

GREENWAYS

Prospectus

Transport for London
Cycling, Walking & Accessibility

FINAL DRAFT

22nd January 2009



What are Greenways?

Greenways are defined by the Countryside Agency as:

“A network of largely off-highway routes connecting people to facilities and open spaces in and around towns, cities and the countryside. They are for shared use by people of all abilities on foot, bike or horseback, for commuting, play or leisure. Greenways link to other networks for non-motorised users - such as the National Cycle Network, towpaths beside inland waterways, National Trails and other rights of way. Greenways can also link stretches of ‘quiet’ minor roads.”

In London, Greenways run through and connect parks, rivers, canals, heaths, forests and other open spaces. There may be opportunities for routing alongside railways. In the context of a coordinated city-wide Greenways network, routes will also make use of quiet residential streets or other improved on-highway facilities to provide access for people living locally – as well as those making longer cycling or walking journeys.

Generally Greenways will be existing routes that are either suitable as they are or require some form of upgrading – such as resurfacing or widening. There will also be instances where the development of an entirely new route or asset such as a bridge is desired.

Greenways are a vital part of London’s cycling and walking strategies. They provide opportunities for walking and cycling in safe and pleasant conditions, and have an important role as leisure facilities. For people taking up cycling for the first time, or after a break, Greenways could be a first step towards general use of cycling as a transport mode. As such, Greenways should connect to trip generators such as schools (directly or in combination with other routes) so that practical journeys are facilitated as well as leisure.

The expectation is that each Greenway facility will complement and enhance its local environment. Environment is considered equally important, if not more so, than the transport provision of Greenways. Location and design will need to reflect this requirement to protect local wildlife and amenity. Nevertheless, whilst local environment is a high priority, it is important to find a balance which takes into account the wider environment (e.g. the carbon reduction potential of encouraging more cycling and walking) and other benefits such as general health improvement through greater levels of exercise.

GREENWAY CHARACTERISTICS

Largely off-road

Benefit cyclists, pedestrians and other users of off-road spaces

Wide range of environments and situations

On-road sections preferably on low-trafficked roads with good quality cycle facilities

Environmental considerations as important as the transport element

Link to other cycling and walking networks and facilities

History of TfL's Greenways Programme

TfL has a continuing commitment to work with the London boroughs and other managing authorities in London to open up access for cyclists and walkers to and through key green spaces and along waterways.

This commitment is being delivered through TfL's Business Plan and is being managed by TfL's Cycle Programme Team as part of TfL Cycling, Walking & Accessibility.

Within the London Cycling Action Plan (LCAP 2004) there is an objective to:

"encourage the development of cycling through parks and green corridors", sets out TfL's commitment to developing off-highway routes"

This led to the establishment of TfL's Cycling on Greenways programme in 2005.

TfL has established a process by which managing authorities of London's parks, open spaces and waterways (and other organisations with an interest in the improvement of Greenways) can apply for funding from the Greenways programme. Funding has been allocated to most of the London boroughs and other managing authorities such as British Waterways and The Royal Parks, as well as organisations such as Sustrans.

TfL has brought together a forum to communicate activities around the Greenways programme and to act as a steering group for the policy, aims and objectives. This group comprises representatives of managing authorities, user groups and other specialist advisors.

In December 2007 TfL published the findings of an Equality Impact Assessment (EqIA) which contained recommendations to be addressed in order that the Greenways programme maximises its benefit to TfL's equality duty.

The EqIA report led to the publication of an Action Plan which sets out TfL's proposed plan for delivering, in partnership with its stakeholder community, the EqIA's recommendations.

This document is structured around the key themes of the EqIA Action Plan and is intended to communicate the vision, remit and context of TfL's Greenways programme.

The Users of Greenways

Historically the Greenways programme - as an objective of LCAP - primarily existed to improve conditions for cyclists on Greenways, however it is key (as recommended by the EqIA) to maximise the benefit of Greenways investment for other users - particularly pedestrians and equality target groups.

For any Greenway it is important to consider the local mix of users that currently exist as well as the potential for increased usage. The target market of Greenways will vary from place to place owing to the great variation of locations, characters, physical constraints and accessibility of off-highway routes and facilities.

From a cycling perspective, the Greenways target market is primarily people who wish to cycle for pleasure or leisure as well as those wanting to gain experience of cycling in largely traffic-free environments which are peaceful, non-threatening and attractive. People who may benefit particularly include children and the elderly. Pedestrians benefit through better access and more passive surveillance generated through increased usage of such places.

Greenways can benefit a wider range of cyclists and walkers where there are linkages with other cycling and walking networks and access to facilities such as schools and leisure opportunities.

Greenways are intended to complement other on-highway cycling and walking investment such that Londoners are provided with a range of opportunities to cycle and walk in differing environments depending on their ability, confidence and journey purpose.

Case Study: Attracting Younger Cyclists

Younger people in particular are a group that can benefit from high-quality off-highway routes because such facilities tap into the motivations that encourage younger children to use a bike. In this way Greenways can help to generate the next generation of cyclists.

The following quotes are from research by Synovate (2008) and demonstrate some of the motivations of younger people that the Greenways programme can target.

“Rite of passage”

“Being allowed to travel in certain ways and places was viewed as a rite of passage for many- and important symbols of the growing up process – riding a bike for the first time, walking to the shop by oneself – by going through these rights of passage, youths develop a sense of pride and accomplishment in themselves. In particular for cycling, but also walking, travel provides youths with stimulation and feelings of excitement and satisfaction of exercise.”

Greenways provide opportunities for children and others to gain their first experiences of bike riding. These new users can then graduate to cycling as a transport mode more generally, initially on quieter roads and in due course on all suitable roads.

“Socialising”

“The practicalities of cycling do not lend to this motivation – it is difficult to connect with others when cycling. There is also a latent desire to do as others are doing – if peer group does not cycle it will not be considered. Presenting cycling as an activity which is an inclusive and fun way to be with friends may appeal.”

“Walking lends itself to this motivation – as it provides the desired freedom from adults, and the space to connect in depth with friends/peers.”

Greenways provide opportunities for group socialising and use of parks and open spaces.

“Fun Seeking”

“[Such] occasions are related to leisure time and activities. Motivation is less related to practical experiences (such as travel to a destination). [Opportunities include] cycling in parks over more extreme terrain (mountains, hills etc), cycling for exercise, focusing on the fun and excitement of cycling.”

“Positioning walking as a purely enjoyable way to travel may tap into this motivation. Drawing on aspects of walking that are desirable – nature, fresh air, sunny weather, indulging in life”.

Greenways provide opportunities for leisurely and recreational cycling and walking.

“Energy”

“Draw on active, exciting, adventurous aspects to appeal to this motivation. Provide areas where people are able to travel freely in this way – heightening the excitement of the experience.”

Greenways provide opportunities for cycling in open environments away from busy roads.

“The ideal world for children”

“[The] ideal world for walking & cycling (12-13 year olds) includes country feel (more grass, trees), more direction (maps, signs), dedicated parks with cycle tracks.”

“[The] ideal world for walking & cycling (16-18 year olds) includes greener areas, more space.”

Greenways provide opportunities for walking and cycling in green and open spaces.

Balancing the needs of Greenways users

It is recognised that a large variety of people use Greenways - including walkers and cyclists of varying ages and abilities. In particular there is a real need to address the

subject of shared-use between cyclists and pedestrians when improving conditions and promoting greater use of Greenways - particularly from the perspective of people with mobility and sensory impairment.

The 2007 Equality Impact Assessment (EqIA) was undertaken with the perspective of equality target groups at its core. This put equalities at the heart of Greenways development - to maximise the benefit for all Greenways' users and to discharge TfL's equality duty.

Concerns and opportunities expressed during the EqIA led to a series of recommendations in the EqIA report, which is now translated into an Action Plan to be delivered by TfL and its partners as part of the programme. This will ensure equalities are considered at all stages of programme development and that views of users are heard and considered at the appropriate times. More detail on the Action Plan is provided in the "Next Steps" section.

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Greenways in Context with London's Transport Policy

The government's White Paper "The Future of Transport" published in 2004 stated

"Our aim for the next 20 to 30 years is to increase walking and cycling. We want to make it a more convenient, attractive and realistic choice for many more short journeys, especially those to work and school. Because being active is especially important for children, we want to train them to walk and cycle in safety and confidence."

Greenways provide opportunities for children and families to learn and gain experience of cycling in safe and pleasant environments.

On 10th March 2005 the DfT published its review of the delivery of the National Cycling Strategy. In chapter 3 this states

"Recreational cycling has increased in recent years, which is good in itself, as it is a form of exercise for adults and children that can play a part in improving health, and as a way of encouraging novice cyclists who might subsequently use a bike for a wider range of journeys. There is a real need for recreational, off-road cycling opportunities for the full range of cyclists, from those on family outings to experienced mountain bikers."

Greenways provide new and improved off-highway cycling opportunities.

The London Mayor's Transport Strategy contains a set of measures that aims to create a world class transport system serving London's economy, environment and citizens. This supports the Mayor's vision of London as an exemplary sustainable world city. Part of this is to make London a city where people of all ages, abilities and cultures have the incentive, confidence and facilities to cycle and travel on foot. The vision also includes making efficient use of natural resources, using to the full the varied patterns of open space.

The Greenways programme is delivering this commitment for a range of Londoners.

TfL is committed to increasing cycling as a transport mode. The London Cycling Action Plan (LCAP, 2004) states how TfL and its partners will deliver this increase.

The Greenways programme is delivering objective 4.1 of LCAP.

Objective 3.8 of the Walking Plan for London is to *"remove unnecessary barriers and obstructions in the street to make public spaces more accessible and safe for walkers"*.

The Greenways programme will seek to improve the accessibility of off-highway spaces for cyclists, walkers and equality target groups.

Borough LIPs include provision for promoting cycling and make specific reference to the promotion of cycling in parks and alongside waterways.

Greenway schemes can be developed through LIP funding.

Why TfL is investing in Greenways

Investment in Greenways is beneficial to Londoners for the following reasons:

Greenways provide a refreshing travel and leisure experience.

Greenways increase access to cultural, recreational and social areas of interest.

Greenways promote cycling as an inclusive mode of transport that is cheap and available to children and to people of all ages and demographics - targeting sections of the potential cycling population that may otherwise not be reached.

Greenways reduce transport, social and health inequalities by creating an environment that encourages people to take up cycling, increasing travel options and independence.

Greenways are beneficial not only for cyclists but for local communities to engage with parks, waterways and open spaces.

Greenways provide a cycling 'nursery' for children and less confident adult cyclists.

Greenways provide opportunities to combine physical activity with contact with nature.

Greenways can be adopted by cyclists and walkers as places to exercise.

Greenways promote cycling as a sustainable form of transport that fits with green areas.

Greenways contribute to the improvement of urban public spaces and access to them.

Greenways are an important way to encourage family recreational cycling and walking, and access to recreational activities by bicycle.

Greenways promote the health of both the user (by encouraging physical activity) and the community (by promoting non-polluting transport modes).

Greenways complement TfL's commitment to provide cycle training to children and adults through providing places in which to increase cycling confidence and experience.

Greenways investment can increase the level of use of routes in parks and alongside waterways and can improve user perceptions of safety and security and reduce the level of unobserved crime.

Greenways can improve travel choice by increasing the capacity of London's overall transport network, with safety and efficiency for cyclists, pedestrians and wheel chair users.

Where to find Greenways

In the first instance Greenways can be thought of as all the green (off-highway) and potentially all the brown (off-carriageway) routes shown on the London Cycle Guides (LCGs). In addition some pedestrian paths offer routes for cyclists (dotted green on the LCGs). Therefore Greenways for cycling exist wherever cycling is allowed in off-highway locations. There are Greenways throughout London - particularly in the outer boroughs.

Choosing Greenways for investment

To decide where TfL investment in Greenways through should occur, identification and prioritisation is required. Making best use of existing infrastructure will be encouraged.

TfL is working closely with London's managing authorities and organisations such as Sustrans to identify where Greenway routes may be best targeted for improvement. These studies cover much of the Greater London area.

Multi-borough studies are followed by more detailed route-level studies where necessary that include the involvement of local stakeholders and Greenways users to identify more exactly the type of infrastructure and management changes that are required to improve the route.

Selecting schemes

When schemes have been identified, selection criteria will be used to prioritise schemes for funding. Although it is desired that vast majority of work identified on a route level will be funded, there is a need to prioritise so that the most benefits are delivered early.

Although feasibility studies are carried out usually on a route basis there are also schemes within parks or at point locations that can be completed as a stand-alone item. Selection and prioritisation of schemes will include reference to the following:

Demand: What is the current level of cycling and walking? What is the potential increase?

Connectivity: Does the scheme link to existing cycling and walking networks?

Type of users: Are the needs of all users taken into account?

Social inclusion: Does the scheme link to community facilities or social housing?

Severance: Does the scheme mitigate severances such as highways or rivers?

Modal Shift: Does the scheme provide an alternative means of travel for trips?

Leisure: Will the scheme promote cycling and walking as leisure activities?

What does the Greenways programme want to achieve?

Objectives

To improve travel choice and quality by providing routes to and through open spaces and to ensure all areas of London are within easy reach of a Greenway by bike.

To create environments that encourage new and less confident cyclists to cycle and gain skills and experience and to promote cycling as a leisure activity.

To ensure that amenity for pedestrians and equality target groups is not reduced and to seek to improve amenity wherever possible.

To integrate with local plans and aspirations and make open spaces places for all to enjoy

To support long-term personal safety and health through increasing cycle use, and thus helping to reduce transport, social and health inequalities

To improve the level of service of cycle networks in London by linking Greenways with existing and developing networks.

To provide alternative ways to access employment opportunities and leisure activities

To reduce crime by increasing informal surveillance via higher route usage - thereby contributing to feelings of personal safety in public spaces.

To develop levels of use and standards of behaviour in line with best practice elsewhere

Targets

Improve access to and upgrade the quality of at least 20km of Greenways per year between 2009/10 and 2017/18.

To ensure all areas of central London are within 2km of a Greenway and all areas of inner London are within 3km of a Greenway by 2017/18. To ensure all areas of outer London are within 5km of a Greenway by 2017/18 (to be reviewed at the end of 2008/09).

Year-on-year growth outstrips general cycling growth for the next 5 years - ensuring a good supply of young / developing cyclists to help meet long-term targets for London.

Measuring Success

Monitoring will be crucial in evidencing success and delivery against targets and the EqIA Action Plan. TfL will be reviewing the existing outcome monitoring guidance to ensure the performance indicators properly capture the outcomes from implementing and upgrading Greenways.

Stakeholders and their roles

Greenways have a large stakeholder community and engagement with these stakeholders and their representatives is central to the development of the Greenways. Greenways are relevant to the whole of London and so require the input and involvement of many organisations and authorities who have a role in managing parks, open spaces, waterways and in promoting use of Greenways. Below is a sample of the types of people and organisations involved.

Programme Management

TfL Cycle Programme Team manages the TfL Greenways programme and budget. CPT liaises and co-ordinates internally within TfL and is the first point of contact in liaison with external partners. CPT owns the EqIA Action Plan. Sustrans will play a strategic role in the delivery of TfL's Greenways programme, with a particular focus on sector leadership and network promotion and advocacy.

The (Cycling on) Greenways Forum

TfL has established this forum to review and, through advice and consultation, contribute to Greenways development, plans and strategies. Membership of the forum comprises representatives of Greenways managing authorities, walking and cycling user groups, and specialist advisors.

Complementary Programmes and Initiatives

There are a number of other projects and programmes throughout London that aim to improve Greenways and therefore support the delivery of TfL's objectives. Examples include Sustrans' Connect2, the East London Green Grid and the 2012 Olympics. CPT will seek opportunities to maximise delivery and to provide best value for money.

In addition there are non-infrastructure initiatives that benefit and influence Greenways policy such as the Share-the-Road campaign, and other codes of conduct being championed by The Royal Parks and British Waterways (who have also introduced towpath rangers). Such initiatives aimed at improving behaviours and awareness to enable better sharing of spaces are fully within the Greenways programme's scope.

Local Stakeholders and Greenways Users

Key to Greenways are their users. One way of capturing local people's needs is TfL's Green CRISP (Green Cycle Route Implementation and Stakeholder Plan) process which can be applied to off-highway routes. The Green CRISP is a structured feasibility study procedure that involves stakeholders early in scheme development and supports project managers in scheme planning, design and implementation.

Policy and Change Initiatives -Tasks, Schedule and Delivery

Work required to progress and implement the programme is captured within the EqlA Action Plan. The key themes are listed below. TfL is delivering these with its partners.

Establish a Vision

Partly covered by the publication of the EqlA and Action Plan, which provide a framework for the activities. This Prospectus describes our Vision for Greenways.

Consult and Learn

Continuous improvement in the way Greenways are studied, developed and managed is required given the variations in users and characteristics of Greenways that lead to bespoke requirements. This can be achieved by listening to stakeholders and translating that into improvement across policy and programme management and delivery.

Invest in a Network

Creating a long-term plan for where to invest is underway across the majority of London.

Improve the Green CRISP

As TfL's tool for managing authorities to use to assess the scope, nature, location and type of interventions required to make a Greenway acceptable to local stakeholders it is important that the Green CRISP is reviewed and improved based on the feedback.

Provide Guidance

TfL can assist scheme developers by providing advice such as design guidance for off-highway cycle routes. This is something that TfL is planning to have available by April 2009.

Market and Promote

Telling people where Greenways are and what is planned near them will maximise use and benefit of investment.

Manage and Operate

A key issue is the way users behave and interact on Greenways. TfL can work with managing authorities to devise methods of getting messages across and influencing appropriate behaviour.

Monitor and Review

In order to demonstrate delivery against targets, objectives and the EqlA Action Plan.

Proportionality

Work is required to assess proportional levels of investment based on conditions such as user flows and user demographics.

Policy and change initiatives contained in the themes above are to be delivered alongside an annual allocation of funding to managing authorities across London for development of Greenways.