

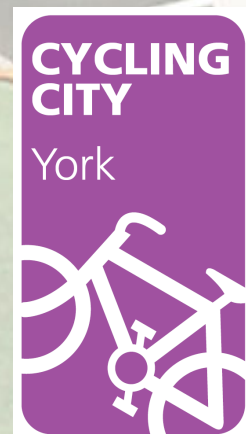


Humps for
150 yards

CITY OF YORK CYCLING CITY

1st December 2008

Strategy





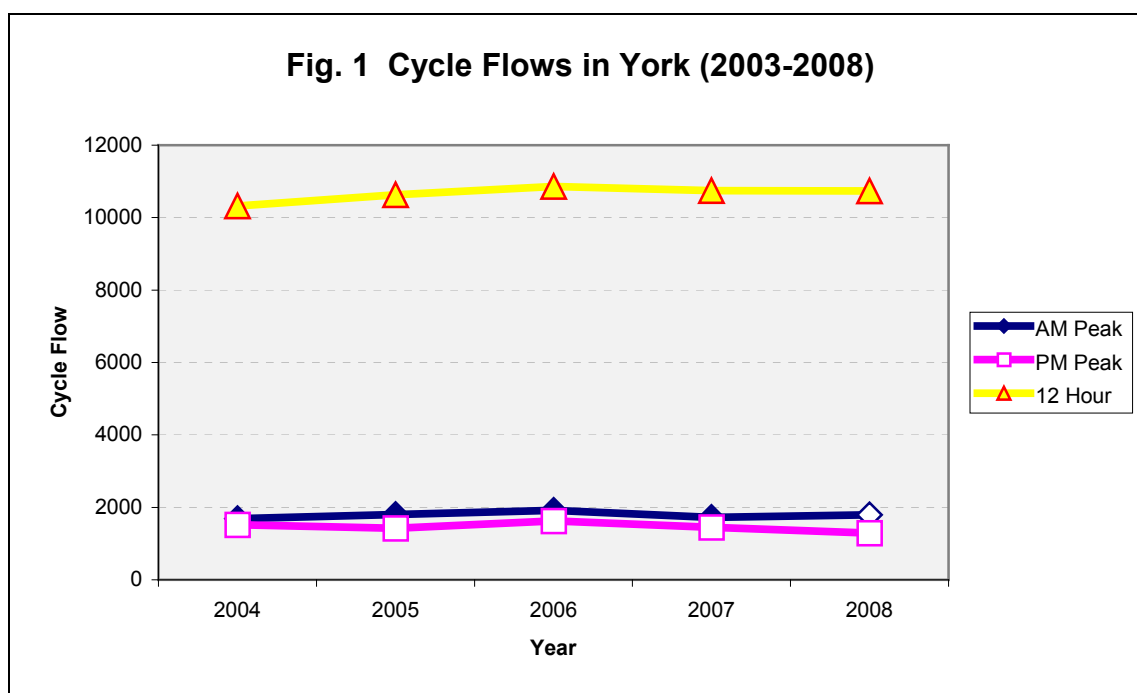
CYCLING CITY STRATEGY DECEMBER 2008

SUMMARY

This document contains the City of York Council's formal response to Cycling England's request for our strategy, as requested in the Guidance Note. It builds on the original submission, but takes into account advice received from Cycling England following recent meetings and visits. Expenditure and priorities for 2008/9 have been recast to reflect the advice received, and to provide the earliest possible impact.

INTRODUCTION

Despite the fact that York starts from a higher than average level of cycling to work of 12% (2001 Census) due to the initiatives and facilities that have been provided during the previous 10 years, surveys show that cycling has levelled off (see Figure 1 below). Clearly something fresh is needed to drive participation higher. Cycling City status provides us with the opportunity to build on these solid foundations and to develop a step-change in cycling.



THE OVERARCHING AIM

The main aim is to increase levels of cycling significantly by the end of the project. This is also the headline aim of the current Cycling Strategy, adopted as part of the Council's second Local Transport Plan (LTP2). Increased resource levels will ensure that new and innovative initiatives can be launched to tackle specific obstacles and targeted groups.

Key Targets are:-

- To increase participation by 25% on existing levels by 2010 (base: approx 10%)
- To generate a 100% increase in children cycling to school (base: 7.4%)
- Increase cycle trips to work by 10% to 13.2% (base: 12% 2001 Census)

Our vision for cycling in York is that:

- **For many more residents it will be the mode of first choice**
- **There will be a much more comprehensive network**
- **Improved facilities will encourage greater use**
- **The community will be healthier and more active**



Within 3 years we will have increased participation in cycling amongst some of the hardest to reach groups in the city, as well as boosted general cycling levels.

DELIVERING THE OUTCOMES

Key to achieving this vision is consultation with cyclists, non-cyclists and lapsed cyclists. Initial consultation early in the bid process and the findings of focus groups from previous years clarified perceptions of what was needed, and have helped establish the first year's programme of activities and works. These have been refined into the six prime objectives set out below

- Improving elements of strategic infrastructure.
- Improving minor infrastructure and equipment.
- Working innovatively with schools to encourage even higher levels of cycling.
- Engaging with groups that have low cycling participation to increase cycling levels.
- Helping businesses to increase the proportion of their workforce cycling to work.
- Using the opportunity created by the Cycling City designation to refresh and expand our marketing approach.

Multi-partnership groups based on the six objectives have now been set up. These Project Implementation Groups will be responsible for the delivery and progression of the measures, and will comprise both council officers and external stakeholders to maximise the available skills and specialisms. They will be led by Council officers and will feed back to the day-to-day management group on a regular basis.

Further consultation has already started, with all households in the city receiving an extensive questionnaire. In addition, the analysis of feedback on cycling issues from a staff travel survey carried out in the late summer at York Hospital is

underway. All the above feedback and that from the Project Implementation Groups will help to inform and shape the development of the work programme in years two and three. A Cycling Forum will also be set up which it is initially proposed to convene on a six-monthly basis to enable users to feed back on any cycling-related issues and to help shape or influence future works or projects. Learning from best practice and examples elsewhere will also help the project to achieve its aims.

OBJECTIVE 1 - FILL THE GAPS IN THE NETWORK, PROVIDE CONNECTIONS AND NEW ROUTES. (Improving elements of strategic infrastructure).

The current focus for provision of infrastructure, in line with the Cycling Strategy recently adopted in LTP2, is to fill gaps in the network. Additional resources will mean more gaps can be plugged so that radial and orbital routes can be extended and upgraded and more challenging junctions addressed sooner than would have otherwise happened. Many of the schemes already in progress, planned or under consideration involve re-allocation of road space in favour of cyclists, through the removal of traffic lanes or by widening cycle lanes to CE specifications.

Delivering such improvements is a multi-faceted task involving many organisations with interests within highway limits. York has built the majority of its ‘easy-win’ schemes and easy-to-implement sections of the network. Many of the remaining sections are going to be more difficult to achieve and are likely to be much more labour-intensive or controversial. However, Cycling City status and the additional funding will provide fresh impetus.



Key Target Groups	Key Barriers Identified	New Actions to Address Barriers Proposed
All user groups	<ul style="list-style-type: none"> • Quality and continuity of network • Perception of danger 	<ul style="list-style-type: none"> • Provision of an orbital (high profile) route linking many employment and education sites to residential areas whilst avoiding heavily trafficked roads • Better signing of the network and the use of time-based signing • Addressing some of the major pinch points on the network and re-allocation of road space to cyclists

Additional Actions

- Re-allocate road space from motorised vehicles to cyclists
- Link up cycle routes that do not connect to the existing network
- Implement cycling routes across the city centre through existing pedestrian areas
- Provide better bike/rail and bike/bus connections and infrastructure
- Address identified 'pinch points' on routes where specific issues interrupt journeys
- Work with the major developers/employers to exploit the identified 'major opportunities'

Key Targets

- Water End/Clifton Green cycle route and junction improvement. (end of 2008/09)
- Provision of cycling facilities on Blossom Street and at its junctions with The Mount and Micklegate. (end of 2009)
- Fulford Road cycle lane provision. (end of 2009)
- Deliver action on several pinch points each year from 2008/09 onwards
- Cycle routes across the pedestrianised centre by end 2010
- Improved access across Scarborough Bridge and to York Station by 2011
- Two routes across the outer ring road by 2011, connecting rural areas



OBJECTIVE 2 - IMPROVE THE QUALITY AND AVAILABILITY OF MINOR INFRASTRUCTURE. (Improving minor infrastructure and equipment.)

The council are doing a great deal of work already to address safety and security concerns through partnership working with the police and other relevant agencies. The additional resources will enable this work to be intensified and publicised much more widely, it will also enable more innovative solutions to be investigated.

Key Target Groups	Key Barriers Identified	New Actions to Address Barriers Proposed
All user groups	<ul style="list-style-type: none"> • Quality/quantity of cycle parking available • End of journey facilities • Availability of cycles • Perceived vulnerability on poorly lit routes. 	<ul style="list-style-type: none"> • Provision of a Hub-Station close to the city centre providing more secure, staffed and sheltered cycle parking • Improvements to existing cycle parking sites by providing more attractive, sheltered areas • Provision of a city-wide network of cycle hire points • Implement innovative ground level lighting schemes on various off road routes to test effectiveness

Additional Actions

- Develop secure, covered city centre cycle parking, including a Central Hub Station
- Increase the availability of quality locks and lights – possibly ‘free’ promotional campaigns



Key Targets

- Installation of new, sheltered cycle parking in and around the city centre from 2008/09 onwards
- Reduce cycle theft by 18.5% by end 2010/11 (against 2006/07 baseline)
- Install initial innovative lighting scheme by end 2008/09
- Investigate expansion of 20 mph zones in residential areas by 2011 based on pilot scheme undertaken in 2008/09

OBJECTIVE 3 - INCREASE THE NUMBERS OF SCHOOL PUPILS CYCLING. **(Working innovatively with schools to encourage even higher levels of cycling)**

The main aim of this objective is to double the number of pupils cycling to school from a baseline of 7.4% in 2007/08 to 14.8% by the end of 2010/11. Several approaches will be used to bring about this growth including more intensive training, more cycle parking at schools and improvements to key routes to schools. We will also target some of the initiatives at parents as the recognised “gate-keepers” who make the decision as to whether pupils are allowed to cycle or not.

Key Target Group	Key Barriers Identified	New Actions to Address Barriers Proposed
School children	<ul style="list-style-type: none"> • Perception of danger of children and parents • Levels of confidence/road skills • Image 	<ul style="list-style-type: none"> • Involve parents/carers in cycle training to enable them to see their children’s skills and to pick up skills themselves • Training staff specifically targeted at secondary schools where participation in training tends to “drop off”. More training staff to enable more courses to be run • Better targeted participation events at schools such as Mountain Bike courses and after-school clubs in association with local cycling clubs to demonstrate cycling can be “cool” (especially relevant after success of Britain’s cyclists at the Beijing Olympics) • Interrogate the January 2009 school census data to identify schools with disproportionately low cycling figures.

Additional Actions

- Increase the number of children/young people undertaking training to level 3 with a specific focus on engaging teenage girls (see below)
- Involve parents/carers in training which gives them the confidence to support their young people in cycling
- Provision of free bikes to school children for those without and unable to afford one/have no where to keep one safely (Funding from Capital).
- Target parents through schools for individual adult training course
- Engage with the School Cycling Champion process when CE have let the contract and target the resources at schools which have been identified as having low levels of cycling or the most potential to increase cycling levels.
- Through the development of new or revised travel plans, continue to work with schools to identify safe cycling routes to school

Key Targets

- Double the overall number of children cycling to school
- Double the overall number of secondary school pupils receiving Level 3 cycle training

OBJECTIVE 4 - INCREASE CYCLING AMONGST LOW PARTICIPANT GROUPS. (Engaging with groups that have low cycling participation to increase cycling levels)

The increased resources will enable the work to be more tightly focussed to address the low participation levels in groups such as women, older people, and people with disabilities. Specific packages will be tailored to address each group's obstacles such as providing advice based on Exeter's "Beauty and the Bike" scheme to teenage girls or providing specially adapted bikes or bike-buddies for people with disabilities.



The groups identified in the table below are crucial to enabling the City of York to achieve increases in levels of cycling. These are groups where research has shown that levels of participation are lower than average. The three biggest barriers to people in each group cycling more are shown, together with new initiatives proposed to address each barrier, which are over and above what is already being done.

Cycle training will be scaled up through recruitment of more staff as well as offering more attractive employment packages to all trainers to improve retention and availability.

Some initial steps have been taken to tackle the issue of bike availability through partnership working with BikeRescue, this brings bikes that were destined for the waste stream back into circulation once they have been made road-worthy again. Partnership working with retailers and providers of non-standard bikes will further improve the availability of bikes and will potentially address issues with some of the low-participation groups who find riding conventional bikes difficult or impossible.

Key Target Group	Key Barriers Identified	New Actions to Address Barriers Proposed
Women/Girls	<ul style="list-style-type: none"> • Levels of confidence • Image • Quality/Continuity of network 	<ul style="list-style-type: none"> • Women-only training sessions/maintenance courses to overcome inhibitions. • “Beauty and the Bike” type sessions or fashion advice to allay some of the fears from women or girls about the image of cycling • Better signing of the network, development of orbital route to link up many origins and destinations, filling in missing links on radial routes
Older People	<ul style="list-style-type: none"> • Perception of danger • Quality/Continuity of network • Levels of confidence 	<ul style="list-style-type: none"> • Re-branded and better targeted adult cycle training • Signing indicating times rather than distances, development of orbital route to link up many origins and destinations, filling in missing links on radial routes. • Guided rides/family rides to re-introduce some older people who may not have cycled for some time back into cycling gently and to help build up confidence levels.
Economically/Socially Disadvantaged	<ul style="list-style-type: none"> • Availability/affordability of cycles • Quality/quantity of cycle parking available • Quality/Continuity of network 	<ul style="list-style-type: none"> • Free or reduced price recycled bikes made available to those most in need. • Improved sheltered city centre cycle parking, better parking at employment, leisure, retail, healthcare and education facilities. • Development of orbital route, completion of radial routes, development of schematic map to show how routes will serve key sites.
Disabled People	<ul style="list-style-type: none"> • Availability of suitably adapted cycles • Levels of confidence 	<ul style="list-style-type: none"> • Make various types of adapted cycles available to disabled groups or individuals to use • Training sessions tailored to suit an individual’s disability

Additional Actions

- Increase number of initiatives that attract women and girls e.g. build on existing initiatives such as: 'girls only' bike maintenance course; 'bike art'
- Increase the distribution of free/discounted bikes to those who are economically/socially disadvantaged
- Implement guided rides e.g. tandem bikes; escorted rides

Key Targets

- 100% increase in women/girls and over 45's by 2011
- 3 new leisure/pleasure programmes by 2009
- Increase cycling participation in Westfield - a low participation area - by 100% by 2011
- Recycle and refurbish 1,200 bikes p.a. diverted back into use from waste stream



OBJECTIVE 5 - INFLUENCE TRAVEL TO WORK DECISIONS. (Helping businesses to increase the proportion of their workforce cycling to work)

We will work with York's major employers and adopt a 'selling' approach. The group will tap into existing knowledge of what approaches have had a positive impact on increasing cycling and roll these out to other employers. Given the current economic climate, fuel price increases, delays from traffic congestion, and people's aspirations towards healthier lifestyles, employers could be more receptive to alternatives. Employers in York see the impact of cycling on a daily basis on our streets. In York a wide cross-section of residents already cycle and employers recognise that many of the initiatives already implemented help their employees to access work and may benefit the health of their workforce. Different employers will gain different advantages from their employees cycling, our job is to research each situation and tailor a programme, support and advice to suit.

A cycle training co-ordinator will be dedicated exclusively to businesses/employers and will work in tandem with travel planning staff to help promote the benefits of supporting cycling in the workplace. A multi-pronged approach will be adopted to promote training, improve cycle parking and other initiatives such as salary sacrifice bike purchase schemes. Targeting training specifically at employers is a new intervention, having not been available previously, but it has the potential to multiply the benefits gained from other, more conventional, travel plan-type initiatives.

Key Target Group	Key Barriers Identified	New Actions to Address Barriers Proposed
Employers/Employees	<ul style="list-style-type: none"> • End of journey facilities 	<ul style="list-style-type: none"> • More intensive work with employers to ensure better cycle parking/changing facilities are implemented, promotion of cycle-to-work scheme to employers • Identification of Safe

	<ul style="list-style-type: none"> • Quality/Continuity of network • Lack of awareness of network • Lack of awareness of cycling 	<p>Routes to Work and completion of orbital and radial routes</p> <ul style="list-style-type: none"> • Development of Cycling City website, promotion of Cycling England's journey planner when available, development of schematic map, wider distribution of revised cycle route map • We plan to work with an external provider to roll out a 'Get Cycling to Work' cycle challenge programme to York's larger employers and apply lessons learnt elsewhere to expand interest in York
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Actions

- Approach targeted employers to ascertain the barriers to increasing the proportion of their work force cycling
- Encourage more employers to take up Cycle to Work (salary sacrifice) schemes..
- Implement bike hire scheme at several locations in the city to provide an alternative to the car for short local trips.

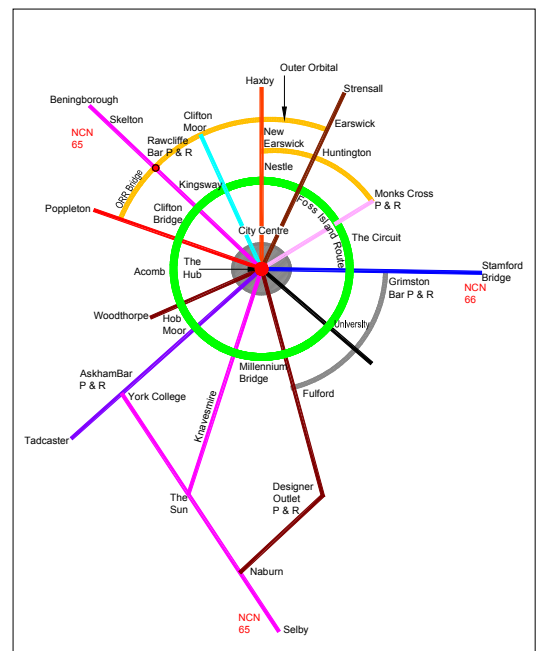
Key Targets

- 50 employers contacted in the first year.
- City-wide cycle hire scheme by 2011

OBJECTIVE 6. IMPROVE INFORMATION, MARKETING AND AWARENESS.
(Using the opportunity created by the Cycling City designation to refresh and expand our marketing approach)

Current budgets available for promotional work are very small and therefore the additional resource available both in terms of money and staff will enable more work to be done. Innovative means of promotion through the provision of a schematic map and the annual 2-day festival will help increase the profile of cycling across the city. Development of new branding will also help raise awareness of the cycling culture and facilities available for cyclists.

The results of the city-wide questionnaire mentioned previously will also help marketing to be targeted better to help achieve modal shift.



Additional Actions

- Develop a new schematic map
- Launch the Personal Journey Planner
- Create a York Cycling City web site with links to other web sites
- Develop the learning from Smarter choices

Key Targets

- New schematic map by March 2009
- Personal journey planning available by mid-2009
- Website up and running during 2009

LEARN, DEVELOP AND SHARE

Performance will be monitored in line with the proposals in the Cycling England monitoring contract (which has recently been awarded to Sustrans). We will also continue to monitor cycling levels as part of the council's Local Transport Plan through manual counts, automatic counters and surveys at schools and workplaces.

York is already a DfT Centre of Excellence for Integrated Transport provision and was previously a Centre of Excellence for Cycling therefore we have been disseminating good practice to other authorities for some time. York was also involved in both the national and regional CTC Cycle Benchmarking projects which proved a valuable tool to identify best practice elsewhere. We see the Cycling City project as another opportunity to further improve our city for cyclists, learn from examples of best practice elsewhere and to share our experience with others. The project also offers a good networking opportunity which may prove useful in other fields as well.

PROGRAMME

To address the above aims we have developed an outline three-year work programme shaped by the results of the consultation undertaken prior to submitting our bid. The first year of the programme will remain, for the most part, as initially proposed. However, it is recognised that years 2 and 3 will need to be refined as evidence from the city-wide consultation emerges and the successes of the first year's work informs the monitoring process.

CONCLUSION

At the end of the project, a newly invigorated and better-informed cycling community will feel safer and more confident on their bikes. New links, such as those across the previously 'pedestrian only' city centre, will make what were once fragmented journeys more coherent and the removal of critical pinch points on the cycle network will make cycling journeys smoother and more attractive. In addition, new developments will link to existing routes and provide the opportunity to expand the network.

A wide range of training, development and participation initiatives will have encouraged more people to become involved in cycling of one form or another.

Some of these initiatives will be developed from proven, established schemes, but others will be new and inspirational. In 3 years time, the city will have regained its momentum as a major cycling city and will be learning, sharing and developing. The collaboration between all the partners committed to the initiative will have delivered a healthier, more active and safer community.

With several hundred more secure parking units, bike theft will have substantially reduced. An innovative community asset transfer project will have helped to ensure a plentiful supply of bikes at a fraction of the cost of new ones that will minimise waste, reduce CO₂ emissions and deliver secure storage and repairs for commuters and tourists alike. For those who don't want to own a bike, the new hire scheme will encourage short journeys. More employers will have Travel Plans in place with the largest single employer in York (City of York Council) having made an overt commitment through its substantial new workplace provision for cyclists.

Having developed the delivery partnerships we will be seeking to maintain them after 2011 to ensure the improvements are sustained into future years and to keep the momentum going although with a reduced level of funding. However, having a better idea of what does and doesn't work and how best to tackle particular groups this will enable future funding to be better targeted to give better value for money.



Appendix 1

PROPOSED MANAGEMENT & GOVERNANCE STRUCTURE

A project management structure is attached at the end of this section.

Senior Manager Responsible : Damon Copperthwaite, Assistant Director (City Development & Transport)

Councillor Responsible : Cllr. Steve Galloway, Executive Member for City Strategy

Cycling Champion: Cllr Joe Watt

Project Leader : Ruth Egan, Head of Transport Planning

“In House” Delivery Team: Cycling City Project Manager, Transport Planner (Cycling & Walking) , Head of Sport & Active Leisure, Cycle Training Supervisor, Road Safety Officer, School Travel Advisors, Transport Marketing & Communication, Principal Transport Planner (Operations), Education, Transport & Safety (Implementation), Capital Programme Manager, Network Management, Engineering Consultancy, Economic Development Unit (Tourism Team).

Key External Delivery Partners: Chair of Healthy City Board, University of York, University of York St John, York College, Network Rail, National Express, First York, Joseph Rowntree Foundation, York Hospital, Safer York Partnership, York Cycle Campaign, Clifton Cycling Club, Cyclists’ Touring Club, BikeRescue, Company of Cyclists, local Sustrans Volunteer Rangers.

A Cycling City Steering Group will be formed that will act as the main decision making body and will monitor progress towards achieving the aims, objectives and targets set. This group will comprise manager and chief officer level council employees and some senior external stakeholders.

Expected Composition of Steering Group:

Cllr. Steve Galloway – Executive Member

Cllr. Joe Watt – Cycling Champion

Damon Copperthwaite – Assistant Director, CYC

Ruth Egan – Head of Transport Planning, CYC

Mike Silk/Permanent Appt. – Cycling City Project Manager, CYC

Dr. Peter Thompson – University of York

Jo Gilliland – Head of Sport & Active Leisure, CYC

Helen Sowden – North Yorkshire & York PCT

Paul Osborne – Sustrans SRTS Programme Manager

Adrian Setter – Chair of York Cycle Campaign

Nigel Cay – Network Rail

This group will act as one of the main points of communication with Cycling England. Under this group will sit a team who will manage the day to day running of the project and will report back to the Strategy Group on a regular basis.

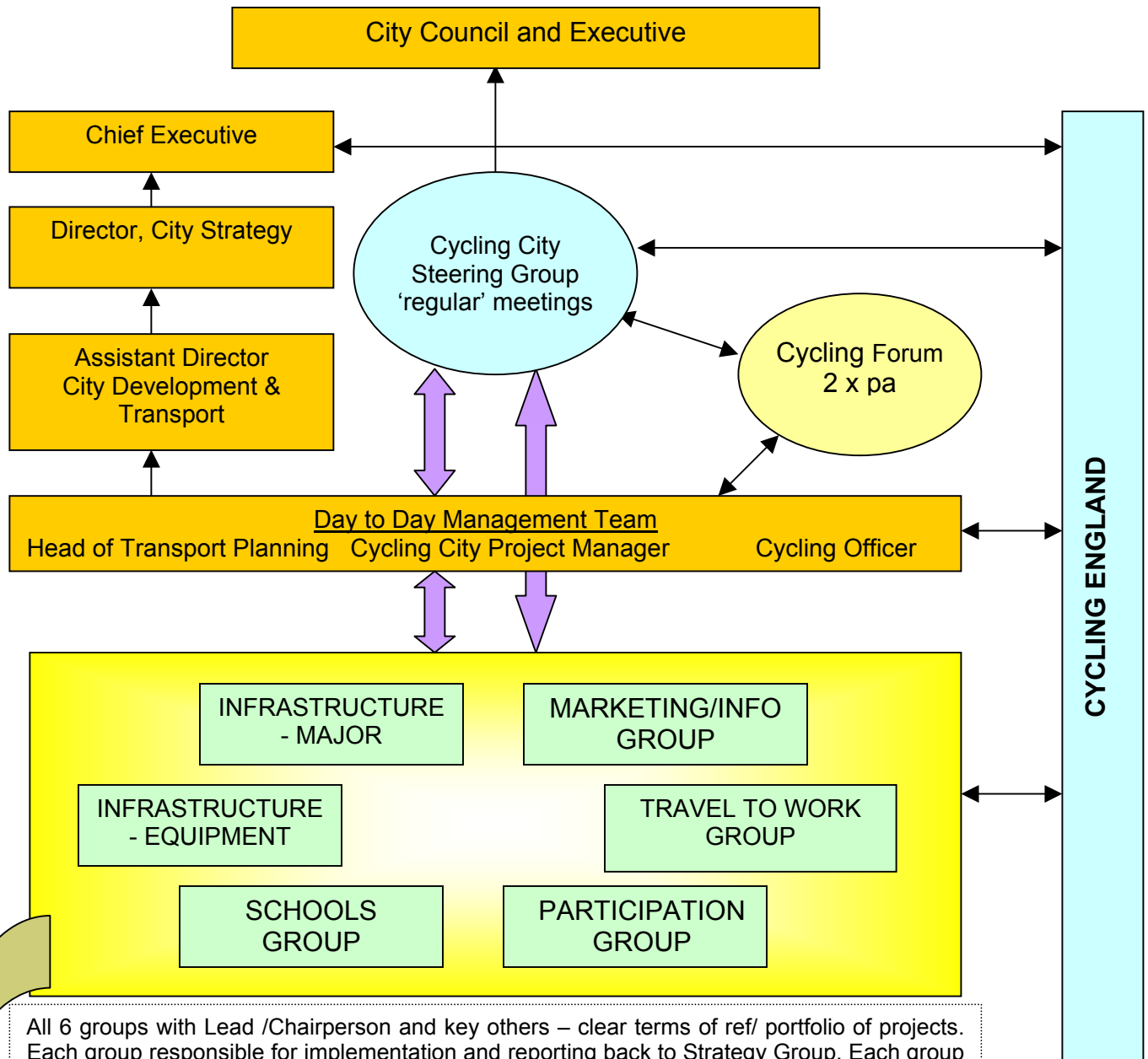
Appendix 2

PROJECT IMPLEMENTATION GROUPS

The names of the Groups and their leaders are as follows:-

- Infrastructure (Major) e.g. new routes – led by Andy Vose
- Infrastructure (Equipment) e.g. cycle parking – led by Andy Vose
- Schools – led by Christine Packer/Gillian Chefrad
- Participation – led by Paul Ramskill
- Community Transport/Travel to work – led by Andrew Bradley
- Marketing and information – led by Linda Capel

Appendix 3. CYCLING CITY IMPLEMENTATION STRUCTURE LINE DIAGRAM



All 6 groups with Lead /Chairperson and key others – clear terms of ref/ portfolio of projects. Each group responsible for implementation and reporting back to Strategy Group. Each group works with CYC staff as appropriate to implement projects. Skills audit has info on base members for each group.

