

Report of the Director of City Strategy

CYCLING CITY PROGRAMME - PROGRESS REPORT 5

Summary

1. This is the fifth and final report to update Members on the progress of the Cycling City York (CCY) Programme, highlighting works and achievements in the programme throughout its lifetime and initial conclusions.

Background

2. The overall aim of the programme is to encourage more people to cycle. The funding of £3.68m from Cycling England (CE) is match-funded by City of York Council (CYC) and this is broken down into two main streams of work, capital and revenue.

Strategy

3. The programme is drawing to a close now with the completion of what it was conceived to do plus more besides. This has included new types of infrastructure, guidance and services, all with the aim to encourage more people to cycle more safely and help redress the balance for cycle users in York, becoming more in line with the DfT road transport hierarchy that this Council has signed up to.
4. While CCY has had targets within it, it has been made clear that this is an outcome driven programme providing the infrastructure, improvements, opportunities and messages to encourage modal shift and better inform and educate people into influencing their travel behaviour onto the bicycle. Given the size and topography of York, this makes it the most favoured and best form of transport to get around, especially during the peak periods.
5. The above aims together with the aim to communicate and gain the acceptance that cycling is inclusive to everyone has been seen and communicated back to CCY with the 'bikes not barriers' scheme for example. This was where we worked, in partnership with Get Cycling (a York-based cycle event firm), to show that people with mental and/or physical disabilities can cycle, and this has provided the ways and means for them to do so.

6. The rest of this report now looks back on the main achievements, successes and lessons learned from CCY, with initial consultations being drawn where possible given the Cycling England statements - that initial results will be available or conclusive until at least 2012 to allow time for the number of increases in cycling to be sustainable.

Update on the programme and key conclusions

The last 6 months

Programme updates

7. The final 6 month period since the last report in September 2010, has been one of further assessments in the capital and revenue programme areas to make sure this final push not only delivers what we have left to do but focuses on what we can do to launch 2011 on as the fairer weather approaches and this programme draws to an end.
8. This has been essential given the unknown future of what lies ahead after this programme given the necessary savings the Council and Central Government have had to make. So keeping the momentum going is critical to the work to continue to see further increases in people choosing to get out of their cars for these local journeys where possible.
9. The following highlights some of the works that will help to do this as well as concluding thoughts for each project area over the life of CCY.

Revenue

Marketing, Communications and Events

10. Within this area as well as the many media releases going out, we have been focusing on tools to be launched for this year as the spring approaches, which are the latest version of the cycle route map and a cycle journey planner. Both these tools will allow everyone that hasn't cycled yet to make a better informed choice and overcome one of the main barriers that are lack of awareness of how easy and quicker it is to get to local destinations by cycling.
11. The cycle journey planner appears on the CCY website and the map, once completed, will be sent to all households within York as well as available at Council offices, libraries and electronically.
12. Concluding thoughts for the project area have shown that marketing and communications are essential to any travel behaviour programme and this we feel has significantly helped to overcome some of the barriers identified back in the 2008 city-wide CCY survey, which was the lack of awareness of 'where is my nearest cycle route?' and 'where does it go?', 'why should I cycle?' and the perceived dangers of cycling on the roads.

13. With the various advertising campaigns, the volume of media releases, events to engage, successful branding with the public (where the CCY logo and name are known by everyone in York) and countless meetings with stakeholder groups and media interviews. These have all helped to allow an observed significant shift and acceptance, by many, of the benefits of cycling that has all helped lead to an embracing of cycling being more socially acceptable and to an increasing cultural change of the cycle (as we see in many other European towns and cities). Much of this can be seen in the many thousands of feedback forms we have received through the many events, rides and courses we have delivered. So if any future works are to progress by the Council in transport behavioural change then this must be a key part of it to be successful.

Schools Group

14. Given the winter period and the disruptions from the weather, we had to cancel the winter cycling Santa family event. However as will be reported in the monitoring section of this report, the figures we have been getting back in from the schools have not been conclusive and contradictory to our engagements works with them which include events and cycle infrastructure installations such as cycle parking. Given this we have been looking into how we can gain a better and more conclusive understanding of cycling levels in schools, where the census and hands up surveys done by the schools have been very mixed. As a result we will be providing an online tool where schools will be able to enter monthly cycle shed counts and any notes to explain any abnormal levels of cycle parking such as school fields trips that may mean less cycles parked than normal. To start this work off and to begin to build a better picture, cycle trainers have been used to gain cycle shed counts over the last three months. Hopefully when schools take this over in the next couple of months, in a year or so we will have better data.
15. Additionally data from cycle training numbers has shown an increase in Bikeability level 3 over the last three years, mainly due to help to subsidise the level 3 places, based on feedback from pupils and parents. So we hope this will help reinforce the value of level 3 training after this programme and its funding is complete.
16. Concluding thoughts for this project area have shown that schools have been a key focus area to concentrate efforts, as well as the workplaces, with the additionality that we are effecting and influencing the next generation to accept cycling as the norm for local journeys and demonstrate greater awareness of safety and respect towards others. Specifically we have found the inter-school competitions and direct marketing and communications such as assemblies and bringing in tried and tested engagement works that fit into the education curriculum are key to seeking that buy-in from pupils as well as staff and result in a positive effect on the family of the pupil as a whole.

17. A key examples has been the work of the school travel planners in helping all schools to develop and implement their school travel plans, the Sustrans Bike It project and virtual cycle races. While some schools have been very slow to take up their travel planning, working with CCY and the Council to help influence pupils' travel behaviour and address the problems of the school run, these races show what can be achieved. A conclusive 395% increase was gained from most of the primary schools which signed up to the End-to-End event in April.
18. As we can see during the school holidays the traffic levels in York drop substantially so this area is key to addressing the problems of the school run in providing suitable alternatives to the car for these local journeys. This will help to reduce the significant environmental problems we see and the safety issues outside of schools with cars caused by the school run and promote that this is everyone's problem and hopefully see a change, with the school and Councils help.
19. Any future works taking forward behavioural change needs especially to build upon and take forward the implementation of school travel plans to effect both current and future travel behaviour, communicating the benefits for the individual/family and further.

Participation Initiatives

20. The participation has been the main project area providing the opportunities for people to try cycling, whether through guided rides, the health initiatives, Dalby Forrest runs and looking at this sustainably in providing courses on cycle maintenance. This has helped many hundreds of people become more aware of the benefits of cycling, the routes around York and how to look after their bikes.
21. Concluding thoughts for the project area have shown that with the momentum that CCY has created, any future programme could be able to charge for these types of services as this has been researched from feedback we have asked for making elements of this project area sustainable. Whilst not a key area if spending is tight, the promotion of the health benefits of cycling, as well as sustainable transport generally, means this type of work should continue to better allow the social acceptance of cycling and provide the opportunities to experience the benefits of cycling by all. Furthermore given the evidence of the waiting lists we have for some of these events including cycle maintenance the demand is high for this to continue.

Work place initiatives

22. As mentioned in the schools group section the workplace has been one of the two key focus areas for CCY to work with, where working with some of the largest employers in York has helped to see significant growth in cycle usage levels ranging from Nestle UK achieving a 15%+ increase in employees cycling to work over 2009, through to 34%+ at York University.

23. Given these initial figures and further reports coming in of further increases, such as Nestle at least doubling its cycle parking, this remains a key focus to take forward for the future, in addition to the popular and successful York Press Business Awards – Sustainable Transport Award, the winners in 2010 being the Shepherd Group.
24. The importance of businesses in York to help influence their staffs' travel behaviour is key and where there is one last push before this programme comes to an end. This has culminated in the York Cycle Challenge aimed at all organisations in York to reach at least 100 businesses, with many major names already being signed up at the time of writing this report.
25. This will create many new inroads into organisations around York helping any further Council initiatives to better engage and work with these to promote and help see further increases in modal shift to sustainable transport.
26. Concluding thoughts for the project area are similar to the schools concluding remarks but with the added help of senior staff/employers who have significant weight and influence to encourage modal shift with their staff, can and has produced significant results. This buy-in is critical if York is to become a better place to live and do business in, addressing the economic and environmental issues we all face. By working with employers to help meet their own economic aims, carbon and corporate social responsibilities policies, this can only be a positive contribution to what the Council aims to meet for York as a whole.

Other initiatives

27. While there have been many other initiatives outside of what was initially agreed for CCY with DfT it is worth noting that the engagement CCY has had with the Safer Partnerships team and NY Police has been very positive seeing the Police pro-actively taking forward the security of cycle crime and enforcement action, promoting better cycling road behaviour. Indeed while crime figures are high compared to other cities in the UK comparable with York (such as Oxford and Cambridge), we have about 10% fewer figures and in some cases they have found that they are doing more compared to all other Police authorities outside of the Metropolitan Police. Additionally we have placed a number of new Red Web signs around cycle parking areas and further expanding the 'how to lock you bike up' signs around the rest of the city and the number of bikes tagged through Operation Spoke is now over 8000. To help illustrate the drop in cycle theft the graph below

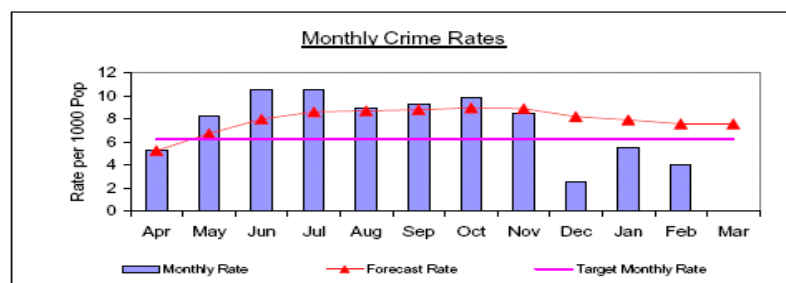
BCS Comparator Statistics 2010-11

Data Source: NYP

York CDRP - Theft or unauthorised taking of a Cycle 2010-2011

Totals

Target	1152
Forecast	1385
Cumulative	1270



shows the actual cycle theft figures compared with the forecast rate.

28. One concluding thought is that any similar programmes to CCY needs to be well rounded and makes sure that any one aim does not impact negatively on other initiatives, in this case not just encouraging more people to cycle but to do so safely and securely.

Capital

29. Outside of the CCY programme, the Bike Rescue Secure Cycle Hub was launched early in the New Year by the Chair of Cycling England. Despite the adverse weather there has been a steady uptake by customers for parking (given the winter period) including an organisation that has booked 10 places over this year, which will help with part of the sustainability of the hub income for this service. This additionality allows Bike Rescue to better promote and launch a number of initiatives supporting cycling such as maintenance workshops, Operation Spoke, locker and changing facilities in the city centre and so forth. A number of positive comments have also been given to Bike Rescue around cycling in general where they have seen many people coming into the Hub Station, partly due to its location, buying bikes and saying they are returning to cycling after many years. This is down to a number of reasons but economic appears to be the main factor.
30. The long awaited railway station access schemes have suffered some delays due to various reasons (including some signal cabling realignment) as may be expected from a scheme such as this involving the railway, however legal agreement and tenders have been signed and agreed for this East Coast led scheme and they still report that both access routes will be on the ground by the summer. While the delays are disappointing the commitments and agreements in place can only result in these being delivered so assurances can be taken from this.
31. As will have been reported in the Capital Programme update report from City Strategy, all Council/CCY led capital schemes are on track to be completed by the end of this financial year including the Orbital Cycle Route.
32. Officers have been (and continue to be) working in partnership with Sustrans to identify and remove/alter barriers on cycle paths that are making it difficult for cycles with trailers or other larger cycles, such as hand-cranked cycles, to access these routes. Some of these can now be seen including the riverside route near Clifton bridge and the race-course to name but a few areas as well as implementation of cycle infrastructure improvements taken from the cycle infrastructure audit. These both will be ongoing pieces of work funded through the LTP contributions and help continue the momentum CCY has helped bring about.
33. Concluding thoughts for the various capital schemes CCY/Council has delivered have resulted in many improvements that can be seen on the illustrative map at Annex A. However a number of lessons have been learned about these type of singular focused schemes, which includes: -

- Seeing what other benefits can be brought for other modes of transport including walking at the design stage of schemes
 - Very clearly justifying any loss in capacity towards other modes of transport but to aim to make any loss in capacity a very much last resort.
 - Clear and focused communications and promotion of a scheme to make sure the full benefits are understood by all those a scheme may affect.
34. One example of this is the Blossom Street works where capacity hasn't been adversely affected but the scheme still benefits cyclists. It deals with a conflict point between Queens Street and Nunnery Lane with an advanced green filter-light for cyclists and a new pedestrian crossing spanning Blossom Street. Especially important given it is a main route for school children to and from All Saints School.

Main conclusions

35. The CCY programme has demonstrated, in all fairness, a successful approach to influencing behavioural change to sustainable forms of transport. The forthcoming Central Government approach is welcomed – by having a wider focus on all forms of sustainable transport measures for any future behavioural change programmes and projects. As in some cases and with some feedback we have seen CCY has possibly alienated other forms of transport such as walking and bus. Given the remit Central Government gave us this was likely to be inevitable by CCY and Officers who have tried to take all of the above lessons and many others into account to seek to minimise any possible negative impacts on these other forms of transport. Examples of which are mentioned above. So any future programmes or initiatives the Council has should bear this in mind.
36. Additionally another key lesson learned is the structure of these types of initiatives or programmes. In that the revenue initiatives are far more effective and less costly than just capital schemes but if supported by capital schemes and a clear marketing and communications approach – the results can be significant. In other words “gone are the days of if you build it they will come” is a term from CCY now coined by Cycling England.
37. These conclusions will form part of the wider report to DfT from Cycling England. Programmes like this, building upon the initial Cycling Towns findings (as well as Sustainable Towns projects) show that a resource heavy, consistent and long-term approach is needed to see and sustain significant results in modal shift. While the Council has to go through these times of financial savings, the DfT are seeking further focus and financial funding from Local Authorities for these types of initiatives and programmes after the LSTF (Local Sustainable Transport Fund) initiative is concluded in 2015. If the Council is successful in its LSTF bid the additional momentum and wider focus should mean that cost effective revenue funded projects will be able to continue after this period with the significant results we are seeing

but perhaps with less funding needed. This would be achieved by building upon the current and LSTF funding works albeit with fewer resources, a smaller staffing and capital budget (excluding some of the needed major schemes such as Access York and other works to demand manage congestion and capacity improvements).

Consultation Process

38. Cycle infrastructure scheme proposals follow a consultation process with local councillors and residents in the locality of the individual schemes. As part of this process consultation with stakeholders and partners is ongoing throughout the delivery of the programme, both on individual capital schemes and revenue initiatives. A key part of this is to seek feedback regarding CCY projects (which include Officers and stakeholders), helping to steer and guide CCY and Council works based on feedback and consultation results.
39. An Equality Impact Assessment (EIA) on the whole Cycling City programme is in place and undergoing an audit process to make sure this is an integral part of this and similar Council initiatives and to implement any lessons learned.

Evaluation and Monitoring

40. The Council and CCY programme had an action to survey the city, which has been completed. Annex C includes a summary of the findings along with more detailed analysis in annex D. However the report author for the survey will be at the meeting to give a summary and help answer any questions.
41. The monitoring project has had approximately 45 ACCs (Automatic Cycle counters) in place for over a year now. A verbal report will be given at the Executive meeting but an initial summary, Annex B, will be distributed later before the meeting, due to when the data becomes available and can be analysed. Again a caveat is that the main findings will be published by DfT in the main cycling cities and towns report due in December 2011.
42. Given the initial results of overall cycle levels being just under 15% from only the original three ACCs, and based on the last Executive verbal report given in September, the programme appears to have exceeded two out of its three targets. As mentioned in the schools group section, the results for schools are less conclusive and contradictory to the findings CCY and Cycling England have seen compared to the schools mixed response from the annual school census done during January (which given the time of year does not help to provide an accurate picture across the whole of the year). Given this, Officers/cycle trainers are now taking cycle shed counts and seeking buy-in from the schools to do these every month.
43. Based on initial household survey results commissioned by Cycling England, calculations show that over a 40% increase in kids cycling to school during 2009 was being achieved and again tied in with the virtual

school cycle races in 2010, which produced 395% increase in combined cycle levels from participating primary schools (about half of the total in York) may allow one to conclude we have seen a significant increase in cycling to school but this above work and Cycling England report in December should help to draw some conclusions.

Corporate Objectives

44. The programme contributes to a number of Corporate Priorities:

Sustainable city - There is considerable scope for encouraging a shift from car use to cycle use for people throughout the city,

Inclusive city - These proposals would help cater for all types of cycles and cyclists as they focus on children and a number of hard to reach groups as well as providing general improvements in cycling facilities, and

Healthy city - The scheme will encourage more people to cycle with the added benefits of improved health. Cycling is also an ideal mode of transport for people on low incomes whose health may be poorer.

45. Local Transport Plan (LTP): The programme has already contributed to several of the aims of the LTP and continues to work the LTP, LDF and City Centre Area Action Plan (CCAAP) teams to influence this strategies and documents, including the inclusion of a trialling of city centre cycling. This work as also been looking into the future of the CCY programme with a view to consulting on the development of a sustainable travel team. Aims in discussion include:

- To reduce the need to travel, especially by car, and to encourage essential journeys by more sustainable modes;
- To improve economic performance in a sustainable manner;
- To reduce the level of actual and perceived safety problems;
- To enhance opportunities for all community Members, including disadvantaged groups, to play an active part in society;
- To improve the health of those who live, work in, or visit, York;
- To reduce the impact of traffic and travel on the environment, including air quality, noise and the use of non-renewable resources.

Implications

46. **Financial** – The CE grant has to be match funded by contributions from the Council, developers and stakeholders. The grant cannot be carried forward beyond the life of this programme, any under spend would be reallocated to another cycling town programme and will be lost from the Cycling City York programme.

47. **Human Resources (HR)** - The additional posts of Programme Manager, Transport Planner and Events and Marketing Officer have been created and funded from within the Cycling City budget.
48. **Equalities** – The programme will deliver a range of improvements to facilities and training. These will provide residents and visitors to York with travel options to reach key services around the city as a result of improved infrastructure improvements and marketing materials. Other initiatives will reduce social exclusion by improving access to cycles for those who can't afford them. The EIA has also highlighted areas of the programme that require further consideration such as the impact of shared use facilities may have on older or partially sighted pedestrians. Officers are continuing to work with stakeholders and the Equalities Team to fully understand the issues and impacts and complete the EIA.
49. **Legal** – The grant from the DfT is made under Section 31 of the Local Government Act 2003 and the Council has entered into a funding arrangement with the DfT in order to be able to access the grant.
50. **Property** – The conversion of the Lendal Hub Station, which is owned by the CYC will enhance the usefulness of the building and increase the overall value of the property portfolio. The Council's property team is managing the hub station project. The building remains the property of the council although Bike Rescue is delivering the project.
51. **Crime and Disorder** – The provision of better cycle parking, together with the secure manned Hub station facility should reduce the level of cycle theft in York. The ongoing partnership working with the Safer York Partnership has seen a reduction in cycle thefts over the last 2-3 years of approximately 50%. The Safer York Partnership has installed signs on all city centre cycle parking stands to better inform the public how to lock up their cycle. It is hoped this will better inform cyclists and deter thieves.

Risk Management

52. The main risks associated with the programme are connected with non-delivery of future levels of cycling (strategic). This is a high profile programme both locally and nationally and it is aimed at not only increasing the size of the dedicated cycle network, but also altering the provision of road space in favour of cyclists at a number of locations. Failure to achieve targets will mean that CE may be guarded in future about further investment, and the funding body behind CE, the Department for Transport, could lose confidence in the ability of the authority to deliver the objectives and targets.
53. The risk of this programme failing is growing increasingly less likely, and measured in terms of impact and likelihood, the risk score for the recommendation remains less than 16. At this point, therefore, the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this programme.

Recommendations

54. The Executive is asked to:

Note the progress made on the Cycling City York programme and continue supporting the programme's aims and achievements.

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Report Approved Date

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Wards Affected: all

All

For further information please contact the author of the report

Annexes included: -

Annex A – Illustrative map of delivered cycle infrastructure delivered across York

Annex B – Monitoring summary report of cycling levels in City of York (*to be distributed and tabled later*)

Annex C – Cycling City survey 2011 – summary of findings

Annex D – Cycling City survey results and analysis