



CABINET

Subject Heading:

11th March 2026

Active Travel Strategy Adoption

Cabinet Member:

Councillor Barry Mugglestone - Cabinet Member for Environment

ELT Lead:

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Policy context:

London Plan, 2021

Mayors Transport Strategy 2018

LBH Local Plan 2021

LBH Local Implementation Plan 2019

Financial summary:

The report indicates that funding for the infrastructure measures outlined in this strategy will be funded through external sources, including Transport for London's Local Implementation Plan funding, S106 contributions, external grant funding, and potentially bids submitted to the Community Infrastructure Levy (CIL).

Is this a Key Decision?

Yes

(c) Significant effect on two or more Wards

When should this matter be reviewed?

Annually

Reviewing OSC:

Place

The subject matter of this report deals with the following Council Objectives

People - Supporting our residents to stay safe and well	[x]
Place - A great place to live, work and enjoy	[x]
Resources - Enabling a resident-focused and resilient Council	[x]

SUMMARY

The Council has developed an Active Travel Strategy for the borough setting out the Council's long-term vision for providing residents with opportunities for travel within the borough sustainably, should they choose to do so.

The strategy proposes a coordinated, ambitious approach to making active travel a realistic and attractive choice for everyone in Havering. It combines infrastructure improvements, behaviour change initiatives, and policy alignment to deliver measurable benefits for health, environment, economy, and community life.

Purpose and Vision

The strategy sets out a 15-year plan to transform travel in Havering by making walking, cycling, and public transport the preferred modes for everyday journeys. It aims to address challenges such as traffic congestion, air pollution, and health inequalities, while supporting economic vitality and community wellbeing. The vision is for Havering's residents, businesses, and visitors to be less dependent on cars and to benefit from a healthier, more sustainable environment.

Key Proposals

To achieve its vision by 2041, measures will be delivered in three key areas:

- Physical measures: Creating an active travel network, mobility hubs, and upgraded travel information.
- Supporting measures: Traffic management, data collection, and policy and design guidance.
- Soft measures: Encouraging behaviour change, engagement, and facilitating access to cycles and micro-mobility.

The Havering Active Travel Strategy has been developed collaborating with key internal and external stakeholders. Workshops have given the Council a greater understanding of stakeholder needs and priorities which has helped identify emerging plans across the borough.

This strategy aligns with the latest regional and national objectives and has been tailored to Havering's unique context.

Delivery and Monitoring

A detailed action plan sets out specific measures, timeframes, and policy alignments across seven themes (infrastructure, engagement, funding, policy, traffic management, information, and micromobility).

Progress will be reported back on an annual basis to the Council's Place Overview and Scrutiny Committee (OSC).

RECOMMENDATIONS

1. To approve the active travel principles and measures set out within the active travel strategy for implementation in Havering, throughout the period between 2026 and 2041.
2. To agree to the adoption of the Active Travel Strategy

REPORT DETAIL

Background

1. A key component of the Mayor's Transport Strategy is its modal shift target, for 80% of Londoners to be travelling by foot, bike or public transport by 2041. The Council, through its adopted Local Implementation Plan has a local target for 65% of residents to be travelling by foot, bike or public transport by 2041.
2. The introduction of an Active Travel Strategy for the borough will make a valuable contribution to achieving this target setting out the Council's long-term vision for active travel.
3. The Havering Active Travel Strategy outlines a comprehensive approach to enhancing streets, paths, and spaces for walking, wheeling, and cycling in the borough. This strategy aims to provide viable alternatives to car, van, and truck use, ensuring residents and workers are not compelled to rely on motor vehicles due to a lack of suitable options.
4. The strategy offers guidelines for the planning, delivery, and maintenance of active travel schemes. It seeks to improve social, environmental, and economic conditions in the borough by making active travel, particularly to and from urban centres, more accessible.

5. This document presents the Council's vision for active travel in Havering over the next 15 years, including comprehensive goals, current initiatives, thematic areas of action, and delivery approach.

Strategy Development and Consultation

6. The Havering Active Travel Strategy has been developed collaborating with key internal and external stakeholders. A series of workshops were held to gain a greater understanding of stakeholder needs and priorities, which has helped identify emerging priorities and plans across the borough.
7. A consultation took place on the draft Strategy between 23 October and 6 December 2024 engaging residents, schools, stakeholders and interest groups.
8. To gain an understanding of views from a broader demographic of residents, it was decided to undertake a main consultation aimed at adults, and a separate consultation aimed at younger people. In total, 145 adult responses and 220 responses from children and young people were received, alongside stakeholder emails and other feedback. The consultation included closed questions (to capture overall support, participation in active travel and demographics) as well as opportunities to provide more broader comments on particular topics within the draft strategy.
9. Both consultations were published on the Havering Citizen Space website and published through the Council's social media channels. In respect of the *Children and Young People's* consultation, schools were contacted to make them aware that the consultation was available, and Officers took the opportunity to raise awareness through normal school engagement activities.
10. Key findings from the main Consultation included:
 - 79 people (55%) said they walk every day, with 9 people (6.5%) saying that they don't walk.
 - A 20-minute walk was the most popular (28%), followed by walking up to an hour (21%).
 - 84 people (58%) said that they didn't own a bike, and 58 people (40%) said they did, however, 96 people said that they do not cycle (66.5%).
 - 6 people (4%) cycle to work and 45 people (31%) cycle for recreation.
 - 60 people (41.5%) said they supported Havering's Active Travel strategy and what we are trying to achieve, whereas 38 people (26.5%) did not support it, and 47 people (32%) were unsure.
 - Most respondents (63%) supported the measures and initiatives that the Council has been delivering in recent years to support walking and cycling in the borough, however, 42 people (29%) did not.
 - 71 people (49%) agreed with the strategy's vision and goals, with 49 people (34%) not agreeing.
 - 54 people said the strategy did not reflect their own vision for Havering, whilst 49 said it did, and 42 were either unsure or did not answer.

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- 51 people felt that the strategy was ambitious enough, whereas 31 people did not, and 63 people were either unsure or did not answer.

11. Key findings from the Children and Young People consultation included:

- 168 (76.5%) of young people who responded own a bike or scooter, whereas 32 (14.5%) do not.
- Most young people (82%) felt that the goals in the strategy were a good idea, however 4% did not.
- Most young people (69%) felt that the plans will make Havering safer for walking, cycling and wheeling, whereas 4% did not.

12. Overall, the consultation showed support for the Strategy's direction while providing clear feedback on how to strengthen it. The consultation responses underlined the importance of safety, connectivity, inclusion and practical delivery, and the need for ongoing engagement and transparent communication as the strategy is progressed. The findings have been used to refine the Strategy and support delivery.

Overview and Scrutiny Sub-Committee

13. On 4 November 2025, the Active Travel Strategy was presented to the Place Overview and Scrutiny Sub-Committee.
14. The Sub-Committee broadly welcomed the strategy, recognising its potential to improve safety, encourage sustainable travel, and support borough-wide objectives. The Sub-Committee welcomed the strategy's ambition, and stressed the importance of clear monitoring, timely delivery and community engagement to achieve its objectives. The needs to ensure cross borough connectivity was also raised.

Active Travel Strategy Content

15. A copy of the recommended Active Travel Strategy can be found in Appendix 1. A summary of the key sections can be found below.
- Havering Context
16. Geographically, Havering possesses numerous strengths that make it an ideal environment for active travel. The borough features a relatively flat terrain, with most settlements accessible from a station within a 20-minute cycling trip. It also boasts many quiet residential streets and green paths, alongside a road hierarchy that offers potential for reallocating road space to other users in specific areas.
17. Despite high car ownership and low levels of active travel compared to other London boroughs, Havering has substantial potential for modal shift. The high number of short trips within the borough, particularly those to schools, sets a precedent for switching to active modes of transport. With 11% of work commute

journeys under 2km, up to 200 million car trips annually could potentially switch to walking or wheeling, especially given the relatively comparable travel times to business centres

Policy Context

18. There is strong national, regional, and local policy support for active travel. Nationally, Active Travel England leads the policy, aiming to make walking and cycling the primary choices for short journeys by 2030, with a target of 50% of trips to be walked, wheeled, or cycled. This initiative is guided by the government's Gear Change strategy, which supports infrastructure development and maintenance standards to achieve broader transport, environmental, and public health goals.
19. Regionally, the Mayor of London's Transport Strategy aims to reduce car dependency and increase the use of active, efficient, and sustainable travel modes. The goal is for 80% of all trips in London to be made by walking, cycling, or public transport by 2041.
20. Locally, the Council is obligated under the 1999 Greater London Authority Act to implement the Mayor's Transport Strategy at a local level, promoting sustainable, active, responsible, and safe travel. This is primarily achieved through the Local Implementation Plan (LIP), adopted in May 2019. Havering has set its own modal shift target within the LIP, aiming for 65% of residential trips to be made by walking, cycling, or using public transport by 2041.
21. The promotion of active and sustainable travel is a priority featured in several Havering policy documents, including the adopted Local Plan, Climate Change Action Plan and Healthy Weight Strategy. These documents collectively promote sustainable and active modes of transportation, aligning with the overarching goals of the Active Travel Strategy.

The Vision

22. The strategy sets out the Council's vision of active travel in the borough, for it to be a viable and attractive option for all residents, businesses and visitors to move around the borough.
23. The vision statement contained in the strategy aims at inspiring and motivating everyone around a positive image for the future. It gives a direction about where the Council wants to be in 15 years' time and reflects the borough's culture and core values.

'By 2041, Havering's diverse communities, businesses and organisations will be less dependent on motor vehicle use and will be able to choose active travel more often for their everyday journeys. Improved active travel facilities and related projects will have had a clear positive impact on the borough's climate resilience, economic health, community wellbeing and local character.'

24. The strategy intends to achieve the following goals which are directly related to transport, sustainable travel, less traffic and Vision Zero. Indirectly, it also hopes to benefit multiple other areas such as people’s wellbeing, social equality, climate resilience, economy recovery and housing growth.

Direct transport-related goals	Sustainable travel	More trips made on foot, by bicycle or public transport, especially shorter trips of under 5 miles, such as trips to schools, shops, and stations
		More work-related trips made active travel modes
	Less traffic	Decrease in distance travelled by motorised vehicles per year
		Reduced need for car ownership and parking space
		Decrease of through traffic in town centres and neighbourhoods
	Vision Zero	Zero deaths & serious injuries on Havering’s transport system
		Speed Reduction
		Reduction of HGVs and large vehicles driving through the borough
Indirect desired outcomes	Health and Wellbeing	More people active for at least 20-min/day
		Reduction of adult and childhood obesity
		Extra healthy and independent years of life
		Reduction of harm from noise and air pollution
	Social Equality	Better access to affordable means of transport
		More people living within 400m of the local active travel and London Cycle Networks
		More cycle trips made by women, children, older and disabled people
	Sense of Community	More social interactions in public spaces, and decrease of loneliness
		More natural surveillance and less crime
		More street space available for community uses, and increased sense of belonging
	Climate Response	Reduction of CO2 emissions, especially related to transport
		More schemes involving low-planting, trees, biodiversity, and sustainable drainage and increase of tree canopy
	Vibrant Economy	Increase of footfall and spend in local and town centres with zero vacant shops
		More street space for events, markets, outdoor sitting and stalls
		Savings for all on transport-related energy
	Sustainable Growth	More space available to build homes with new developments being low-traffic or car-free and including smart waste management systems
		Increase of active travel-related jobs, including cycle shops, carbon free deliveries and cycle taxi.

Active Travel Strategy Objectives

25. To achieve these ambitions, Havering’s Active Travel Strategy will seek to:

1. Better connect our cycle network through a combination of new protected cycle tracks, quiet way cycle routes, and improved crossings, particularly across arterial roads and into Romford town centre.
2. Roll out 20mph limits and complimentary measures on roads where they are needed to reduce the impact of traffic, improve road safety, and create environments that are conducive to walking and cycling.
3. Expand the boroughs School Streets programme, and delivery of complimentary active travel infrastructure improvements to help pupils, parents, and staff, walk, cycle and wheel to school.

4. Improve access to secure cycle parking across the borough through the roll out of cycle hangars, where they are needed.
5. Work with TfL to tackle severance created by the TLRN and the Romford Ring Road, to improve access between communities and district centres by walking and cycling.
6. Improve road safety through targeted implementation of road danger reduction schemes and school travel engineering measures
7. Work with TfL to develop more bus priority corridors, including the introduction of Superloop, the expansion of existing services, and improving pedestrian and cycle connections to key public transport access points.
8. Use the active travel strategy to support increased TfL LIP funding allocations and secure private sector funding from development in the borough, through the S106 process.
9. Incorporate the principles of the Active Travel Strategy into the emerging Local Plan and contribute towards achieving targets set out in complimentary policies such as the Healthy Weight Strategy.
10. Use the Healthy Streets Scorecard as a transparent, public-facing KPI framework for monitoring and reporting progress.

Active Travel Themes & Action Plan

26. To achieve the vision and objectives of the strategy, the borough and its partners will be planning and implementing several measures that, together, will form a welcoming environment for active travel. The measures fall under seven themes as shown below.

Infrastructure, physical routes and network development	Improving the active travel network by creating new or enhancing existing routes, that are well connected, safe, comfortable and legible. Providing inclusive cycle parking facilities throughout the borough and creating interchange mobility hubs that offer integrated transport options for personal and commercial use, including cycle hubs at stations and last mile delivery hubs.
Collaboration, engagement, behaviour change and outreach	Encouraging behavior change by promoting active travel through campaigns, grants, challenges and rewards, leading by example by infusing active travel in the Council's services, and providing travel advice and training for schools, workplaces, organisations and individuals.
Funding	To deliver and improve the active travel offer, recognition and awards for flagship projects will be sought. Identifying the potential demand for active travel infrastructure will also demonstrate the case for new and additional funding.

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Policy, design guidance and data	Ensuring that the borough existing and new strategies and design guidance in the sectors of transport, highways, public realm, environment, housing, economy, health, social care and community are considering and supporting active travel. Collating an active travel database and development of evidence, active travel interventions and measures can be better targeted.
Traffic management, road safety and road operations	Managing motor traffic type, volumes, speeds and emissions is essential to create a suitable and safe environment for active travel, thanks to measures such as Quietways, school streets, 20mph zones, home zones and bus lanes alongside parking, freight, public transport strategies.
Travel information	Increased promotion of travel information and visibility of active travel initiatives and schemes in Havering. Improvements in wayfinding and signage across the borough to improve navigation and visualise active mode travel times.
Micromobility & access to cycles	Providing valid alternatives to private motor vehicles by offering safe and affordable solutions accessible to all, including short-term hire, long-term rental, help to buy, maintenance schemes of cycles, micromobility vehicles and mobility aids, for individuals, organisations, businesses and public services.

27. The active travel action plan is presented by each of the seven themes, along with the expected timeframe and wider policy alignment. This timeframe could be subject to change depending upon the availability of funding throughout the lifespan of the strategy.

Funding for Delivery

28. For schemes identified within the action plan, funding will be sought primarily through the Local Implementation Plan funding mechanism received from TfL on an annual basis.
29. Officers will continue to explore other external funding opportunities where they become available. For example, in recent years the Council has been successful in receiving grant funding from the Department for Environment, Food and Rural Affairs (DEFRA), and the Greater London Authority (GLA) to support initiatives that encourage active travel.
30. Schemes will only be delivered where external funding sources are available.

How will delivery be monitored?

31. Havering's Transport Planning Team will be responsible for the monitoring and overarching delivery of the strategy and will collaborate with all relevant services across the Council to see that the Actions contained within it, are progressed and delivered.
32. A new Active Travel Officer post is proposed to be created specifically to have responsibility for managing delivery of this strategy. Progress on the Active Travel Strategy will be reported regularly to the Active Travel Forum, which will meet quarterly, and an annual report will be published on the Havering website.
33. The Action Plan contained in this Active Travel Strategy presents estimated timescales for the delivery of each action. The Strategy identifies several targets contained in the Council's adopted Local Implementation Plan which will continue to be reviewed and monitored annually and revised in future Three Year LIP Delivery Plans.

34. The Action Plan will specifically be reviewed on a yearly basis to monitor progress, and an end of year progress report will be published annually and reported to the Place Overview and Scrutiny Sub-Committee.
35. Alongside this, a strategic review will take place every 3 years to assess alignment to any emerging local or regional policy changes.

Next Steps

36. Subject to Cabinet approving the Active Travel Strategy, the document will be published on the Council's website.

REASONS AND OPTIONS

Reasons for the decision:

37. It's a statutory obligation for the council to implement the Mayors Transport Strategy (MTS) at a local level. Adoption of the Active Travel Strategy will contribute to the council in delivering the Mayor's targets and objectives in Havering.

Other options considered:

38. The alternative of not producing an Active Travel Strategy was considered and rejected as it is considered required to enable the borough to work towards the Council's target of 65% of all trips undertaken by active and sustainable transport modes.

IMPLICATIONS AND RISKS

Financial implications and risks:

39. This report is seeking Cabinet approval for the adoption of the Active Travel Strategy, a 15-year plan (2026–2041) aimed at making walking, cycling, and public transport the preferred modes of travel across the borough.
40. The strategy aligns with the Mayor's Transport Strategy and Havering's Local Implementation Plan, and supports wider priorities such as climate action, health improvement, and economic vitality.
41. While the strategy offers a significant opportunity to deliver health, environmental, and connectivity benefits for Havering, its implementation is largely dependent on securing external funding streams such as TfL Local Implementation Plan allocations, developer contributions, and targeted grants. These risks are considered

manageable, as this approach reduces pressure on the Council's core budgets; however, it requires proactive management to maintain continuity of funding.

42. The Council will rely on external funding sources to deliver this strategy.
43. For schemes identified within the action plan, funding will be sought through a variety of mechanisms including, where appropriate, existing funding resources (such as TfL LIP) or through seeking other external funding sources. Schemes will only be delivered where funding is available. Potential available funding sources include:
 - Central government – Department for Transport funds schemes associated with the Cycling and Walking Investment Strategy. Other funding programmes help deliver active travel as part of comprehensive schemes (Levelling Up, Air Quality Grants, Future High Streets Fund, Towns Fund, Wider Highway & Transport funds, Access for All Initiative.)
 - Regional funding – Transport for London is responsible for distributing active travel governmental funding – through the Local Implementation Plan programme. Other programmes can help develop active travel-related projects (Mayor's Air Quality Fund, London Recovery Grant, London Crowdfunding, Good Growth Fund, Grow Back Greener,)
 - Local funding - Local contributions include borough funding for LIP3, developer contributions (Section 106, Carbon Offsetting, CIL), BID levies, PCNs from CPZs, School Streets, Liveable Neighbourhoods, street trading licenses, sponsorships, Thames Water SWMP, Thames Freeport funds, Active Travel Fund, lottery funding, Neighbourly, and Tesco/B&Q Community Grants.
44. The proposal for a new Active Travel Officer being created to manage delivery of the strategy would have to be funded through existing Service Salary Budgets or external funding sources. A Business Case would have to be put forward to the Recruitment Panel for consideration.
45. The proposed Active Travel Officer position, along with any additional staffing, must be funded through existing service budgets or external sources. This will require a separate business case and will be subject to approval by the recruitment panel.
46. Adoption of this strategy will position Havering to secure future funding opportunities, meet statutory obligations, and deliver long-term benefits for residents, businesses, and visitors.

Legal implications and risks:

47. It is a statutory requirement for London local authorities to ensure the implementation of a transport strategy that is in alignment with the Mayor of London's Transport Strategy (MTS).
48. Section 145 of the Greater London Authority Act (1999) requires all London borough councils to develop Local Implementation Plan's setting out how they intend to implement the Mayor of London's Transport Strategy. Councils are then

required to implement such transport strategy proposals that are included within their Local Implementation Plan.

49. This Active Travel Strategy and the measures included within it is aligned to the Havering Local Implementation Plan and accordingly includes projects such as streetscape, accessibility requirements, and public realm. It is intended that this strategy supports the council in meeting this legal obligation and strengthens the case for maximising future funding.
50. There are no other specific legal implications or risks that arise directly from the request within this report. Although further legal resources will need to be committed to bring into effect the measures for which funding is eventually sought.

Human Resources implications and risks:

51. It is anticipated that the programmes and projects contained in the Active Travel Strategy Action Plan will be delivered mainly by Council officers, with occasional input and support from consultants engaged specifically to manage projects.
52. The proposal to create a new permanent Active Travel Officer post (1fte) will require scrutiny and approval from the Council's Recruitment Panel to ensure there is a justified Business Case for the new post. Any new post that is created would have to be funded through existing Service Staffing salary budgets or external funding sources. No additional Council funding will be available for a new post.
53. The new post being sought is proposed to be a permanent post given the 15 year lifespan of the Strategy. Should this additional post be created, this would require a small Organisational Change in which case the Council's Organisational Change policies and procedures (Preparation, Consultation, Implementation) will be followed.
54. Any additional resources that are needed during the lifetime of the strategy will be externally funded through contributions from strategic development and LIP Officer delivery funding.

Equalities implications and risks:

55. The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:
 - (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010,
 - (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and,
 - (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are, age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

56. The Council is committed to all the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socioeconomics and health determinants.

Health and Wellbeing implications and Risks

57. Many of the measures proposed in the Action Plan support the Council's Healthy Weight Strategy (2024) and will positively impacts physical activity through increasing opportunities for residents to choose to undertake journeys by active travel modes.

58. All measures included within the active travel strategy result in positive impacts upon:

- Behaviour and lifestyle such as increased exercise and awareness of its benefits in terms of mental health and wellbeing.
- Social and community influences including socially interaction within the public realm.
- Improved access to green spaces and opportunities to be active.
- Improved road safety through improved facilities within the public highway (such as crossings).
- Reduced traffic related noise impacts.
- Improved access to services such as education and training, leisure and sport facilities, health and social care services.
- Improved access to public transport.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

59. Outcomes sought by the Active Travel Strategy align with the Council's Climate Change Action Plan, in that it works towards the delivery of the Council's mode shift targets for active and sustainable modes of transport, through measures such as infrastructure improvements and cycle training.

BACKGROUND PAPERS

None