys. Currently, many of these initiatives are being carried out in semi-isolation, and there is an acknowledgement that the impact of each one could be enhanced if there was an overall coordinated strategy to which scheme owners could subscribe... It is proposed that the Cycling England consultant works with the applicant to review the existing initiatives, identifying their function, strengths, weaknesses, etc. Then, in the light of this information, develop recommendations that would aim to increase coordination between the initiatives, and thereby improve their effectiveness."

- Site visit to gather information and interview the key stakeholders who are either currently, or could potentially be, involved in promoting cycling through travel plan-related activity in the Luton Borough Council area. The visit was carried out over the 10th-12th July 2006, during which the C.E. consultant met and interviewed the following people.
 - o Pauline Roby, Safer Cycling Promotions Officer, Luton Borough Council
 - o Nathan Burge, Cycle Training Project Officer, Luton Borough Council
 - Sarah Leeming, Centre for Sustainable Technologies, University of Bedfordshire
 - o Lynette Warren, Centre for Sustainable Technologies, University of Bedfordshire
 - o Chimeme Egbutah, Health Inequalities Officer, Luton Borough Council
 - o Mark Southam, Sports Development Manager, Active Luton
 - o Andrew Spencer, Transport Strategy Officer, Luton Borough Council
 - Mike Brightman, Assistant Transport Strategy Officer, Luton Borough Council
 - o Patrick Lingwood, Walking and Cycling Officer, Bedfordshire County Council
 - Keith Dove, Transportation Strategy Manager, Luton Borough Council
 - o John Maple, Highway Development Manager, Luton Borough Council
 - Teresa Chan, School Travel Plan Co-ordinator, Luton Borough Council
 - o Sue Rowe, Active Travel Manager, Sustrans
 - o Stephanie Cash, Health Improvement Manager for Obesity, Luton Primary Care Trust
 - Alison Heywood, Travel Coordination Group, Luton and Dunstable Hospital
 - o Chris Hamm, Green-Link Luton, Company of Cyclists
- The C.E. consultant drew together the information gathered from the interviews into a SWOT analysis, below, which summarises the **S**trengths, **W**eaknesses, **O**pportunities and **T**hreats of the current situation in relation to effective cycle promotion through travel planning.
- In the light of the SWOT analysis, this report concludes with a set of recommendations to improve coordination between various current and proposed travel plan-related initiatives in the

Luton Borough Council area, to improve their effectiveness in promoting cycling for everyday journeying.

The SWOT analysis Strengths

- From a modest start Luton Borough Council has made significant progress in recent years in providing for, and promoting cycling.
- Over the past four years the local authority has worked with the Luton Cycle Forum, a group representing local cyclists, to identify a cycle network for the Borough. Work has started on implementing this network, leading to an increase in on- and off-carriageway routes for cyclists from 5km to 23km. This includes completion of the entire section of NCN Route 6 that runs through the Borough, which has recorded an increase of 20% in use during the past year.
- Luton Borough Council has a small, but dedicated and effective, team of staff responsible for cycling promotion and training.
- Luton Borough Council's Cycle Promotions Team has developed a comprehensive package of cycle training for adults and children, based on the National Standards, which is actively marketed.
- Sustained promotional work among schools in relation to the cycle training services offered by Luton Borough Council is starting to bear fruit. This year (2006) has seen a 300% rise in the number of schools taking up the training available to Year 5 and 6 pupils, participating schools including all those that have taken advantage of the programme in previous years.
- Means by which the Cycle Promotions Team promotes cycling among the general population in Luton include regular free group social rides open to all Borough residents; frequent email shots of cycling-related news and activities in the Borough; free bike checks at public events; and a dedicated area of the Luton Borough Council website, regularly updated, with information on training opportunities, a downloadable map of the cycle network map, helpful hints of bike purchase, etc.
- A new Cycling Strategy for Luton has been developed, which has been well received by Borough Councillors.
- In recognition of its recent efforts and improvements for cycling, Luton has received three accolades during the past three years: Sustrans' award for most proactive local authority (October 2005); the English Regions' Cycling Development Team award for the most improved local authority in the Eastern Region (October 2004); and the National Transport Awards' most improved transport local authority (June 2005). Luton's submission for the last award was based on a number of criteria, including "...commitment to promoting alternative modes of travel, especially cycling".
- A constructive relationship has been developed between the Luton Borough Council officers responsible for cycle promotions and training and its highway engineers. In part, this has been assisted by a good take-up of the cycle training opportunities offered to all Council staff among the engineers, which offers the opportunity for the cycle training team to talk to the engineers about provision for cyclists within the highway network.
- There has for some time been a groundswell of support for travel planning among a number of key Luton Borough Council officers, whose position within the local authority would enable them to make a supportive contribution to the work of a travel planning officer/initiative.
- Luton Borough Council's Local Transport Plan (pp167-8) includes a commitment to developing an Employer Travel Plan Strategy, with the aim of bringing about "a step change in work travel patterns by promoting and developing effective travel plans within the conurbation to reduce congestion and pollution and therefore obtain the wider benefits associated with more walking and cycling and the greater use of public transport".
- Luton Borough Council's Highway Development Manager scrutinises all development proposals with regard to their potential impact on the highway network and transport infrastructure. During recent years planning permission for larger developments in Luton has, in line with Central Government policy, generally been conditional upon the preparation of a travel plan. Developers required to prepare such a plan are referred to the DfT-approved document "A Travel Plan Resource Pack for Employers" (available on the web, see Appendix A for source). Submitted plans are scrutinized by the Highway Development Manager, and around a third are sent back for revisions, accompanied with by guidelines on how they need to be improved. The most common reason for rejection is a lack of sufficiently robust targets, or failure to identify human resources for

the plan's implementation. To date, around 15 travel plans have been approved through this mechanism, and a similar volume are in 'in the pipeline'.

- The Centre for Sustainable Technologies, based within the Innovation Centre at the University of Bedfordshire (formerly University of Luton), is keen to work with Luton Borough Council to promote sustainable travel planning in the area. The Centre has strong links with the local business community, in part as one of its core roles in recent years has been to provide support and mentoring for small and medium enterprises during their start-up phase.
- The Centre for Sustainable Technologies, through its Devices Project, promotes the use of low/no cost communication technologies that enable people, particularly those in constrained circumstances, to work together effectively. The main aim of Devices is to provide a resource for disenfranchised individuals or groups, e.g. people with mobility restrictions and rural communities. Devices can also be applied as a means to enable and encourage people to reduce their need to make work journeys, particularly those made by car.
- Luton Borough Council already has a number of isolated initiatives in place that, if drawn together, coordinated and promoted, could form the foundations of a travel plan for the local authority. These include:
 - Half-price annual season tickets for Borough Council staff and their immediate families for travel to Leagrave, Luton and Luton Airport stations from stations served by First Capital Connect (formerly Thameslink). These tickets also function as Network Cards, entitling the holder, and up to three accompanying adults, to a one-third discount on off-peak fares across the South East. The local authority offers interest-free loans for the purchase of these season tickets for use by its staff.
 - o A pool of bikes is available for business journeys by Council staff.
 - Cycle training is available free to Luton Borough Council staff. Those who can demonstrate it is relevant to their job can undertake the training during work time.
 - Cycle parking has been installed at a majority of Borough Council offices, with some unsatisfactory provision replaced by better designed facilities in recent years.
 - Showers and changing facilities are available for use by staff at a number of Council
 offices.
- Luton Borough Council's main offices are in the centre of the town, a short walk from the bus and rail stations, and on NCN Route 6.
- Key players within a number of organisations in Luton are aware of the links between transport and health and the environment, and network with each other on an ad-hoc basis to share ideas and information.

Weaknesses

- The failure to secure external funding for a Luton Borough Council travel plan officer, despite a number of attempts over recent years, has resulted in this area of work remaining largely untouched to date. This has meant that the conurbation lags behind many others in developing and implementing travel planning initiatives.
- Owing, in no small part, to the lack of a dedicated travel plan officer, Luton has "missed the boat" in terms of taking advantage of a number of supporting initiatives and services, as well as one-off funding opportunities, relating to the development of travel plans. These include, for example, the free travel plan-related consultancy advice available to organisations between 2000-2006, funded by the Department for Transport; together with the funding and support that was awarded to successful applicants for the Sustainable Travel Demonstration Towns and Cycling Demonstration Towns status.
- The support for travel planning among Luton Borough Council officers and members can best be described as patchy, with no champion at a very senior level. Nevertheless, member support has been strong for the concept of requiring developers seeking planning permission to prepare travel plans. However this could expose the local authority to the criticism of having double standards.
- There is a history of opposition from staff unions to any attempt to revamp the local authority's outdated car park allocation system, which awards spaces to senior ranks and long-standing employees, to create a more equitable system based on need and sharing available spaces which could also support travel planning objectives.

- There is likely to be strong grassroots opposition among Borough Council employees to any travel planning measures that they consider an infringement on their current 'rights' and 'privileges', such as restrictions on, or charging for, car parking.
- The relationship between Luton Borough Council officers responsible for cycle promotions and training and land-use planning officers is quite weak in terms of sharing relevant information about opportunities for promoting cycling through travel planning.
- While Luton Borough Council has been very supportive, in a number of ways, of the emissions-free delivery and distribution service, Green Link, run by the Company of Cyclists in Luton, the long term viability of the initiative in the town is not assured. Green Link is seeking to grow its customer base to consolidate its viability in the town. In other areas where similar schemes are successful, the local authority has taken a lead in commissioning work from the green courier service (which use load-carrying cycles as well as electric vehicles) across a number of departments in a coordinated way. Luton Borough Council is currently very departmentalised in its decision-making about delivery/courier services. While Green Link has secured a contract to cover the local authority's schools delivery service, the volume of work involved is barely sufficient to sustain the initiative, and its operators do not have the time and resources to negotiate with a myriad of other different departments, each with their individual needs, constraints and ways of working, about individual contracts. A more centralised approach to the management and procurement of delivery and distribution services within Luton Borough Council, underpinned by a strong commitment to emissions-free services of this type, would reduce the marketing and administrative costs borne by Green Link, and enable the company to achieve further efficiency savings for the Borough Council.
- Green Link is in a relatively weak position with regard to expanding its services to other organisations in Luton, in addition to the Borough Council. The parent organisation, Company of Cyclists, would normally develop this, as they have the experience of marketing the service, unlike those engaged in the delivery service at the local level. However, Company of Cyclists is based in York, from where it is not easy to identify and respond quickly to opportunities in Luton. Moreover, the company does not currently feel able to strongly market Green Link to companies in Luton, as it has limited capacity to respond quickly to a significant increase in demand. However, Green Link is committed to consolidating its position in Luton, and could expand its operations using resources currently based in Hatfield.
- Funding constraints mean that Luton Borough Council is unlikely, in the short term, to be able to find resources to support organisations in implementing travel plan measures. Other local authorities, such as Nottingham City Council and Nottinghamshire County Council, have found this to be an effective way of encouraging the commercial sector to prepare a travel plan, and pumpprime it's implementation.
- While the land use planning system has been used to require the preparation of travel plans for larger developments in the Luton Borough Council area in recent years, no site-specific advice and support is available to support those required to go through this process. Travel planning is a relatively new concept, and the most effective plans are those tailored to take account of the specific opportunities and constraints presented by a site.
- Travel plans submitted as a precondition of planning permission are vetted by the Highway Development Manager to ensure they are sufficiently robust. However, owing to staffing constraints, once the planning condition has been discharged there is no follow-up on the part of local authority to ensure travel plans are implemented, nor is their effectiveness monitored.
- The Highways Development Manager has developed a standardised checklist against which travel plans submitted as part of a planning application are assessed. Whilst this system currently works, the checklist is abstract rather than formalised in any policy document, and could be lost if he became no longer responsible for this role.
- No pool cars are available for business travel and site visits among Luton Borough Council staff. This results in staff who are required to make such trips fairly regularly having to commute by car, to ensure they have a vehicle available during the working day.
- No robust information exists on the effectiveness of the travel plans that have been prepared by schools in the Luton Borough Council area. Existing data gathering techniques do not lend themselves to comparisons over time. For example, different surveys have asked different questions, or different survey sample sizes have been used at different times.
- Luton Borough Council's School Travel Plans Coordinator leaves it to Cycle Promotions team to deal with cycling issues in schools. However, this runs the risk of decoupling cycling from travel

planning, leaving schools with an impression that it is not an integral and important part of travel plans. It also implies that the School Travel Plans Coordinator isn't fully supportive of the potential benefits of cycling. And it can result in the duplication of time-consuming efforts, as, potentially, two portions of sustainable travel-related local authority officer time are expended on engaging with schools.

• No sanctions can be brought to bear on schools that have an 'approved' travel plan, have subsequently secured DfES grant funding to introduce some supporting physical measures, but then do not follow through with wider implementation and long-term commitment to their plan.

Opportunities

- National Cycle Network Route 6 runs through Luton, passing a number of schools, leisure centres, the Town Hall and through the town centre (although riders are currently required to dismount though the pedestrianised central area). There are a number of existing and proposed links to other significant trip generators, such as Luton and Dunstable Hospital and Sundon Park trading estates.
- One of only a handful of England's Active Travel Managers, coordinated by Sustrans, is based in Luton. They are charged with promoting healthy and sustainable transport and recreational activities based around National Cycle Network infrastructure, and their posts are part-funded by Sport England.
- Luton's Active Travel Manager is promoting among larger trip generators in the town a couple of leaflets of specific relevance to travel planning, namely "How to produce active travel directions for your visitors and staff" and "Active Travel News".
- A revised and updated Luton Cycle Guide map is due for publication in September 2006. This offers an opportunity for publicity and promotional activity surrounding the launch.
- Company of Cyclists would, during Autumn 2006, like to embark on a targeted promotion of its Luton-based emissions-free courier service, Green Link, to broaden its customer base and secure its long-term viability in the town. The organisation's Managing Director is based in St Albans, and could be 'on hand' to provide senior level support in selling the Green Link product, and negotiating contracts with prospective clients in Luton.
- The University of Bedfordshire's Innovation Centre has recently secured funding though the Government Office for the East Region (GO East) to establish a Centre for Sustainable Technologies, which will become operational at the beginning of August 2006. The plans for this Centre include setting up a Green Travel Project, which will be coordinated by Sarah Leeming, who is also one of Luton Borough Council's casual cycle trainers.
- Through their experience of working with local businesses, staff at the Innovation Centre believe that the commercial sector has warmed to aspects of sustainability, including travel planning, particularly where a commercial gain can be demonstrated.
- Several years ago Luton was successful in securing DfT bursary funding to employ a School Travel Plan Coordinator. The post is funded until 2008, and the DfT has set a target for all schools to have a travel plan by 2010.
- DfES awards funding to implement travel planning measures (capital items) at schools that have developed an approved travel plan. Secondary schools are eligible for £5,000 plus £5 per pupil; while primaries can receive £3,750 plus £5 per pupil. To date 26 schools in the Luton Borough Council area have received such funding. However, a total of 48 schools have developed a travel plan, which includes independent schools that are not eligible for the grant funding, and state schools that developed plans prior to the launch of the DfES grant system to pump-prime their implementation. The DfT has developed guidelines on the criteria that a school travel plan should meet before it can be awarded DfES grant funding.
- Luton Borough Council's road safety team has a programme for the implementation of physical measures around schools, developed in response to requests from schools, as well as in the light of the Council's own risk assessment procedures. The local authority uses this programme to encourage schools to develop a travel plan, requesting a plan as a precondition of implementation of the physical measures.
- The DfES Healthy Schools Initiative offers good opportunities to promote walking and cycling for school journeys. 'Physical activity' is one of the four key themes that those seeking Healthy Schools status are required to promote. Each theme has a number of criteria schools are asked to address, and promoting walking and cycling for school journeys is one of the criteria under the theme of physical activity.

- A number of jobs have fallen vacant within Luton Borough Council's Engineering and Transportation Division that has created an opportunity for job restructuring.
- As a result of the above, Luton Borough Council is currently advertising for a Planning and Travel Advisor, part of whose remit will be "To develop and review the travel plan strategy, and to work with local employers and other organisations to develop initiatives for travel plans". Unlike their success in securing external funding for a dedicated school travel plan coordinator from the DfT, the local authority has failed to win additional resources for a comparable workplace officer, and has subsequently decided to incorporate it within the job description of a currently vacant, but related post.
- Bursaries are available from Cycling England, although administered by the CTC, to train volunteers to the DfT approved National Standard for the delivery of cycle training to adults and children. (See www.ctc.org.uk/DesktopDefault.aspx?TabID=3529)
- Luton Borough Council's physical activity, sports and recreation responsibilities have fairly recently been transferred to an independent Trust, Active Luton. This status gives it a good deal of autonomy, flexibility and control over the direction of its development. Since its foundation Active Luton has increased the number of staff it employs, facilities it runs, and the partnerships it has forged. Its responsibilities include 'Active Schools', 'Specialist Sports Colleges', 'Community Sport' and 'Sport Development', which puts it in an influential position with regard to the promotion of physical activity among all sections of the population in Luton. Active Luton's Sports Development Manager is keen to promote 'active travel' to the Trust's sites.
- Active Luton is in the process of developing a family of leaflets about the services it offers and the activities it promotes, e.g. its swim school, its golf centre, etc. In addition to specific services, each of the Trust's centres will have its own leaflet, which will outline what it offers, these could include information on accessing the venues by healthy and sustainable means.
- Luton Primary Care Trust has a *Strategy for the Prevention and Management of Obesity 2005-2010*. Luton PCTs Health Improvement Manager for Obesity, who is responsible for implementing this strategy, is a trustee of Active Luton.
- The evidence of the health benefits of physical activity is well documented (see, for example, the Chief Medical Officer's 2004 report titled: *At least five a week: Evidence on the impact of physical activity and its relationship to health*, from the Department of Health). Sport England, which has a target to increase participation in physical activity among the general population, provides funding through a variety of routes to support this objective. These include specific programmes aimed at disadvantaged and other 'target' groups, among whom it is recognised that uptake of physical activity is low. Available data indicates that Luton has an above average number of deprived wards, which ought to be appropriate for such targeted programmes.
- As part of the Local Area Agreement agreed with the Government's Eastern Regional Office in Spring 2006, and lead by the local authority, Luton identified adult weight management as one of its health 'stretch targets'. The target is to reduce the proportion of adults with a BMI over 30, who are supported to lose at least 5% of their body weight, and then maintain this weight loss for at least six months. In order to maintain weight loss, lifestyle changes must include increased levels of physical activity. Any initiatives that promote types of physical activity that are 'accessible' and sustainable for individuals in the long term, i.e. they can incorporate them relatively easily within their daily routines, such as walking and cycling as means of transport, will be valuable in supporting this initiative.
- There is a need to assist health care professionals in building their skills and knowledge to support patients to make lifestyle changes to improve their health, in particular in relation to physical activity. Health care professionals would welcome the opportunity to be able to signpost patients to programmes that may help them move away from a sedentary lifestyles to include a sustainable daily level of physical activity that will benefit their health. The need for local information on what is available would empower health staff to be able to support patients with accessible and practical suggestions rather than abstract recommendations.
- In 2004 Luton and Dunstable Hospital NHS Trust commissioned RPS Transport consultants to develop a travel plan. While there is no dedicated staff member appointed, nor funds identified, to implement this plan, a Travel Coordination Group has been set up to identify opportunities to make progress on implementing its recommendations. This group comprises relevant and interested hospital staff, with support from Sustrans' local Active Travel Manager.
- Luton Borough Council has recently been approached by the Highways Agency regarding plans to introduce High Occupancy Vehicle (HOV) lanes within the planned M1 widening

programme, between junctions 6a and 10. The Agency would like local authorities in the catchment area of this scheme to promote the concept of HOV lanes through travel planning activity (e.g. linked to car-sharing initiatives). There is likely to be some pump-priming funding available from the Highways Agency for such promotional work.

- There are also proposals for a 'Translink Project' in the Luton area, which would provide a guided busway between Dunstable Town Centre and Luton Parkway (airport) station, via Luton's central rail station. The plans for this public transport project include integral provision for cycling.
- There is currently a good deal of redevelopment happening in Luton town centre, a significant proportion of it residential. Much of this is not required to have car parking provision, instead developers are asked for Section 106 contributions for improvements to public transport provision, as well as to the highway environment for pedestrians and cyclists to serve their development site.
- A senior officer group has been set up within Luton Borough Council to respond to the loss of the main car park used by city centre based local authority employees, situated over the bus station which is due for demolition in Autumn 2006. Currently parking is provided free to 'essential' users, senior officers, and some long-standing Council employees, paid for by the Borough Council.
- The 2004 Public Health White Paper from the Department for Health, entitled *Choosing Health: Making healthy choices easier*, includes healthy travel toolkit.
- The promotion of cycling could be linked to Health Impact Assessments and Health Improvement Strategies, as part of a Community Health Improvement Process which aims to enable people to lead healthy/healthier lifestyles, e.g. by enabling them to eat well and engage in healthy activities.
- Cycling can also be promoted through Accessibility Planning, which aims to promote social inclusion by helping people from disadvantaged groups or areas access jobs and essential services.

Threats

- Luton Borough Council is currently experiencing staff shortages, compounded by recruitment and retention problems, in a number of departments including those covering planning and transport. Staff within affected departments are consequently over-stretched, and have little time for indulging in 'strategic reviews', and nurturing more effective partnerships with other departments and organisations that have related remits.
- Luton Borough Council, like many local authorities, is having problems attracting sufficiently skilled and experienced staff to fill some posts.
- Luton has no real history of a 'cycling culture'. On the contrary, it's economic development has relied in the past quite heavily on the automotive industry, and the influence of the Vauxhall car plant although now closed is still evident in the continuing trend of car acquisition among many people as soon as they are old enough to have a driving licence.
- Luton's low cycling base, and lack-lustre enthusiasm for cycling among the vast majority of the population means that the use and take-up of new cycle facilities and initiatives on the ground is relatively slow. This does not offer a strong foundation to argue for an expansion of cycling provision from the public purse.
- Luton Borough Council's road safety team is not strongly supportive of promoting cycling as a means of transport, particularly among school pupils.
- Moreover, a good proportion of primary schools, and some secondary schools, in Luton do not consider it appropriate to promote cycling among pupils. This manifests itself in no cycling policies at some schools. The most common reasons for opposition are that cycling is not considered safe, and that there is nowhere to store bikes and associated equipment at school.
- There is a fair amount of public car parking available in and around Luton town centre. The pricing of those spaces controlled by the Borough Council is structured to discourage all-day commuter parking, yet there is also a good deal of private provision over which the local authority has no control.
- While Luton and Dunstable Hospital has a travel plan, progress on its implementation has been relatively slow. Issues that appear to have hampered progress include a relatively high proportion of females in the workforce (who tend to cite childcare responsibilities and personal security worries as reasons the need to rely on cars for commuting), together with shift patterns and out-of-hours working (which can undermine the promotion of public transport, car-sharing, walking and cycling).

- Funding for many projects and initiatives relating to transport, health, and the environment tends to be sporadic, relatively short-term, and its availability unforeseen. Consequently, those appointed to develop these projects and initiatives tend to come and go, and the partnerships, knowledge and skills they develop are lost when funding ends and they move on. A good deal of long term learning is lost, rather than passed on, as a result of this process.
- There are pockets of deprivation in Luton, and those living in these areas tend to lead unhealthy lifestyles and subsequently suffer from poor health. To compound the problem, it is difficult for people to change their lifestyles, adopting more healthy habits, when they are living in challenging conditions.
- The National Institute for Clinical Excellence (NICE) recently produced an evidence briefing on Four Commonly Used Methods to Increase Physical Activity (2006). The report states that the 'grey' literature indicates that such programmes are popular and well received by participants. However, it goes on to state that there is little concrete evidence on the impact of cycling-related schemes on levels of physical activity. This is not to say that such schemes are ineffective, rather that the information has not yet been gathered to prove their worth. The absence of support from NICE for these schemes may make it more difficult for PCTs and NHS Trusts to establish and/or support them.

Recommendations

From the site visit to Luton, and discussions with various interested parties, it is clear to the Cycling England advisor that there exists a strong groundswell of support for travel planning within the Borough Council area, and a variety of both established and embryonic initiatives that underpin this enthusiasm. What is required is greater information sharing and coordination between these initiatives, and those responsible for driving them, to create a more effective collective impact. Below are some pointers as to how this might be achieved. [It should be borne in mind, however, that the contents of this report, including the recommendations below, were researched and developed within a very short timescale, thus the information should be viewed as a strategic overview, rather than a detailed and comprehensive analysis of the status quo.]

Creating a strong foundation for action

- Initially establish a working group to drive forward travel planning in Luton. An early task could be to prioritise and progress the recommendations within this report. Individuals invited to join the group should be those who have recognised travel planning as an important objective, and whose professional role and/or affiliation enables them to 'make an impression', these would include:
 - Luton Borough Council's Planning and Travel Advisor (to be appointed)
 - o Sarah Leeming, Centre for Sustainable Technologies, University of Bedfordshire
 - o Andrew Spencer, Transport Strategy Officer, Luton Borough Council
 - o Pauline Roby, Safer Cycling Promotions Officer, Luton Borough Council
 - o Teresa Chan, School Travel Plan Co-ordinator, Luton Borough Council
 - Stephanie Cash, Health Improvement Manager for Obesity, Luton PCT
 - Sue Rowe, Active Travel Manager, Sustrans
 - o Chris Hamm, Green-Link Luton, Company of Cyclists
- The activities of the working group to be coordinated and led by a partnership between Luton Borough Council's Planning and Travel Advisor and Sarah Leeming from the University of Bedfordshire's Centre for Sustainable Technology.

Likely priorities for action

- The partnership to work initially with those organisations that have gone some way to exploring and implementing travel plan measures. These will include the following:
 - Organisations that have been required to develop a travel plan as a condition of planning permission. It is understood there are around 30 of these.
 - Larger employers and trip generators with a significant travel 'footprint', which has encouraged/enforced them to examine travel planning – such as Luton Airport, Luton and Dunstable Hospital, B&Q and Whitbread.
- However, as a lead partner in promoting travel planning, Luton Borough Council will need to 'set a good example' and develop its own travel plan as a matter of priority. The local authority employs 7000 people, including those within the Education Department, with around 1000 staff

based in and around the congested town centre. Without a travel plan of its own the Borough Council's credibility in encouraging and requiring others to adopt one will be severely weakened.

- A good starting point for Luton Borough Council would be to draw together the variety of existing travel plan-related initiatives that the local authority offers to its employees (identified above under 'Strengths'), and promote them as a coordinated package. Additional quick wins relating to cycling could include:
 - Promoting the use of bikes and trains, particularly as part of the discounted season ticket offer.
 - Ensuring good quality cycle parking facilities are in place at all council work sites.
- Use the current Luton Borough Council senior officer led review of car parking arrangements for town centre-based staff, prompted by the planned demolition of the bus station car park, as a travel planning opportunity for the local authority. The outcome of the review should result in the introduction of an equitable, transparent and sustainable system that supports travel planning objectives of discouraging car commuting where possible. It should, therefore, also include an exploration of opportunities for how employees can be encouraged not to use cars, e.g. providing pool vehicles for business trips and site visits; rewarding car sharing by providing dedicated spaces, and a guaranteed lift home in an emergency; discounted tickets on public transport; interest-free loans for the purchase of bikes and equipment.
- Active Luton sites would be a good place to pilot Luton Borough Council's travel plan initiatives. This organisation is sufficiently independent to be able to act expediently; has systems in place that could relatively easily be adapted to capture data about staff and visitor travel patterns; is in the business of promoting active lifestyles; and is led by a Development Manager who has shown enthusiasm for the promotion of travel plans among both staff and visitors. However, Active Luton staff, including the enthusiastic Sports Development Manager, are largely unfamiliar with how travel plans are developed and implemented, so will need a clear steer and practical support from the Luton travel plan partnership to develop site-specific plans for its sites in the Borough Council area. (More below under *Travel plan issues of relevance to specific organisations.*)
- Similarly, if the University of Bedfordshire is to step up its involvement in promoting travel plans through the Centre for Sustainable Technology, it will need to demonstrate its own commitment by developing a travel plan for staff, students and visitors.

Rolling travel planning out to other organisations

- Consider setting up a travel plan network for businesses in Luton to exchange good practice, ideas and experience. Refer to the good practice guide on how to set up and run travel plan networks referred to in Appendix 1. It is also recommended that advice be sought from those who have experience in organising such networks elsewhere (e.g. Jeremy Prince, Nottingham City Council, email jeremy.prince@nottinghamcity.gov.uk).
- As a first step, build a database of those organisations that have demonstrated some interest or involvement in travel planning within the Luton area, including details of a travel plan contact within each. This list is likely to include:
 - o Planning and Travel Advisor, Luton Borough Council
 - Sarah Leeming, University of Bedfordshire
 - o Alison Heywood, Travel Coordination Group, Luton and Dunstable Hospital
 - o Whitbread
 - Luton Airport
 - Chaul End Community Day Centre
 - o B&Q's new Chaul End site
 - o Barnfield College
 - Organisations who have prepared, or are preparing, a travel plan as a condition of planning permission
- For smaller businesses consider developing area-wide travel plans, e.g. covering an industrial estate or business park.
- A number of other partners should be kept informed of the activities of the Luton travel plan working group and network, as they are likely to have some role in promoting and supporting travel planning in the area, this include:
 - Chimene Egbutah, Health Inequalities Officer, Luton Borough Council (who is concerned with the fact that poor health equates with economic deprivation and social

- exclusion, which also happens to occur among sections of the population with low car ownership)
- Andy Norris, Station Manager for Luton (who is keen to promote cycling and rail travel as an integrated transport option)
- First Capital Connect (to help establish and promote subsidised rail fare agreements to other large employers in Luton, in addition to the current arrangement with the Borough Council)
- Arriva Buses (the main bus operator in Luton)
- The Borough Council's Planning and Travel Advisor to work with the Highway Development Manager to generate an official/approved checklist against which travel plans submitted as a condition of planning permission are assessed.
- Luton Borough Council to adopt principles in the DfT's Manual for Streets, due for publication Autumn 2006 (see www.manualforstreets.org.uk) with regard to ensuring new developments encourage and facilitate walking and cycling.

Information provision and exchange

- Develop a travel plan web site for Luton through the partnership between the Centre for Sustainable Technologies and Luton Borough Council. Both organisations have influence among organisations in the conurbation that ought to be developing travel plans, including employers, schools, colleges, the University, recreation/leisure/sports venues, etc. To avoid duplication of effort, and make the best of available resources, it is recommended that the site be a joint initiative between the two bodies. This will also avoid the site being 'owned' exclusively by either partner, which runs the risk of alienating those organisations over which the 'other' partner exerts greater influence.
- The web site should provide a one-stop-shop for information and support to those interested in travel planning, to include guidance on what travel plans are, as well as links to appropriate resources and related web sites.
- In addition to the web site, a library of travel plan-related resources should be collated. Hard copies of information are useful when travel plan advisors are negotiating with organisations new to travel planning, to demonstrate the type and range of supporting information available.
- Appendix 1 contains examples of what resources might be included in the Luton travel plan reference library and referred to on the website.
- Network with, and learn from, travel planning initiatives in neighbouring areas:
 - Bedfordshire County Council (has very committed and experienced staff responsible for travel plans – Ann Rowland, as well as cycling and walking – Patrick Lingwood)
 - o Cambridgeshire County Council (particularly proactive in the City of Cambridge)
 - Hertfordshire County Council (a pioneer of TravelWise)
- Nationally, two organisations should be tapped for the support, information, advice, training opportunities, etc, they can offer. These are the Association for Commuter Transport (www.act-uk.com) and TravelWise (www.travelwise.org.uk)

Awareness raising

- Engage the local media, e.g. The Herald and Post, to secure ongoing positive publicity for travel planning activities in the Luton area. Feed good news stories on an ongoing basis to a sympathetic reporter or correspondent. However, be prepared for the possibility of a negative backlash or interpretation of some travel-planning initiatives which could be interpreted as 'anticar'. Respond quickly and appropriately to nip any 'unhelpful' media coverage in the bud.
- Use travel plan-related promotional activities to keep positive messages on this topic in the public eye, e.g. the launch of the revised Luton cycle map planned for Autumn 2006.

Promoting cycling through travel plans

- The partnership between Luton Borough Council's new Planning and Travel Advisor and the University of Bedfordshire's Centre for Sustainable Technology to promote travel planning, should actively involve the local authority's cycle promotions team in the cycling aspects of travel plans.
- Target well known employers to deliver cycle training to staff whose jobs are associated with the use of bikes, e.g. Royal Mail, the police, midwives. It can be promoted as a health and safety at work initiative. Use the media to raise public awareness of the service, and as a promotional tool to engage other employers.

- Secure accreditation from the CTC to become a centre for the training of cycle training instructors. This could create a revenue generation stream for travel planning activity in Luton, and raise the cycling promotion profile of Luton at a local and regional level. The CTC administers a Cycling England initiative that provides bursary funding to train instructors, and is also responsible for vetting and awarding accreditation to approved trainer training centres. (Contact National Cycle Training Helpline, Appendix 1, further details.)
- The Treasury/DfT salary sacrifice bike purchase scheme (See Appendix 1).
- Promote the availability of the area-wide cycle route maps, produced by Luton Borough Council, when the revised and updated edition becomes available during Autumn 2006.
- The Borough Council provides cycle safety checks at special events which could, for example, include the launch of a site's travel plan, the opening of a new building, a promotional event to coincide with Bike Week or a bike to work day, etc.
- The police force in Luton can offer advice and support on cycle security issues, including free postcode marking of bike frames as part of an organised event.
- Negotiations should be explored with cycle shops in Luton, with a view to establishing discounted purchases, servicing and repairs to the employees of organisations who promote these 'recommended' shops through their travel plans.
- Luton Borough Council's cycle promotions team can offer site-specific advice on cycle parking needs, including recommended types for short and long-stay use, required capacity, location, access, security, suppliers, etc. (National guidelines on cycle parking provision have been prepared by Sustrans and the CTC, and are listed in Appendix 1.)
- Develop guidance on the provision and management of showering, changing and locker facilities at sites that are encouraging staff and students to engage in 'active' travel behaviour.
- All current and future Luton Borough Council staff whose role could impact upon cycling as a means of transport and recreation to be encouraged to undertake the cycle training provided by the local authority's cycle promotions team.
- Cycle training to remain free to Borough Council staff. Those whose jobs relate directly to cycling e.g. engineers, transport planning officers, etc to receive it as an element of obligatory Continuing Professional Development during work time.
- Ensure Luton Borough Council's cycle promotions team have an opportunity to scrutinise land use and transport planning proposals to ensure they do not disadvantage cyclists and, where possible, opportunities to enable cycling are identified and capitalised upon.
- Luton Borough Council, possibly in combination with neighbouring local authorities to spread the cost, to consider buying in the 'Cycling: Making it Mainstream' Training for Professionals package, developed by Cycling England, and coordinated by PTRC. (Contact Andy Costain for further details: ACostain@compuserve.com) The training is aimed at all officers, members (as well as representatives from other organisations) whose role has a relationship to promoting and providing for cycling a s a means of transport and recreation. It is strongly recommended that Luton's Road Safety team be involved in this training to encourage them to view the benefits of this mode, rather than view it as a road safety problem.
- Develop a package of cycle promotional events to offer employers, Initiatives could include, for example, a bikers' breakfast, a guided lunchtime ride, Dr Bike clinic, route planning for cycle commuters, organising bike buddying, etc. Have a shopping list that explains briefly what each initiative is, and a template for promoting them, that organisations could adapt for their own use.
- Ensure Accessibility Planning/Plans is/are fully exploited to promote cycling. These can influence the development of the physical environment to enable and encourage people to make active, healthy and sustainable travel choices.
- Recognise that exercise on prescription schemes are not generally sustainable in the long term for many who have come to them as they have weight problems and lead sedentary lifestyles. Moreover, recommended activity levels for those that don't exercise regularly are difficult to adopt without significant lifestyle changes. What could prove a more effective solution is offering a package of support to enable people to work gentle exercise into their daily lives, e.g. advice on buying a bike and equipment, personalised training, basic bike maintenance training, route planning for trips to work, school and other regular destinations, etc.
- There is a need for a carefully focussed, targeted and managed expansion of Luton's emission-free delivery and distribution service, Green Link, to ensure its sustainability in the longer term. Below are a couple of suggestions for how this could be developed:

- O Green Link to work with the proposed Luton travel plan partnership (i.e. the Borough Council's Travel and Planning Advisor together with the Centre for Sustainable Technologies and the University of Bedfordshire) to identify organisations who could benefit from commissioning the emission-free delivery and distribution service, and could relatively easily adopt it.
- Luton Borough Council, in collaboration with Company of Cyclists, and drawing on experience of good practice from elsewhere, to work out a system that enables Green Link to take on a sustainable volume of work in delivery services for the local authority. This needs strong commitment and appropriate decision making at a senior level within the Council.
- Explore a targeted promotion of the Company of Cyclists' Cycle 50% Club for organisations in Luton, whereby a group of volunteers within an organisation are given the training, skills, information and equipment to reach a target of making half their work journeys by bike within a specified period. This will need to be supported by clear evidence of its effectiveness to convince companies of the value of investing time and resources in the initiative.
- The Borough Council's Cycle Promotions Team and its School Travel Plan Coordinator should work more closely, through the proposed travel plan working group, to identify opportunities for promoting cycling for school journeys. All existing and developing school travel plans should be scrutinised with a view to identifying where cycling could feasibly be actively encouraged and facilitated. Some schools have pro-cycling measures included in their travel plan, but are surprised when these are quoted back to them. This suggests that for some schools the preparation of a travel plan amounts to little more than inserting their name in a standard template provided to them, to secure DfES funding, with little commitment to its comprehensive implementation.
- If cycling to school is not considered appropriate because of the nature of the surrounding road network, the Borough Council's cycle promotions team should still be given an opportunity to deliver on-road cycle training to pupils, packaged as a life skill all children should acquire, as the majority will own and/or use bikes at some point in their life.
- To assist the Borough's School Travel Plan Coordinator in promoting cycling to schools and parents, consider developing publicity material, e.g. a leaflet, highlighting the specific benefits of cycle use among pupils: e.g. helping schools meet criteria for Healthy School Initiative status; reducing congestion around the school gate; improving pupils' road safety skills and independence. Sustrans has already developed a good deal of promotional material of this type (see School Travel in Appendix 1), which could be used for the purposes outlined above, or adapted for a specific resource tailored for Luton schools.
- Through publicity material address the specific objections to promoting cycling to school that Luton Borough Council officers have encountered, or are likely to.
- Include in the publicity material aimed at promoting school travel plans the package of measures that are available to enable cycling among pupils, e.g. training in basic handling skills through to on-road competence, instruction in bike maintenance, advice on incorporating site-specific objectives and targets in a travel plan. Also, include examples of measures that can be funded under the DfES travel plan grant system to facilitate cycling for school journeys.
- Those schools willing to promote cycling, and particularly those that make on-site provision for cyclists, such as parking facilities, should be supported with an assessment of possible improvements in the vicinity of the school that could be carried out by the highway authority, perhaps as road safety improvement measures.
- Where possible and appropriate involve, Sustrans' Active Travel Manager in Luton in any efforts to promote cycling within school communities.
- Where possible, involve the Borough Council's PSHE coordinator, currently Carol Wood, in the promotion of cycling for school journeys. She has, for example, provided subsidised cycle training to schools involved in the Healthy Schools Initiative.

Travel plan issues of relevance to specific organisations

- In work with the hospital acknowledge and address issues of specific concern to women and shift workers, e.g. use of public transport after dark; personal security of pedestrians and cyclists, particularly on isolated routes; walking buses and car-share arrangements to facilitate the school run; time constraints.
- Promote package of cycle training to Luton and Dunstable employees, which has a relatively high proportion of women, who tend to be more receptive than men to the concept of such training.

- Develop promotional material that highlights how cycling for transport can benefit women's lifestyles. For example:
 - Quicker than walking for those short of time
 - Can carry significant loads, such as children and shopping, certainly more than can comfortably be transported on foot
 - o Opens up transport options for those with limited car access
 - Enable healthy activity to be incorporated in everyday life
- Luton and Dunstable Hospital to network with other hospitals that are implementing travel planning measures for staff, patients and visitors. Good examples include Addenbrooks Hospital in Cambridge; Nottingham City Hospital; Oxford Radcliffe Hospital, and Royal Devon and Exeter Hospital. (Some information on the work of these organisations is provided in a separate file called 'Hospital Travel Plans'.)
- Active Luton travel planning efforts to include development of concept of 'everyday sport/activity' which doesn't necessarily need specialist equipment, nor a special venue, and isn't dependent on other people.
- Active Luton really needs to positively endorse walking and cycling for transport as *bona fide* forms of exercise, and should do more to encourage staff and visitors to travel to venues by healthy, active means.
- As part of family of leaflets being planned by Active Luton for the services it offers and its sites, include information about how to reach those sites by healthy, active means. Sites are quite different in their nature, usage patterns, catchment areas, accessibility by different means, etc. So site-specific information needs to be developed for each.
- The systems and databases employed to manage Active Luton's 'go 4 less' sport and leisure discount card, and its membership scheme could be developed to gather information about visitors' travel patterns and to communicate with them about the possibilities for travelling more sustainably. Consideration should be given to rewarding sustainable travel, e.g. with discounted entry and participation fees.

Funding and resources

- Funding for the Centre for Sustainable Technology will cover the costs of staff and premises, so their main role will be to support organisations though the provision of advice and information relating to travel plans. However, they should also develop a role in encouraging organisations to invest in travel plans by demonstrating their potential commercial value to businesses and also in signposting organisations to possible funding sources, and other support, to assist in the implementation of travel plans.
- In the medium to longer term, the proposed Luton travel plan partnership should try to secure funding to incentivise and reward organisations that engage in travel planning activity, as this has proved effective elsewhere, e.g. in Nottingham and Nottinghamshire under the TransACT programme.
- Explore the possibility of securing funding from the Highways Agency to promote car-sharing in support of the HOV lanes proposed as part of the M1 scheme.
- Ensure that the new Luton Borough Council Planning and Travel Advisor is sufficiently well supported, as required, with opportunities to undertake on-the-job skills training. For example, they are encouraged to engage with ACT and TravelWise, to attend relevant seminars and conferences, and to network with travel plan officers in other areas, etc.
- Develop a list of consultants with recognised skills in travel planning, to which organisations that would like to develop a travel plan can be referred. The panel of consultants engaged on the DfT funded programme of site-specific advice for travel plans would be a good starting point. (Contact details available from the Energy Savings Trust. See Appendix 1)

Appendix 1: References and sources of information on travel planning

some of which could be included in a travel plan website for Luton

This is by no means an exhaustive list, but a pointer to some of the more comprehensive and accessible resources available

Travel planning

TravelWise – campaign to change people's attitude to the use of their cars www.travelwise.org.uk/

Good Practice Guide 314 A guide on how to set up and run travel plan networks, Energy Efficiency Best Practice Programme.

www.camden.gov.uk/print/ccm/content/nctn/file-storage-items/good-practice-guide-to-setting-up-and-running-travel-plan-networks.en

Making Residential Travel Plans Work: Guidelines for new development www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=145 10&l=2

A travel plan resource pack for employers www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=138 93&l=3

Home zones: challenging the future of our streets www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_610454.pdf

Energy Saving Trust www.est.org.uk/

Smarter Choices – changing the way we travel www.dft.gov.uk/stellent/groups/dft_susttravel/documents/divisionhomepage/031340.hcsp)

Association for commuter transport www.act-uk.com/

Transport 2000 www.transport2000.org.uk

Environmental Transport Association www.eta.co.uk

Cycling

CTC - the UK's national cyclists' organization www.ctc.org.uk

Sustrans – UK sustainable transport charity www.sustrans.org.uk

Cyclecraft: the definitive guide to cycling technique www.cyclecraft.co.uk/

Cycling England - co-ordinates the development of cycling across England www.cyclingengland.co.uk/

'Everything you wanted to know about cycling but were afraid to ask' www.bikeforall.net/

National cycle training helpline www.ctc.org.uk/DesktopDefault.aspx?TabID=3529

Local authority cycling grant toolkit www.dft.gov.uk/stellent/groups/dft susttravel/documents/page/dft susttravel 027379.hcsp

DfT cycle to work scheme

www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_038228.hcsp

Cycle parking guidelines

www.sustrans.org.uk/webfiles/Info%20sheets/cycle%20parking%20info%20sheet.pdf

Walking

Walking and cycling: an action plan

www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=120 69&l=2

Encouraging walking; advice to local authorities www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_504172.pdf

Car sharing and car clubs

Making car sharing and car clubs work www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_035116.pdf

Rail

British Railways www.nationalrail.co.uk/

The common website of European Railways www.railpassenger.info/

Bus

Local and national bus information and times www.travelline.co.uk/acatalog/Bustimes.html

Local bus operator www.arriva.co.uk/shires&essex

School travel

A safer journey to school: a guide to school travel plans www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_504076.hcsp

Travelling to school: an action plan www.dft.gov.uk/stellent/groups/dft_susttravel/documents/page/dft_susttravel_024011.pdf

Safe routes to school www.saferoutestoschools.org.uk/